

COMPREHENSIVE MASTER PLAN

Village of Rockdale, Wisconsin

MONTH 2020

DRAFT

Prepared by

The Village of Rockdale Plan Commission
The Capital Area Regional Planning Commission

*Cover credit: Photograph by Andrew Dahl of Rockdale, Wis., ca. 1873-79
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ACKNOWLEDGEMENTS

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DRAFT

RESOLUTION NO. 5-1

AN ORDINANCE TO ADOPT THE MASTER PLAN OF THE
VILLAGE OF ROCKDALE

The Village Board of the Village of Rockdale, Dane County, Wisconsin do ordain as follow:

Section 1. Pursuant to section 62.23(2) and (3) of the Wisconsin Statutes, the Village of Rockdale is authorized to prepare and adopt a comprehensive plan as defined in section 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

Section 2. The Village board of the Village of Rockdale, Wisconsin has adopted a public participation stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.


Section 3. The plan commission of the Village of Rockdale, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the Village board the adoption of the document entitled "Comprehensive Master Plan of the Village of Rockdale", containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

Section 4. The Village has held at least one public hearing of this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

Section 5. The Village board of the Village of Rockdale, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled "Comprehensive Master Plan of the Village of Rockdale", pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

Section 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Village board and posting and publication as required by law.

Adopted this 21th day of March 2005.


Charles Hutchens, Village President

ATTEST:


Carrie Andersen, Village Clerk/Treasurer

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Chapter 1: Overview of 2021 Update

Comprehensive plans typically have a life span of 10 to 20 years, with minor updates and amendments completed at regular intervals. This plan is an update of the 2005 Master Plan prepared with the assistance of Capital Area Regional Planning Commission staff.

The Village of Rockdale began updating its *Comprehensive Master Plan* in the summer of 2020 with assistance from the Capital Area Regional Planning Commission. The main goals of this update process were to bring the plan into compliance with state comprehensive planning requirements and to provide updated goals, recommendations, data, and other information as a basis for Village decisions. This section outlines the update process, along with key changes that have occurred since 2005 and progress made on the plan's original recommendations.

2020-2021 Update Process

The Village's 2020-2021 update process included five meetings of the Village of Rockdale Plan Commission. The Plan Commission began by reviewing the existing plan's goals, objectives, policies, and recommendations and revising them to reflect current conditions, priorities, and progress made since 2005. The public participation plan was also updated early in the process; the updated participation plan was approved with revisions following the August Plan Commission meeting and shared on the Village's website.

To update the plan's text and tables, CARPC staff collected current data from the US Census Bureau and other sources and researched relevant plan, program, and policy updates. Related plans reviewed for the update include the Village of Cambridge and Town of Christiana comprehensive plans, the CamRock County Park Master Plan (2008), and the 2018-2023 Dane County Parks and Open Space Plan. The plan's appendices were reviewed and revised with updated information on growth management tools and Dane County's environmental corridor system; a new appendix containing the Village's 2008 Urban Service Area amendment was also added. Updated maps were created to display current information on the Village's boundaries, facilities, infrastructure, resources, and land use.

A draft plan with updated data, text, and maps was shared for a 30-day public comment period from **December XX to January XX**. A public hearing was held on **January XX**. The Village Board passed a resolution to adopt the updated plan on **February XX**, 2021.

Key Changes since 2005

Many of the goals, objectives, and recommendations of Rockdale's 2005 *Comprehensive Master Plan* were formulated with the expectation that the Village would soon be experiencing significant population growth. This anticipated growth was not ultimately realized, resulting in less funding than expected for some proposed projects. Recent population trends have shown slower, more steady growth than observed at the county level, indicating that Rockdale can expect to maintain a relatively

stable population over the next several years. The plan’s goals, objectives, and recommendations have been updated to reflect current conditions and expectations.

Major local developments since 2005 include the purchase of the historic mill site by Dane County in 2003, finalizing the parkland connection between Cambridge and Rockdale. The mill and its associated outbuildings were subsequently deconstructed. In 2008, an upgraded Rockdale Wastewater Treatment Plant was installed. The new plant replaced the original 1971 facility and has the capacity to serve approximately 300 persons. The Village’s Urban Service Area boundary was also amended in 2008. The amendment added 36.6 acres of developable land to the service area, removed 21.7 developable acres, and designated 0.9 acres of parkland within the existing USA as environmental corridor. This amendment also changed designation of the service area from Urban Service Area to Limited Service Area as the Village did not intend to provide municipal water service within the 20-year planning period.

Plan Recommendation Status

General Recommendations

2005 Recommendations	2020 Status
1. Adopt and implement the Comprehensive Plan, under the auspices of SS 62.23 Ws. Statutes.	In progress.
2. When possible, enter into intergovernmental agreements with neighboring municipalities to foster implementation of the Comprehensive Master Plan.	Ongoing.
3. Amend the Comprehensive Master Plan as necessary to comply with Wisconsin’s Comprehensive Planning (Smart Growth) Law.	Ongoing.
4. Adopt a comprehensive plan for the Village of Rockdale by January 1, 2010 that complies in full with Wisconsin’s Comprehensive Planning Law (SS. 66.0295).	Revised. Adopt an updated comprehensive plan for the Village of Rockdale that is fully compliant with Wisconsin’s Comprehensive Planning Law (§66.0295 Wis. Stats.) in 2021.

Housing Recommendations

2005 Recommendations	2020 Status
1. Single-family detached units should make up about 90% of new housing in the Village.	Revised. New housing in the Village should consist primarily of single-family detached units. Multifamily units, as described below, will be evaluated on a case-by-case basis.

2005 Recommendations	2020 Status
2. Multifamily housing units will include single-family condominiums or duplexes.	Ongoing.
3. The Village should pursue participation with the Dane County Community Development Block Grant Program. This will enable Rockdale families to undertake home mortgage and improvement loans for housing rehabilitation.	Revised. The Village should pursue participation in available grant programs to assist Rockdale homeowners in financing housing rehabilitation projects.

Transportation Recommendations

2005 Recommendations	2020 Status
1. Village bike routes should be linked with routes in the Town of Christiana.	Revised. Although this is no longer a priority for a Village-led project, the Village will support any efforts by other entities to link Village bike routes with the surrounding bike route network.
2. Publicize availability of the Rideshare Program through posting information at public sites in the Village.	Ongoing. The MPO's Rideshare Program is now called Roundtrip.
3. Work with Dane County Human Services and Cambridge Senior Services to continue to provide and expand specialized transportation services, as needed.	Ongoing. Specialized transportation services are currently provided by the McFarland Senior Outreach Department, the Cambridge Activities Program, and RSVP of Dane County.

Community Facilities and Utilities Recommendations

2005 Recommendations	2020 Status
1. Extend sewer services only within the urban service area or amendments to the urban service area.	Ongoing.
2. Stage growth within the urban service area and allow development within the capacity of the new wastewater treatment plant.	Updated: Stage growth within the urban service area and <i>require</i> development within the capacity of the new wastewater treatment plant.
3. Require any land division to be laid out in the manner that would provide for the efficient construction of sewer mains and streets.	Ongoing.
4. Do not approve development in areas designated as environmental corridors.	Ongoing.

2005 Recommendations	2020 Status
5. Protect drainage ways and shore land areas in their natural condition with vegetated buffer strips delineated on the Environmental Corridors Map .	Ongoing.
6. The Rockdale Public Works Department should continue to use a five-year Capital Projects Program.	Ongoing. The Rockdale Sewer Utility currently manages the Village's capital projects.
7. Build a new sewage treatment plant designed to meet planned growth.	Complete. A new plant was constructed in 2008.
8. Maintain the municipal building/community center.	Ongoing.

Natural Resources Recommendations

2005 Recommendations	2020 Status
1. Follow the general recommendations presented in Chapter 7.	Ongoing.
2. Continue maintenance and make repairs as needed in the Rockdale Community Park. Work to establish a Village Center park area at the historic mill preservation site.	Complete. The historic mill site is now owned and managed by Dane County.
3. Coordinate with the Dane County Parks Commission trail links between the Cam-Rock County Park and the Village Center.	Ongoing.

Economic Development Recommendations

2005 Recommendations	2020 Status
1. Support efforts of the "Friends of the Rockdale Mill" to preserve the historic mill site.	Complete. The historic mill site is now owned and managed by Dane County.
2. Pursue phase 2 and 3 of the Village Center study to prepare a market analysis for the downtown and to make other downtown aesthetic and recreation improvements.	Complete. Aesthetic and other improvements were completed in the downtown based on the recommendations of the Village Center study.

Intergovernmental Cooperation Recommendations

2005 Recommendations	2020 Status
<p>1. Rockdale should adopt a long-range annexation agreement with the Town of Christiana consistent with Comprehensive Master Plan policies. The agreement should include guidelines that address the fiscal, planning, social and legal impacts on both the Village and the Town.</p>	<p>Revised. While there has not been much annexation activity in recent years, the Village will coordinate with the Town of Christiana on an as-needed basis. Any future annexations should be consistent with <i>Comprehensive Master Plan</i> policies.</p>
<p>2. The Village should approve no annexation until a complete review has been made using guidelines adopted by the Village.</p>	<p>Ongoing.</p>
<p>3. The Village, the towns of Christiana and Oakland and the Village of Cambridge should continue to meet to discuss area wide issues.</p>	<p>Ongoing. The Village continues to coordinate with Christiana, Oakland, and Cambridge on shared public services and other issues as they come up.</p>
<p>4. The Village should exercise its extraterritorial plat review authority as established in State Statutes Chapter 236, allowing no subdivisions (not certified survey maps) within three-quarters mile of the Village limits, and keeping the area within the long-range service area closest to the Village clear of non-farm development to provide for the efficient extension of urban services as the Village grows.</p>	<p>Ongoing.</p>
<p>5. The Village shall not extend public sewer beyond its corporate limits. If properties contiguous to the Village desire urban services, the owners will submit petitions for annexation.</p>	<p>Ongoing.</p>
<p>6. Form an area wide committee with the Town of Christiana to develop a boundary agreement.</p>	<p>No longer a priority. The Village will coordinate boundary issues with the Town of Christiana on an as-needed basis.</p>

Land Use Plan Recommendations

2005 Recommendations	2020 Status
1. New single-family development is limited to existing platted lots or new lots in designated infill areas. New lots must have a minimum lot size of 10,800 sq. ft.	Ongoing.
2. New two-family residential development is limited to lots in the Village's Center. New two-family units must have a minimum lot area of 5,000 sq. ft. per unit.	Ongoing.
3. New multifamily residential development is limited to existing platted lots or new lots zoned for elderly housing.	Ongoing.
4. New commercial development should comply with the site planning, landscaping and lighting recommendations from the Village Center study.	Ongoing.
5. The Village should approve the design and construction of a new wastewater treatment plant with capacity to accommodate new infill development.	Complete. A new plant was constructed in 2008.
6. The Village should maintain and repair equipment on its public lands.	Ongoing.
7. The Village should continue to work the Town of Christiana for commonly held planning objectives.	Ongoing.

Chapter 2: Introduction & Background

The *Comprehensive Master Plan for the Village of Rockdale* is a long-range policy document that describes the community through data, maps, and narratives and establishes local goals and policies. The priorities set forth by the plan provide the foundation for Village ordinances and a framework for specific programs and actions. It ultimately serves as a guide for elected officials, Village staff, and residents in making future land use decisions.

The Village of Rockdale is one of the smallest incorporated municipalities in the State of Wisconsin. It is also one of the earliest settlements in the territory with a rich history dating back more than 185 years. Today, Rockdale residents enjoy a rural environment and family-oriented community.

The primary objectives behind Rockdale's comprehensive planning goals are preservation and conservation. Future development should protect the community's many resources, individual lifestyles, and unique identity.

Mission Statement

The adoption of the 1999-2000 Biennial Budget by the Wisconsin Legislature created landmark legislation related to comprehensive (master) planning called "Smart Growth." By January 1, 2010, all programs and actions of local governments in Wisconsin that affect land use (e.g. zoning, land divisions, annexations, building permits) were required to be consistent with the community's adopted comprehensive plan. The law required a comprehensive plan meeting statutorily defined criteria to be adopted by Village ordinance by January 1, 2010. Thus, the comprehensive plan was elevated in status from an advisory document to a legal document that will be the basis for all local actions or programs that affect land use.

The *Comprehensive Master Plan for the Village of Rockdale* has been established to assist local officials and both existing and prospective residents in identifying how resources can best be used to accomplish the following goals and objectives:

- Maintain growth while preserving and enhancing the unique historical and cultural character of the Village.
- Improve and maintain downtown and recreational areas to serve residents and visitors now and in the future.
- Protect and preserve natural resources and the environment for present and future generations.

The *Comprehensive Master Plan* guides policy and decision-making affecting the future development of the Village. Any development should respect the rights of citizens while preserving the rural and historical character of the Village. Both residents and local officials have participated in the careful and deliberate process of developing this Plan.

The *Comprehensive Master Plan* contains the Village’s vision for the future and coordinates many ideas geared towards maintaining the clean, attractive environment that makes Rockdale a desirable place to live. The Plan has been formulated using these assumptions:

- Projected growth in Dane, Jefferson and Rock Counties may create increased demand for development.
- The farm areas surrounding the Village will strive to remain agricultural despite pressure to develop.
- Strong support exists within the community for the preservation of natural resources.

The *Comprehensive Master Plan* is designed to be a flexible guide to aid public officials in determining appropriate uses for land and evaluating potential zoning changes. It should be used in conjunction with local ordinances as well as county, state, and Federal laws. Rockdale’s zoning code, in contrast, is a legal tool. Zoning cannot be applied in an arbitrary or capricious manner. For this reason, zoning considerations should be supported by a community’s comprehensive plan.

Comprehensive Plan	Zoning Ordinance
Guides use of land	Regulates use of land
Achieves long range goals by using short term strategies	Establishes concrete guidelines for development
Assures growth will occur in desired directions	Protects public health, safety, and property values (investments)

Steps in the Planning Process

1. *Define Goals and Objectives:* What are the problems, needs, and strengths affecting Rockdale’s future? Where do we want to be in the future?
2. *Research:* Collect data about the Village and surrounding areas and note emerging trends. Identify critical issues for today and the future.
3. *Establish Policies:* Refine and state policies that will be implemented by the Plan. What steps need to be taken to realize our vision?
4. *Formulate the Plan:* Develop elements of the Plan and incorporate them into the Master Plan.
5. *Adopt the Plan:* Review by Plan Commission, hold Public Hearing, revise if necessary, Village Board accepts/adopts Plan.
6. *Plan Implementation:* Enact and administrate the regulatory controls.

In order for the Plan to be successfully implemented, it must have the support of the community. An individual investing in a home or business within the community must be able to proceed with confidence in the future of the Village.

Village History

The Village of Rockdale has a rich history that continues to influence its character into the present time. The opening of the Erie Canal in upstate New York in 1825, and the discovery of lead deposits in southwestern Wisconsin are the main events believed to have originally put our community on the map when it was still a part of the Michigan Territory. The heavy oxen-drawn wagons conveying lead to harbors on Lake Michigan followed earlier Indian trails from the Mineral Point area. Parts of the original trail now comprise portions of Highways 151, M, and B. The river bottom in part of the area that is now Rockdale was known for being solid, flat rock and quite shallow, providing a safe crossing. It therefore became a popular site for wagon trains not only to cross the river but also to water animals and pause for a rest.

Some of the earliest settlers in this area, then part of Albion Township, were “Yankees” from upstate New York and Vermont. Presumably they came in over the lead mine trails and settled (ca. 1834) near what is now Albion. Known for their keen business skills, the Yankees were quick to envision development opportunities. The site that is now Rockdale not only was located on a principal transportation road, but also offered significant potential for waterpower, as well as an abundance of stone and timber for building.

In 1836, a city was platted at Rockdale by Yankee settlers Jones and Dennis. Originally named Clinton ostensibly after the then governor of New York State, the plat layout proposed a city of rather grand scale. This early effort at speculation did in fact produce a few high-priced land sales, but for the most part the boomtown vision did not occur until somewhat later. Most of the original speculators went on to greener pastures, leaving just a determined few who would attempt to develop the waterpower potential of the Koshkonong (platted as “White River”).

In 1837, a small inn was built at Rockdale to serve the traffic on the lead mine trail. In the following year, the first dam was built. Constructed of timbers, it was intended primarily to operate a saw and gristmill, which was needed for the anticipated boom in construction. It has been suggested that the following spring thaw washed the dam out along with most of the money of the investors.

The greatest factor which ultimately resulted in the growth and development of the Village of Rockdale was the immigration of settlers from Norway, many of whom started arriving in the area as early as 1839. Landing in New York, immigrants proceeded by boat through the Erie Canal to the Great Lakes and then on by schooners to ports near what is now Milwaukee Bay. Conveniently, there were empty lead wagons heading back over the trail from these ports with room for the immigrants to haul their belongings, elderly, and young children. Many of those immigrants got off the “wagon train” in the Rockdale/Christiana area.

The rich farmlands lying in the surrounding towns of Christiana, Sumner, and Albion were quickly populated by hundreds of Norwegian families. By 1850, Rockdale was the commercial and economic center for these settlers.

With a solid economic base now assured by the growing Norwegian population, a new dam was constructed. This one was to be used both for sawmill and flour grinding. Unlike several previous dams, which were built of timbers, the 1847-1850 dam project was a much larger earthwork structure built primarily of stone, which was mined in the Village's Merchant Street quarry, about a block from the dam site.

With the completion of the mill, this anchor business helped to support the boom that the early Yankee speculators had envisioned. Several stores and shops grew up in the area around the mill, as well as a local brickyard, a large distillery, and numerous blacksmith shops, and a wagon factory. The original 1836 "Clinton" plat continued to be the basis for the layout and design of the Village. In 1847 the post office for much of the surrounding rural Norwegian settlements was established at Rockdale (known as Christiana P.O.). The postmaster and other business proprietors spoke the Norwegian language and therefore enjoyed somewhat of a trade and business monopoly.

The Village continued to enjoy growth until the early 1880s when the partially constructed railroad into Rockdale was suddenly abandoned. Without a rail link, commercial growth leveled off and had to give way to other communities such as Edgerton, which sat directly on a main rail line.

Although now somewhat "off the beaten path," Rockdale continued as a stable community, which provided a large variety of services to the Village and particularly to the surrounding agricultural region. Carpenters, masons, well drillers, blacksmiths, tailors, seamstresses, furniture makers, wagon works, funeral directors, a brewery, creamery, hotel, dry goods, harness and leather shop, hardware and general stores, slaughter and meat market, sorghum mill, flour mill, barber, ice house, restaurants, and dance hall were some of the businesses operating in Rockdale. Many of these managed to survive if not actually flourish well into the late 1930s. The mill continued in operation without interruption right up until 1998. The Rockdale Norwegian Lutheran Church has been in existence for more than 110 years.

The number of homes in the Village remained nearly unchanged from the 1880s until the late 1960s when a slight increase in residential construction began. Prior to 1960 many of the inhabitants were of Norwegian ancestry, some being descendants of early settlers of the Village or the surrounding town of Christiana. The population of the Village appears to have peaked during the 1860s, then declined, now remaining nearly level since World War II.

The fact that the railroad never materialized, and that the Village has had a low visual profile, have potentially contributed to the continuation of a particularly unique rural lifestyle and culture.

Up until 1914 the Village did not have an "official" local government, as it was an un-incorporated part of the Town of Christiana. It did however have a sort of ad hoc government with local leadership and self-representation in County affairs. The 1914 incorporation established the now official name of Rockdale and included a portion of the original 1836 Clinton plat.

The **Natural and Cultural Resources Map** identifies the location of the significant historical sites in the Village. A description of the historical sites in the Village of Rockdale is found in **Appendix F**.

Setting and Physical Features

The Village of Rockdale is located in southeastern Dane County near the Jefferson County border (Map 1). Land in this area is predominantly used for agriculture, open land, woodland, outdoor recreation, and single-family residential development. Neighboring municipalities include the Village of Cambridge and the Towns of Christiana (Dane County) and Oakland (Jefferson County). CamRock County Park connects Rockdale to the Village of Cambridge.

Rockdale’s topography is dominated by Koshkonong Creek meandering through it and the wooded bluffs lying to the east and west banks. This topography reflects the glacial remains associated with a broader formation of deposits extending to the north and west. The overall landscape is undulating and contains both low hills and wetlands. Portions of the Village lie within the 100-year (1% annual chance) floodplain, including sections along the Creek and in the vicinity of the millpond. Chapter 7 provides a detailed inventory of Rockdale’s natural resources.

Population

Historic Trends

The Village experienced moderate growth from 1960 to 1990, for an average population increase of 32 persons per decade. In the 1970s and 80s, Rockdale evolved partially as a “bedroom” community primarily serving Madison. During the 1990s, the Village of Rockdale lost population. In the last two decades, the population has slowly returned to 1990 levels. Table 2-1 shows the population growth pattern of the Village since 1990.

TABLE 2-1: POPULATION TRENDS, 1990 – 2018

Municipality	Total Population				1990 - 2018		2010 - 2018	
	1990	2000	2010	2018	#	%	#	%
V. Rockdale	235	91	214	226	-9	-3.8%	12	5.6%
C. Madison	190,766	92,394	233,209	252,086	61,320	32.1%	18,877	8.1%
Dane County	367,085	180,398	488,073	529,843	162,758	44.3%	41,770	8.6%

Source: U.S. Census Bureau and Capital Area Regional Planning Commission.

Projected Growth

Table 2-2 indicates the projected growth rate for Rockdale over the next three decades. By the year 2035, the population is projected to increase by roughly 40 residents, with the population nearing 300 residents in 2050. This projected growth rate is slightly slower than the projected rate for Dane County.

TABLE 2-2: PROJECTED POPULATION, 2020 – 2030

Year	Rockdale		Dane County	
	Number	% Increase	Number	% Increase
2020	221	-	542,182	-
2035	260	17.6%	640,814	18.2%
2050	298	14.6%	739,413	15.4%

Source: Capital Area Regional Planning Commission

Generally speaking, population increases in rural communities can present both benefits and challenges to local planning. New growth can yield an increased tax base and expanded market for local businesses. It can also increase demands on infrastructure and public services and disrupt historical patterns of stability and homogeneity. In Rockdale, the relatively small amount of developable land limits opportunities for future growth. Accommodating the volume of growth needed to increase the tax base enough to cover expanded public services and infrastructure would likely not be possible without annexation.

Age Composition

The 2018 population-by-age statistics in Table 2-3 reveal that Rockdale has a higher proportion of the population age 65 or older compared to Dane County and the City of Madison (16.8%). By comparison, Dane County's population age 65 and over is 12.7%. The Village also has a large number of families with children, as evidenced by the large percentage of the population between ages 0 and 19 compared to the population ages 25 to 44. The number of people age 20 to 64 represent the Village's 2018 potential work force, which translates to 109 persons or 48.2% of the total population. The Village's 2018 median age was 34.8 years, on par with Dane County's median age of 34.3 years.

TABLE 2-3: POPULATION BY AGE, 2010 – 2018

Municipality	Age Groups in 2018						Median Age	
	Under 5	5-19	20-24	25-44	45-64	65 Plus	2010	2018
V. Rockdale	23	56	0	60	49	38	34.1	34.8
% Total	10.2%	24.8%	0.0%	26.5%	21.7%	16.8%	-	-
C. Madison	13,217	41,361	41,334	78,196	49,462	28,516	30.8	30.8
% Total	5.2%	16.4%	16.4%	31.0%	19.6%	11.3%	-	-
Dane County	30,801	96,218	55,920	151,506	127,709	67,689	34.9	34.3
% Total	5.8%	18.2%	10.6%	28.6%	24.1%	12.7%	-	-

Source: U.S. Census Bureau and Capital Area Regional Planning Commission.

Sex Composition

In 2018, females accounted for 47.8% of the Village population, compared to 50.3% for Dane County. This represents an increase in the Village’s female population from 2010, when only 41.9% of residents were female.

TABLE 2-4: POPULATION BY SEX, 2010 – 2018

Municipality	2010		2018	
	Males	Females	Males	Females
V. Rockdale	58.1%	41.9%	52.2%	47.8%
C. Madison	49.5%	50.5%	49.5%	50.5%
Dane County	49.5%	50.5%	49.7%	50.3%

Source: U.S. Census Bureau and Capital Area Regional Planning Commission.

Race

The racial composition of Rockdale in 2010 was 100.0% white, non-Hispanic or Latino. In 2018, Rockdale’s population was 89.8% white (non-Hispanic or Latino), 0.4% Asian, 9.7% two or more races, and 1.8% Hispanic or Latino (of any race). This shift mirrors patterns of increasing diversity observed in the County as a whole.

TABLE 2-5: POPULATION BY RACE & ETHNICITY, 2010 – 2018

2018			
	V. Rockdale	C. Madison	Dane County
White (not Hispanic or Latino)	203	197,600	443,347
Black or African American	0	17,114	27,334
American Indian	0	1,059	1,555
Asian	1	22,782	31,169
Native Hawaiian and Other Pacific Islander	0	115	178
Other	0	4,418	9,429
2 or More Races	22	8,998	16,831
Hispanic or Latino (of any race)	4	17,439	33,285
2010			
	V. Rockdale	C. Madison	Dane County
White (not Hispanic or Latino)	215	184,939	413,172
Black or African American	0	17,445	23,178
American Indian	0	862	1,205
Asian	0	862	21,529
Native Hawaiian and Other Pacific Islander	0	18	41

Other	0	3,462	6,575
2 or More Races	0	6,368	12,048
Hispanic or Latino (of any race)	0	14,474	26,419

Source: U.S. Census Bureau and Capital Area Regional Planning Commission

Housing

As of 2018, Rockdale’s housing supply consisted of 115 total housing units with an average household size of roughly 2.3 persons. The majority of units (97 or about 84%) are single family homes. The remaining units are two-family or multi-family structures; there are no mobile homes in the Village. More than 90% of the Village’s existing housing stock is over 40 years old. The Village’s estimated rental vacancy rate is 0%.

Residential land use accounts for 44.1% of the Village’s developed land. Overall density in the Village’s residential areas is about 2.8 housing units per acre. Housing development in the Village is constrained by a limited amount of land suitable for residential development. Chapter 4 discusses Rockdale’s housing market in greater detail.

Income

Information from the U.S. Census Bureau shows that Rockdale's median household income was \$54,750, compared with \$53,929 in 2010. Dane County's median household income was \$60,519 in 2010 and \$70,541 in 2018. Rockdale's median household income is about 29% lower than county incomes, mirroring the Village’s lower housing values.

The 2018 American Community Survey estimated that about 10% of Rockdale's population (23 persons) was living below the poverty level, compared with 11.9% for Dane County. 10% of Rockdale’s families are estimated to be living below the poverty level, compared with only 5.5% for Dane County.

TABLE 2-6: HOUSEHOLD, FAMILY, AND PER CAPITA INCOMES, 2010-2018

Municipality	2010			2018		
	Median Household Income	Median Family Income	Per Capita Income	Median Household Income	Median Family Income	Per Capita Income
V. Rockdale	\$53,929	\$86,875	\$25,067	\$54,750	\$88,125	\$28,581
C. Madison	\$52,550	\$75,739	\$29,782	\$62,906	\$88,743	\$36,372
Dane County	\$60,519	\$80,995	\$32,392	\$70,541	\$94,813	\$38,757

Source U.S. Census Bureau and Capital Area Regional Planning Commission.

Local Economy

As of 2018, the Village's labor force consists of approximately 152 people. The local unemployment rate is 2.9%, comparable to the Dane County rate of 3.1%. According to 2018 Census data, about 50% of Rockdale's labor force works in management, business, science and arts or sales and office positions. This compares with 66% of the Dane County labor force in similar positions. 2020 data shows a total of 196 businesses in the Cambridge-Rockdale area. Most of these (71.4%) are small businesses with fewer than 10 employees. Additional economic data is provided in chapter 8.

Transportation

Transportation Profile

Vehicle ownership is slightly higher in Rockdale than in Dane County as a whole. According to the 2018 American Community Survey, only 2.1% of Rockdale households had no vehicles available, compared to 6.4% for Dane County. Nearly 60% of Rockdale households have two or more vehicles available.

The vast majority of Rockdale residents (92.6%) work outside of the community. The average travel time for Rockdale commuters is about 30 minutes; 60% of commuters travel 30 minutes or more. Just over 90% of commuters drove alone, 3.2% carpooled 2.1% walked, and 1.1% worked at home. This marks a significant increase in single-occupant auto travel from 2000, when 79% of workers commuted alone, 14% carpooled, and 3% walked.

Traffic Volume

Due to Rockdale's location near Dane County's edge, area roadways typically carry lower traffic volumes. Most of the traffic on CTH B originates and is destined outside of Rockdale. The Wisconsin Department of Transportation's most recent traffic counts at County Highway B south of Rockdale showed a decline in traffic volume from 1,100 in 1900 and 2001 to 860 in 2009.

The *Madison Metropolitan Area and Dane County Transportation Improvement Program (TIP) 2020-2024* (October 2019) does not list any near-term roadway improvements planned for the Rockdale area.

Most of the streets in Rockdale do not have sidewalks to accommodate pedestrian movement, however most of the Village Center streets have sidewalks, at least on one side of the street, including: Water, E. Adams, Sheldon and Exchange. The main concern for pedestrian safety focuses on intersections with vehicular traffic, especially along County Highway B (Water Street and Adams Street).

Rockdale has never had rail service.

Cambridge Senior Services provides RSVP volunteer drivers for seniors' travel to personal and medical services. The Dane County Department of Human Services also contracts with a private provider to provide limited group transportation services for area residents to the nutrition site and for shopping. Area residents aged 60 and over and those with a disability are eligible for the service.

The Dane County Regional Airport, located 24 miles northwest of Rockdale, offers passenger service and freight service. The airport typically accommodates 3,200 to 3,300 passengers on roughly 50 flights each

day. Rock County Airport is a smaller general aviation airport serving smaller aircraft used for business and charter flying and for personal reasons. It is located approximately 25 miles south of the Village. Rockdale does have a private grass strip large enough for ultra-light aircraft located on Exchange Street.

Land Use Patterns

The total incorporated area within the limits of the Village includes 190.1 acres. The land located within the current extraterritorial jurisdictional area (ETJ) encompasses 3,010 acres.

In 2015, the planning area was split nearly equally between developed (48%) and undeveloped areas (52%). The two largest land use categories within the planning area are single-family residential (40.5 acres or 21% of the planning area) and agriculture (43.2 acres or 22% of the planning area). Transportation, communications, and utilities uses also take up a considerable amount of land in the Village at 34.1 acres (18% of the planning area).

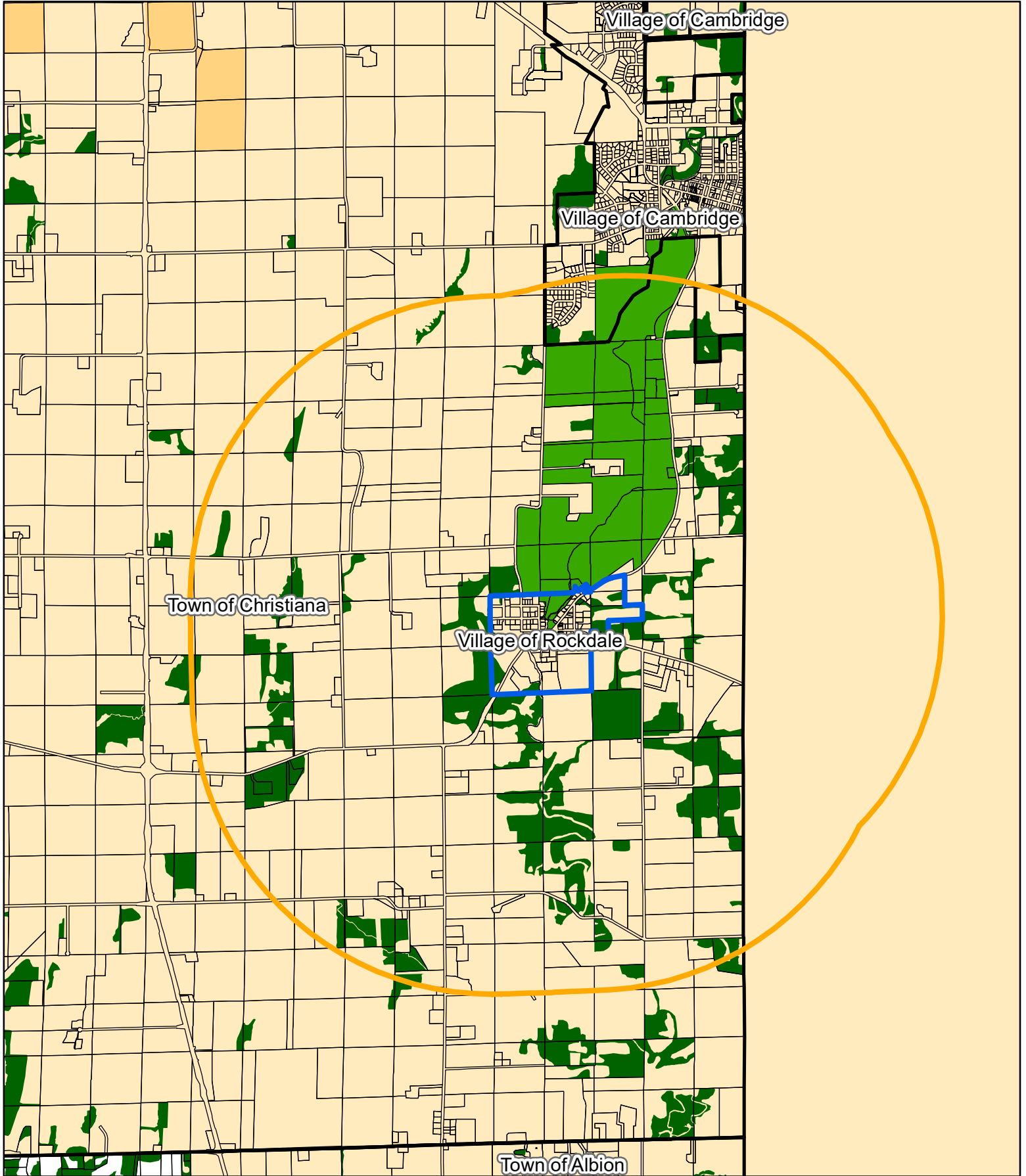
- *Residential:* Within the Village, 39.6 acres, or 43.1% of the developed land, is devoted to residential use.
- *Business Development:* 35.4 acres, or 39% of the developed land, is for either commercial or transportation, communications, and utilities use.
- *Institutional Development:* Institutional and governmental uses takes up approximately 2.3% of the developed land (2.1 acres).

TABLE 2-7: LAND USE IN THE VILLAGE OF ROCKDALE, 2005 – 2015

Land Use Categories	2005 (acres)	2015 (acres)	2015 (% of developed total)
Single-Family Residential	28.0	39.6	43.1%
Other Residential	1.1	0.6	0.6%
Multi-Family Residential	0.3	0.3	0.4%
<i>Residential Subtotal</i>	<i>29.4</i>	<i>40.5</i>	<i>44.1%</i>
Recreation	6.5	13.0	14.1%
Commercial	0.7	1.3	1.4%
Industrial/Manufacturing	0.5	0.7	0.8%
Institutional/Governmental	5.1	2.1	2.3%
Transportation, Communications and Utilities	24.5	34.1	37.2%
<i>Developed Area Subtotal</i>	<i>66.8</i>	<i>91.8</i>	<i>100.0%</i>
Agriculture	43.2	41.0	
Vacant Subdivided Land	18.8	6.3	
Water	4.6	3.5	
Woodlands	13.5	24.7	
Open Land	12.9	22.8	
<i>Undeveloped Area Subtotal</i>	<i>92.9</i>	<i>98.3</i>	
Total Planning Area	159.7	190.1	

Source: Capital Area Regional Planning Commission 2020 Land Use Data

Location Map



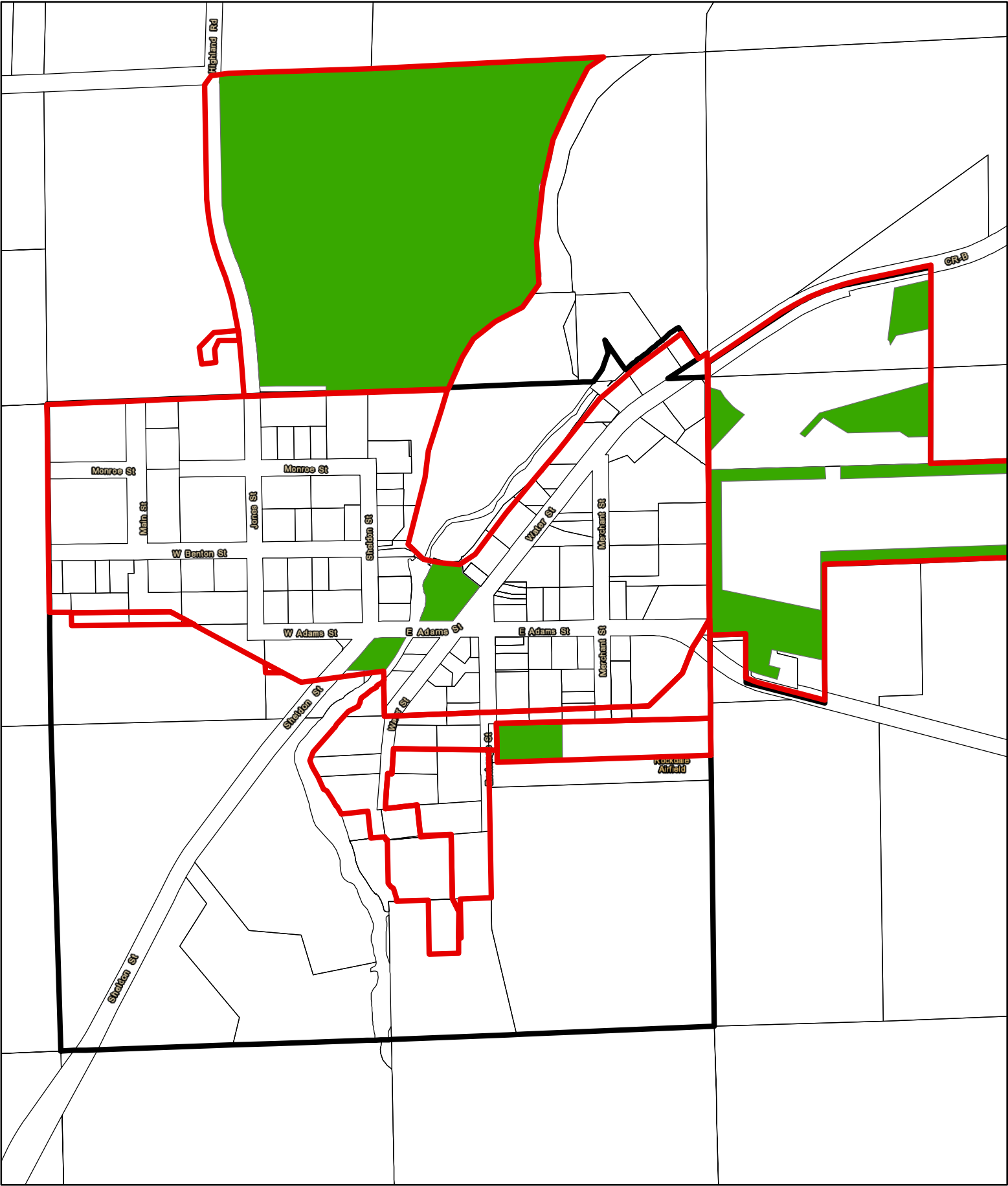
- ETJ Boundary
- Village Boundary
- Cam-Rock County Park
- CAMBRIDGE School District




- DEERFIELD School District
- Woodland



0 0.5 1 Miles

Environmental Corridors Map

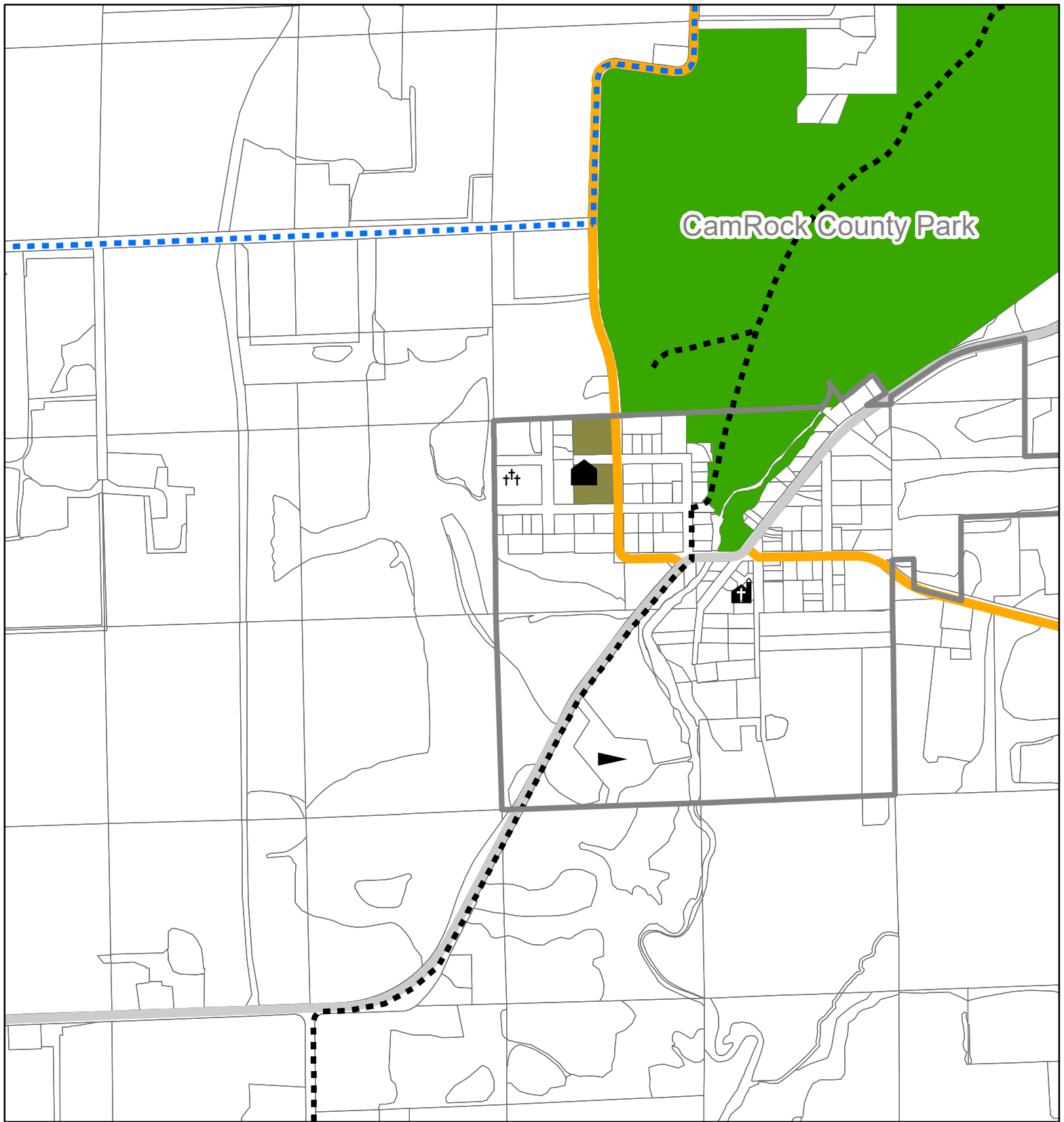


 Adopted Service Area Boundar  Environmental Corridors
 Village Boundary



0 405 810 Feet

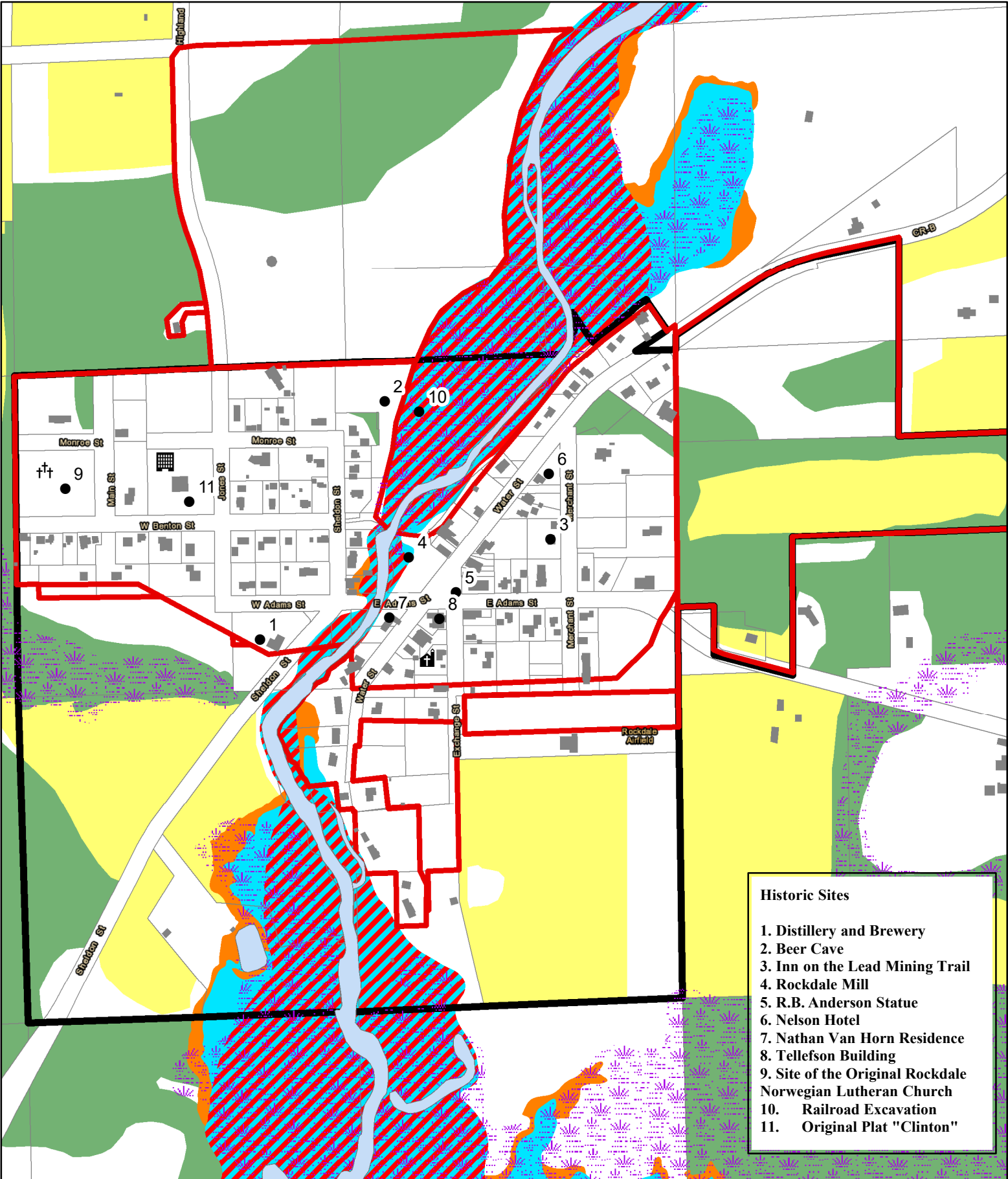
Transportation, Community Facilities, and Parks



Legend

- | | | | | | |
|--|----------------------|---|------------------|---|----------------------------|
|  | Municipal Boundaries |  | Bike Paths |  | Cemetery |
|  | Minor Arterial |  | Bike Route |  | Church |
|  | Local Collector |  | Community Center |  | Wastewater Treatment Plant |
- 
0 250 500 1,000 Feet

Natural and Cultural Resources

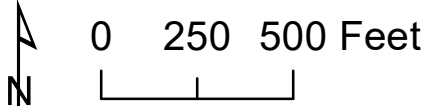


- Historic Sites**
1. Distillery and Brewery
 2. Beer Cave
 3. Inn on the Lead Mining Trail
 4. Rockdale Mill
 5. R.B. Anderson Statue
 6. Nelson Hotel
 7. Nathan Van Horn Residence
 8. Tellefson Building
 9. Site of the Original Rockdale Norwegian Lutheran Church
 10. Railroad Excavation
 11. Original Plat "Clinton"

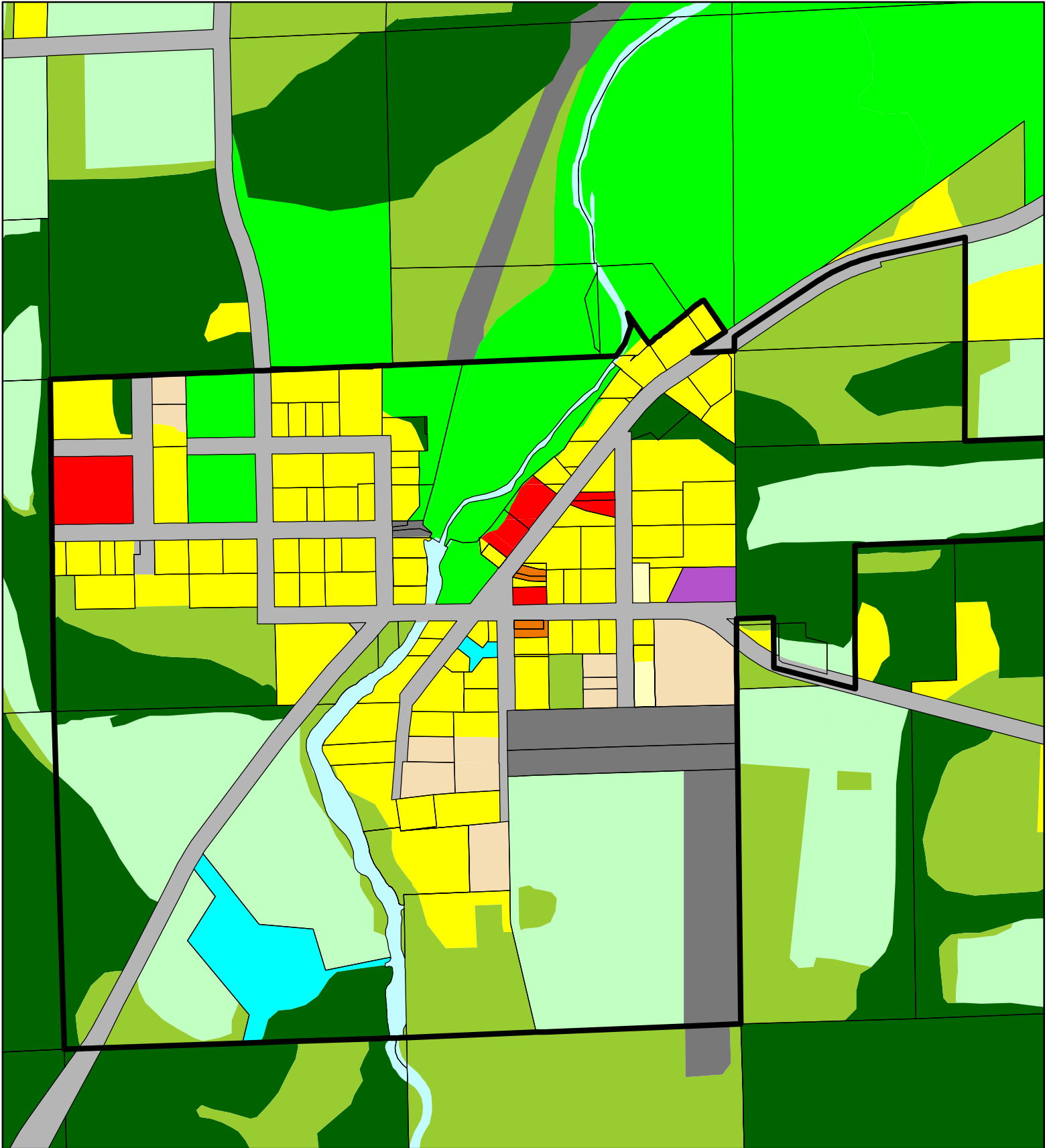
- †† Cemetery
- Historic Points
- ✎ Church
- ⌘ Community Center

















- Flood Hazard Zones**
- Regulatory Floodway
 - 1% Annual Chance Flood Hazard
 - 0.2% Annual Chance Flood Hazard

- Building Footprint
- Agriculture
- Woodlands
- Wetlands




Current Land Use Map (2015)



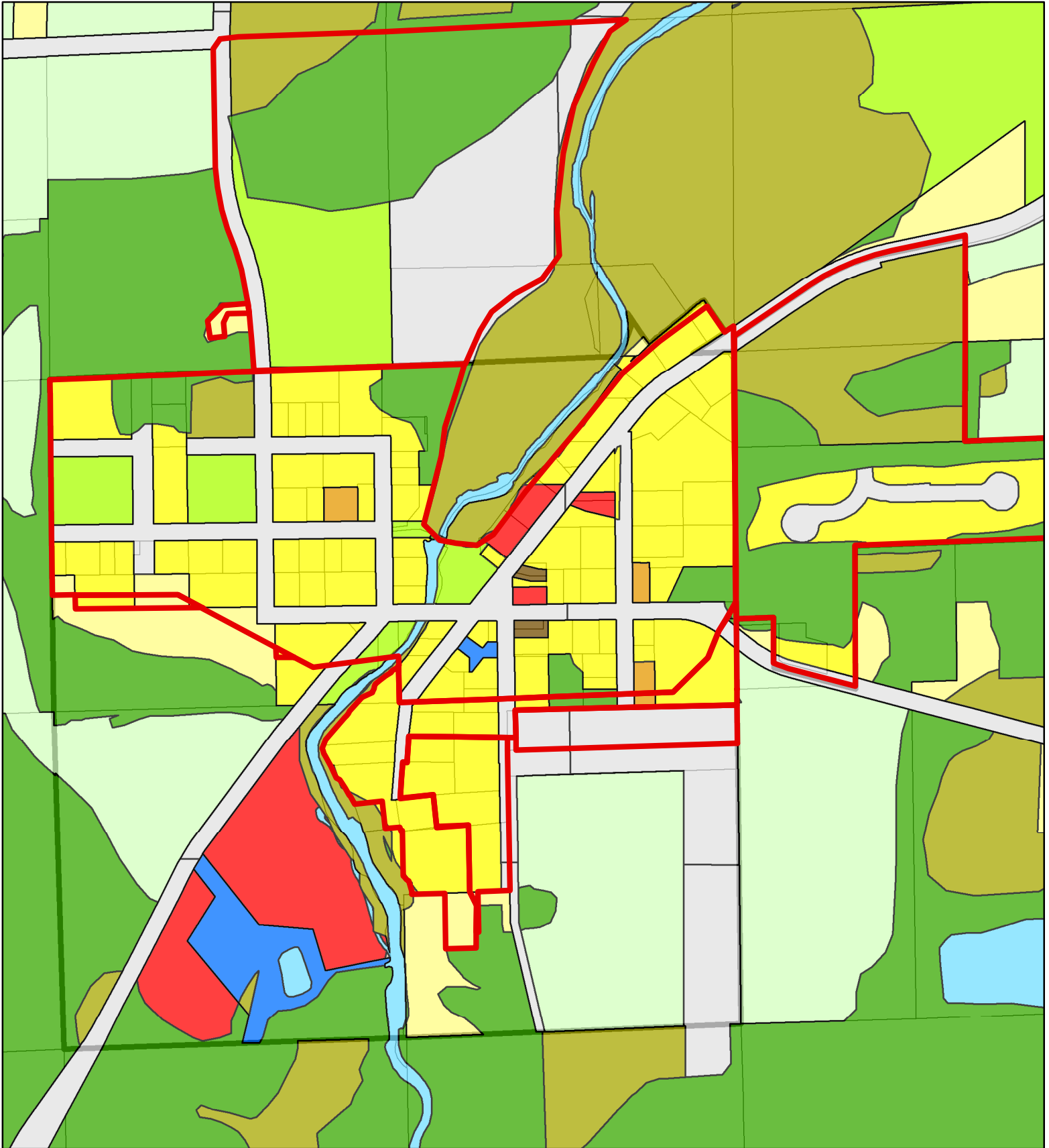
- | | | |
|--|--|--|
|  Agriculture |  Multi-Family |  Two Family |
|  Commercial Sales or Services |  Open Land |  Under Construction |
|  Communications or Utilities |  Outdoor Recreation |  Vacant |
|  Industrial |  Right of Way |  Water |
|  Institutional or Governmental |  Single Family |  Woodland |
| |  Transportation | |



0 250 500 Feet



Future Land Use Map

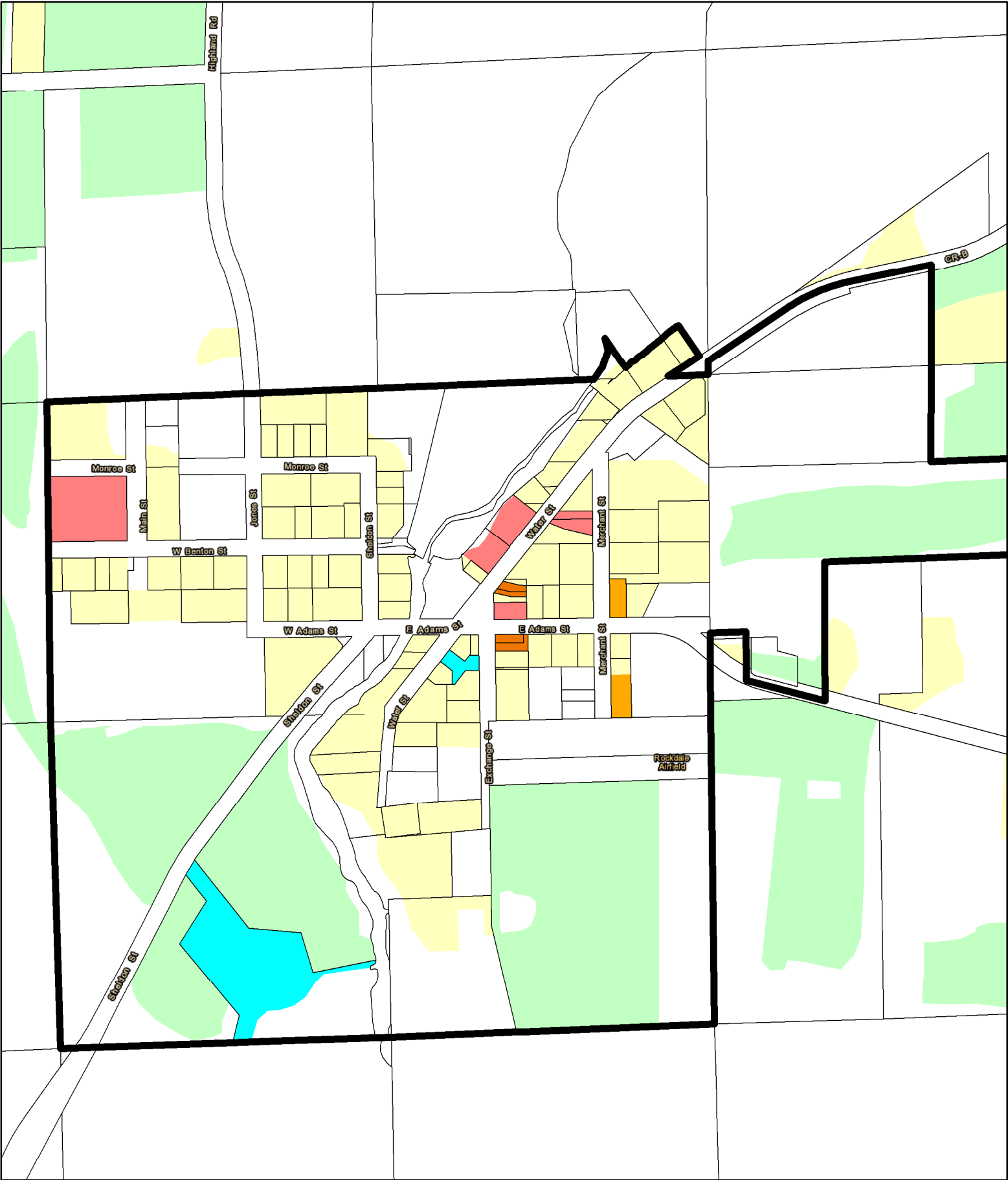


- | | | |
|--------------------------------|--------------------------------|----------------------------|
| Rural Residential | Planned Development | Institutional / Government |
| Open | Commercial Retail and Services | Parks / Outdoor Recreation |
| Low Density Residential | Industrial / Business | Agriculture |
| Medium Density Residential | Extractive | Natural Area |
| High Density Residential | Transportation | Woodland |
| Mixed Commercial / Residential | Communication / Utilities | Water Body |



0 250 500 Feet

Zoning District Map



- Agriculture
- Institutional or Governmental
- Single Family
- Commercial Sales or Services
- Multi-Family
- Two Family



0 250 500 Feet

Chapter 3: Goals, Objectives & Policies

The Plan Commission has prepared a statement of goals and policies to aid the Village in planning for its future development. Following review and recommendation by the Plan Commission, the Village Board adopted the goals and policies.

The following goals, objectives, and policies are designed to aid the Village of Rockdale in planning for its future development. These broad guidelines will bear directly upon the decisions of the Plan Commission and its recommendations to the Village Board in their day-to-day decisions about community development and land use. They will also provide the foundation for the Village's ordinances, especially relating to zoning, the official map, land division, erosion control, the building code, parks and public works.

State, County, and Regional Planning Goals

Statewide Comprehensive Planning Goals

Wis. Stat. 1.13(2) establishes the following 14 local comprehensive planning goals to guide both state land use actions and local planning efforts:

- Promoting the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures;
- Encouraging neighborhood designs that support a range of transportation choices;
- Protecting natural areas, including wetlands, wildlife habitats, lake and woodlands, open spaces, and groundwater resources;
- Protection of economically productive areas, including farmland and forests;
- Encouraging land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state government and utility costs;
- Preserving cultural, historic, and archaeological sites;
- Encouraging coordination and cooperation among nearby units of government;
- Building community identity by revitalizing main streets and enforcing design standards;
- Providing an adequate supply of affordable housing for all income levels throughout each community;
- Providing adequate infrastructure and public services and a supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses;
- Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels;
- Balancing individual property rights with community interests and goals;
- Planning and development of land uses that create or preserve varied and unique urban and rural communities; and
- Providing an integrated, efficient, and economical transportation system that provides mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled.

Dane County Comprehensive Plan

Dane County Planning & Development maintains a comprehensive plan for the county, provides planning assistance to local communities, and administers the Dane County Ordinances related to planning and development activities. The *Dane County Comprehensive Plan* establishes a wide range of goals for long term growth and development in the county. The following selection of county goals may be relevant to Rockdale's local planning and development processes:

- Promote and support a full range and adequate supply of housing choices throughout the county that meets the needs of persons of all income levels, age groups, household sizes, and persons with special needs.
- Promote the efficient use of land for housing.
- Promote the maintenance and rehabilitation of existing housing stock in Dane County.
- Provide an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.
- Provide for safe, convenient and efficient bicycle and pedestrian travel throughout the county, including on-street and off-street facilities.
- Provide Dane County residents with adequate and efficient public utility services, such as water, sewer, solid waste, recycling, telecommunications, natural gas, and electrical generation and transmission, in a safe and environmentally responsible manner.
- Protect, improve, and preserve the quality and quantity of water resources. Water resources include, but are not limited to, lakes, rivers, wetlands, watersheds and groundwater.
- Ensure availability of access to quality, affordable, efficient community services such as police, fire protection and rescue, to maintain the health, safety and well-being of all in Dane County.
- Identify areas of Dane County suitable for long-term preservation and viability of diverse agricultural enterprises and resources. Protect or encourage protection of those areas for the benefit and use of current and future generations.
- Develop and promote a countywide system of resource protection corridors as a framework to protect and where possible, restore the natural environment and scenic values, provide outdoor recreation opportunities and preserve for posterity the nature and diversity of our natural heritage.
- Promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
- Facilitate and encourage cooperation and communication between all levels of government.

Regional Development Framework

The Capital Area Regional Planning Commission is statutorily charged to “prepare and adopt a master plan for the physical development of the region.” The *Dane County Land Use and Transportation Plan* that originally fulfilled this requirement is now past its useful life. An update process is currently underway that will replace this plan with a *Regional Development Framework*. The Framework's draft goals for the Dane County region are:

- Fostering community resilience to climate change

- Increasing access to jobs, housing, and services for all people
- Conserving farmland, water resources, and natural areas

Regional Transportation Plan

The Greater Madison MPO maintains a regional transportation plan for the Madison Metropolitan Area. The 2017 *Madison Area RTP 2050* identifies how the region intends to invest in its multi-modal transportation system and ensures that projects are coordinated between various levels of government. The RTP establishes the following seven regional transportation goals:

- Create connected livable neighborhoods and communities
- Improve public health, safety, and security
- Support personal prosperity and enhance the regional economy
- Improve equity for users of the transportation system
- Reduce the environmental impact of the transportation system
- Advance system-wide efficiency, reliability, and integration across modes
- Establish financial viability of the transportation system

Village of Rockdale Goals

The Village of Rockdale must protect its environment and natural resources in order to help maintain the quality of life for present and future generations. It is particularly imperative that the Village of Rockdale aid in preserving its natural resources, such as Koshkonong Creek and its associated wetlands and prime agricultural land surrounding the Village. Orderly growth of business and industrial areas as part of an overall plan is also imperative. Public services should be provided to all residents. The Village should also place continuing emphasis on its central revitalization and urban infill. This statement of goals and policies takes into account of all these requirements.

The Plan Commission recommends that all future detailed planning fall within the broad concepts set forth in this statement. A desirable balance of growth and preservation will be best achieved through a concerted effort on the part of all village committees and cooperation with neighboring communities.

General Development Goal

Protect and enhance the lifestyle and sense of community that presently gives the Village of Rockdale its unique character.

Objective: To permit only land uses that are compatible with and sensitive to the natural environment.

- Policy: Protect, preserve and maintain areas with physical features unsuitable for development, such as floodplains, wetlands, natural drainage systems and other environmental corridors.
- Policy: Promote the preservation and restoration of historical sites in the Village.
- Policy: Require practices that minimize pollution in residential and commercial zones.

- Policy: Preserve areas especially suitable for eventual park development and other recreational purposes.

Housing Goals

Improve and maintain existing residential resources in the Village.

Conserve the Village’s natural resources by carefully managing the quality, quantity and service costs of future residential development.

Objective: To provide a diversity of housing that is in keeping with the character of the existing village.

- Policy: Encourage home maintenance programs and community beautification efforts through cooperation with local government authorities and other interested parties.
- Policy: Encourage community beautification efforts on both private and public lands.

Objective: Improve housing standards, ensuring at least minimum standards of health and safety.

- Policy: Ensure adequate housing standards for all residents through the adoption and enforcement of the most current codes. Adopt additional codes to address items not included in state codes or county ordinances.

Transportation Goal

Provide a multi-modal transportation system for the safe, efficient, and convenient movement of people, goods and services.

Objective: To provide an efficient, well-maintained road system, to avoid traffic hazards and to coordinate adjacent development by scheduling street improvements according to the analysis of existing physical street conditions and accompanying economic considerations.

- Policy: Through the Comprehensive Plan and Land Division Ordinances, provide for controlled residential growth that raises existing community street standards.
- Policy: Develop a capital improvement program for street improvements and corresponding utility upgrades.
- Policy: Utilize State funds and revenue sharing when possible to assist in road maintenance.
- Policy: Require the construction of collector streets in residential neighborhoods in accordance with the Master Plan.
- Policy: Minimize social and environmental disturbance and noise impacts from traffic.

- Policy: Discourage the development of roadways in environmentally sensitive areas such as wetlands, floodplains, prime agricultural lands, scientific areas, and on soils with severe engineering limitations.
- Policy: Discourage unnecessary improvements or construction of the road network that requires the destruction or removal of historically significant buildings, structures or sites.

Objective: To encourage use of bicycle and bus as alternative forms of transportation.

- Policy: Develop a pedestrian/bike/cross county path throughout the Village connecting open space areas and natural amenities such as the CamRock County Park and Koshkonong Creek.
- Policy: Cooperate with private providers of bus services for the elderly.

- Policy: Through the Land Division regulations, require pedestrian and bicycle paths to be reserved.
- Policy: Work with regional agencies to ensure the Village is a part of all regional transit plans.

Objective: To require new and existing business to provide adequate parking and loading facilities for their operations.

- Policy: During the subdivision and zoning approval process, enforce the parking requirements set forth in Village Ordinances and require petitioners to submit site plans for the approval of the Plan Commission.
- Policy: Review parking standards in Village Ordinances to ensure that they remain current.

Community Facilities Goal

Provide adequate community facilities and services, such as access to schools, transportation facilities, recreational facilities, police and fire protection, and sewer services.

Objective: To upgrade community facilities.

- Policy: Require corporate providers of services and utilities to maintain distribution and transmission facilities in a safe and reliable manner by means of strict limitations on all forms of air, soil and water pollution as well as on community nuisances relating to odor, noise, lighting and traffic.
- Policy: Improve the condition and lighting of local streets, including sidewalks, curbs and gutters.
- Policy: Improve the condition of the Village’s recreational areas, including the community center

and related parklands.

- Policy: Develop additional public areas for parks and other community facilities in order to ensure that all regions of the Village are well served in these regards.
- Policy: Continue to work closely with neighboring communities and towns to ensure that the Cambridge School System offers the best educational services possible.
- Policy: Continue to cooperate with neighboring communities and towns to ensure adequate police and fire protection for the Village.
- Policy: Address local crime and safety issues and establish a “Neighborhood Watch” program.

Objective: To extend the urban services area in a logical and orderly manner.

- Policy: Update the Official Map to ensure street and environmental corridors are preserved.
- Policy: Design the location and size of public service extensions to combat “urban sprawl.”
- Policy: Require annexation of users requesting public services whenever annexation is legally possible. The new user should be required to sign an agreement to pay the true costs of receiving public services.

Objective: To require adequate property improvements in new residential developments, such as sound utility and street planning standards and the generous dedication of public parks and green areas.

- Policy: Require potential developers to provide roads, street lighting, sidewalks, utility connections and generous public green spaces as part of their proposals.
- Policy: Require potential developers to make capital contributions for the provision of other public services (such as access to schools and fire and police protection), which reflect the true costs of extending such services to new residential units within the Village.
- Policy: Establish Village policies and ordinances specifying how street and driveway access and utility connections will be extended to newly proposed residential sites and their adjacent lands.
- Policy: Require land division proposals by potential developers and offer explicit suggestions to Village governmental authorities about how street, driveway and utility access would be provided to adjacent lands. Final decisions regarding required access in these regards, however, rests firmly with Village authorities.

Objective: To require drainage ways to be maintained in their natural state in order to minimize the need for storm sewers and reduce flooding.

- Policy: Update the Official Map to ensure that wetlands, flood plains and other sensitive environmental corridors are protected and preserved.
- Policy: Adopt improved storm water management and erosion controls in order to provide better flood protection and to keep Village costs for storm water management to a minimum.

Natural, Cultural and Agricultural Resources Goals

Preserve and protect the natural and historical resources of the Village for the use and enjoyment of both present residents and visitors as well as of future generations.

Protect farmlands from premature development.

Objective: To protect natural resources, including surface water, groundwater, and air, from adverse development impacts.

- Policy: In the event that a particular form of development could have an adverse impact on the natural resources or members of the Village, the developer/owner/operator must sign an agreement in which it will be required to pay all costs associated with the monitoring of that impact (including all legal costs in drafting the agreement).
- Policy: The Village, not the developer, will determine the degree of monitoring required limiting any adverse impact.
- Policy: Protect the quality and quantity of underground water sources for present and future residents through stringent local controls, wherever possible, on the siting of high capacity wells within the Village and the ETZ area, on the commercial sale of well water and on any other practices that risk depleting and degrading local water supplies.
- Policy: Increase public awareness of the unusual permeability of local soils and groundwater supplies in the Rockdale vicinity.
- Policy: Prohibit the unsafe usage, storage and disposal of wastes and potential chemical pollutants so as to protect ground and surface water quality.
- Policy: Develop protective Village Ordinances and extraterritorial policies to maintain and improve the quality and quantity of local water supplies through periodic testing and monitoring of the water table.
- Policy: Develop protective Village code and ETJ policies to maintain and improve the quality and

odor of the air through periodic testing and monitoring.

Objective: To preserve especially suitable areas for eventual park and other recreational purposes.

- Policy: To increase public awareness of and appreciation for the land's influence on the history and culture on which the Village of Rockdale was founded.
- Policy: Preserve especially suitable areas for eventual recreational and open space purposes, such as wetlands, environmental corridors and areas of severe slopes where development is unwise.
- Policy: Work in cooperation with Dane County Parks to develop the natural beauty and recreational potential of the CamRock Park system.

- Policy: Preserve, maintain, and improve public access routes to Koshkonong Creek.
- Policy: Provide pedestrian and bicycle connections between Village parks and the CamRock Park System. For safety reasons, these connections should be separated from vehicular routes as much as possible.
- Policy: Preserve land currently located within the Village that is appropriate for park development.
- Policy: Encourage the development of suitable commercial recreational facilities for use by Rockdale residents and to attract tourists and other visitors.
- Policy: Work with local interest groups to preserve and promote resources having historic significance, such as the Rockdale Mill, the Old Inn, the Creamery and the Old Grocery Store.

Objective: To encourage conservation practices to maintain and improve the quality of the land and water.

- Policy: Use local ordinances to protect wetlands and flood plains from development.
- Policy: Use local ordinances and continue to meet with the Town of Christiana to prevent scattered settlements and "urban sprawl."

Objective: To prevent rural-urban land use conflicts from forcing the discontinuation of family farming enterprises.

- Policy: Promote compact residential and commercial development with adequate public open space.

- Policy: Discourage scattered rural development on the Village’s edge.
- Policy: Work in cooperation with the Village of Cambridge and the Town of Christiana to create a “green belt” around the Village so as to mitigate against rural-urban land use conflicts.
- Policy: Utilize the ETJ review authority to prohibit the siting of large-scale agricultural enterprises (such as pig farms and large-scale chicken farms) and other “conditional uses” of agricultural land within the surrounding region, which are likely to reduce the quality of life of Village residents.
- Policy: Limit the rearing of agricultural animals and fowl within the Village.

Objective: To create a strong tax base to help provide quality services to Village residents and enhance the general quality of Village life without threatening the unique rural character of Rockdale.

- Policy: Develop the Downtown District as a central business district and encourage commerce beneficial to the residents of the Village.
- Policy: Promote the Village’s historical, scenic and recreational potential in order to encourage tourism.
- Policy: Enhance public services that are especially supportive of the youth, elderly persons, disadvantaged residents and single parents within the Village.

Economic Development Goals

Strengthen and diversify the economy in ways that supports the unique rural character, residential tranquility and natural beauty of the Village.

Improve and/or maintain the existing and potential commercial resources of the community.

Ensure that any potential future industrial development within the Village or ETJ area is carefully reviewed by the Village Board to confirm compatibility with the goals of this plan.

Objective: To provide various types of employment opportunities for citizens.

- Policy: Ensure that land for commercial and residential development is available and appropriately zoned in specific locations within the village for business development.
- Policy: Maintain strict zoning prohibitions on the siting of industrial projects that are not in harmony with the goals of this plan.
- Policy: Restrict all forms of industrial development within the Village and surrounding areas that

are incompatible with the predominantly rural character of the extended region.

- Policy: Utilize available financing techniques to promote commercial development such as Tax Increment Financial Districts, deferred assessments and grants.

Objective: To encourage diversification of available goods and services within the Village.

- Policy: Provide a variety of permitted and conditional uses in the commercially zoned districts to reinforce the self-sufficiency and neighborhood quality of the Village.
- Policy: In cooperation with the Town of Christiana and the Village of Cambridge, carefully control highway commercial activity and highway interchanges so that they support and enhance--rather than compete with--existing commercial enterprises in the historical downtown district of the Village.

Objective: To encourage commercial use of the ground floor levels of all structures located in the Downtown District.

- Policy: Develop adequate ordinances to achieve this objective.
- Policy: Consider the possibility of tax incentives to achieve this objective.

Land Use Goal

Maintain and improve the residential and business districts in the Village.

Objective: To provide a proper relationship between residential areas and other land uses, recognizing that a healthy living environment requires protection from incompatible uses.

- Policy: Avoid permitting commercial uses that infringe on quality of residential life through the excessive production of noise, odors, traffic and/or other nuisances from being sited near residential areas. Amend the Zoning Ordinance to require that commercial users provide additional screening and setback distances when established adjacent to Village residents.

Objective: To develop the Downtown District as the historical and commercial center of the Village and encourage commerce beneficial to the residents of the Village.

- Policy: Implement the Build Plan in order to improve and revitalize the Downtown District through the implementation of the Dane County Build Program adopted by the Village.
- Policy: Seek out and use available granting agencies in order to renovate and restore the commercial potential of historically significant structures within the Downtown District and other parts of the Village.

- Policy: Promote the commercial usage of street-level floors within, what are currently, multi-resident structures within the downtown district.
- Policy: Continue to improve the area’s infrastructure, such as lights, facades, sidewalks and green spaces in order to improve the aesthetics of the downtown area.
- Policy: Take actions and adopt policies that balance community concerns about over-development with a desire to encourage ecologically sound forms of tourism.
- Policy: Allow the Village Board to consider conditional approval of small-scale commercial enterprises inside specific residences.
- Policy: Direct commercial development to appropriately zoned areas within the Village and require that high aesthetic and environmentally sound construction standards are met.
- Policy: Adopt ordinances to ensure that commercial signage is maintained in an attractive and non-annoying manner.
- Policy: Review the zoning district used in the downtown area to ensure that current uses are permitted and are compatible with the Village’s Master Plan.

Objective: To prohibit “strip-mall” and other forms of commercial development along the northern and southern segments of County Highway B so as to preserve the Downtown District as a unified and centralized commercial zone in the heart of the Village.

- Policy: Enforce an infilling policy for future commercial development, whereby all commercially zoned sites currently located within the Downtown District should be filled before allowing any other areas of the Village to open up for commercial development.
- Policy: Adopt an overlay zoning district to control the development of commercial corridors.
- Policy: Use zoning ordinances to prohibit the conversion of residential structures that do not have adequate infrastructure such as parking into commercial uses. This will reduce traffic congestion along arterial routes, negate the inevitable parking problems of commercial development on small parcels and will alleviate incompatible mixtures of residential and commercial uses.
- Policy: Regulate entrances to and exits from commercial establishments to promote traffic and pedestrian safety.

Intergovernmental Cooperation Goal

Work with the Town of Christiana, the Village of Cambridge, the Cambridge School District, Dane County and state agencies to coordinate area land use, transportation, community and recreational facilities.

Objective: To limit development only to areas where physical features are suitable and where necessary community services are available.

- Policy: Develop strong cooperative relationships with neighboring towns and villages, such as the Village of Cambridge and the Town of Christiana.
- Policy: Utilize the authority of the Extraterritorial Jurisdiction (ETJ) to ensure that development in the ETJ area is coordinated with the Village plan for development.
- Policy: Support the efforts of the Town of Christiana to preserve existing farmland by careful review of development in the extraterritorial jurisdictional (ETJ) area.
- Policy: Coordinate with State DOT and Dane County funds and revenue sharing to assist in road maintenance and bike lanes.
- Policy: Work with regional agencies and the Village of Cambridge to ensure the Village is a part of all regional transit plans.
- Policy: Continue to work closely with neighboring communities and towns to ensure that the Cambridge School System offers the best educational services possible.
- Policy: Continue to cooperate with neighboring communities and towns to ensure adequate police and fire protection for the Village.
- Policy: Work in cooperation with Dane County Parks to develop the natural beauty and recreational potential of the CamRock Park system and provide pedestrian and bicycle connections between Village parks and the CamRock Park System.
- Policy: Use local ordinances and the ETJ review to prevent scattered rural development on the Village's edge.
- Policy: Work in cooperation with the Village of Cambridge and the Town of Christiana to create a "green belt" around the Village so as to mitigate against rural-urban land use conflicts.
- Policy: Utilize the Extraterritorial Jurisdictional review authority to prohibit the siting of large-scale agricultural enterprises (such as large-scale pig farms and chicken farms) and other agricultural uses within the area surrounding Rockdale, which are likely to reduce the quality of life of Village residents.

Chapter 4: Housing

The Housing element of the *Rockdale Comprehensive Master Plan* provides the basis for the residential portion of the Land Use Planning Element. This chapter identifies the existing supply of housing, the demand for new housing, proposed housing development, housing needs, and housing implementation strategies related to the goals and policies for housing outlined in Chapter 3.

“Providing an adequate supply of affordable housing for all income levels throughout the community,” a goal in the State’s Comprehensive Planning Law, can help create economically integrated communities that allow new households access to a range of services and opportunities, from jobs and schools to transportation. Housing types vary and include single-family detached and attached, two- and multi-family units. Housing is renter-occupied or owner-occupied (owner-occupied housing includes condominiums where structures are owned individually, but land is owned in common).

Housing affordability is influenced by a household’s income and size. Though there are many definitions of affordable housing, housing is typically considered “affordable” when it does not cost more than 30% of a household’s income. In Rockdale, the 2018 median household income was \$54,750. A one-person household with this income would need to spend \$1,369 or less each month on housing for it to be considered affordable. For a four-person household making \$54,750 a year, affordable housing would cost \$794 or less each month.

Many discussions of affordable housing focus on what is affordable to households earning less than 60% of the area median income. A one-person household making 60% of Rockdale’s median income could afford to spend a maximum of \$821 each month housing. A four-person household with the same income could only afford to spend \$476 each month on housing without being overly burdened by housing costs.

The 2018 median rent in Rockdale was \$910. This amount would be affordable for a one-person household making the median income (\$54,750 a year), but not for the same household making 60% of the median income (\$32,850 a year).

For households with lower incomes, assistance is typically needed to make housing affordable. To increase housing opportunities without governmental programs, smart growth strategies promote a range of housing types for a range of household types, family sizes, and incomes. The Village can encourage traditional village densities by planning neighborhoods rather than subdivision communities, thereby spreading development costs over more homes and reducing per-unit costs. For example, a reduction in minimum lot size can significantly lower the cost of land acquisition and housing construction for developers, and therefore for consumers.

With the aging of the “Baby Boomer” generation, the Village will experience increasing demand for senior housing opportunities. Strategies that improve affordable housing choices for this group and others will increase multifamily housing development.

Population Trends

Dane County has been the fastest growing county in Wisconsin since 1990. Although the rate of growth has slowed somewhat in recent years, Dane County communities continue to lead the state, accounting for 25% of Wisconsin's population growth in 2018. Much of this growth has occurred in Madison and suburban communities like Middleton, Verona, and Sun Prairie.

After experiencing a period of moderate growth from 1960 to 1990, the Village of Rockdale's population has remained relatively stable over the last 30 years. 2013 projections by the Wisconsin Department of Administration predicted a slow population decline for Rockdale, which has not been borne out in observed trends so far. Recent projections by the Capital Area Regional Planning Commission suggest that Rockdale's population will increase steadily to about 260 persons by 2035 and nearly 300 people by 2050. Although it is impossible to predict future populations with certainty, it seems reasonable to expect that Rockdale's population will remain stable or grow steadily in coming decades.

Housing Market

Households

The increase in the number of dwelling units in any community is directly related to local population growth, number of persons per household and local housing stock (number and type of housing units). Between 1900 and 2000, the number of persons per household declined due to fewer children per household, children leaving home at a younger age and the increase in divorces and family separations. This trend was seen in Rockdale, which experienced a decline in the number of persons per household along with a steady decline in population during that time period.

In recent years, however, household and family sizes in the Dane County region have stabilized and in some places even started to increase. At the county level, household size went from 2.46 in 1990 to 2.37 in 2000, 2.36 in 2010, and 2.87 in 2018; family sizes remained relatively steady. Between 2010 and 2018, both the number of households and the number of families in Rockdale increased. Household size decreased slightly, from 2.5 to 2.33, while family size stayed about the same. Rockdale's average family size in 2018 (3.05) is larger than it was in 1990 (2.77). Household sizes in the Village have decreased from 2.61 in 1990 to 2.33 in 2018. Based on the trends shown in Table 4-1, it is reasonable to expect family sizes to continue to remain stable or grow slightly in the coming decades, while household sizes remain steady or decrease slightly.

TABLE 4-1: HOUSEHOLDS AND FAMILIES, 2010 – 2018

Municipality	2010				2018			
	Households		Families		Households		Families	
	Number	Avg. Size	Number	Avg. Size	Number	Avg. Size	Number	Avg. Size
V. Rockdale	86	2.5	53	3	97	2.33	58	3.05
C. Madison	98,216	2.22	47,249	2.91	108,573	2.21	51,143	2.87
Dane County	196,383	2.36	113,689	2.98	219,490	2.87	125,632	2.96

Source: U.S. Census Bureau and Capital Area Regional Planning Commission.

Housing Type, Tenure and Age

Between 2010 and 2018, the proportion of owner-occupied housing units in Rockdale decreased from 78% to 67% of total housing units, marking a significant shift toward a greater stock of rental properties. Dane County and the City of Madison experienced a similar shift, though to a lesser extent than Rockdale.

TABLE 4-2: HOUSEHOLDS BY TYPE AND TENURE, 2010-2018

Municipality	2010				2018			
	Owner Households		Renter Households		Owner Households		Renter Households	
	Number	Avg. Size	Number	Avg. Size	Number	Avg. Size	Number	Avg. Size
V. Rockdale	67	2.61	19	2.11	65	2.22	32	2.56
C. Madison	51,245	2.37	46,971	2.05	51,130	2.38	57,443	2.07
Dane County	121,917	2.55	74,466	2.06	127,283	2.55	92,207	2.07

Source: U.S. Census Bureau and Capital Area Regional Planning Commission.

Nearly two-thirds (about 62%) of the Village housing stock was built before 1959 (60+ years old). Another 30% was built between 1960 and 1980 (40+ years old). These numbers suggest that housing rehabilitation could potentially be a significant need in the community.

TABLE 4-3: YEAR STRUCTURE BUILT

Year Structure Built	Number of Units	Percent of Total
2010 or later	0	0.0%
2000 to 2009	2	1.7%
1990 to 1999	7	6.1%
1980 to 1989	14	12.2%
1970 to 1979	19	16.5%

1960 to 1969	2	1.7%
1959 or earlier	71	61.7%
2010 or later	0	0.0%

Source: U.S. Census Bureau and Capital Area Regional Planning Commission.

The majority of Rockdale’s housing stock (84%) is single family housing. The number of multi-family units has remained constant over the last 20 years, while four two-family units have been added since 1990.

TABLE 4-4: HOUSING UNITS BY TYPE, 2010 – 2018

Municipality	2010				2018			
	Single Family	Two Family	Multi-Family	Mobile Home	Single Family	Two Family	Multi-Family	Mobile Home
V. Rockdale	84	7	10	0	97	8	10	0
C. Madison	45,772	13,068	47,947	736	47,776	11,134	54,059	696
Dane County	112,684	26,047	72,351	2,078	121,172	23,634	82,840	1,852

Source: U.S. Census Bureau and Capital Area Regional Planning Commission.

Housing Value and Rent

During the 1990s, the value of owner-occupied housing increased in Rockdale faster than countywide, more than doubling between 1990 and 2000. This growth slowed significantly over the following decades, with median home values increasing only 1% between 2010 and 2018. Home values in Dane County and the City of Madison have similarly plateaued since the ‘90s housing boom. The increase in Rockdale’s median rent has increased at a rate of about 23% since 2010, on par with the increases seen in Dane County (24%) and Madison (26%). Housing costs are about 30% lower in Rockdale than they are in Madison or Dane County as a whole; the Village’s median household income is also nearly 30% lower than Dane County.

TABLE 4-5: MEDIAN HOUSING VALUES AND RENTS, 2010 - 2018

Municipality	2010		2018	
	Value	Rent	Value	Rent
V. Rockdale	\$177,500	\$739	\$178,800	\$910
C. Madison	\$220,200	\$847	\$234,100	\$1,068
Dane County	\$230,800	\$832	\$252,300	\$1,031

Source: U.S. Census Bureau and Capital Area Regional Planning Commission.

Household Characteristics

Census data on household characteristics shows changes in Village household compositions over the last several decades. The proportion of households comprised of married-couple families has continued a pattern of decline (61% in 1990, 52% in 2000, 52% in 2010, and 43% in 2018.). During the same period,

the proportion of single-parent households has remained steady after a short-lived dip in 2010. Non-family households currently make up about 40% of all households in Rockdale, comparable to the countywide average (43%).

TABLE 4-6: HOUSEHOLD AND FAMILY CHARACTERISTICS: 2010 – 2018

Municipality	2010 Households			2018 Households		
	Family		Non-family	Family		Non-family
	Married Couples	Single Parent		Married Couples	Single Parent	
V. Rockdale	45	8	33	42	16	39
C. Madison	36,664	10,585	50,967	38,872	12,271	57,430
Dane County	91,557	22,132	82,694	99,847	25,785	93,858

Source: U.S. Census Bureau and Capital Area Regional Planning Commission.

Future Housing Demand

From 2010 to 2018, roughly 11 new households joined the Rockdale community, an increase of 12.7%. CARPC population forecasts project a total population of 260 by 2035. Based on an average household size of 2.3 persons, this would result in a total of about 113 households, an increase of about 16 households compared to 2018. This represents a 16.4% increase, similar to the rate of household growth seen over the past 10 years.

Trends show owner occupancy rates declining over the last 10 years. The numbers of two-family and multi-family housing units in the Village have remained steady over that time period. If demand for rental units continues to increase, additional two- and multi-family units may be needed.

New Housing Development

Based on a projected population of 260, Rockdale could see another 16 new households by 2035. If additional housing units are required to accommodate these households, new residential development could be added by infilling existing subdivisions and/or developing the parcel added as part of the 2008 USA amendment (Appendix G).

Housing Analysis

There are about 97 households in the Village of Rockdale. Of these, about 67% are owner-occupied while 32% are rental units. Data from the 2018 American Community Survey shows a rental vacancy rate of 0% for Rockdale, indicating a very limited supply of rental properties in the Village. This may become a concern in light of recent trends toward greater demand for rental properties, along with recent increases in the number of single-parent and non-family households.

More than 90% of the Village’s existing housing stock is over 40 years old. This suggests that housing rehabilitation may be a future priority.

Housing development in the Village is constrained by a limited amount of land suitable for residential development. The best opportunities for adding new housing units are currently infilling developable lots within existing subdivisions and potentially developing the vacant parcel south of Water Street and north of E. Rockdale Road.

Recommendations:

- New housing in the Village should consist primarily of single-family detached units. Multifamily units, as described below, will be evaluated on a case-by-case basis.
- Multifamily housing units will include single-family condominiums or duplexes.
- The Village should pursue participation in available grant programs to assist Rockdale homeowners in financing housing rehabilitation projects.

DRAFT

Chapter 5: Transportation

The Transportation component of the *Rockdale Comprehensive Master Plan* includes the **Transportation, Community Facilities, and Parks Map**, which identifies the network of arterial, collector and local roads, key intersections and the former rail corridor. This chapter identifies general improvements to the road system and related support services to meet the transportation needs of the Village and the surrounding towns for the next 20 years.

Rockdale's transportation system should be designed to accommodate internal circulation on village streets as well as through traffic on state and county roads. As the Village grows and traffic volumes increase, street and transportation-related improvements will be needed.

The principal method of reserving future roadways for the Rockdale area is the establishment of an Official Map as authorized in Wisconsin Statutes 62.23(6). The Village has adopted an Official Map Ordinance. The Official Map enables the Village to reserve necessary street rights-of-way and drainage ways to provide for planned future growth. The Official Map should reflect any changes recommended in the Master Plan and be consistent with the regional long-range transportation plan (currently the *Madison Area RTP 2050*, scheduled to be updated in 2022).

Arterials and Collectors

County Trunk Highway B functions as the only collector serving the Rockdale area.

Reconstruction of Adams and Exchange Streets was completed in 2004. The intersections of these streets with County Highway B were reconfigured; sidewalks were added or replaced; and more parking (about ten spaces) was added next to the mill. County Trunk Highway B is classified as major collectors.

Recommendation:

- None.

Local Collectors and Streets

Collector streets generally are defined as roads that link arterial highways with local village streets. In Rockdale, local collectors include Jones Street on the north, Adams Street on the east and Exchange Street on the south side.

Recommendation:

- Support any potential future efforts to link Village bike routes with routes in the Town of Christiana.

Carpool/Vanpool Programs

Information and assistance on carpool and vanpool options is available to Rockdale-area residents and employees through the Greater Madison MPO's Roundtrip Program, including name matching for carpools and referrals to state-owned and private vanpools.

Recommendation:

- Publicize availability of the Roundtrip Program through posting information at the Village Hall and distribution of brochures to area employers.

Transit

RSVP of Dane County's Driver Services program recruits volunteer drivers to help older adults maintain independence. For seniors with limited transportation access, volunteers provide rides to medical appointments (RSVP also coordinates a companion program called Vets Helping Vets). Outside of Madison, RSVP drivers also work with local senior centers to deliver meals.

The Village of McFarland's Senior Outreach Department provides a variety of services and programs for people over the age of 60. McFarland Senior Outreach coordinates regular Transit Solutions bus trips to shopping areas and the meal site as well as RSVP rides for medical appointments. The Transit Solutions bus operates out of McFarland and Cambridge. RSVP rides coordinated through McFarland Senior Outreach are limited to one ride per week for each rider. McFarland Senior Outreach contracts with the Cambridge Community Activities Program.

Recommendation:

- Work with the McFarland Senior Outreach Department, the Cambridge Activities Program, and RSVP of Dane County to continue to provide and expand specialized transportation services as needed.

Chapter 6: Community Facilities & Utilities

This part of Rockdale's *Comprehensive Master Plan* provides specific recommendations concerning the expansion of urban services and development in the Village of Rockdale. As the Village plans for new development and redevelopment during the planning period (20 years), it must establish specific policies for growth management that delineate when, where and how Rockdale should accommodate growth in an efficient and cost-effective manner. This chapter will discuss the delineation and purpose of the Village's urban service area (USA) and environmental corridors, as well as specific public sewer and water recommendations and other community facility recommendations.

Urban Service Area

Urban service areas (USAs) represent one of the most important elements in planning and growth management in Dane County. USAs are used to locate future development in specific areas planned for urban growth. Control and extension of urban services are among the tools used to manage the direction and timing of planned urban development. Urban services include: public sanitary sewerage systems, public water supply and distribution systems, higher levels of fire (with public water) and local police protection, solid waste collection, urban drainage facilities, streets with curbs and gutters, street lights, neighborhood facilities such as parks and schools, and urban transportation systems such as transit. Delineating the Rockdale service area and using it in a growth management decision-making process permits the Village to plan the orderly extension of utilities and public services.

The Rockdale Urban Service Area (USA) currently contains 125.5 acres and includes the Village of Rockdale and a small part of the Town of Christiana. As established and approved by the Capital Area Regional Planning Commission (CARPC) and the Wisconsin Department of Natural Resources (DNR), the USA boundary is delineated with sufficient land area to accommodate projected growth and development in the Village for the next 20 to 30 years.

In the event that a USA amendment is proposed, the Village would work with CARPC staff to: 1) examine recent patterns, densities and rates of urban development in the USA; 2) update forecasts of land use and development; 3) determine whether there is sufficient vacant developable land in the USA to accommodate future development needs; and 4) examine the characteristics of potential future growth areas which might be added to the service area. The amendment process would also identify areas unsuitable for development, such as wetlands, floodplains and steep slopes, and locate natural or constructed barriers, drainage area boundaries or other logical service boundaries with the potential to shape USA boundaries.

Modifications have been made to the Rockdale USA boundary since the original service area was adopted in 1977, with the most recent amendment adopted in 2008 ([Appendix G](#)). This amendment added two areas totaling 36.6 acres: one on the east side of the service area south of Water Street and north of E. Rockdale Road and one on the south and southeast side of the service area. It also removed 21.7 acres of developable land from the service area west of the Village, south of Koshkonong Road and

west of Highland Road, and designated 0.9 acres of parkland within the existing USA as environmental corridor. The result was a net addition of 2.5 developable acres to the service area. The amendment was originally initiated to accommodate a proposed development of 42 new single-family units north of Rockdale Road; the proposed development was not ultimately completed.

This amendment also changed designation of the service area from Urban Service Area to Limited Service Area as the Village did not intend to provide municipal water service within the 20-year planning period. Following a designation as a limited service area, any future development should meet the minimum net density of 2.0 units per acre (a maximum developable lot area of approximately 20,000 square feet) as stated in the Limited Service Area Policies.

Using 2006 population data, the 2008 service area amendment determined that it contained sufficient developable area to meet anticipated land demand through the year 2030. Based on this information and the fact that the 42-unit residential development proposed in 2008 was not completed, this *Comprehensive Master Plan* does not recommend additions to the urban service area boundaries unless conditions change significantly. The Village's policy of infill development is consistent with this assessment.

Recommendations:

- Extend sewer only within the urban service area (or amendments to the urban service area) as shown on the **Urban Service Area, Environmental Corridor and Land Use Maps**.
- Stage growth within the urban service area to require development within the capacity of the new wastewater treatment plant (see **Appendix B**).
- Require any land division within the USA to be laid out in a manner that would provide for the efficient construction of sewer mains and streets.

Environmental Corridors

Environmental corridors are continuous systems of open space that include environmentally sensitive lands requiring protection from disturbance and development. Although public sewer and water services may be installed within environmental corridors, sanitary sewer extensions are not permitted to serve development in within the designated corridor. Development includes buildings, parking lots and roads, but sanitary sewer service is permitted within parklands in the environmental corridor, and roads are permitted to cross over environmental corridors, primarily at locations that will cause the least disruption. More information on environmental corridors is available in **Appendix C**.

In Rockdale, the environmental corridor system includes areas along Koshkonong Creek, on the edge of the Village east of Exchange Street, between Highway B and E Rockdale Road, and within CamRock County Park. These corridors protect wetlands, floodplains, drainage ways, parks, wooded steep slopes,

and proposed parks and greenways. **Map X** shows the location of environmental corridors in the Rockdale LSA.

Recommendations:

- Do not approve development in areas designated as environmental corridors on the **Environmental Corridors Map**.
- Protect drainage ways and shore land areas in their natural condition with vegetated buffer strips delineated on the **Environmental Corridors Map**.

Sanitary Sewer

One of the major urban services provided by the Village of Rockdale is sanitary sewer. The location, condition, and capacity of the Village's wastewater treatment facility plays an important role in the amount, location, and type of growth possible in the Rockdale Limited Service Area.

The existing Rockdale Wastewater Treatment Plant went into operation in 2008 and is designed to serve a population of about 300 persons. The plant is maintained by two certified operators and has the capacity to support future new development growth if needed.

Recommendation:

- The Rockdale Public Works Department should continue to use a five-year Capital Projects Program.

Municipal Building

Rockdale's municipal building is situated on a 20-acre site at 208 Benton Street. The municipal building houses the clerk's office and the boardroom. No improvements are anticipated at this time.

Standards

There are a variety of standards used for administrative and meeting spaces. These areas are generally treated like office buildings, in which the number of employees, office functions, and storage needs determine the space needs. For small public offices with less than ten employees, 150 square feet per employee and 225 square feet for the supervisory employee is suggested. Based on this standard, the village office space is adequate.

Since the Village offices serve the community, these offices should be easily accessible to residents and centrally located.

Recommendation:

- Maintain the current facility.

Rockdale Area Community Services

Colleges

Three educational institutions, many with top national ranking, are located within 25 miles of Rockdale. Post-secondary education is available from the University of Wisconsin-Madison, Madison College, and Edgewood College. Students at the UW-Madison campus in 2019 numbered over 45,000 and were enrolled in 13 major schools and colleges. In 2019, Madison College offered instruction to over 29,000 college transfer, associate degree, technical diploma, vocational adult, and non-post-secondary students. The school offers short-term certificates, technical diplomas, two-year associate degrees, and college transfer courses. Edgewood College is a Catholic institution that offers bachelor's degrees in the liberal arts and paraprofessional programs.

K-12 School District

The Village of Rockdale is located in the Cambridge School District and is served by four schools: Cambridge Elementary (grades K-5) with an enrollment of 443; Nikolay Middle School (grades 6-8) with 181 students; Cambridge High School (grades 9-12) with 272 students; and Koshkonong Trails, a project-based middle/high school with 12 students

The elementary school is located three miles from the Village. Nikolay Middle School is located just south of downtown Cambridge. Cambridge High School is also located on the Jefferson County side of Cambridge.

As shown in Table 6-1, the Cambridge schools have a combined 2018-2019 enrollment of 908. Enrollment in the Cambridge school district remained steady compared to the 2008-2009 school year, while countywide enrollment showed a 17.0% increase over the same period. Although Cambridge schools have seen steadily increasing enrollment in the last five years, no new school construction is planned.

TABLE 6-1: CAMBRIDGE AND DANE COUNTY SCHOOL DISTRICT ENROLLMENTS

School District	2008-2009	2018-2019	% Increase 2008-2019
Cambridge	900	908	0.9%
County Public Total	67,377	78,821	17.0%

Source: Wisconsin Department of Public Instruction and Capital Area Regional Planning Commission.

Water Supply

Local residences and businesses use private wells for water supply.

Solid Waste Disposal/Recycling Facilities

Solid waste disposal and recycling are contracted out to private vendors. No expanded service is anticipated at this time.

Law Enforcement

The Village contracts with the Dane County Sheriff's Department, which provides local policing services. Currently the Village is contracted for one deputy to provide policing services four hours per month.

Fire Protection

The Cambridge Volunteer Fire Department provides fire protection to a 68-square-mile area including Rockdale, the Village of Cambridge, the Towns of Christiana and Oakland, and a small part of the town of Lake Mills. The Fire Department has 40 members (32 active and eight active honorary). Emergency equipment includes one 1,500 gallon per minute pumper, one 2,000 gallon per minute pumper, one 1,250 gallon per minute pumper, one equipment truck (squad), one 3,750 gallon tanker, one brush truck, an ATV, and a boat.

Emergency Medical Services

The Cambridge Area Emergency Medical Services District covers the same area and communities as the fire service area. The EMS has five full time employees: 3 paramedics and 2 EMTs. The office is staffed by a part-time Special Projects staff who manages human resources, financial projects, grants, and scheduling. The EMS maintains two fully equipped ambulances.

Electric

Alliant Energy provides electrical service to the community.

Telecommunications

Frontier provides internet and telephone service to the Rockdale area.

Health Care

Meriter, UW Hospital and St. Mary's Hospital in Madison and Fort Memorial Hospital in Fort Atkinson are the primary facilities in the region. There are clinics in Cambridge and Deerfield.

Childcare Facilities

Numerous childcare services are available in nearby communities.

Cemeteries

Rockdale Evangelical Lutheran Church has a cemetery (2.3 acres) located at Main and Benton Streets with some room for expansion.

Churches

Various church denominations are located in nearby communities. Rockdale Evangelical Lutheran Church is located in the Village.

Community Identity

Whether Rockdale's future growth consists of infill development, downtown revitalization, or new development, it is important for development of any kind to enhance the community's overall identity. In the past, growth has resulted in a blend of both complimentary and disruptive effects on the community's quality of life. These mixed outcomes have been attributed to discrepancies between older standards and newer procedures. Moving forward, consistent policies and practices will be needed to ensure that future development aligns with the Village's needs and local identity.

The aesthetic components of development such as architecture, viewsheds, or Village gateways often contribute to community identity. Many communities now realize the importance of preserving community identity. The Village of Rockdale's recommendation requires site plan review; landscaping and sign controls are important examples of this trend. Many older communities also organize concerted efforts by local government and the business community to guide reinvestment into the older parts of the Village, especially the downtown.

These limited endeavors cannot ensure that the Village will retain its identity, that neighborhoods will remain attractive to new residents, or that aging commercial areas will continue to compete successfully with new surrounding projects. In recognition of these challenges, planning best practices recommend moving beyond project-based design review and publicly funded streetscape projects, and into the realm of truly planning, protecting, enhancing, and creating the desired character of development. This portion of the *Comprehensive Master Plan* provides the basis of a comprehensive approach to community identity planning.

Community Identity Components

A wide variety of elements contribute to the creation of community identity. These include:

Geographic Context

A key element of the character of Rockdale is its setting. The removal of the millpond created by the dam on Koshkonong Creek changed the identity of the Village. CamRock Park contains the open space along Koshkonong Creek and its floodplain. Wetlands exist next to the water treatment plant and in the DNR land bordering the southwest side of Rockdale.

Land Use

The most visually successful transitions of land use occur where lower density residential development and higher density residential and commercial development remain relatively consistent, even though dwelling unit types or specific land uses may vary significantly. The use of zoning districts that encourage a variety of uses with a similar density or intensity as defined by floor area ratios make for more gradual and visually comforting transitions.

Building Scale

The consistency of building scale is comparable to land use issues. Differences in building scale at magnitude levels are disruptive to an urban fabric. Proposed apartment and commercial buildings which are inconsistent with the dominant scale of surrounding buildings should find other locations or should incorporate design elements that create an appearance of several smaller structures. In general, the largest structures in a community should be located along its most important roadways.

Building Setbacks

Consistent building setbacks are also important in both residential and commercial areas. Even industrial park development can suffer from the hodge-podge look created by wide variation in setback from streets. Where building setbacks are allowed to vary, they should vary only in a carefully planned manner. Zoning effectively addresses this concern.

Architecture

Architectural styles provide a challenge in a growing community. Where it is possible to identify a dominant architectural style, infill development should be complementary. Where a wider variety of styles exist, common architectural themes (such as materials and roof pitches) should be reflected. In Village edge locations and new development areas, styles should be of long-term merit rather than reflecting short-term trends, quality of materials should be stressed, and the relative ability and affordability of the dominant architectural elements should be ensured. This principle is especially true for a downtown revitalization plan.

Signage

The size of wall signs should be related to the area of the wall on which they are located. No wall should contain more than one sign—except in a shopping center development. In shopping centers, sign materials and the location of signs on the façade must be consistent, and the use of consistent colors and lettering styles should be rewarded with an area bonus. In shopping centers, sign area should also be related to façade area.

Lower monument signs can be effectively landscaped, but 20-foot pylon signs confound such attempts. No building—whether a single use or a center—should be allowed more than one freestanding sign per frontage, with a transferring of signs permitted to bring the maximum to two per wall.

A variety of signs are very difficult to make and/or keep attractive and are therefore being prohibited. These include, at a minimum: off-site advertising signs, roof signs, and portable signs. Other signs are a visual distraction and a potential safety hazard. These signs, which should also be prohibited, include: flashing signs, inflatable signs and rippling signs, and strings of lights, streamers, and related signs which have no structural or utility function.

Finally, certain types of signage—such as changeable letter reader boards and electronic message signs should be carefully considered on a case-by-case basis.

Public Furnishings

The obvious use of public furnishings conveys a sense of public investment and pride in a community that cannot be replicated through other means. Particularly in areas with many out-of-the-community visitors, such investments create a festive character which encourages repeat visits, as the public spectacle is constantly changing and is a strong complement to the variety of goods and services offered. The use of public furnishings, particularly in public spaces relating to riverfronts, plazas, busy pedestrian streets, and institutional uses, should be encouraged. In all instances, these furnishings should be of high aesthetic quality and proven durability.

Landscaping

Significant amounts of landscaping should be encouraged of all forms of development, except single-family residential uses. For all other uses, landscaping should be encouraged around building foundations, in and around paved areas, and along streets with required supplemental plantings within lawn areas.

Landscaping materials should be of adequate size to ensure both a high degree of survivability and immediate visual effectiveness. Non-native, invasive plants, and low-durability species (such as box elders, silver maples, certain willows and poplars) should be avoided, as should toxic plants such as poison sumac. Required landscaping should be installed before building occupancy.

Views

Views are the most difficult aspect of community identity to address. The protection of important views is particularly challenging because the desire of the private party to capture and protect the view often requires the erection of visual barriers to the general public. It is impossible to protect all aesthetically pleasing views.

However, in Rockdale, certain views are essential defining elements of the community as a whole. These critical views should be protected at all reasonable costs through easement or responsive site design techniques. Major views are:

- Koshkonong Creek, at the county bridge and historic mill site
- CamRock County Park, on the north from CTH B or Adams Street
- Koshkonong Creek, on the south on CTH B across from historic creamery

Community Edges

Rockdale has clear-cut inner community edges in several locations. The combination of views, open space features and architectural styles or urban forms that create these edges should be recognized and protected, as these edges contribute significantly to the character of the community. The edges of the community are:

- The historical creamery building on County Highway B on the south side
- County Park, Area 3, on the north side of the Village
- The hills above County Highway B and E. Adams Street

Protected Village Corridors

Beyond the symbolic aesthetic treatments associated with Village entryway enhancements, this Plan recommends the use of site planning to carefully control the appearance along the following protected corridors:

- Highway B – Water Street
- Adams-Jones Street

Revitalization Areas

Over the 20-year planning period, the downtown area along Highway B-Water Street should be recognized as a revitalization area, focused principally on aesthetic upgrades rather than a change in land use. Over the long term, the Village will also probably need to be active in the redevelopment of the older buildings and improve building design and improve the general appearance of the area as redevelopment opportunities arise.

DRAFT

Chapter 7: Natural, Cultural and Agricultural Resources

The Village of Rockdale's natural, cultural, and agricultural resources have played a key role in defining the community since its foundation. Preservation and enjoyment of these resources is still of key importance to Rockdale residents today. This chapter describes the key resources that Rockdale seeks to protect and enhance, including Koshkonong Creek and its associated wetlands, the Village's parks and open space areas, and prime agricultural land surrounding the Village.

Natural Resources

Physiography and Topography

The physiography and topography in the Village of Rockdale reflects both the unglaciated and glaciated landscape of Dane County. Topographic relief ranges from about 830 feet above sea level. The Village lies within the Rock River Basin, with the river providing the predominant surface drainage within the watershed (see [Appendix G](#)).

The topography of Rockdale is dominated by Koshkonong Creek meandering through it and the wooded bluffs lying to the east and west banks. This topography reflects the glacial remains associated with a broader formation of deposits extending to the north and west. The overall landscape is undulating and contains both low hills and wetlands. Portions of the Village lie within the 100-year (1% annual chance) floodplain, including sections along the Creek and in the vicinity of the millpond. Furthermore, nearly half of the land is currently agricultural, including the entire southern portion.

The total area of the Village is approximately 160 acres and is bisected by the north/south flow of Koshkonong Creek. The creek was formerly dammed in the Village Center with an extensive millpond. The latter flows through a county park system known as CamRock Park. The former impoundment of the millpond is now part of the CamRock Park System. Dane County Parks purchased the mill property and buildings in 2003, finalizing the parkland connection between Rockdale and the Village of Cambridge. In 2004, warehouses on the mill site were removed. The mill itself was deconstructed in 2006.

Geology

The surface geology of Koshkonong Creek is varied, and the area is composed of glacial till. The subsurface geology of the Village consists of sandstone. Bedrock is generally at a depth of 10 to 50 feet, with depths over 50 feet in spots.

Soils

The Village of Rockdale contains soils in the Batavia-Houghton-Dresden Association characterized by deep and moderately deep silt loams and mucks that are underlain by silty sand and gravel. Batavia silt loam, which covers a part of the Rockdale area, are suitable for development, and have two- to six-percent slopes.

Soils in steep slope areas include Whalen silt loam. Soil types with 6 to 12% slopes have moderate limitations to development, whereas these soil types with 12 to 20% slopes have severe limitations to development due to high erodibility and this silt loam also has bedrock within 2-4 feet of the surface.

Soils within the floodplain of Koshkonong Creek include Sable and Wacousta silty clay loams. Both of these soil types have very severe limitations to development due to high compressibility, very low bearing capacity, seasonal high water table and occasional flooding. Development should be prohibited in these areas. Colwood silt loam is located on the Village's southeast side. This soil type has severe limitations to development due to occasional flooding. In areas with severe limitations due to occasional flooding or steep slopes, proper development can occur only if the design of the development takes into account these site limitations.

Surface Water

The primary surface water body in the Village is Koshkonong Creek. Koshkonong Creek flows south through the Village to the Rock River in Rock County. The Village discharges its treated municipal wastewater to the creek.

Koshkonong Creek supports a Warm Water Fishery. Local water quality concerns are associated with streambank erosion, animal waste runoff and sedimentation from cropland erosion. Much of the land area along Koshkonong Creek in the Village's center lies within the 100-year (1% annual chance) floodplain, which is shown on the [Environmental Corridors Map](#). The Village does not typically experience significant flooding.

Wetlands

All the significant wetlands located in the Rockdale area are associated with floodplains. The largest wetland areas are along the Koshkonong Creek on the southwest side of Rockdale. Similar to floodplains, the wetlands are also shown on the [Environmental Corridors Map](#).

Groundwater

Rockdale is located in the Koshkonong Creek watershed, which is located in eastern Dane County. Depth to groundwater is 10 to 25 feet in the area. The area covers all or parts of various cities, villages and towns. The surface water system is characterized by a network of small streams that flow into the river channel that empty into Lake Koshkonong before continuing further downstream. Koshkonong Creek is primarily fed by groundwater during base flow conditions, but snowmelt and precipitation events contribute significantly to stream flow during storm periods. Various efforts and initiatives have been undertaken by local units of government, private resource conservation groups and volunteers working together to address the impacts associated with growth and development in the watershed.

Forests

The only significant area of woodlands in the Village is a stand in Koshkonong County Park along the banks of Koshkonong Creek. This stand extends to the north into the Town of Christiana.

Threatened/Endangered Species

The Wisconsin Natural Heritage Inventory does not indicate the presence of any endangered and threatened species as well as species of concern. Habitat loss and fragmentation are the main concerns for wildlife in the Rockdale Area. Habitat continues to be degraded, simplified, fragmented or destroyed by various land and water use practices, policies, and development decisions.

Wildlife Habitat

The watershed's fish and wildlife, along with the continued enjoyment of hunting and fishing, the tourism industry, and quality of life depend on high quality natural habitat. Large wetland complexes adjacent to Koshkonong Creek and the surrounding rural grassland prairies provide valuable wildlife habitat. Some of the common game species include deer, turkey, pheasant and waterfowl, as well as various non-game plant, bird, reptile and mammal species.

Metallic/Non-Metallic Minerals

Rockdale does not contain any sand and gravel pits.

Recommendations:

- The Village of Rockdale should maintain the adopted environmental corridors to preserve open space and direct development to lands suitable for construction as shown on the **Future Land Use Map**. Environmental corridors include those lands forming continuous, linear systems of natural resource features and/or public open space and recreation lands. Examples of features within environmental corridors include parks, school playgrounds, drainage ways, wetlands and floodplains.
- The Village should improve and maintain the water quality of Koshkonong Creek. Improved water quality would increase opportunities for canoeing and fishing and enhance aquatic plant diversity. Enhancing the adjacent wetlands will take advantage of their natural abilities and improve their value as wildlife habitat.

Cultural Resources

Historical Resources

The Village of Rockdale's rich history continues to influence its present character. **Map 4** identifies the location of the significant historical sites in the Village. A description of the historical sites in the Village of Rockdale is found in **Appendix F**.

Archaeological Resources

State Historical Society records do not indicate the presence of archaeological resources. Most of the area has been developed, and extensive land disturbance has already taken place, making it unlikely that any archaeological resources are left.

Parks and Recreational Resources

Recreation planning has become an essential element of long-range community planning. Increased leisure time, renewed emphasis on physical fitness, and the need to find relief from the pace of life in urbanizing communities has underlined the need for expanded recreational facilities.

Parks and open spaces are valuable to a community for various reasons: 1) They provide green open space in an increasingly urbanizing environment; 2) as a community grows and densities increase, parks function as the focal point for community aesthetics; 3) they protect important habitats for wildlife and act as laboratories for environmental education.

A park is not a single-use facility serving only limited groups in the community. Rather, it is important to provide diverse outdoor recreational opportunities for all ages and social groups. In planning Rockdale's parks, an attempt has been made to view outdoor recreation facilities as part of a system serving diverse functions for all members of the Village. In viewing the parks as part of a system, such issues as access, neighborhood aesthetics and multiple uses of environmental resources are elements of natural resource planning.

This section begins with definitions and a discussion of the criteria used to evaluate park systems. It also includes an inventory of existing park facilities and recreation areas followed by an analysis of outdoor recreation needs. The last section proposes acquisitions and sets forth recommendations and a capital improvement schedule.

Rockdale public parks and open spaces are operated and maintained by the Village's Advisory Committee.

Definitions

The following definitions are standard definitions used in many community park plans in Wisconsin. Because Rockdale is a relatively small community, it may not be feasible for the community to support each type of area defined; however, it is desirable for single park areas to fulfill the functions of more than one facility type to provide diverse recreation opportunities in the community.

Play lots and tot lots. This type of facility is essentially a substitute for the backyard in medium- and high-density areas. Neighborhoods where there are concentrations of multifamily housing may require play lots. These may be provided by the apartment complex developer or by the community. Play lots may also be provided as a section of a neighborhood park or playground. Site development should include walkways; benches, landscaping and a designated tot lot with sandboxes and play devices for preschoolers. The recommended service area for a play lot or tot lot is one-eighth mile.

Sub-neighborhood park. Sub-neighborhood parks provide open space and passive recreation for both young and old (particularly the elderly and mothers with young children). Ideally, these parks should be located no more than one-quarter mile from home and, if possible, should be associated with a natural

feature. Access to these recreation areas should be safe and easy, avoiding any major thoroughfares or other obstacles. The desirable size for sub-neighborhood parks is 3.5 acres with a minimum size of approximately 1.5 acres. Site development should include walkways, benches, and picnic facilities and play equipment.

Neighborhood park. Neighborhood parks provide opportunities for passive and active recreation activities. Neighborhood parks should be developed adjacent to elementary school sites whenever possible. Ideally, these parks should be located no more than one-half mile from home. The desirable size for neighborhood parks is from five to ten acres, with a minimum size of 3.5 acres. Site development should include play lots, game diamonds, open areas for field games and parking facilities.

Neighborhood playground. A neighborhood playground is usually provided in conjunction with an elementary school and mainly serves the recreation needs of children ages 5 to 12. Its size is dependent on the types of activities it supports and facilities it provides. Playground apparatus, ball fields, basketball courts, and open playfields are common in these areas. The service area for such a recreation area is highly variable, but it usually has a radius of one-quarter mile.

Playfield. A playfield provides active and organized recreation space for older youths, adults and family groups. It is designed to accommodate activities that cannot be included at smaller sites. A separate area for spectators is generally desirable. Playfields are often part of high school or middle school grounds.

Because some portions of the playfield may be used for highly competitive sports, proper site location or a landscaped buffer strip should be utilized to protect nearby residential properties from the noise and disturbance. The playfield should be accessible by way of a major street and should have provisions for off-street parking. Minimum acreage for a playfield is five acres with a service area of three-quarters to one mile. More desirable acreage for a playfield is 12 acres.

Community park. This type of park usually serves the entire community and is under municipal administration. Although size is not always a sound criterion for classifying parks, it is generally recognized that community parks are more spacious than neighborhood parks or playgrounds. In addition to the kinds of facilities provided at neighborhood parks, these parks may provide swimming pools, hiking or bicycling trails, more elaborate playfields with spectator facilities, shelter and toilet buildings, and tennis courts.

Trails and linear parkways. This type of area includes sidewalks, officially designated bicycle trails, snowmobile trails, hiking trails, and pathways connecting neighborhoods with parks, schools, and other recreational areas. Often, such lands are leased or contained on the right-of-way of existing transportation corridors. Linear parkways may include minimal facilities such as benches, picnic tables or play lots. The most efficient linear trail systems either connect to a larger trail system or have a defined final destination.

Specialized recreation areas. Golf courses, historic sites, conservancy areas, and floodplains are examples of specialized recreation areas. Most of these have limited active recreation value and are developed for specialized recreation or are not always available for use by the public. Ownership may be public, quasi-public or private. Although such areas are not usually considered parks, it must be recognized that specialized areas are important adjuncts to a community and its parks program.

Conservancy Parks. Conservancy parks have no minimum size requirements; however, areas are generally of sufficient size to enable desired protection of the features within the site. They consist of environmentally important areas in their natural state, such as native plant communities, wetlands, and geological features and, in some cases, represent purely aesthetic values. They may provide outdoor study facilities for school and/or public use.

Greenways. Greenways have no minimum acreage requirements. They follow principal existing storm water drainage ways and serve to maintain proper drainage levels and groundwater stabilization. They may be enlarged at specific locations and provide the required area and facilities for a park. Existing drainage greenways are considered as having potential for park use when sufficient area exists for such use without significant alteration of the existing topography.

Existing Parks and Recreation Facilities

A comprehensive land use survey was conducted in 2004 to inventory existing park areas and recreation facilities and their relationship to residential and planned residential developments. Included in the inventory were municipal and educational recreational areas, which contribute to the recreational opportunities (or supply) in the village.

The following is a description of each open space area or park and a summary of the facilities in it. A summary of the existing areas is presented in Table 7-1. Existing areas are located on the **Transportation, Community Facilities, and Parks Map**.

1. Rockdale Community Park

As part of to the Community Center, the Village owns 3.6 acres of land for the Community Center and Park. The parkland is about 1.6 acres in size including a playground with 5 play apparatus and two picnic tables, basketball court with three baskets and a ball field with a backstop, sand infield and two benches.

2. CamRock County Park

CamRock County Park, part of the Dane County Park System, is located along a two-mile stretch of Koshkonong Creek and consists of three separate areas, each offering a shelter house, playground, picnic areas, sledding hills, cross-country skiing trails, and biking and hiking trails. The park also features an accessible fishing pier and a canoe/kayak launch. Area 3 is located on Jones Street and Area 2 is located northeast of the Village on CTH B. The park is 437 acres in size with about 1.4 acres within the Village.

3. DNR Nature Conservancy and Public Hunting Area

The Wisconsin Department of Natural Resources owns 43 acres of land adjacent to the southwest corner of the Village. This land contains woodlands and open lands next to Koshkonong Creek.

TABLE 7-1: EXISTING RECREATION AND OPEN SPACE AREAS BY FUNCTION

Recreation and Open Space Areas	Function	Recreation Area (acres)	Park Land in Rockdale (acres)	Conservancy Land (acres)
Rockdale Community Park	Community Park	1.6	1.6	0
CamRock County Park	Community Park	422	1.4	422
DNR Nature Conservancy Area	Conservancy Area	43	0	43
Total		466.6	3	465

Analysis of Park and Recreation Facilities Needs

This section of the plan deals with two types of standards: minimum acreage requirements and activity. The first is accomplished by assigning a gross acreage requirement for each 1,000 persons in the community. The gross space standards serve as a general guide to the amount of parkland and gross open space to be provided. The current standard of one acre per 30 housing units or 14 acres of parkland per thousand persons is used, as a basis for evaluating the village recreational needs and reflect current supply of parkland.

Activity-related standards are expressed in terms of number of people per activity, such as one baseball diamond per 6,000 people. Other activities, as they relate to the community, will be noted on the following page.

It is important to remember that the standards are guidelines, and as such may need to be adjusted for special situations. Parks and facilities should be related to the population served. Adaptations are often necessary in regard to size and distance factors, as well as where land is already built upon before the standards were developed. Even in new developments it is not always possible to achieve ideal results because of physical or other barriers that dictate the shape of neighborhoods.

TABLE 7-2: GROSS ACREAGE REQUIREMENTS

Based upon the gross acreage standards of 14 acres per 1,000 residents and the population forecasts in Table 2-2

Year	Population	Land Need (acres)	Land Supply (acres)	Land Requirements (acres)
2020	221	3.1	3.0	0.1
2035	260	3.6	3.0	0.6
2050	298	4.2	3.0	1.2

The present acreage of the Rockdale park system is approximately three acres, which does not include wetland areas or specialized high school recreation facilities. Projections indicate that an additional 1.2 acres may be needed by 2050.

Activity-Related Standards

Activity-related standards provide another way to evaluate a community’s recreation needs. These standards are based on national minimum standards from the National Recreation and Parks Association.

TABLE 7-3: ACTIVITY-RELATED STANDARDS

Facility Type	Standard Number of Units
Baseball Diamonds	1 per 3,500 persons
Softball Diamonds	1 per 1,000 persons
Soccer Fields	1 per 1,000 persons
Tennis Courts	1 per 1,500 persons
Skating Rinks	1 per 3,500 persons

Source: National Recreation and Parks Association

NOTE: These figures have been adjusted to account for the increased demand for softball facilities in rural areas and increased demand for tennis courts in most bedroom communities.

Deficiencies in Rockdale’s recreation facilities were noticed before the application of these standards. For example, softball diamond scheduling for leagues and tournaments was a problem for several years prior to the development of the Rockdale Parks and Open Space Plan. These standards help quantify the deficiencies in some specialized areas.

Service-Area Standards

Another more precise indicator of how well parks are meeting the recreational needs of the village is to look at their distribution in relation to the users. The map on the next page illustrates that village parks are well distributed; however, a neighborhood park will be needed on the northeast side. Whereas community parks serve the whole village, the other classes of parks have a restricted service area. The recommended service area for a play lot is one-eighth mile. The recommended service area for sub-

neighborhood parks is one-quarter mile. The recommended service area for neighborhood parks and playgrounds is one-half mile. These service area recommendations do not consider barriers such as major roads (CTH B and the Jones/Adams Streets corridors). Access barriers must be considered when determining service distances and when planning a walkway or bike route linking parks.

Park Distribution

Rockdale is deficient in a number of specific types of parks and facilities and in their distribution. Among the deficiencies are:

1. The newer subdivisions on the edges of the village are generally well served by neighborhood parks, based on recommended services. Some of the park areas are not yet developed.
2. Residential neighborhoods are lacking sidewalks or pathways for safe child pedestrian access to park facilities, particularly on heavily traveled streets. Because pedestrian traffic is fairly light along Village streets, the board decided that new sidewalks would not be put in during road construction to help keep costs manageable for Village residents.
3. There is a lack of trail systems, which can be used to tie both the community and individual parks together. This system could take the form of bike trails, nature trails, and jogging or walking trails. Some of the trails could double in the winter as cross-country skiing trails.

Facility and Program Recommendations

The following recommendations to improve recreation programs in the Village of Rockdale are based on projected growth rates and deficiencies identified in the preceding section. Recommendations include parkland acquisition, development projects and the provision of diversified recreational opportunities, but also relate to administration, funding, and land use.

Most of the recommendations are based on the assumption that Rockdale will continue a steady rate of growth and that park and recreational facilities planning should be geared toward serving a growing population. However, the timing of park acquisitions and development should coincide with the actual demand for recreational resources in developed and newly developing areas of the Village. In other words, the highest priority should be placed on expanding and improving parks and recreation areas where needs and shortages exist.

- Village, school and county officials responsible for recreation in Rockdale should place a continued emphasis on the provision of areas and facilities that can support “lifetime” recreational activities. Falling into this category are activities like tennis, all target sports, horseshoes, cross-country skiing, skating, running, volleyball, handball, badminton, hiking and swimming.
- The Village should place more emphasis on developing safe child pedestrian access to parks and school playground facilities. Access improvements are especially needed where there are no sidewalks. Street improvement programs in the developed portions of the village should include the provision of sidewalks and/or bicycle trails especially along collector streets. Adequate crossing facilities need to be provided at major road obstacle points at both school and non-

school hours. Alternatives or supplements to conventional sidewalk systems are designated bicycle trails or pedestrian pathways.

- More emphasis should be placed on the aesthetic function of parks. Parks provide the largest expanse of green open space in the community, and in some newer sections of the community the land dedicated for parks contains the only mature vegetation. Many types of recreational activities, particularly the “lifetime” activities such as hiking, picnicking, lawn games and target games, are greatly enhanced by the proximity of shade trees and an attractive environment. A buffer of trees or tall shrubbery around the playfields and open areas also enhances these types of areas and reduces the land use conflicts between heavily used parks and neighboring residential areas.
- An active and continuous tree and shrub-planting program should be initiated. The plantings should contain a mix of fast-growing and slow-growing species. The planting program should also avoid over dependence on one or two species, which may fall victim to blight or other disease. Other considerations in developing a planting program are selecting trees for attractiveness, reducing the time and expense involved with maintenance and clean-up, and reducing the adverse effects of trees and shrubs on surface and underground public utilities.
- The Village should look beyond its present corporate boundaries for lands suited to recreational development. This is of particular importance in those surrounding areas under the influence of extraterritorial plat review and official mapping and where annexation is imminent. Proposed parks are mapped in the village master plan and should be added to the official map. Advance planning of this nature will give added assurance that lands best suited to satisfying recreational demands or protecting vital recreational resources will be preserved for public use.
- The Village should utilize volunteer labor and donated materials to the greatest extent possible. Community groups, church and school groups often make significant contributions to recreation programs. Utilization of volunteer labor is generally most successful where a single tangible project is involved, such as tree planting, construction of a single facility, or a one-day clean up and beautification project. Volunteer labor should not be relied on for day-to-day maintenance or routine acquisitions and improvements. Adequate funds for hiring employees should be budgeted so that the community recreation program can succeed regardless of whether or not volunteer labor is available.
- The Village should concentrate on the development of existing recreation facilities. Rockdale has developed a substantial land pool for its parks and recreation facilities, but many of these areas have not been developed to their full capacity. Before considering expansion of the parks and recreation land base, the village should assure that all existing facilities fulfill the needs of their designated service areas. Following development of existing facilities, the Village should acquire land in those most developed lands that are deficient in park services.
- The Village should use recreation facilities for winter activities. In the upper Midwest, winter activities should be an essential part of recreation planning. Rockdale should develop skating facilities. A trail system could be tied in with nature trails developed for summer and fall use. Sledding and tobogganing hills that are safe and accessible should also be developed.

- Improvements to existing parks or development of new parks should include features to help the disabled. Features could include ramps; grab rails, traction walkways, special seating, accessible drinking fountains and special playground equipment. Currently, many individuals with disabilities are restricted in the areas of active and passive recreation.

Acquisition and Development Program

Rockdale acquired 3.6 acres of parkland from the Cambridge School District from the grounds of the former Rockdale School.

During the twenty-year planning period, Rockdale should maintain and improve its present recreation system. These improvements will take place in the form of development of existing areas and acquisition of new parklands. For these reasons, an acquisition and development program has been prepared.

The Village’s parkland dedication requirements within its Land Division Ordinance should be updated to reflect today’s land and park development costs. Therefore, a detailed study should evaluate parkland fees-in-lieu-of dedication requirement. The Village should establish a new fee to finance park improvements.

Acquisition Recommendations

- The village should guarantee that neighborhood facilities be planned for the developing areas of the community. It is felt at this time that community park and playfield acreage is adequate; however, the village should keep close tabs on providing adequate recreational facilities in the village. In addition to recreation areas, it is recommended that the village acquire or otherwise preserve the wetland area west of the village.

Development Recommendations

- **Rockdale Community Park:** Continue maintenance and make repairs as needed.
- **CamRock County Park:** Coordinate with the Dane County Parks Commission additional trail links between the county park and the Village Center.
- **DNR Conservancy Area:** Recommendations are the responsibility of the Wisconsin Department of Natural Resources.

Chapter 8: Economic Development

The Economic Development component of the *Rockdale Comprehensive Master Plan* describes the local economy, including the labor force, businesses, and industries. This chapter also assesses desirable new businesses, discusses business attraction and retention, and gives recommendations for supporting local economic development.

Labor Force

In 2000, Rockdale had a local labor force of 126 persons. The unemployment rate was 2.4%. This labor force was largely employed in so-called white-collar occupations, with 73% of employed persons in professional, technical, or service-related positions. As of 2018, the Village's labor force consists of approximately 152 people. The local unemployment rate is 2.9%, comparable to the Dane County rate of 3.1%. According to 2018 Census data, about 50% of Rockdale's labor force is employed in management, business, science and arts or sales and office positions.

TABLE 8-1: LABOR FORCE, EMPLOYED AND UNEMPLOYMENT RATE, 2010 – 2018

Municipality	2010			2018		
	Civilian Labor Force	Labor Force Participation Rate	Unemployment Rate	Civilian Labor Force	Labor Force Participation Rate	Unemployment Rate
V. Rockdale	173	80.3%	2.9%	152	68.4%	2.9%
C. Madison	192,896	72.9%	5.6%	214,291	72.1%	3.5%
Dane County	385,337	74.4%	5.0%	431,911	72.4%	3.1%

Source: U.S. Census Bureau and Capital Area Regional Planning Commission.

TABLE 8 -2: OCCUPATIONS OF EMPLOYED PERSONS: 2018

Occupation Category	Number	Percent
Management, business, science, and arts occupations	37	33.0%
Service occupations	10	8.9%
Sales and office occupations	20	17.9%
Natural resources, construction, and maintenance occupations	11	9.8%
Farming, fishing, and forestry occupations	0	0.0%
Construction and extraction occupations	11	9.8%
Installation, maintenance, and repair occupations	0	0.0%
Production, transportation, and material moving occupations	23	20.5%
Total civilian employed population	112	100.0%

Source: U.S. Census Bureau and Capital Area Regional Planning Commission.

Cambridge-Rockdale Area Economic Base

2020 data shows a total of 196 businesses in the Cambridge-Rockdale area. Most of these (71.4%) are small businesses with fewer than 10 employees.

TABLE 8-3: CAMBRIDGE-ROCKDALE AREA BUSINESSES BY SIZE, 2020

Number of Employees	Number of Businesses	Percent of Businesses
1 to 4 employees	77	39.3%
5 to 9 employees	63	32.1%
10 to 19 employees	34	17.3%
20 to 49 employees	15	7.7%
50 to 99 employees	6	3.1%
100 to 249 employees	1	0.5%
Total	196	100.0%

Source: DatabaseUSA.com via EMSI, Capital Area Regional Planning Commission

Data obtained in October 2020 estimates that the Cambridge-Rockdale area offers a total of 2,038 jobs in 16 industries. The number of jobs in the area has increased 8% since 2005. The overall average earnings per job is \$72,166.

Most area jobs are in the utilities and government sector. Other major industries are wholesale trade, retail trade, transportation and warehousing, health care and social assistance, and arts, entertainment, and recreation. Transportation and warehousing saw the biggest increase from 2005 to 2020, adding over 100 new jobs. The number of jobs in utilities, construction, manufacturing, and real estate and rental and leasing decreased during that period.

The area’s highest paying jobs are in utilities, finance and insurance, professional, scientific, and technical services, and government. Jobs in the accommodation and food services, arts, entertainment, and recreation, and transportation and warehousing industries offer the lowest average earnings.

TABLE 8-4: CAMBRIDGE-ROCKDALE AREA INDUSTRIES, 2005 TO 2020

Industry	2005 Jobs	2020 Jobs	2005 - 2020 Change	2005 - 2020 % Change	Avg. Earnings Per Job
Utilities	402	365	-37	-9%	\$136,438
Construction	75	53	-22	-29%	\$66,169
Manufacturing	98	61	-37	-38%	\$31,425
Wholesale Trade	142	157	15	11%	\$86,090
Retail Trade	136	140	4	3%	\$31,841
Transportation and Warehousing	33	154	121	367%	\$23,482
Finance and Insurance	43	54	11	26%	\$118,259
Real Estate and Rental and Leasing	72	69	-3	-4%	\$61,527
Professional, Scientific, and Technical Services	38	48	10	26%	\$89,159
Administrative and Support and Waste Management and Remediation Services	35	39	4	11%	\$49,679
Educational Services	<10	12	-	-	\$58,808
Health Care and Social Assistance	72	104	32	44%	\$44,356
Arts, Entertainment, and Recreation	104	114	10	10%	\$22,054
Accommodation and Food Services	60	75	15	25%	\$18,887
Other Services (except Public Administration)	127	129	2	2%	\$39,685
Government	432	462	30	7%	\$83,052
OVERALL	1,880	2,038	158	8%	\$72,166

Source: DatabaseUSA.com via EMSI, Capital Area Regional Planning Commission

Assessing Desirable New Business

Additional redevelopment along Water Street is necessary to create opportunities for any new commercial establishments. Small business ventures would be a good fit for this area, especially those in recreation-based industries given the proximity of CamRock County Park.

The Village desires retail and professional service development along CTH B. Controlling the design of this development along the Water Street and Adams Street corridors are critical in ensuring re-investment and redevelopment of older properties in this area.

Economic Attraction and Retention

In the early 2000s, a Downtown Improvement Plan was prepared to evaluate the overall condition of the downtown and provide recommendations for improvements. Significant aesthetic improvements were made to the downtown district based on this plan's recommendations. From the standpoint of infrastructure improvements, the Water Street streetscape was also improved in the early 2000s following the major reconstruction of CTH B.

Today, Rockdale does not have any major plans, scheduled improvements, or ongoing programs related to economic attraction and retention. The Village is not actively recruiting new businesses at this time but is committed to working with interested businesses on a case-by-case basis.

Recommendations:

- Maintain existing downtown aesthetic and recreation improvements.
- Cooperate with Dane County Parks and the Friends of the Rockdale Mill on any future improvements to the historic mill site.

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Chapter 9: Intergovernmental Cooperation

Annexation and Extraterritorial Jurisdiction

As the Village continues to develop over the next 20 years, there will likely be a need and demand for more housing and businesses. Some of the land area available to accommodate this growth currently lies outside the Village's corporate boundaries. Because most new development will require urban services, there will be a need to annex this land to the Village of Rockdale.

Chapter 66 of Wisconsin State Statutes specifies that land contiguous to the Village not already in its corporate boundary can be annexed by petition of the electors and property owners in the subject area. Non-unanimous petitions may require a referendum. Therefore, the Village actually has little control over the specific lands to be annexed except by approving or denying a petition when property owners propose land for annexation. However, the Village should identify potential growth areas (primarily parcels in or partially in the urban service area) for future annexation as part of the Master Plan and adopt annexation policies consistent with other Master Plan policies.

The Village exercises extraterritorial jurisdiction (ETJ) plat review authority. The ETJ area is the area within 1.5 miles of the Village limits. ETJ plat review should be implemented consistent with the *Rockdale Comprehensive Master Plan* and the Town of Christiana's comprehensive plan.

Rockdale Area Annexation and Development Concerns

In early 2005, the Rockdale Village Plan Commission met with members of the Town Board and the Town of Christiana Plan Committee. Each of the municipalities stated their concerns about growth and development on the edges of Rockdale and in the Town of Christiana adjacent to the Village. Concerns identified during this process included:

- The Town of Christiana was concerned about loss of its tax base or its farms.
- The Village was concerned about determining the plans of landowners along the Village's edge and the capacity of the treatment plant and the ability to serve future development.

Areas of mutual agreement included:

- Future development boundaries should be designated by the village and town.
- Keep lines of communication open among the two groups and other taxing districts.
- Review impacts that development is having on other jurisdictions.
- Do some type of planning coordination in the 1.5-mile ETJ area.
- Have follow-up meetings to work toward an intergovernmental agreement.

Today, most past issues have been resolved or settled, and no new issues requiring intergovernmental efforts have emerged. The Village of Rockdale continues to work with neighboring governments on an as-needed basis as individual issues arise.

Analysis

In addition to the public open space land and the gas generating facility, both adjacent to the Village, the surrounding area is a mix of agricultural use, wooded area, and lowlands, with a small concentration of rural housing in the area east of the village.

ETJ zoning allows joint decisions on planning and land use in areas 1.5 miles beyond the corporate limits. In addition, the action limits declaratory jurisdiction of neighboring municipalities without direct annexation. Rockdale began exercising its extraterritorial zoning authority in 1998 before ending the practice in 2001. Previously, an ETJ joint committee was tasked with developing the land use plan for the outlying area. This cooperative effort between the Village Plan Commission, Village Board and the Town of Christiana is no longer active.

The current policy of the Town has been to limit residential development on agricultural land and to eliminate other scattered developments. In an effort to develop a plan which would achieve those objectives, the Town has advocated for clustered residential development where appropriate, and that such residential development occur within or adjacent to existing municipalities and population centers. The net impact of this policy in fact places additional burden on the Village to accommodate development pressures occurring in the adjacent Town area.

Generally, development adjacent to a municipality will ultimately receive petitions from property owners to annex into the municipality in order to access a desired urban service, such as sanitary sewer. Adequate advanced planning is needed to ensure that development will not conflict with the orderly management of and capacity to provide services to expanded areas. The comprehensive plan restricts new residential development to infill parcels currently in the Village. The Comprehensive Plan for the Village would recommend that the Town of Christiana Comprehensive Plan reflect that the location of development in the Town should be based on town criteria, which does not depend (short-range or long-range) on services provided by the Village.

Recommendations:

- Rockdale should coordinate annexation activity with the Town of Christiana on an as-needed basis. Any annexation agreements should be consistent with *Comprehensive Master Plan* policies as described in Appendix E.
- The Village should not approve any annexation until a complete review has been made using guidelines adopted by the Village.

- The Village, the towns of Christiana and Oakland, and the Village of Cambridge should continue to coordinate shared community services, including fire, EMS, school-related issues, and other issues as they come up.
- The Village should exercise its extraterritorial plat review authority as established in State Statutes Chapter 236, allowing no subdivisions (not certified survey maps) within three-quarters mile of the Village limits, and keeping the area within the long-range service area closest to the Village clear of non-farm development to provide for the efficient extension of urban services as the Village grows.
- The Village shall not extend public sewer beyond its corporate limits. If properties contiguous to the Village desire urban services, the owners will submit petitions for annexation.

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Chapter 10: Land Use

The Land Use section of the *Rockdale Master Plan* describes the Village’s current land use allocations and its vision for accommodating future development, including residential, commercial, industrial, and public/institutional. Agricultural and non-farm development in the Village’s extraterritorial area is also discussed. Recommended land use designations are shown on the Future Land Use Map.

Land Use Planning Overview

The 2005 *Village of Rockdale Comprehensive Master Plan* considered two land use alternatives. The two options were evaluated based on their estimated impacts on housing units, population, school enrollment and employment. At a public hearing on July 12, 2004, participants unanimously agreed on the alternative that proposed directing residential development to existing developable lands and constructing a new wastewater treatment plant to service roughly 269 persons. This alternative was expected to add about 11 acres of residential lots to accommodate an additional 24 housing units and 55 residents, bringing the Village total to 119 housing units and 269 persons.

A new wastewater treatment plant with the capacity to serve about 300 persons was completed in 2008. That same year, Rockdale’s Urban Service Area was amended to adjust the service area boundary and change its designation to a Limited Service Area. The details of this amendment are presented in Chapter 6 and [Appendix G](#).

TABLE 10-1: VILLAGE OF ROCKDALE LAND USE, 2015

Land Use Category	2015 (Acres)
Agriculture	41.0
Commercial	1.3
Institutional/Governmental	6.3
Manufacturing	0.7
Open Land	22.8
Recreation	13.0
Residential	40.5
Transportation, Communications and Utilities	30.0
Vacant Subdivided Land	6.3
Water	3.5
Woodlands	24.7

Source: Capital Area Regional Planning Commission

Table 10-1 shows the Village of Rockdale’s current land use allocations. At present, the Village envisions roughly maintaining its current size, density, development patterns, and land use allocations for the foreseeable future. Infill development is a priority for both residential and commercial growth. As part

of the Village's 2008 USA amendment, a 29.9-acre parcel of developable land north of E. Rockdale Road and south of Water Street was added to the service area. The 42-unit single-family residential development initially proposed for this site was not ultimately constructed. This parcel could still accommodate new residential development in the future; no plans currently exist for the site.

Residential

Residential land use has been and will continue to make up over half of the area within the Village of Rockdale. Based on population projections and trends in average household size, the Village may need to accommodate an additional 16 dwelling units in the next 15 years. If the Village follows an average net residential density of 2.5 housing units per acre, approximately 6.4 acres of residential land would be needed to accommodate this projected residential growth.

The **Future Land Use Map** illustrates desired future land use designations for the Rockdale Urban Service Area. New low-density residential development is allocated to the parcel north of E. Rockdale Road.

Recommendations:

- **Single-Family Residential:** New single-family development is limited to existing platted lots or new lots in designated infill areas. New lots must have a minimum area of 10,800 sq. ft.
- **Two-Family Residential:** New two-family residential development is limited to lots in the Village's Center. New two-family units must have a minimum of 5,000 sq. ft. per unit.
- **Multi-Family Residential:** New multi-family residential development is limited to existing platted lots or new lots zoned for elderly housing.

Commercial Development

Economic development areas include commercial land use. This land use is situated primarily along CTH B. The size and scale of commercial development in Rockdale is characteristic of villages located near larger metropolitan cities. Like most Dane County cities and villages, Rockdale does not have enough local employment to provide jobs for most of its local labor force, with less than half working in the Village.

The **Future Land Use Map** shows potential future commercial development on a parcel east of CTH B that is currently in agricultural use.

Recommendations:

- New commercial development should incorporate site planning, landscaping and lighting consistent with existing development.

Public Uses

It is important that public and quasi-public institutional land uses be adequate to accommodate future growth and change. In Rockdale, where relatively steady population growth is projected, future improvements to public institutional land uses may be required. More detailed recommendations for streets and public utilities are discussed in the Transportation Plan and Urban Services sections.

Village Government

Rockdale's municipal building and wastewater treatment plant are adequately sized to accommodate the population identified in Table 2-2.

Recommendations:

- None.

Recreation, Open Space, and Environmental Protection

Park and open space lands, both public and private, and recreation and conservancy areas are an important component of any community. This is especially true in Rockdale, which is divided by Koshkonong Creek. While the need for open space in the Village is increasing with the increases in longevity and leisure time, the Village is adjacent to a large county park that fulfills many of the Village's open space needs.

Parks and open spaces are invaluable community assets because citizens for social functions, group participation, recreation, and relaxation enjoy these areas. These areas also provide for the protection of natural resources, which helps protect the general health, safety and welfare of the community. Natural resource protection means preserving air and water quality, flood damage control and the conservation of natural plant and wildlife habitat. In a broader sense, parks and open space planning also provide for the protection of historic, cultural and scientific sites as well as the establishment of trail systems for pedestrians and bicyclists, both within park areas and along public streets and greenways.

In 2000, developed parkland represented three percent of Rockdale's developed area. Today, that area has grown to 14.1%. The Village's proximity to CamRock County Park, which is over twice the size of the Village, contributes significantly to its recreational capacity.

Recommendations:

- The Village should maintain and repair equipment on its public lands.

Agriculture

Farmland makes up the majority of land within the Village's 1.5-mile extraterritorial jurisdiction. Since agriculture is an important part of the local economy, Rockdale should encourage the preservation of existing farmlands.

Recommendations:

- The Village should continue to work with the Town of Christiana for commonly held planning objectives.

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Chapter 11: Implementation

Implementation of the *Village of Rockdale Comprehensive Master Plan* will require the consistent use of the plan to guide decisions with respect to a wide range of public actions including zoning and subdivision approvals, annexations, housing programs, transportation improvements, capital improvement projects, and economic development activities. The goals, objectives, and policies in the Goals and Policies chapter are intended to be the foundation for a variety of more specific programs and actions implemented by both the public and private sectors.

A. General Recommendations

1. Adopt and implement the Comprehensive Plan, under the auspices of §62.23 Wis. Stats.
2. When possible, enter into intergovernmental agreements with neighboring municipalities to foster implementation of the *Comprehensive Master Plan*.
3. Amend the *Comprehensive Master Plan* as necessary to comply with Wisconsin's Comprehensive Planning (Smart Growth) Law.
4. Adopt an updated comprehensive plan for the Village of Rockdale that complies in full with Wisconsin's Comprehensive Planning Law (§66.0295 Wis. Stats.) in 2021.

B. Housing Recommendations

1. New housing in the Village should consist primarily of single-family detached units. Multifamily units, as described below, will be evaluated on a case-by-case basis.
2. Multifamily housing units will include single-family condominiums or duplexes.
3. The Village should pursue participation in available grant programs to assist Rockdale homeowners in financing housing rehabilitation projects.

C. Transportation Recommendations

1. Support any potential future efforts to link Village bike routes with routes in the Town of Christiana.
2. Publicize availability of the Greater Madison MPO's Roundtrip program through posting information at public sites in the Village.
3. Work with the McFarland Senior Outreach Department, the Cambridge Activities Program, and RSVP of Dane County to continue to provide and expand specialized transportation services as needed.

D. Community Facilities and Utilities Recommendations

1. Extend sewer services only within the urban service area or amendments to the urban service area.
2. Stage growth within the urban service area and require development within the capacity of the new wastewater treatment plant.
3. Require any land division to be laid out in the manner that would provide for the efficient construction of sewer mains and streets.
4. Do not approve development in areas designated as environmental corridors.
5. Protect drainage ways and shore land areas in their natural condition with vegetated buffer strips delineated on the **Environmental Corridors Map**.
6. The Rockdale Sewer Utility should continue to use a five-year Capital Projects Program.
7. Maintain the municipal building/community center.

E. Natural Resources Recommendations

1. Follow the general recommendations presented in Chapter 7.
2. Coordinate with Dane County Parks on trail links between the CamRock County Park and the Village Center.

F. Economic Development Recommendations

1. Maintain existing downtown aesthetic and recreation improvements.
2. Cooperate with Dane County Parks and the Friends of the Rockdale Mill on any future improvements to the historic mill site.

G. Intergovernmental Cooperation Recommendations

1. Rockdale should coordinate annexation activity with the Town of Christiana on an as-needed basis. Any annexation agreements should be consistent with *Comprehensive Master Plan* policies.
2. The Village should not approve any annexation until a complete review has been made using guidelines adopted by the Village.

3. The Village, the towns of Christiana and Oakland, and the Village of Cambridge should continue to coordinate shared community services, including fire, EMS, school-related issues, and other issues as they come up.
4. The Village should exercise its extraterritorial plat review authority as established in State Statutes Chapter 236, allowing no subdivisions (not certified survey maps) within three-quarters mile of the Village limits, and keeping the area within the long-range service area closest to the Village clear of non-farm development to provide for the efficient extension of urban services as the Village grows.
5. The Village shall not extend public sewer beyond its corporate limits. If properties contiguous to the Village desire urban services, the owners will submit petitions for annexation.

H. Land Use Recommendations

1. New single-family development is limited to existing platted lots or new lots in designated infill areas. New lots must have a minimum lot size of 10,800 sq. ft.
2. New two-family residential development is limited to lots in the Village's Center. New two-family units must have a minimum lot area of 5,000 sq. ft. per unit.
3. New multifamily residential development is limited to existing platted lots or new lots zoned for elderly housing.
4. New commercial development should incorporate site planning, landscaping and lighting consistent with existing development.
5. The Village should maintain and repair equipment on its public lands.
6. The Village should continue to work the Town of Christiana for commonly held planning objectives.

I. Implementation Tools

Zoning Ordinance

The Village's Zoning Ordinance was last amended in 2015. The zoning ordinance should be regularly updated to reflect *Comprehensive Master Plan* recommendations in order to accomplish this Plan's objectives. Maintaining an updated Zoning Ordinance is one of the most cost-effective comprehensive plan implementation tools.

Subdivision Ordinance

The Village Subdivision ordinance was last amended in 2009. The subdivision ordinance should be regularly reviewed and updated as needed. The subdivision ordinance shall apply to both new

development and existing development and support objectives outlined in the Comprehensive Master Plan.

Official Map

The Village should update its Official Map to be in accordance with the Recommendations of this Plan, especially Chapter 4. An Official Map reserves the rights-of-way of future streets, pedestrian/bicycle paths, schools, parks, drainageways and other public facilities.

The Official Map is also a very important planning implementation tool because it allows for the municipality to achieve plan implementation in an efficient, cost-effective manner. The official map works by allowing municipalities to prohibit new development from occurring within the mapped future rights-of-way of streets. As properties along the officially mapped streets are divided into subdivisions or certified survey maps, adequate right-of-way can be required to be dedicated from the subdivider to the Village at no public cost. Without an Official Map, substantial street right-of-way acquisition costs may need to be passed on to Village taxpayers in order to widen an existing street or acquire right-of-way for the construction of a new street. The Official Map can also be used to protect critical drainageways and other natural features that are part of the community's stormwater management system.

Public Investment

Financial factors continue to increase in their importance to planning. The recommendations of this Plan significantly assist in establishing the full validity of most public expenditures in streets, utilities, and the park system, and in relation to the local decisions of Village government. The effort taken in mapping logical land use patterns, transportation facilities, and recreation facilities will assist in more accurately predicting the costs and benefits of alternative public investment options. Under Wisconsin Law regarding the development of impact fees, the importance of the Plan in establishing a legally valid base level of analysis (the future land use and transportation pattern) cannot be overstated.

Capital Improvements Program (CIP)

The first component of a comprehensive municipal financing system is the Capital Improvements Program (CIP). The CIP is essentially a budget that allocates municipal funding to various projects usually over a five- to six-year period. The recommendations of this Plan will assist the Village in identifying a list of possible capital projects. An intermediate level analysis which translates the land use and transportation system of this Plan into levels of facility demand and projected costs will be necessary before accurate capital costs can be projected.

Impact Fees

As the infrastructure needs associated with the land use and transportation recommendations of this Plan are identified, it will be possible to evaluate a number of different fee alternatives designed to ensure that the costs associated with providing service to a new development are in fact passed on to that development. Although Wisconsin legislation limits the use of impact fees (for example, school costs cannot be recouped), it also validates the use of development exaction techniques for a wide variety of facilities with which municipalities are concerned.

Development Review Cost-Recovery

Development review services in the Village can be provided by a combination of in-house Village and staff consultants—including staff and consultants engaged in planning, building inspection, civil engineering and legal analysis. The Village has the ability to adopt regulations that ensure that the costs incurred by the Village to hire such experts are reimbursed or pre-paid by the application whose project is initiating the cost.

Intergovernmental Cooperation

The multi-jurisdictional environment in which this Plan is prepared entails, by necessity, a complex set of intergovernmental factors that must be taken into account.

State Issues

WisDOT and WDNR are actively involved in programs and policies directly affecting and affected by local land use decisions. The recognition and promotion of the policies of these agencies by this Plan are imperative coordination tools. State policies are also implemented through the aggressive promotion of best practices for the mitigation of the impacts of land use decisions on transportation facilities and environmental resources. Finally, and most importantly, the benefits of controlled growth and compact development served by sanitary sewer facilities promoted through this Plan are the most effective way of accommodating population pressures in a manner to minimize adverse area impacts.

County Issues

The Village of Rockdale intends to work closely with Dane County to ensure the coordination of Rockdale *Comprehensive Master Plan* with the Dane County Comprehensive Plan.

Local/Jurisdictional Issues

The Rockdale area is expected to grow as a result of many forces that are beyond its control. In order to ensure that this area will maintain its high quality of life, coordination of plans and development actions between the local jurisdictions in the area will be necessary. Such coordination can occur via one or more of the following methods:

Extra-Territorial Jurisdiction (ETJ) Powers

This local power enables the Village to develop plans for lands within its ETJ area, approve land divisions, adopt official map requirements, and (if appropriate procedures are used) impose extraterritorial zoning. Although the use of the official mapping authority (for future streets) is often acceptable to towns (who lack statutory authority for such powers), ETJ plat approval and, especially, zoning powers are generally resented. Only under conditions of very good intergovernmental relations, the use of ETJ zoning and plat approval authority is effective at implementing Village objectives.

Intergovernmental Planning

An alternative to the broad use of ETJ powers, which often yields far superior results, entails the use of informal intergovernmental planning. The Village should seize any opportunity for such informal

planning with neighboring communities. Coordinate efforts with the Town of Christiana as part of its future planning.

Intergovernmental Agreements

If the use of ETJ authority is not desired or the use of informal intergovernmental planning is not effective in forwarding mutual intergovernmental objectives, another alternative is a formal intergovernmental agreement. The Wisconsin Legislature recently enacted a law that establishes a formal procedure and standards for enacting long-term, binding intergovernmental agreements. A critical and required component of these agreements are a mutually acceptable annexation limit boundary.

It must be noted that this legislation imposes a time-consuming and procedurally complicated system for exploring mutual concerns and potentially arriving at a final agreement. Under the statute, such an agreement can be made binding for up to 20 years and will prohibit future elected bodies from breaking the agreement, except under a formalized agreement modification process and the concurrence of all parties. This process requires the involvement of the State Department of Administration to ensure that all necessary procedures and standards are in compliance.

A less formal (and potentially less permanent) mechanism for pursuing intergovernmental agreements is also available through State Statutory authority on shared municipal services. This Plan recommends that an intergovernmental agreement between the Village and the Town of Christiana be adopted to (a) meet the goals, objectives, policies and land use recommendations of this Plan, (b) allow both units of government to achieve its development and preservation goals, (c) avoid the use of more controversial ETJ authorities described above and potential legal challenges of annexations, (d) maintain intergovernmental relations.

Plan Procedures

The final step to successful plan implementation involves the processes by which development proposals and municipal actions are evaluated. The most effective results are produced by a system of proposal reviews that integrates plan recommendations, regulatory controls, staff and advisory board and commission recommendations, and elected official actions.

Role of Plans

All public policy and Village spending decisions related to land use and economic development activities must be reviewed by the Village Plan Commission prior to final Village Board approval. Plans should be detailed enough to provide effective guidance on development proposals and public capital improvement actions. When the Plan is becoming contradictory to emerging policy, the Plan should be carefully re-evaluated and revised as needed.

State Statutes (§62.0295) require that, by January 1, 2010, any program or action of the Village that affects land use will have to be consistent with this *Comprehensive Master Plan*. These programs or actions include zoning and subdivision ordinances, annexation, official mapping and capital

improvements. In those cases where the Plan becomes outdated or does not provide specific enough advice, the Village Plan Commission is responsible for updating the Plan or directing further study. Since this *Village of Rockdale Comprehensive Master Plan* is a legal Comprehensive Plan under Wisconsin Statutes 62.0295, any future changes or amendments to the Plan should be made through the formal public hearing process.

Role of Regulations

Planning related regulations should provide a bridge between the review of development proposals or capital improvement actions and the recommendations of adopted plans. Once this review has occurred, appropriate regulations should help staff and officials focus on the important technical and policy issues.

Role of Village Staff

Municipal staff must assist proposal applicants in following procedures and provide officials with all information necessary to make an informed decision. Staff should aid developers to refine their proposals and bring them into consistency with established plan policies and standards.

Role of Advisory Boards and Commissions

Advisory boards and commissions must evaluate proposals from a substantive, rather than a political, point of view. As individuals and as a group, they are less constrained by political expediency, and therefore feel comfortable challenging applicants and staff to make the best possible case for their proposal and recommendations.

Role of Elected Officials

Elected officials must make their decisions from the standpoint of overall community impact—tempered by site factors. They must balance the recommendations made by plans and policies, the request of the applicant, the technical advice of staff, and the planning recommendations of advisory boards, with their own judgment on the matter at hand.

Appendix A: Public Participation Plan for the Village of Rockdale Comprehensive Plan Update Process

Adopted by the Village Plan Commission at their August 17, 2020 meeting

Introduction

Recognizing that the *Village of Rockdale Comprehensive Master Plan* must reflect the people it serves, the Village intends to encourage citizen input throughout the process of updating of its Comprehensive Plan. State statutes call for public participation procedures that provide for broad dissemination of proposals and alternatives, public meetings after effective notice, opportunity for written comments, communication programs, information services, provisions for open discussion, and consideration of and response to public comments. The creation of a Public Participation Plan is the first step in meeting these statutory requirements.

This Public Participation Plan outlines a basic framework for achieving an interactive dialogue between Village staff, Plan Commission members, Village Board members, and Rockdale residents. The following strategy for soliciting public review and input will apply throughout the local planning process leading to the adoption of the updated *Village of Rockdale Comprehensive Master Plan*.

Objectives for Public Involvement

The following is a list of objectives for public participation that the Village of Rockdale would like to achieve during the 2020 update of the *Village of Rockdale Comprehensive Master Plan*:

- To promote awareness of the importance of participating in local planning processes among all Rockdale-area residents
- To engage people of all races, ethnic backgrounds and income levels
- To give the public opportunities to provide their input (both formally and informally) to the Plan Commission and Village Board
- To give the public access to all technical information and analyses performed throughout the planning process
- To obtain input from the broadest possible range of perspectives and interests in the community
- To elicit input through a variety of means (printed, and oral) in such a way that it may be carefully considered and responded to in a timely fashion
- To strengthen the Village's sense of community and further the vision of active and positive participation by all members of the community in the decision-making and civic life of the municipality over the long term

Responsibility for Implementation

The Village, its Board, committees, and staff have certain responsibilities for implementation of the public participation process and achieving the above objectives.

Each body shares the responsibility for implementing this plan and employing other methods that enhance public participation during the Village comprehensive plan process. Ultimately, it is the Village Board that will decide on the direction and content of policy documents and regulations that they deem to be in the best interest of Rockdale.

Public Participation Guidelines

To promote awareness among Rockdale residents and invite their suggestions and comments during the plan update process, the Village of Rockdale has adopted the following public participation guidelines. Input will primarily be collected by making plan elements and drafts available for public viewing and comment and by inviting interested parties to participate in Rockdale Village Plan Commission meetings. A formal public hearing will also be conducted to allow public testimony regarding the final draft of the updated *Village of Rockdale Comprehensive Master Plan*.

Guidelines for Meetings and Public Hearings

The Village of Rockdale will ensure that public meetings allow for an open discussion of the relevant issues at hand and that public hearings allow for appropriate testimony. When public meetings or hearings are conducted, the Village of Rockdale will make every effort to ensure those who choose to participate in the planning process will have their opinions heard. To accomplish this, the following actions will be implemented:

- An agenda will be established that clearly defines the purpose of the public meeting or hearing, the items to be discussed, and any actions that may be taken.
- The scheduled date, time, and place will be convenient to encourage maximum participation by Village residents.
- The chair will conduct the meeting or hearing in an orderly fashion to ensure that all attendees have an opportunity to offer comments, discuss issues or provide testimony.
- The chair will provide opening remarks that clearly outline the purpose of the meeting or hearing, describe procedures attendees should use during the meeting or hearing when offering input and describe how the public input will be used.
- As appropriate, an overview of documents or proposals to be considered will be discussed.
- All persons attending the meeting or hearing that desire to participate should be allowed to do so. However, specific factors, such as the meeting or hearing purpose, number in attendance, time considerations, or future opportunities to participate, may require that appropriate constraints be applied. These constraints will be clearly outlined by the chair if the need arises.
- All attendees will be asked to sign in using a provided sign-in sheet.
- Summaries or minutes of meetings or hearings will be transcribed and made available as soon as possible following the meeting or hearing through the Village website.

- Special arrangements will be made under the provisions of the Americans with Disabilities Act (ADA) with sufficient advance notice.

Guidelines for Collecting Written Comments

Detailed comments are often best expressed in a written format. To encourage the citizens of the Village to express written comment throughout the planning process, the following steps will be taken:

- All meeting and hearing notices will include the name and address of the Village Clerk to whom written comments should be sent, along with any deadlines for submitting comments.
- At public meetings or hearings, the chair will clearly announce any deadline for submitting written comments, if such comments are allowed subsequent to the meeting or hearing.
- Persons speaking or testifying will be encouraged to concisely express their comments and provide specific details in written format.

Consideration of and Response to Public Comments

The various methods for involving the public and soliciting public opinions and comments during the Comprehensive Plan Process are defined herein. These methods represent the initial steps for bringing public comment into the decision-making process. The following steps will be taken to ensure that public recommendations and comments are taken into consideration by the decision-makers when developing the *Comprehensive Master Plan*:

- Time will be reserved after the close of a meeting, hearing or comment deadline and prior to the actual decision or recommendation being made to ensure that decision-makers can adequately review all relevant materials or comments.
- Decision-makers may reconvene a public hearing for the purpose of addressing public comments.
- The record (written comments or testimony, tape recordings, or minutes) of hearings and meetings will be compiled by Village Staff and made available to decision-makers for their review and consideration prior to a recommendation or decision being made. Substantive comments pertaining to studies, analyses, or reports, along with appropriate responses, will be included in the published documents.
- Relevant comments or testimony will be addressed through the findings-of-fact portion of the decision-maker's written decision or recommendation.

Public Participation Plan

Planning Document Dissemination

Draft elements of the updated Comprehensive Plan will be made available for public review as they are created. Documents that are up for review and/or approval during Plan Commission meetings will be made available at least 10 calendar days prior to the meeting scheduled for their discussion. The Village will also share a final draft of the updated plan prior to the public hearing.

Documents will be disseminated as follows:

- Digital copies will be posted to the Village website.
- One hard copy will be available for public review at the Village of Rockdale Community Building. Residents may request their own hard copy from the Village of Rockdale's offices for the cost of reproduction.
- Hard copies will be delivered to each of the elected Village officials and/or key staff. An additional copy will also be delivered for placement at the Town of Christiana clerk's office.

Meeting and hearing notices will state the availability and location of documents. The public will be invited to submit written feedback to the Village Clerk and/or to share feedback in person at Plan Commission meetings.

Public Meetings

Meeting procedures may be modified as needed to adapt to the ongoing COVID-19 pandemic. All participants will be asked to comply with the relevant public health guidelines in place at the time of the meeting.

Plan Commission Meetings

The primary opportunity for in-person citizen participation will occur at Village Plan Commission meetings. Public comment will be received following existing Plan Commission guidelines, with a two-minute limit per person. Additional comments may be submitted in writing to the Village Clerk.

Public Hearings

Once the final draft of the updated *Village of Rockdale Comprehensive Master Plan* is complete, the Village, with assistance from RPC planning staff, will conduct a public hearing to receive public comment on the proposed Plan. A tentative schedule for these meetings is listed in the Plan Adoption Process section of this participation plan.

Meeting/Hearing Notices

All public hearings held by the Village Plan Commission must comply with applicable notice requirements of the Wisconsin Open Meetings Law, statutes governing procedures for plan commissions, and any other notice requirements imposed by local ordinance or bylaws. At a minimum, the requirements of §19.31 pertaining to public meetings and notification will be met.

Official meeting notices will be prepared for any public meetings or hearings conducted pertaining to the Comprehensive Plan update. Village Staff will place public hearing notices in *The Cambridge News* (the Village's official paper) for each public hearing. It is recommended that any meeting notices be published at least one week prior to the meeting.

All governmental units must place a Class 1 notice at least 30 days prior to a hearing for comprehensive plan adoption or amendments (§ 985.07 and 985.01(1), Wisconsin Statutes). A Class 1 notice is one newspaper publication at least one week before the act or event (§ 985.07 and 985.01(1), Wisconsin Statutes). Public hearings held by the Village Plan Commission regarding ordinance adoption or

amendment require a Class 2 notice according to state statutes. A Class 2 notice consists of two newspaper publications, at least once each week for consecutive weeks, the last at least one week before the act or event (§ 985.07 and 985.01(1), Wisconsin Statutes). Newspaper publications must be in the municipality’s official newspaper or, if no official newspaper is designated, in a newspaper likely to give notice in the affected area (§ 985.03 and 985.05, Wisconsin Statutes).

The following information should be included in any notice:

- Name of the governmental body that will meet.
- Date, time and location of the hearing.
- Name of the applicant, appellant or petitioner.
- General description of the proposal, application or petition.
- Subject matter, statutory authority (recommended) and notice of any anticipated closed session and any intent to reconvene in open session within 12 hours after completion of a closed session (§ 19.85(2), Wisconsin Statutes).
- Notice that interested persons may present testimony regarding matters on the agenda at the meeting/hearing or in writing to the board prior to a deadline.
- Contact information for further information about the proposal or application.

Plan Adoption Process

The Village of Rockdale will follow the procedures for adopting the comprehensive plan as listed in §66.1001, Wisconsin Statutes (Comprehensive planning). The first step in the adoption process is met by the adoption of this document, which details written procedures that are designed to foster public participation throughout the Comprehensive Plan update process.

General Meeting Schedule

Meeting Date	Plan Commission Actions
August 17, 2020	Review and approve: <ul style="list-style-type: none"> • Scope of work, timeline, meeting schedule Review and adopt: <ul style="list-style-type: none"> • Public participation plan Review and edit: <ul style="list-style-type: none"> • Goals, objectives, policies, recommendations • Progress since 2005

Meeting Date	Plan Commission Actions
October 19, 2020	Review and approve: <ul style="list-style-type: none"> • Background document summary • Appendices - growth management options, environmental corridors, design review guidelines, annexation guidelines, historical site Review and approve: <ul style="list-style-type: none"> • Updated data • Updated maps • Updated Future Land Use Map (FLUM)
November 16, 2020	Review and approve for 30-day public comment period: <ul style="list-style-type: none"> • Final draft with updated data, maps, and text changes • Public hearing notice
January 18, 2020	Hold public hearing
February 15, 2020	Vote on resolution to adopt updated plan

Project Timeline

It is anticipated that the Village Plan Commission will meet five times during the update process, and the update will be completed by spring 2021.

Month	Activities	Hours	Deliverables
July/August 2020	Establish scope of work, timeline, meeting schedule Revise goals, objectives, policies, recommendations Document progress since 2005 Draft public participation plan	12	Scope of work, timeline, meeting schedule Draft goals, objectives, policies, recommendations Draft progress since 2005 Public participation plan
September 2020	Review related documents Review appendices	8	Summary of related documents Updated appendices
October 2020	Update data (24 tables) Update maps (7 maps) Update Future Land Use Map	34	Updated tables, maps, FLUM
November 2020	Incorporate public feedback Revise text and format document	20	Final draft Public hearing notice
January 2021	Hold public hearing	2	
February 2021	Vote on plan adoption	2	Final updated plan

Appendix B: Growth Management Tools

Urban and Limited Service Areas - Section 208, Federal Clean Water Act, Wisconsin NR [121](#), Wis. Stat. § [283.83](#)

Urban Service Areas are areas in and around existing communities that have the capacity to provide a full range of urban services, making them most suitable for development. USA boundaries represent the outer limits of planned urban growth over a long-term planning period. Amendments to the original areas expand services as communities grow.

The Capital Area Regional Planning Commission and the Wisconsin Department of Natural Resources approve sewer extensions and sewage treatment facilities based on USA boundaries. USAs are also included in area plans so that local, regional, and state agency decisions can be coordinated, consistent and capable of achieving desired growth and development patterns.

Limited Service Areas are served with fewer or limited urban services, such as sanitary sewer. LSAs are intended for special or unique areas, or areas of existing development experiencing sewage disposal problems.

Environmental Corridors - Wis. Stat. § [66.25\(12\)](#), Wisconsin NR [115-117](#) and [121](#)

Environmental corridors are continuous systems of open space in urban and urbanizing areas. These corridors include environmentally sensitive lands, natural resources requiring protection from disturbance and development, and lands needed for open space and recreational use.

Environmental corridors have been mapped for all urban and limited service areas in the county. Corridor delineation is based mainly on drainage ways and stream channels, floodplains, wetlands, steep slopes, and other natural features. The Capital Area Regional Planning Commission works with local units of government to delineate the corridors, which are then used to decide where to locate urban development and major facilities.

Potential future environmental corridors have been identified within two miles of existing urban service areas. The likely-to-be-required future environmental corridors are based mainly on drainage ways and stream channels, 100-year floodplains, wetlands, steep slopes, and other resource features (parks, unique vegetation, etc.). The recommended-to-be-considered future environmental corridors include potentially restorable wetlands and the 500-year floodplain. These future potential environmental corridors are useful for the comprehensive planning of future urban development and natural resource preservation.

Farmland Preservation/Exclusive Agriculture Zoning - Wis. Stat. [Chapter 91](#) and [Admin. Rule ATCP 49](#)

All Dane County towns have prepared farmland preservation plans, and 28 of the 34 towns and the City of Fitchburg have adopted exclusive agriculture zoning (A-1 EX.). These have been combined into the *Dane County Farmland Preservation Plan*. The implementation of the *Farmland Preservation Plan* requires that proposed development must be consistent with plans. Both the county and the respective

town must approve zoning. The incentive for farmers in the A-1 EX zoned areas is that they can receive farmland preservation credits on their state income taxes. The combination of the urban service areas, Farmland Preservation Program and rural wetland-floodplain zoning (NR 115) work together to implement countywide land use plans. The results of these plans are that development is encouraged to locate in areas with urban services, discouraged to locate in farming areas and prohibited from locating in environmentally sensitive areas.

Extraterritorial Jurisdiction Plat Review - Wis. Stat. § [62.23\(6\)](#) and [236.10](#)

Cities and villages may control land division activity not only within their corporate limits but also within their extraterritorial jurisdiction (ETJ). The ETJ is 1-1/2 miles beyond the corporate limits of villages and small cities or 3 miles for cities with populations over 10,000. In Dane County five cities presently utilize this authority. ETJ plat review is principally used to prevent subdivisions (4 lots or more) with septic systems from locating at the doorstep of the city or village. Usually small rural developments, such as certified survey maps (CSM), are approved under the ETJ plat review process.

Extraterritorial Jurisdiction (ETJ) Zoning - Wis. Stat. § [62.23\(7a\)](#)

Wisconsin statutes authorize cities or villages and towns to form Joint Extraterritorial Zoning Committees to effect mutually agreeable zoning within town ETJ areas. Mutually agreeing to pursue ETJ zoning is a means to maintain local control of land uses and to cooperate in the mutual and shared planning of lands located in areas of concern to both jurisdictions. In the past, the City of Madison and Town of Burke used ETJ zoning. Those presently exploring ETJ zoning are the City of Sun Prairie and the Town of Windsor, and the Village of DeForest and the Town of Vienna.

Annexation - Wis. Stat. § [66.021](#)

Annexation is a process, which allows for town lands to become part of a city or village. The annexation process can be used as a growth management tool because cities and villages only provide urban services within their boundaries. If A-1 EX zoning is enforced along with ETJ plat review, the annexation process can control the rate of development. Since urban service areas are intended to manage growth over a 20- to 25-year time period, annexation approvals can be used to phase development in smaller time periods, such as 5- to 10-year phasing periods.

Capital Improvements Programming (CIP)

Capital improvements programming is a process that: (1) identifies the major public facilities needed to serve development or support future growth; (2) determines when these should be provided; and (3) decides how to pay for them. The CIP process is especially necessary to municipalities that are expecting future population growth and/or economic development. The use of CIP is usually an integral part of a growth management plan. Specifically, it is an itemized program for the next six years that sets forth the schedule of specific contemplated capital improvements, an estimate of the cost of each project, and a projection of its fiscal impact. The objective of CIP is to keep the municipal tax rate steady and to maintain consistent quality municipal services.

Site Plan or Design Review

Site planning or design review is the systematic assessment of land development proposals in terms of a community's land development policies and regulations and design practices. While not controlling the quantity of development, site-planning review attempts to assure the quality aspects of the municipal planning process.

Land Division Regulations – [State Statutes 236](#)

The general provisions of local land division regulations provide that all land divisions within the community and its extraterritorial plat approval jurisdiction shall be in accordance with State regulations and local ordinances and the master plan and its components. A component of the local master plan is the phasing of urban development, usually residential development. The phasing plan identifies which lands will development in the short term and which lands that should develop in the long term. The phasing plan is related to the capacity of the area's wastewater treatment plant.

Impact Fees - Wis. Stat. § [66.0617](#)

State statutes give Wisconsin cities, villages, and towns the authority to collect impact fees to offset the one-time, upfront costs of constructing, expanding, or improving public facilities to accommodate new development. Impact fees are a relatively common tool used by Dane County municipalities to recoup the costs of providing adequate public facilities such as parks, libraries, roads, water and sewer, and stormwater drainage as their communities grow.

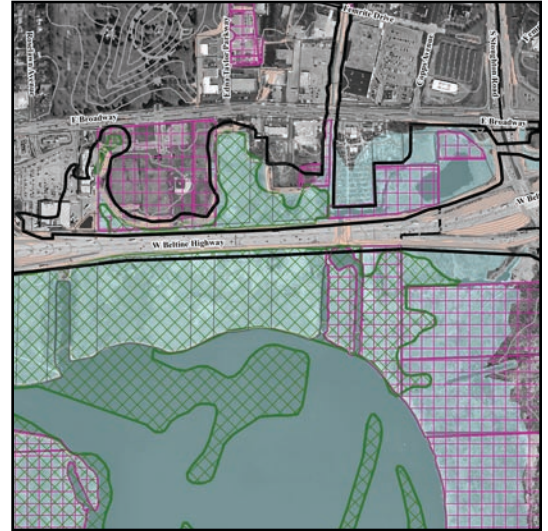
Before imposing an impact fee, municipalities must conduct a detailed needs assessment to determine the portion of facility costs necessitated by the new development. When used in coordination with local comprehensive and capital improvements plans, impact fees can be an effective tool to absorb the public costs of new development and encourage planned, predictable growth. Each municipality sets their own policies for determining and using impact fees based on local development strategies, economies, and populations.

Appendix C: Environmental Corridors

DRAFT

Fact Sheet Environmental Corridors

Environmental corridors are continuous systems of open space in urban and urbanizing areas, that include environmentally sensitive lands and natural resources requiring protection from disturbance and development, and lands needed for open space and recreational use. They are based mainly on drainage-ways and stream channels, floodplains, wetlands, steep slopes, and other resource features, and are part of a countywide system of continuous open space corridors.



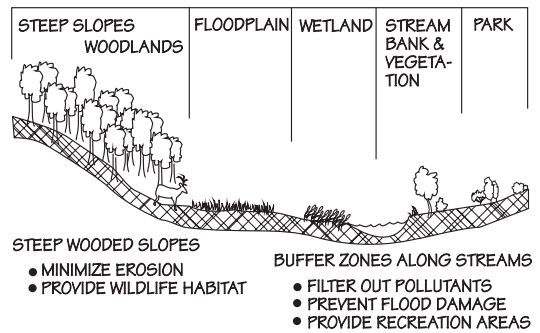
Function	Resource Features								
	Lakes, Ponds & Streams	Wetlands	Floodplains	Shoreland Buffer-Strip	Steep Slopes	Woodlands	Parks	Unique Vegetation or Geology	Problem Soils
Protect Water Resources, Drainage & Hydrologic Functions	▲	▲	▲	▲	△				△
Provide Pollution Control		▲	△	▲	▲	△	△		
Protect Public Health, Safety & Property	▲	△	▲		▲			▲	▲
Provide Outdoor Recreation & Education Opportunities	▲	△	△	△		△	▲	△	
Provide Wildlife Habitat	▲	▲	△	△		▲	△	△	
Enhance Scenic Beauty & Shape Urban Form	▲	▲	△	▲	▲	▲	▲	▲	

▲ Primary Function △ Secondary or Supplemental Function

How Are Environmental Corridors Mapped and Used?

Environmental corridors have been mapped for all urban and limited service areas in the county. The RPC staff works with the local unit of government to delineate the corridors, based on available information and mapping of environmental resources and open space lands (water bodies and drainageways, floodplains, wetlands, steep slopes, woodlands, areas of unique vegetation or geology, existing and proposed parks, etc.).

The objective is to delineate, in local and regional plans, those lands and resources which perform important environmental functions (see illustration) and need to be protected from development and urbanization. Including the corridors in community plans helps the local government to protect lands needed for drainage and recreation; avoid problems from development on steep slopes, poor soils or flood-prone areas; protect water resources and avoid pollution; and enhance scenic beauty and wildlife habitat.



The schematic diagram depicts the resource elements one finds in a typical environmental corridor. Often one or more elements are found in the same locality, such as woodlands and steep slopes.

Once delineated and adopted, the corridors are used by local governments, and by the RPC and state and federal agencies in making decisions on the location of urban development and major facilities.

The corridors are also used as a basis or starting point for open space and recreation planning and acquisition. An important use of the corridors is in RPC/DNR review of sewer extensions and sewer service areas, to direct urban development to areas outside the corridors.

Making Changes to Corridors

Changes to the environmental corridors are classified into two categories: **a) major changes** to the corridors that require approval by the Regional Planning Commission (RPC) and Department of Natural Resources (DNR) before these changes would be effective for the purpose of reviewing sanitary sewer extensions; and **b) minor changes** that do not require prior approval by the RPC or the DNR.

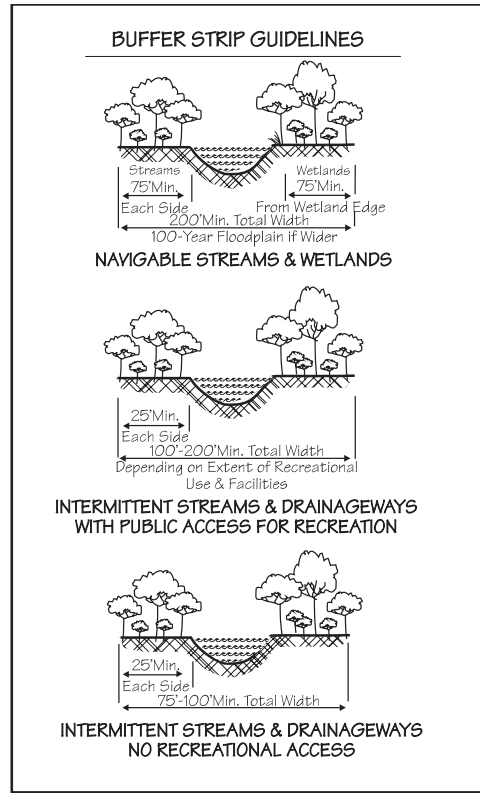
Any change to an environmental corridor, whether major or minor, should be initiated or sponsored by the affected local units of government (city, village, town), or by the Regional Planning Commission in consultation with affected local units of government. It is expected that all changes, major or minor, would be initiated by formal action by the municipality—by resolution, or approval of a plat or development plan.

Major Changes:

Major changes have the potential for significant impacts on water quality, and require RPC and DNR approval. The review and decision process for a proposed major corridor change requires a public hearing and generally takes three months.

Major changes include:

- 1) Removing any mapped wetland area unless exempted by state administrative rules or state-approved rezoning.
- 2) Any change that would remove any area below the ordinary high water mark of a stream, pond or lake.
- 3) Any change resulting in the elimination or interruption in the continuity of any corridor segment which includes floodplains, wetlands, shoreland buffer strips or steep slopes adjacent to water bodies (defined as slopes over 12% where the base of slope does not have at least 75 feet of vegetated buffer strip between the base of slope and the ordinary high water mark of perennial streams, ponds and lakes).
- 4) Any change reducing the width of vegetated shoreland buffer strips along streams, wetlands, and drainageways below minimum guidelines (see illustration).
- 5) Grading in a wetland vegetative buffer within 30 feet of the wetland edge, where the buffer has been delineated in environmental corridors, unless the grading is re-establishing natural grades or restoring wetland habitat.



Minor Changes:

Minor changes generally do not have the potential for significant impacts on water quality, and do not require RPC approval. The RPC should be notified of the official local action (resolution, plat or development plan approval, etc.) changing the corridors.

Minor changes include:

- 1) Changes resulting from DNR-approved changes in floodplain or wetland delineations, or DNR-approved rezoning.
- 2) Relocation or shortening of a corridor based solely on intermittent streams and drainageways, or adjustment of the buffer strip width within the guidelines (see illustration).
- 3) Addition to or removal from the corridors of public or private lands which do not include water bodies, floodplains, wetlands, minimum buffer strips or steep slopes adjacent to water bodies.
- 4) Changes resulting from utility or roadway maintenance or construction which meet the criteria set forth in NR 117. (It is not the intent of the environmental corridors to prevent or obstruct necessary maintenance, expansion or construction of transportation or utility facilities intended to serve areas outside of the corridors, needed to maintain or improve continuity of those systems, or designed to serve compatible uses in the corridors, such as park shelters or facilities. Facilities intended to serve new sewer residential, commercial or industrial development in the corridors are not permitted.).

	<p>100 State Street, Suite 400 Madison, WI 53703 www.CapitalAreaRPC.org 608-474-6017</p>
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For more information, see the adopted Environmental Corridors Policies and Criteria document on our website.

Appendix D: Design Review Guidelines

CHECKLIST FOR SITE PLANS AND DESIGN REVIEW

DATE RECEIVED _____

CHECKED BY: _____

DATE: _____

SITE LOCATION

OWNER _____ TELEPHONE NO. _____

DEVELOPER _____

ADDRESS _____

TELEPHONE NO. _____

LAND USE

- 1. Is the development consistent with the community's master plan?
- 2. Does the existing zoning district allow the development?
- 3. Does the site plan incorporate and protect natural features on the site?
- 4. Is the proposed use compatible with adjacent lands?
- 5. Does the development provide safe access to a public street?

CIRCULATION

- 6. Does the immediate roadway system have capacity for the proposed development?
- 7. Does the proposed development conform to driveway access or street-spacing restrictions?
- 8. Will the development help continue, extend or connect with existing and/or future local streets?
- 9. Does the site provide enough area for parking needs?
- 10. Does the site provide for access to proposed transit service?
- 11. Does the site provide linkage to the community's pedestrian and bicycle trail system?
- 12. Within commercial developments, does the site plan separate the delivery and customer traffic?

UTILITIES

- 13. Does the municipal sewer and water system have capacity to serve the site?
- 14. Do off-site utilities need to be oversized to provide long-term service to the area being developed?
- 15. Has the community's Capital Improvements Program scheduled improvements to the site? When?
- 16. Does the site plan conform to the community's storm water management plan?

___ 17. Does the site plan incorporate erosion and runoff control requirements to avoid off-site damage?

___ 18. For larger developments, is the site plan divided into phases?

SITE DESIGN

___ 19. Is the development linked with the community's open space or environmental corridor system?

___ 20. Does the site design help to emphasize the site identity?

___ 21. Is the development screened or buffered¹ from adjacent land use, collector/arterial highways, and environmentally sensitive areas?

___ 22. Does the site design incorporate the general landscaping guidelines?

___ 23. Does the development and site plan preserve features (ridges, drainage ways, woodlands) on the site?

PUBLIC FACILITIES

___ 24. How is the proposed development linked to the community's parks, schools and other public facilities?

___ 25. Have the parkland and street right-of-way dedication requirements been met within the site plan?

___ 26. Does the site plan allow for emergency service access?

___ 27. Does the development cause an increase in the cost of community services (police, fire, etc.)?

GENERAL

___ 28. Has the owner/developer reviewed and applied the community's Site Plan and Landscaping Guidelines?

¹ Examples of buffering include tree plantings, deeper lots, wider corner lots, underground parking, landscaping, berms, fencing, planted medians, building orientation, and natural resource preservation.

Site Plan and Landscaping Guidelines

I. Site Design

1. Buildings should not be sited in floodplains.
2. Minimize changes to the natural terrain.
3. Preserve healthy, long-lived tree stands, especially on steep slopes.
4. Make open space accessible to the user.
5. Link site open space to community-wide system, if possible.
6. Locate detention or retention ponds to reflect site aesthetics as well as utility function.
7. Separate residential uses from major noise-producing sources.
8. Buffer adjacent land uses, which have modest incompatibilities. A buffer is open space and/or materials that create a visual and/or physical separation between the uses. Examples of buffers are:
 - a. Open space
 - b. Trees and shrubs
 - c. Fences
 - d. Earth berms
 - e. Compatible, transitional land uses
9. Restrict development on environmentally sensitive lands, including:
 - a. Steep slopes
 - b. Wetlands
 - c. Unstable soils
 - d. Areas of unique vegetation or forestation

II. Circulation

1. Establish a hierarchy of streets to serve various use demands.
2. Strive to minimize pavement.
3. Separate parking from access drives.
4. Separate goods from people movement.
5. Seek to separate pedestrian circulation from vehicular circulation routes, if possible.
6. Try to limit distance from parking lot to structure.
7. Access roads should line up at intersections such that four-way intersections are created. Offset or "dogleg intersections" should be avoided. If doglegs are necessary, assure a distance between the offsets of at least 150 feet.
8. Roads should intersect at as close to 90 degrees as possible. Cul-de-sac streets should have a limited length of 800 feet. Diagonal parking bays are easier to access than that perpendicular to the access route.

III. General Land Use

1. Locate compatible uses adjacent to each other.
2. Buffer incompatible uses from each other.
3. Locate uses in direct proximity to that portion of the circulation system best suited to serve it.

4. Locate uses so as to continue areas containing such uses.
5. Locate uses in a manner to minimize changes in existing topography and vegetation.
6. Locate uses in a manner, which reflects the community's master plan.
7. Organize density to place the largest number of people in closest proximity to their destination.

IIIA. Single-Family Development

1. Use modified grid and/or stem circulation system.
2. Prohibit residential driveways along busy streets.
3. Make lots abutting busy streets deeper.
4. Make corner lots wider.
5. Accommodate circulation linkages to future adjacent subdivisions.
6. Make retention or detention ponds an open space asset.
7. Avoid dogleg street intersections.
8. Provide for pedestrians and bicyclists, as well as cars.
9. Enforce street tree-planting requirements.
10. Make house size proportional to lot size.

IIIB. Multifamily Development

1. Separate parking aisles from site circulation routes.
2. Site buildings in clusters rather than strips.
3. Develop minimums for the spacing between buildings.
4. Make open space usable for active and passive purposes.
5. Separate buildings from pavement with landscaping and/or walkways.
6. Screen parking from road.
7. Require continuous or stem circulation system.
8. Require landscape concept in review phase.
9. Make parking accessible from buildings.
10. Pedestrian connections to adjacent development.

IIIC. Cluster Housing Development

1. Use modified grid and/or stem circulation system.
2. Require driveways long enough to function as parking spaces.
3. Require accessible guest parking.
4. Develop minimums for the spacing between buildings.
5. Make detention and retention basins an open space asset.
6. Limit residential access onto busy streets.
7. Arrange housing into clusters, not strips.
8. Provide for pedestrians as well as cars.
9. Require landscape concept in review phase.
10. Don't make street fronts "garage lanes."

IIID. Commercial Development

1. Orient parking aisles at right angles to store.
2. Separate parking aisles from site circulation routes.
3. Separate service vehicles from shoppers' cars.
4. Screen service area from adjacent development.
5. Put signs and light poles in landscaped areas.
6. Assure stacking room at driveway-street intersection.
7. Discourage use of site circulation as "shortcuts."
8. Separate buildings from pavement with landscaping and/or walkways.
9. Screen parking from road.
10. Encourage angle (45- or 65-degree) rather than 90-degree parking.
11. Require unified architectural facade with defined signage areas.
12. Create a landscape setback between road and parking.

IIIE. Office/Industrial Park

1. Create a landscape setback between road and parking.
2. Separate parking aisles from site circulation routes.
3. Put signs and light poles in landscaped areas.
4. Assure stacking room at driveway/street intersection.
5. Discourage use of site circulation as private street "cut-through."
6. Separate buildings from pavement with landscaping and/or walkways.
7. Screen parking from road.
8. Require continuous or stem circulation system.
9. Make retention or detention ponds an open space asset.
10. Encourage landscape in front of fence screening of outdoor storage.
11. Encourage design of large planted medians at park entry.
12. Discourage dogleg intersections.

IV. Landscape Plan

1. Ensure minimum compliance with adopted landscape standards such as street tree planting, tree planting in parking lots, and parking lot screening.
2. Require plantings to buffer window-to-window views between buildings, back-to-back, side-to-side, or side-to-back.
3. Significant landscape buffers should be situated between transitional use areas, such as commercial and residential. The size of the buffer should depend on the uses in question.
4. Berms and plantings should be used to block car headlights from reaching buildings, especially residential buildings.
5. Reduce the visual impact of street-oriented garages and driveway parking in townhouse development through intensive landscaping on planting islands.
6. Require that all drainage ditches within street rights-of-way are sodded.
7. Where residential development backs up to a busy street, berming and dense landscaping should be installed.

8. Along commercial arterials, some shade trees should be planted along the street and within the development to soften the commercial architecture and signage.
9. Landscaping should be required around all ground signs.
10. The landscape treatment around detention/retention basins should be coordinated with the site engineering to natural-looking, attractive water bodies.

IVA. Landscaping and Screening Guidelines

1. Ensure minimum compliance with adopted landscape standards.
2. Ensure coordination of landscape and engineering plans.
3. Provide a variety of plant sizes and species on the landscape plan.
4. Select plant species whose mature sizes are appropriate for their locations.
5. Space plants, particularly shrubs, in such a manner that they achieve a continuous mass within five years of planting.
6. Draw plants at the size they will achieve within five years of planting rather than at their ultimate, mature size.
7. Avoid using messy or potentially harmful plants in public areas.
8. Preserve healthy, long-lived tree stands.
9. Make realistic decisions about the feasibility of tree preservation.
10. Create park-like amenities out of retention and detention pond areas.
11. Use berms wherever feasible to improve screening.
12. Require that all drainage ditches within street rights-of-way be sodded.
13. Require foundation landscaping around buildings to visually anchor them to their site.
14. Require street tree plantings.
15. Require landscaping in the yards on all sites to soften the appearance of the buildings and parking areas.
16. Require plantings to buffer window-to-window views between buildings, which are situated back-to-back, side-to-side, or side-to-back.
17. Significant landscape buffers should be situated in transitional yards. The size of the buffer should depend on the uses in question.
18. Screen service and loading areas on non-residential property from adjacent residential uses.
19. Where residential development backs up to a busy street, berming and dense landscaping should be installed.
20. Reduce the visual impact of street-oriented garages and driveway parking in townhouse development through intensive landscaping on planting islands.

IVB. Parking Lots

1. Create landscaped setbacks between roads and parking areas.
2. Require planted parking lot islands every 15 stalls.
3. Break up large parking lots by situating long landscaped islands between major driving aisles and parking areas.
4. Prevent visual obstructions within parking lots and at entrance driveways.

5. Prevent car headlights from reaching adjacent buildings (especially residential buildings) with the use of berms and plantings.
6. Accommodate snow storage within parking lots.
7. Incorporate substantial plantings adjacent to and on parking structures to soften their appearance.

IVC. Accessory Structures

1. Orient the finished face of a fence outward toward the neighboring site or street.
2. Fences located on slopes should be situated at the highest point feasible on the slope.
3. Encourage landscaping in front of all fences, including those screening outdoor storage and refuse areas.
4. Situate trash enclosures to avoid unsightly views from off site.
5. Screen ground-level air conditioners and other ground-level mechanical equipment, but allow access for maintenance on one side.
6. Screen the sides and back of satellite dishes with berms and plantings.
7. Screen rooftop mechanical equipment from view of adjacent sites and streets.
8. Require landscaping around all ground signs.
9. Require landscaping on the sides and back of ground-mounted light fixtures.

Appendix E: Annexation Guidelines

1. The Village of Rockdale should only approve annexations of parcels, which meet the following conditions that the land is:
 - a. Added to the adopted urban service area,
 - b. Contiguous to an existing platted area within the Village
 - c. Accessible to Village streets.

2. The timing of approval of annexations should be premised on the ability of the Village to provide urban services to the proposed annexed area and that the Village can recover the costs of providing those urban services.

3. The Village of Rockdale will seek agreements with the adjacent town on long-range annexation boundaries consistent with the Village and the town's plan.

4. The Village of Rockdale will provide urban services to existing developed areas only through annexation and only if the existing developed area requires urban services due to failing septic system problems.

5. The Village may accept annexation of contiguous parcels of land that are not in the urban service area if the owner agrees as part of the annexation that urban services are not forthcoming and also that the proposed annexation is not in conflict with a Village-Town annexation agreement.

Appendix F: Historical Sites in the Village of Rockdale

1. Distillery and Brewery (ca 1852) - Located at 110 Sheldon Street.

Initially constructed as a Distillery, the building was subsequently expanded to house a larger scale brewery. Spring water from sources just north of the building was piped into the cellar. By 1900 the building was converted into a creamery. The spring water was then used to cool vats containing the milk. When the creamery ceased operations, a restaurant was established (ca 1938). The restaurant proprietors also promoted the “healing qualities of the Uranium cellar”, and a number of patrons sat in the basement for hours at a time in an effort to gain improved health from the mysterious “radioactive room”.

2. Beer Cave - Now part of Dane County CamRock Park.

Associated with the brewery above, is a cave located about 2 blocks north on the shore of the Koshkonong. The cave was used to keep the fresh brewed product cool.

3. Inn on the Lead Mining trail (ca 1837) - Located at 301 Water Street

With the opening of trade on the great lakes, the transport of lead from the mining region of southwestern Wisconsin began using ports on Lake Michigan instead of the much longer routes over the Mississippi river. The first wagon trail crossed the Koshkonong River at Rockdale and the area became a popular site for refreshing oxen, horses and travelers. The inn was built in multiple phases and operated under several owners until the late 1850s when it converted to a private residence. The hewn timber framed building remains today.

4. Rockdale Mill (ca 1847) - Located at 206 Water Street

Efforts at building dams across the Koshkonong began as early as 1839. These were structures built of timbers to water powered saw and grist mill operations. There were however a number of failures of the early dam. In 1847 a more substantial stone dam was constructed. This became the basis of the permanent dam and mill building. The mill became the focal point of regional commerce, attracting other businesses to the Village. Although the dam has been removed, portions of the original building remain.

5. R. B. Anderson Statue - Located at the intersection of Adams and Water

One of the early Norwegian settlers in the area, Rasmus Bjorn Anderson was the founder of the Albion Academy and a professor at the then fledgling University of Wisconsin. He authored a number of books and papers including several books on the life and culture of the local Norwegian immigrants. The statue was dedicated at the Centennial of the Village of Rockdale in 1936.

6. Nelson Hotel (1867) - Located at 315 Water Street.

Owned and operated by returning Civil War Veteran Andrew J. Nelson, the hotel is a good representation of the work of the local Master Builder Ole Gunnulson. The brick was made at the local

brick yard. The building became a private residence in the late 1800s, but has reverted back to a Bed & Breakfast a hundred years later.

7. Nathan Van Horn residence (ca 1857) - Located at 148 Water Street

N. G. Van Horn was an early investor in the Mill, and owner/operator of the first Inn. The brick house is another example of the expertise of the local masons and uses lime-rich brick from the local yard. It was situated so as to have a full view of the mill.

8. Tellefson Building (ca 1860)

The brick building and the adjacent wood frame building housed the General Store and meat market for more than 135 years.

9. Site of the original Rockdale Norwegian Lutheran Church (1892) - Located in the southeast corner of the cemetery at the corner of Main and Benton Streets.

As a result of the heated and often bitter controversy within the Norwegian Lutheran Church over the issue of “pre-destiny”, the Rockdale Church was established as part of the breakup and division of the larger East Koshkonong Norwegian congregation. The church was consumed by fire and rebuilt at the current site on Water Street.

10. Railroad excavation - Location is clearly visible as part of the CamRock III park walking trail on the west bank of Koshkonong Creek

Although not ordinarily regarded as significant, this railroad bed is perhaps significant historically in the fact that it was abandoned just prior to completion. In the 1860s silica sand deposits discovered on the west side of Rockdale proved to be of very high quality for use in precision foundry castings. At the same time Rockdale was in the height of commercial growth. In 1880 the Village finally grabbed the attention of the railroad empire and a rail line was approved from London to Rockdale. The final grading was completed from Cambridge to Rockdale only to have the project abandoned as investor funds and interest dwindled.

11. Original Plat “Clinton”, now Village of Rockdale (1836) - Located at 208 West Benton Street

The Village Hall and Community Center now houses the original hand drawn plat and survey of Clinton Wisconsin (later renamed Rockdale). The plat bears the signature of Milo Jones, then Surveyor who went on to found the Jones Dairy Farm Meat Company in Ft. Atkinson. The plat continues to serve as the basis for the legal property descriptions within the Village.

**Appendix G: 2008 Rockdale Urban Service Area
Amendment**

DRAFT

Resolution CARPC No. 2008-7

Amending the *Dane County Land Use and Transportation Plan* and *Dane County Water Quality Plan* by Revising the Rockdale Urban Service Area Boundary and Environmental Corridors in the Village of Rockdale and Town of Christiana and Changing the Designation of the Rockdale Urban Service Area to a Limited Service Area

WHEREAS, the Capital Area Regional Planning Commission has adopted, amended and reaffirmed the *Dane County Land Use and Transportation Plan* and *Water Quality Plan*; and

WHEREAS, said plans delineate urban service areas as amended through March 2008; and

WHEREAS, the Village of Rockdale has requested an addition to the Rockdale Urban Service Area, and has based the request on the Village of Rockdale Comprehensive Plan, adopted in March 2005 and amended in June 2007; and

WHEREAS, the Village of Rockdale has indicated that it does not intend to provide the full range of urban services during the 20-year planning period and has therefore requested a change in designation from Urban Service Area to Limited Service Area; and

WHEREAS, a staff analysis of the proposed amendment has been prepared, which indicates that the amendment is generally consistent with adopted regional plans and policies;

NOW, THEREFORE, BE IT RESOLVED that in accordance with §66.0309, Wis. Stats., and Sec. 208 of Public Law 92-500, the Capital Area Regional Planning Commission amends the *Dane County Land Use and Transportation Plan* and recommends the amendment of the *Dane County Water Quality Plan* by revising the Rockdale Urban Service Area boundary and environmental corridors as shown on the attached map, and by changing the designation of the Rockdale Urban Service Area to a Limited Service Area.

Adoption of this amendment is based on the land use and urban service plans submitted in support of this amendment, and conditioned on the Village of Rockdale pursuing the following:

Submit a detailed stormwater management plan for the amendment areas to CARPC and DCL&WCD staff for review and approval prior to land disturbing activities. The stormwater management plan should include the following water quality and quantity measures:

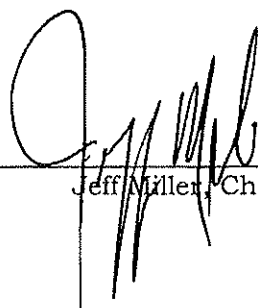
1. Control post-development stormwater rates of runoff to pre-development rates for all storms up to and including the 100-year event, and prevent increased erosion and flooding.
2. Provide protection against erosion and channelization from pond outfalls.
3. Conveyance system along side-slopes in Area E need to be stable for all storm events, or use storm sewers with energy dissipaters at the point of pipe discharge.
4. Provide stormwater quality treatment (wet ponds) for all developed areas within the amendment area.

5. Install stormwater ponds prior to other major land disturbing activities.
6. Due to sloped site, stringent enforcement of construction erosion control practices is necessary by the Village Engineer, or request erosion control inspection from Dane County L&WCD.
7. Establish stable channels with easements for conveyance to Koshkonong Creek.
8. Provide stormwater infiltration in residential areas to maintain pre-development natural infiltration in these areas, where practicable, but especially in Area E. Facilities should include soil augmentation to ensure groundwater quality protection.
9. Stormwater facilities to be publicly managed, or managed under a perpetual, enforceable maintenance agreement with the Village of Rockdale.

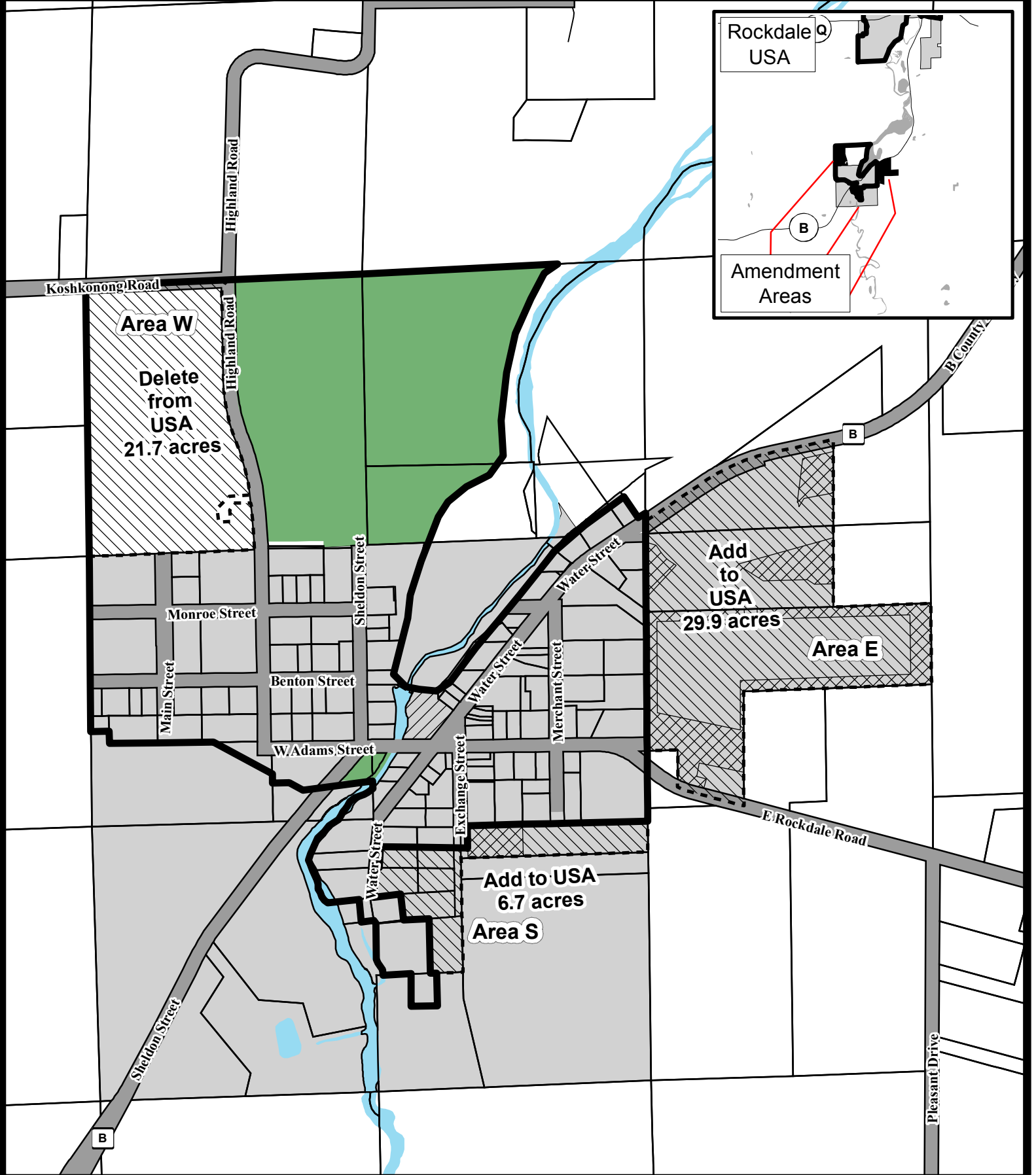
It is also recommended that the Village consider the following:

- Require an on the ground archaeological survey by a qualified archaeologist prior to other land disturbing activities. Provide two copies of the survey report to the State Historical Society.
- The development in Area E is served by a single access cul-de-sac with a length of about 1,200 feet. Consider the need to provide a street connection west to the street network in the current service area. If this proves impossible due to existing development, consider providing an emergency access for Area E and combine it with walking and biking access.
- Consider requiring the dedication of land to construct extensions of Exchange and Merchant Streets as part of approval of development in Area S.







April 10, 2008
Date Adopted




Jeff Miller, Chairperson



Map 1
Amendment
to the Rockdale
Urban Service Area,
Village of Rockdale &
Town of Christiana

-  Service Area to be added or deleted
-  Proposed Environmental Corridor (10.7 acres)
-  Existing Urban Service Area Boundary
-  Proposed Urban Service Area Boundary
-  Existing Environmental Corridor
-  Incorporated Area

3 Apr 2008



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Feet

Prepared by staff
of the CARPC.

**Staff Analysis of Proposed Amendment to the *Dane County*
Land Use and Transportation Plan and the *Dane County Water Quality Plan*,
Revising the Rockdale Urban Service Area Boundary and Environmental Corridors
in the Village of Rockdale and Town of Christiana**

1. Applicant: Village of Rockdale

2. Description of Proposal

The proposed amendment adds 36.6 acres to the Rockdale Urban Service Area on the east side of the service area (Area E), south of Water Street and north of E. Rockdale Road, and on the south and southeast side of the service area (Area S). It includes 9.8 acres of environmental corridors and 1.7 acres of existing development. The amendment also proposes deletion of 21.7 acres of developable land from the service area west of the Village (Area W), south of Koshkonong Road and west of Highland Road, and designation of 0.9 acres of parkland within the existing urban service area as environmental corridors. The net result of the amendment is an addition of 2.5 developable acres to the service area. The proposed development of the area to be added includes 42 new single family units on 27 acres (20.5 developable), accommodating an estimated population of 107, including 23 school children. The area to be added is in the Village of Rockdale and the area to be deleted is in the Town of Christiana (see Maps 1, 2, and 3). Because the Village does not intend to provide municipal water service within the 20-year planning period, it has requested a change in designation of the Rockdale Urban Service Area to Limited Service Area.

Table 1: Rockdale USA - Village of Rockdale

Proposed Land Use	Density (units/acre)		Total (ac.)	% of Total	Housing Units	No. of Persons	No. of Students	Existing Develop.	Environ. Corridors	Developable
	Proposal	Rockdale USA								
Single Fam. Residential	2.0		27.0	73.8%	42	107	23		6.5	20.5
Residential Total	2.0	3.2	27.0	73.8%	42	107	23	0.0	6.5	
Street R-O-W			5.7	15.6%				1.4		4.3
Other			2.0	5.5%				0.3	1.4	0.3
Stormwater			1.9	5.2%					1.9	
Total Added			36.6	100%	42	107	23	1.7	9.8	25.1
Total Deleted			21.7							(21.7)
Park in existing USA									0.9	(0.9)
Net addition			14.9					1.7	10.7	2.5

Source: Village of Rockdale Planning Submittal and Capital Area Regional Planning Commission % Single Family:100%

3. Existing Environment

Land Use. Both the area to be added and the area to be deleted are open lands or in agricultural use. Area S includes vacant platted lots.

Land uses adjacent to Area E are the following:

North: Cam-Rock Park and residential in the Town of Christiana

East: Residential and agricultural in the Town of Christiana

South: Residential and agricultural in the Town of Christiana

West: Residential in the Village of Rockdale

Land uses adjacent to Area S are the following:

North: Residential in the Village of Rockdale

East: Agricultural in the Town of Christiana and airport/open land in the Village of Rockdale

South: Airport/open land in the Village of Rockdale

West: Residential in the Village of Rockdale

Land uses adjacent to Area W are the following:

North: Agricultural in the Town of Christiana

East: Cam-Rock Park

South: Residential and institutional in the Village of Rockdale

West: Agricultural, residential, and utilities in the Town of Christiana

Natural Resource Features. The proposed addition area is in the southeast corner of Dane County and is in the Koshkonong Creek watershed. The surficial geology of the area is varied. The area is generally composed of glacial till but Area E includes hill-sides with outcroppings of dolomitic bedrock with very shallow eroded cover, an indication of glacially eroded remnant bedrock instead of glacial drumlins typical of the eastern portions of the region.

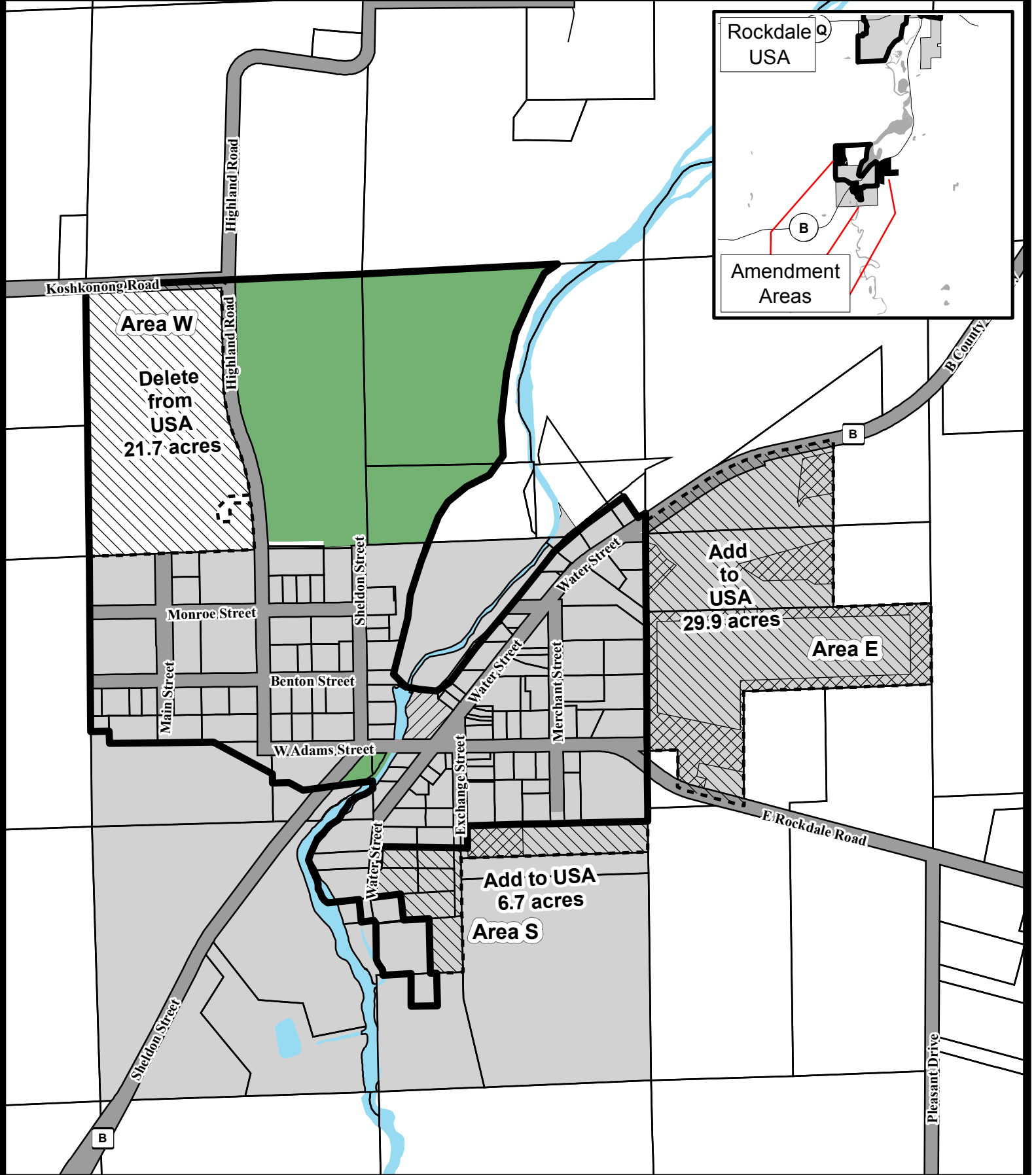
The northern half of Area E is underlain by fractured dolomite bedrock at a depth of less than 10 feet, while the southern half is underlain by sandstone at 10-50 feet. Area S also has a mixed geology, with the eastern portion underlain by fractured dolomite at depths of 10-50 feet paralleling the south side of E. Rockdale Road, and the western portion (platted lots) underlain by sandstone at 10-50 feet with depths over 50 feet in spots. Depth to groundwater is at depths over 25 feet in the northern half of Area E, and at 10-25 feet in the rest of the amendment area.

The soils of the amendment are primarily in the Batavia-Houghton-Dresden Association, characterized by deep and moderately deep silt loams and mucks that are underlain by silt, sand, and gravel. Some spots are in the Plano-Ringwood-Griswold Association, characterized by moderately well drained and well drained deep silt loams and loams underlain by sandy loam glacial till. Most of Area E has Whalan soils with shallow dolomitic bedrock (see Map 5).







Drainage is to Koshkonong Creek, which flows southerly through the Rockdale service area, west of Area E and Area S. Drainage for Area S is sheet flow to the west to the Creek. Drainage for Area E is north-northwest for the north two-thirds of the area, and to the south to a wetland complex which flows into the Creek for the south third of the area (see Map 3). Koshkonong Creek flows south and exits Dane County to flow into the Rock River in Rock County. Koshkonong Creek supports a Warm Water Sport Fishery.

The State Historical Society records do not indicate the presence of archaeological resources in the area. However, the SHS comment letter states that the area has not been surveyed and, due to its setting overlooking Koshkonong Creek, is likely to contain archaeological resources, and should therefore be surveyed prior to other land disturbing activities (see SHS letter attached).


The Wisconsin Natural Heritage Inventory does not indicate the presence of any threatened or endangered resources in the area.



Map 1
Amendment
to the Rockdale
Urban Service Area,
Village of Rockdale &
Town of Christiana

-  Service Area to be added or deleted
-  Proposed Environmental Corridor (10.7 acres)
-  Existing Urban Service Area Boundary
-  Proposed Urban Service Area Boundary
-  Existing Environmental Corridor
-  Incorporated Area

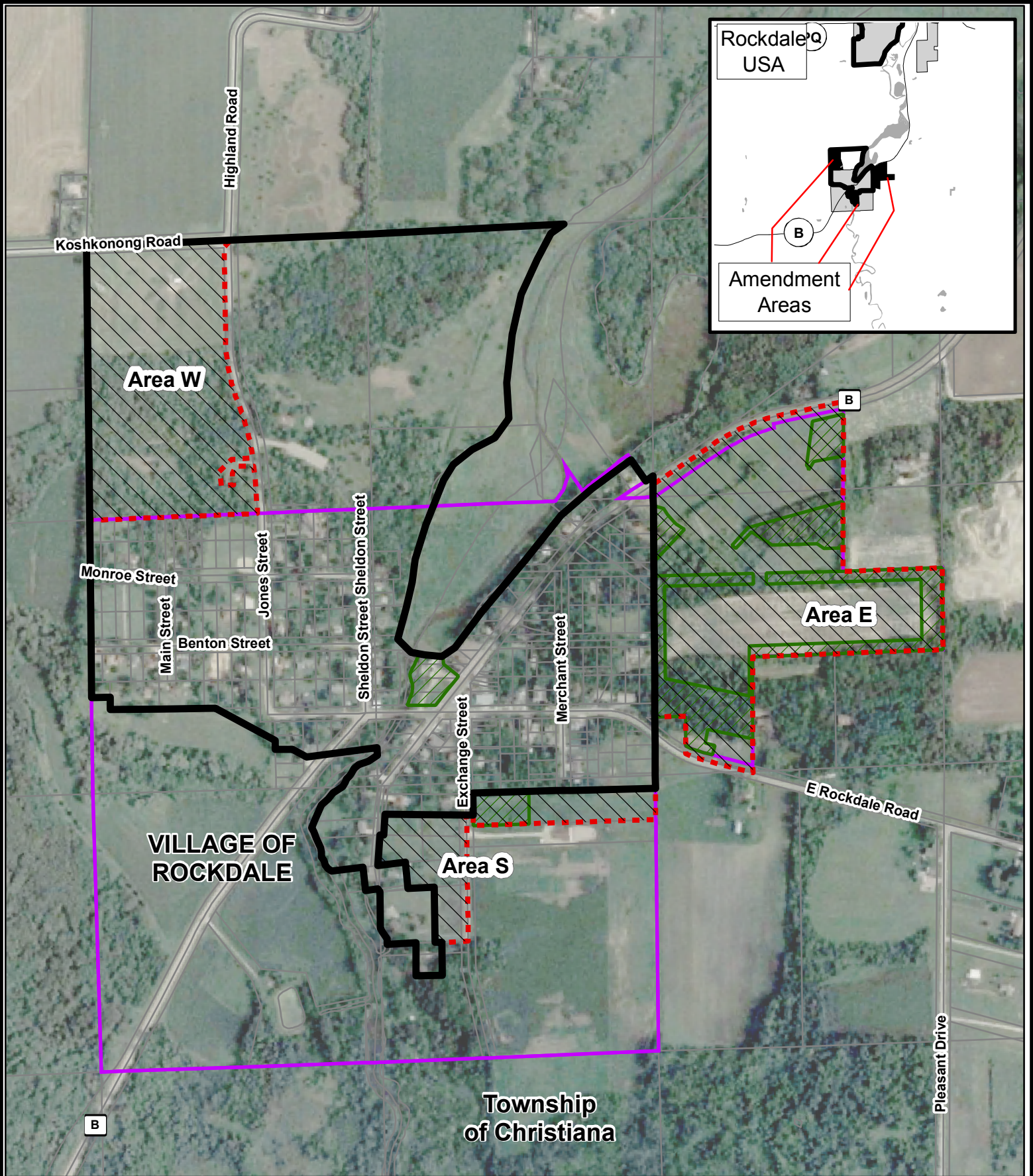
3 Apr 2008



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Prepared by staff of the CARPC.

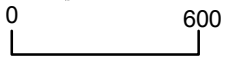


Map 2 Ortho
Amendment
to the Rockdale
Urban Service Area,
Village of Rockdale &
Town of Christiana

- Proposed Urban Service Area Boundary
- Existing Urban Service Area Boundary
- Service Area to be Added or Deleted
- Municipal Boundary
- Environmental Corridor to be Added

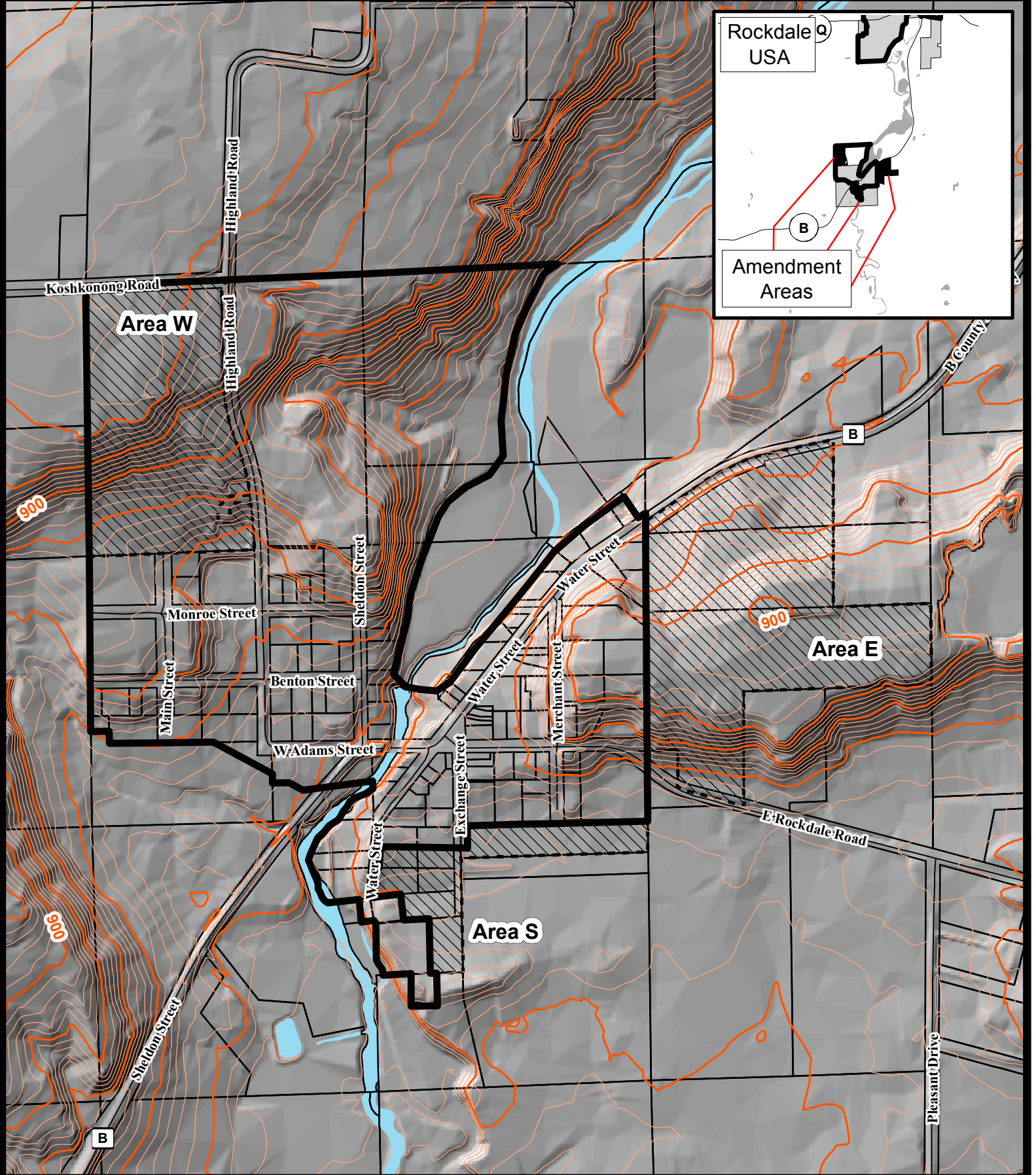
3 Apr 2008





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Feet

Prepared by staff
of the CARPC.



**Map 3 Elevation
Amendment
to the Rockdale
Urban Service Area,
Village of Rockdale &
Town of Christiana**

Contours (4ft) 2005

- 100 Foot Interval
- 20 Foot Interval
- 4 Foot Interval



Existing Urban Service Area Boundary



Service Area to be added or deleted

3 Apr 2008

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Prepared by staff
of the CARPC.

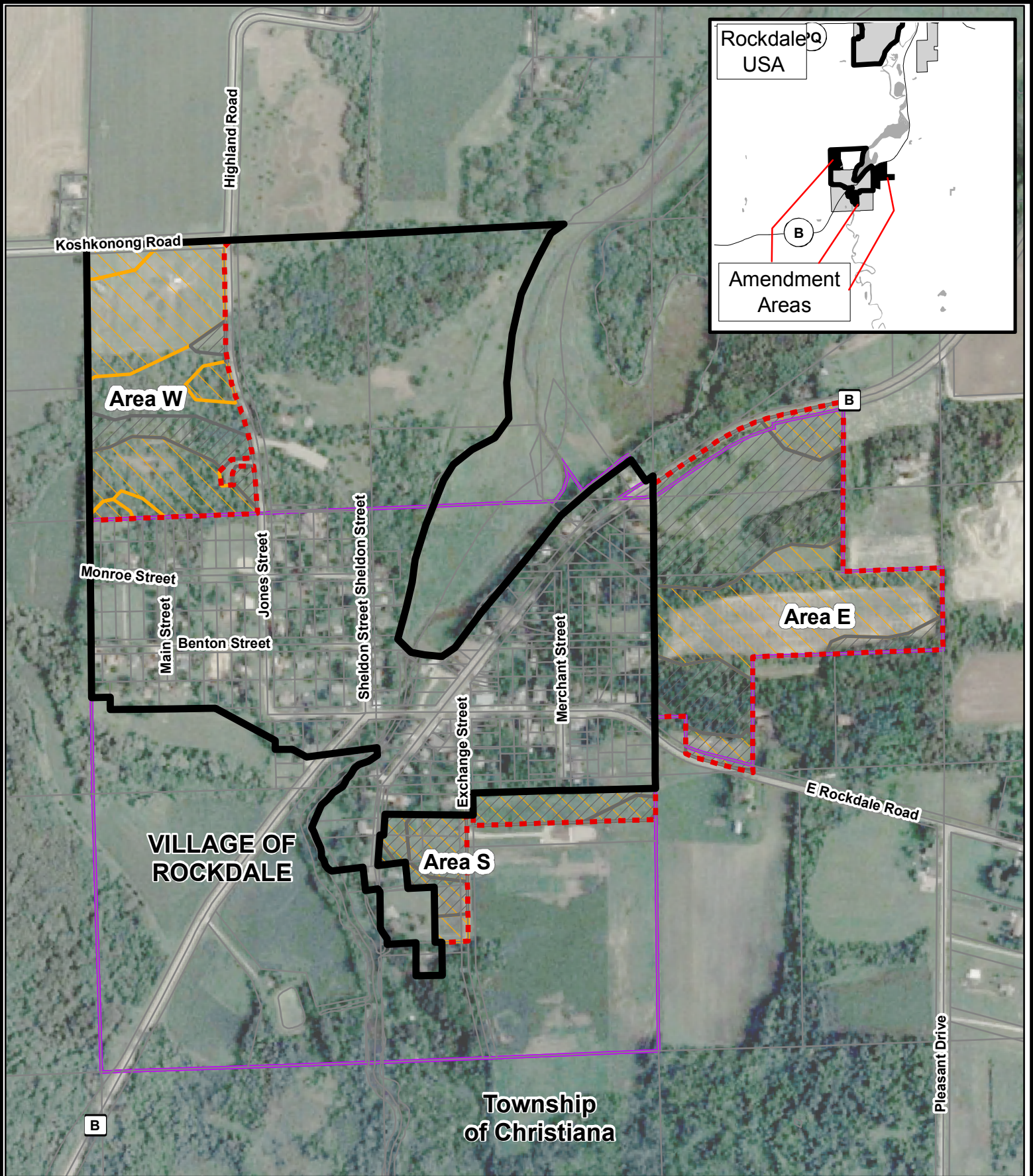
Transportation System. The major roadway serving the proposed amendment areas is County Trunk Highway B (CTH B), a two-lane, east-west major rural collector that extends from CTH N to the west to the Village of Cambridge to the northeast.

Fixed-route bus transit service is not available within the village. There is one state vanpool route that originates in Ft. Atkinson and could potentially serve Rockdale/Cambridge area commuters. This vanpool travels to the UW-Madison campus and the Hill Farms State Office Building. The Madison Area Transportation Planning Board's Rideshare Etc. Program provides ride-matching services for individuals interested in car-pooling or vanpooling. Dane County contracts with a private provider, Transit Solutions, for limited group ride service for the elderly and persons with disabilities. The routes serve trips to nutrition sites, senior center activities, adult day care, and shopping. The Retired Senior Volunteer Driver Escort Program (RSVP) uses volunteer drivers to provide individual rides for the elderly, primarily to medical appointments.

Bicycle travel is accommodated through shared use of roadways with motor vehicles. CTH B has paved shoulders between Rockdale and Cambridge to accommodate bicyclists. Relatively low traffic volumes make the roadway "most suitable" for bicycling both south and north of Rockdale as well as within the Village limits where speeds are lower. CTH B does not have sidewalk, except for one short segment (Adams St.) between Sheldon Street and Water Street where there is a sidewalk on the north side.

**Table 2
Soil Classification**

Soil	% of Area	General Characteristics
Whalan Silt Loam; WxB/D2(eroded)	74	Moderately deep, well-drained soils on dolomite-controlled uplands formed in moderately deep glacial till over dolomite bedrock under mixed hardwoods. Soils have medium fertility and moderate permeability. Poses severe limitation due to dolomite bedrock at a depth of 2 to 4 feet. Prime agricultural soil where slopes less than 6%. 100 Bu/acre corn yield.
Del Rey Silt Loam; DfA	13	Deep, somewhat poorly drained soils on low benches in old lake basins. Soils have medium fertility and slow permeability. Poses severe to very severe limitations to development due to seasonal high water table and low bearing capacity. Prime agricultural soil where drained. 130 Bu/acre corn yield.
Colwood Silt Loam; Co	11	Deep, poorly drained soils on low benches in old lake basins and formed on silt and fine sand. Soils have medium fertility and moderate permeability. Poses severe to very severe limitation to development due to flooding, seasonally high water table, and high frost heave potential. Prime agricultural soil where drained. 100 Bu/acre corn yield.
Grays Silt Loam; GsB	2	Deep, well drained and moderately well drained soils on benches in old lake basins. Soils have medium fertility and moderate permeability. Severe hazard of erosion. Poses moderate limitation to development. Prime agricultural soil. 130 Bu/acre corn yield.




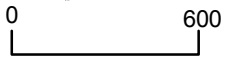
Map 4 Soil Limitations

**Amendment
to the Rockdale
Urban Service Area,
Village of Rockdale &
Town of Christiana**

- Proposed Urban Service Area Boundary
- Severe Limitations to Development (27.7 acres)
- Prime Farmland (35.2 acres)
- Existing Urban Service Area Boundary
- Municipal Boundary

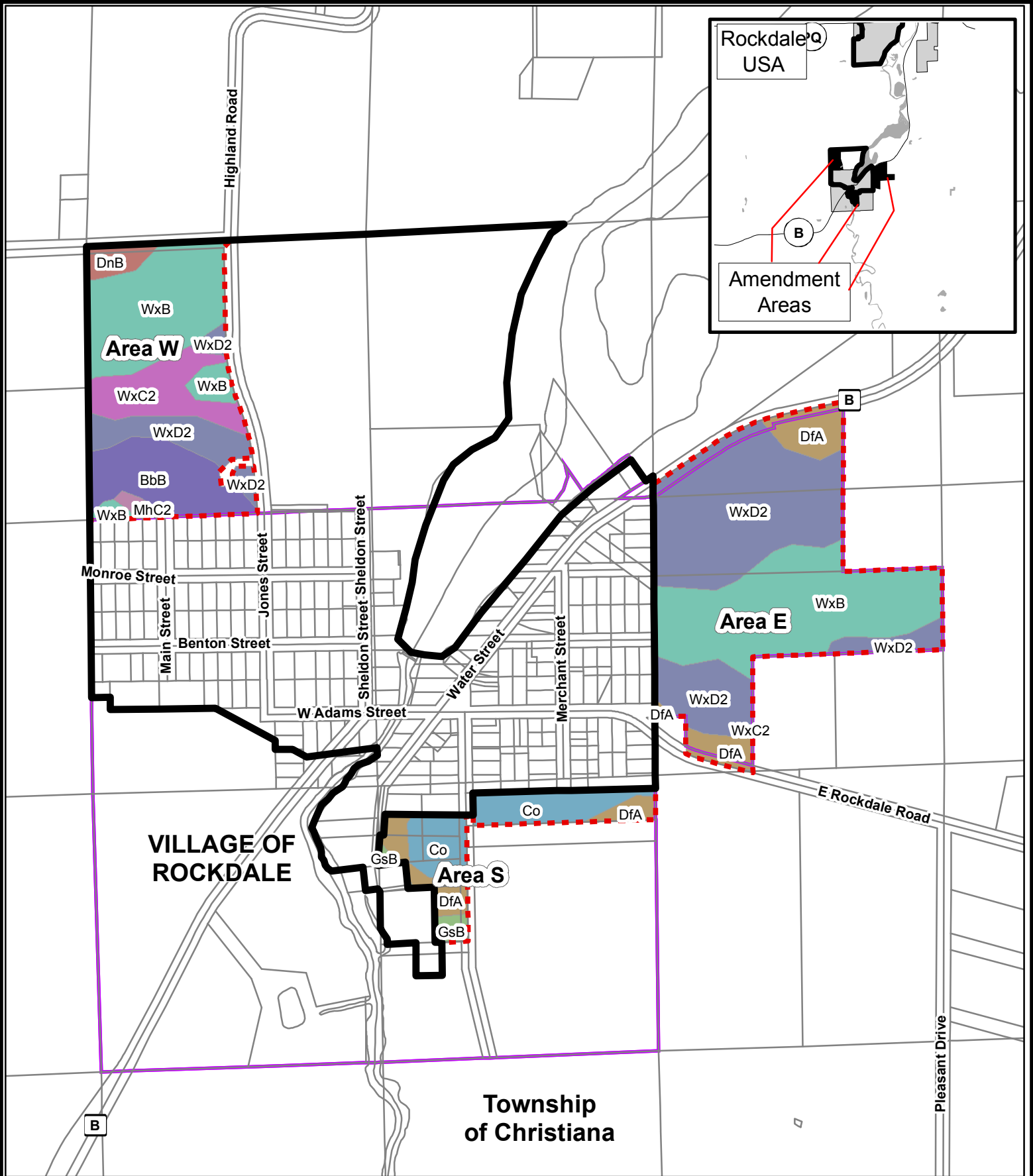
3 Apr 2008





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Prepared by staff
of the CARPC.



Map 5 Soil Types
Amendment
to the Rockdale
Urban Service Area,
Village of Rockdale &
Town of Christiana

- - - Proposed Urban Service Area Boundary
- Existing Urban Service Area Boundary
- Municipal Boundary

3 Apr 2008

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Feet

Prepared by staff
of the CARPC.

4. Consistency or Conflict with Plans

The proposal is consistent with the Village of Rockdale Comprehensive Master Plan, as amended in June, 2007. Analysis of 2030 land demand, based on 2006 population data, indicates that the Rockdale Urban Service Area has sufficient developable area to meet the forecast 2030 land demand. The proposed amendment includes a deletion of 21.7 developable acres and a net addition of 2.5 developable acres as Area E and Area S are brought into the service area for residential development. Therefore, the proposed amendment is a swap of current service area located in the Town for proposed service area located in the Village, and the addition of several infill lots near the center of the Village and immediately adjacent to existing sanitary sewer infrastructure.

The Village also presents a need for the proposed amendment based on infrastructure financing plans established as part of facilities planning for the new wastewater treatment plant. Financing of the new wastewater treatment plant, brought online in January 2008, was based on the expected availability of the new development areas. The treatment plant upgrade was required by the WDNR and by the imposition of more stringent water quality standards. The Village of Rockdale has a population of 192 persons and the Village reports that there are currently no lots on the market within the existing USA for the construction of new homes. The anticipated \$20,000 per year in hook-up fees from the new developments in the proposed amendment area were anticipated to offset the cost of the expanded plant size, and usage fees from the new developments were anticipated to provide \$30,000 per year, reducing the burden on existing users by over a third. Without these sources of income, the higher costs will be passed on to the existing rate payers, resulting in a 67 percent increase in rates (from \$60 per month to approximately \$100 per month).

The proposed residential density of the amendment area is 2.0 units per acre, lower than the density of 3.2 units per acres existing in the Village of Rockdale in 2000. The applicant describes several circumstances resulting in the lower density.

- Several existing platted lots in Area S reflect a low density of 1.3 units per acre.
- The Village's new wastewater treatment plant is designed to serve a population of about 300 persons. The Village has aimed to limit growth to the design limits of the treatment plant while responding to the local housing market and development proposals, and limited the development in Area E to an average of 1.93 units per acre. As proposed, the new development would still allow an increase the service area population to about 300 persons.
- Much of Area E has steep slopes. To compensate for the slopes and allow street access, the two subdivisions have been modified with deeper lots and substantial lot area reserved in environmental corridors. Although the area in corridor is not counted in residential density calculations, the layout has resulted in lower density.

It should be noted that the current service area density may be inaccurate. The density methodology is based on the land use inventory, and because the Village has many street rights-of-way that are not used for streets, and are partially vacated, the determination of residential land use is difficult and subject to inaccuracies. The Village Comprehensive Plan calculates a lower current density of 2.56 units/acre.

Following designation as a limited service area, any future development should meet the minimum net density of 2.0 units per acre (a maximum lot [developable] area of approximately 20,000 square feet) as stated in the Limited Service Area Policies. The amendment proposal does meet that guideline.

Each proposed addition area is adjacent to the existing urban service area boundary along at least one side. Area S can be served by existing sewer infrastructure. Area E can be served by extension of the existing infrastructure along Highway B. The proposed amendment is within walking distance of the Village center and is within the wastewater treatment capacity of the Village.

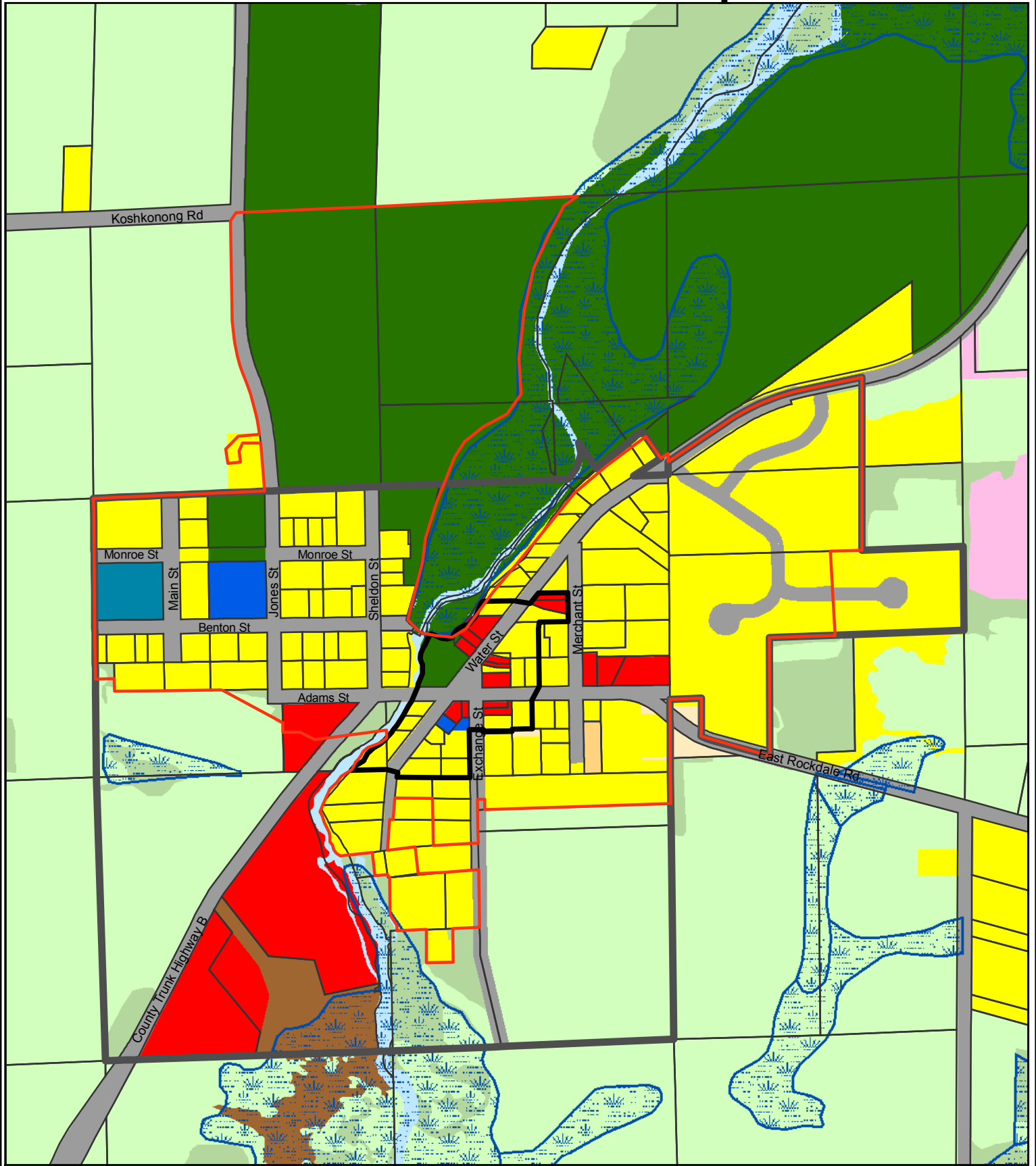
The Village is proposing a swap which reduces the developable acreage of the amendment to 2.5 acres. Nonetheless, the Village bases its request on the fiscal need of the Village to make the new treatment plant affordable for the residents.

The amendment supports the CARPC goal to develop and promote a county-wide system of open space corridors as a framework to protect the natural environment and scenic values, and provide outdoor recreation opportunities by designating environmental corridors, including areas of parkland and conservation easements for steep slopes and wooded areas.

The amendment has offsetting effects with regard to two CARPC goals. The proposed density of the residential development of the amendment area is low, conflicting with the goal of promoting compact urban development in new areas adjacent to existing urban areas. However, this impact is somewhat offset by the fact that the lower density is facilitating the protection and preservation of the environmental features and benefits of wooded, steep slopes. Furthermore, it should be considered that the deletion area did not have any density limitation and could have been developed at even lower densities than proposed in the addition area. The density proposed for the amendment does meet the guidelines of a minimum of 2.0 units per acre established in the Limited Service Area Policies which will apply to the Rockdale service area after the change in its designation.

The amendment also presents a conflict with the goal of protecting agricultural lands and limiting non-farm developments because a portion of the proposed amendment area is currently under cultivation and 58 percent of the soils of the amendment area are prime agricultural soils (8.83 acres of the Area E is under cultivation in prime soils). However the impact of the addition of Area E is somewhat offset by the deletion from the current service area of 20.7 acres in Area W. Area W includes farmland which is used for pasture and is composed of 67 percent prime agricultural soils (6.72 acres of the deletion area is under pasture in prime soils). Therefore, the proposal results in the loss of 2.11 acres of prime farmland.

Revised Land Use Plan Map 6



- Single Family
- Other Residential
- Business/Residential
- Outdoor Recreation

- Communication & Utilities
- Institutional & Governmental
- Agriculture & Undeveloped
- Wetlands

- Village Boundary
- Urban Service Area Boundary
- Redevelopment Area

Draft September 2007 Adopted Mar. 2005
 Revised Jun. 2007

Created by Dane County
 Community Analysis & Planning Division

1" = 600ft

0 300 600 Feet

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NORTHWEST CORNER SECTION 24, T6N, R12E FOUND STONE MONUMENT



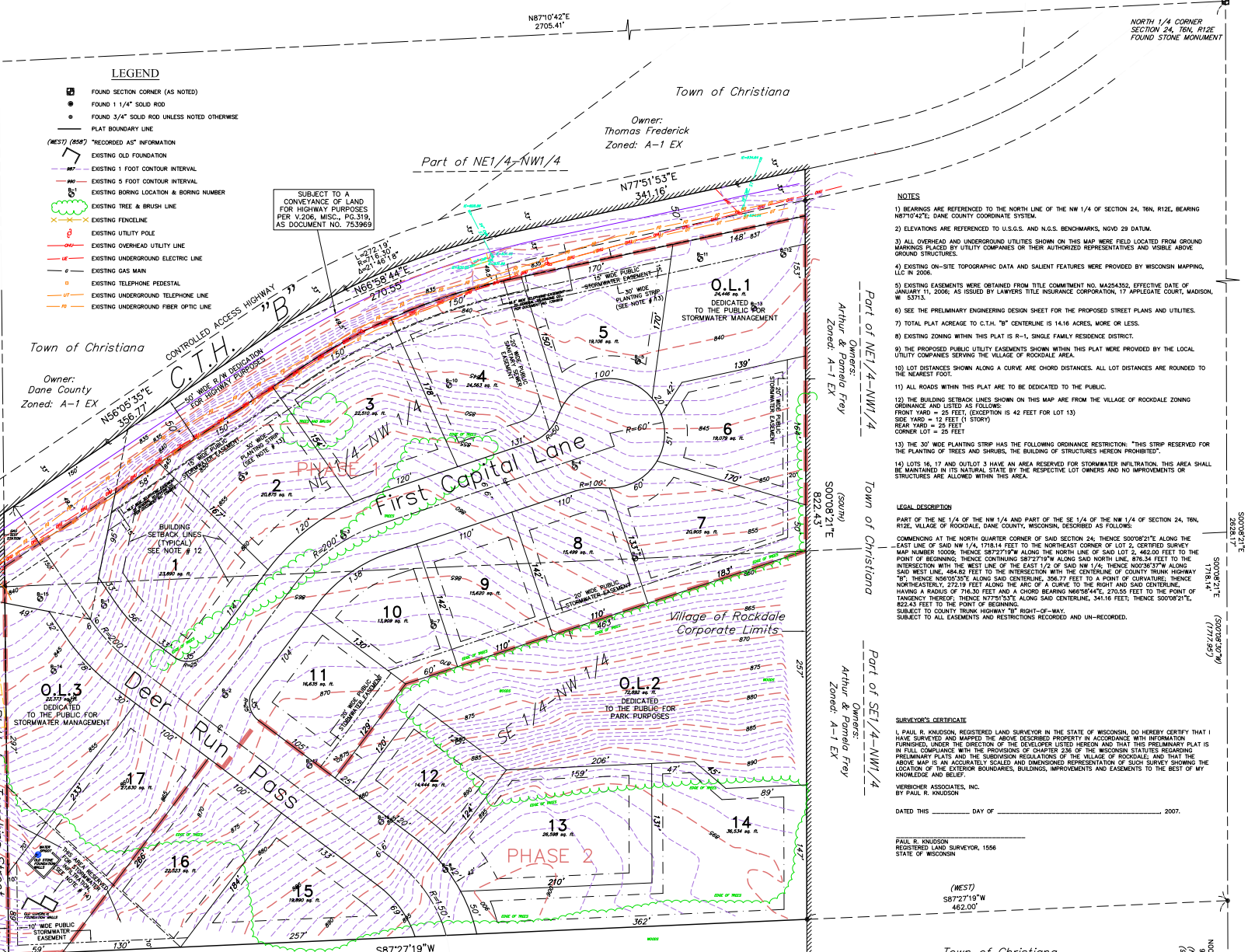
GRAPHIC SCALE FEET
SCALE: 1"=50'

PREPARED FOR:
ABC SERVICES, LLC
ATTN: DWANE SEEVERS
(OWNER & DEVELOPER)
101 W. MAIN STREET
CAMBRIDGE, WI 53523
(608) 423-7222

PREPARED BY:
VERBICHER ASSOCIATES, INC.
999 FOURIER DRIVE, SUITE 201
MADISON, WI 53717
(608) 826-0532

- LEGEND**
- FOUND SECTION CORNER (AS NOTED)
 - FOUND 1 1/4" SOLID ROD
 - FOUND 3/4" SOLID ROD UNLESS NOTED OTHERWISE
 - PLAT BOUNDARY LINE
 - (WEST) (8587) "RECORDED AS" INFORMATION
 - EXISTING OLD FOUNDATION
 - EXISTING 1 FOOT CONTOUR INTERVAL
 - EXISTING 5 FOOT CONTOUR INTERVAL
 - EXISTING BORING LOCATION & BORING NUMBER
 - EXISTING TREE & BRUSH LINE
 - EXISTING FENCELINE
 - EXISTING UTILITY POLE
 - EXISTING OVERHEAD UTILITY LINE
 - EXISTING UNDERGROUND ELECTRIC LINE
 - EXISTING GAS MAIN
 - EXISTING TELEPHONE PEDESTAL
 - EXISTING UNDERGROUND TELEPHONE LINE
 - EXISTING UNDERGROUND FIBER OPTIC LINE

SUBJECT TO A CONVEYANCE OF LAND FOR HIGHWAY PURPOSES PER V.206, MISC., PG.319, AS DOCUMENT NO. 753969



- NOTES**
- 1) BEARINGS ARE REFERENCED TO THE NORTH LINE OF THE NW 1/4 OF SECTION 24, T6N, R12E, BEARING N87°10'42"E, DANE COUNTY COORDINATE SYSTEM.
 - 2) ELEVATIONS ARE REFERENCED TO U.S.G.S. AND N.G.S. BENCHMARKS, NVD 29 DATUM.
 - 3) ALL OVERHEAD AND UNDERGROUND UTILITIES SHOWN ON THIS MAP WERE FIELD LOCATED FROM GROUND MARKINGS PLACED BY UTILITY COMPANIES OR THEIR AUTHORIZED REPRESENTATIVES AND VISIBLE ABOVE GROUND STRUCTURES.
 - 4) EXISTING ON-SITE TOPOGRAPHIC DATA AND SALIENT FEATURES WERE PROVIDED BY WISCONSIN MAPPING, LLC IN 2006.
 - 5) EXISTING EASEMENTS WERE OBTAINED FROM TITLE COMMITMENT NO. MAD2553, EFFECTIVE DATE OF JANUARY 11, 2006, AS ISSUED BY LAWYERS TITLE INSURANCE CORPORATION, 17 APPLEGATE COURT, MADISON, WI 53713.
 - 6) SEE THE PRELIMINARY ENGINEERING DESIGN SHEET FOR THE PROPOSED STREET PLANS AND UTILITIES.
 - 7) TOTAL PLAT ACREAGE TO C.T.H. "B" CENTERLINE IS 14.18 ACRES, MORE OR LESS.
 - 8) EXISTING ZONING WITHIN THIS PLAT IS R-1, SINGLE FAMILY RESIDENCE DISTRICT.
 - 9) THE PROPOSED PUBLIC UTILITY EASEMENTS SHOWN WITHIN THIS PLAT WERE PROVIDED BY THE LOCAL UTILITY COMPANIES SERVING THE VILLAGE OF ROCKDALE AREA.
 - 10) LOT DISTANCES SHOWN ALONG A CURVE ARE CHORD DISTANCES. ALL LOT DISTANCES ARE ROUNDED TO THE NEAREST FOOT.
 - 11) ALL ROADS WITHIN THIS PLAT ARE TO BE DEDICATED TO THE PUBLIC.
 - 12) THE BUILDING SETBACK LINES SHOWN ON THIS MAP ARE FROM THE VILLAGE OF ROCKDALE ZONING ORDINANCE AND LISTED AS FOLLOWS:
FRONT YARD = 25 FEET, (EXCEPTION IS 42 FEET FOR LOT 13)
SIDE YARD = 12 FEET (1 STORY)
REAR YARD = 25 FEET
CORNER LOT = 25 FEET
 - 13) THE 30' WIDE PLANTING STRIP HAS THE FOLLOWING ORDINANCE RESTRICTION: "THIS STRIP RESERVED FOR THE PLANTING OF TREES AND SHRUBS, THE BUILDING OF STRUCTURES HEREON PROHIBITED".
 - 14) LOTS 16, 17 AND OUTLOT 3 HAVE AN AREA RESERVED FOR STORMWATER INFILTRATION. THIS AREA SHALL BE MAINTAINED IN ITS NATURAL STATE BY THE RESPECTIVE LOT OWNERS AND NO IMPROVEMENTS OR STRUCTURES ARE ALLOWED WITHIN THIS AREA.

LEGAL DESCRIPTION

PART OF THE NE 1/4 OF THE NW 1/4 AND PART OF THE SE 1/4 OF THE NW 1/4 OF SECTION 24, T6N, R12E, VILLAGE OF ROCKDALE, DANE COUNTY, WISCONSIN, DESCRIBED AS FOLLOWS:

COMMENCING AT THE NORTH QUARTER CORNER OF SAID SECTION 24; THENCE S00°08'21"E ALONG THE EAST LINE OF SAID NW 1/4, 1718.14 FEET TO THE NORTHEAST CORNER OF LOT 2; CERTIFIED SURVEY MAP NUMBER 10009; THENCE S87°27'19"W ALONG THE NORTH LINE OF SAID LOT 2, 462.00 FEET TO THE POINT OF BEGINNING; THENCE CONTINUING S87°27'19"W ALONG SAID NORTH LINE, 876.34 FEET TO THE INTERSECTION WITH THE WEST LINE OF THE EAST 1/2 OF SAID NW 1/4; THENCE N00°30'37"W ALONG SAID WEST LINE, 484.62 FEET TO THE INTERSECTION WITH THE CENTERLINE OF COUNTY TRUNK HIGHWAY "B"; THENCE N50°02'35"E ALONG SAID CENTERLINE, 336.77 FEET TO A POINT OF CURVATURE; THENCE NORTHEASTERLY, 272.19 FEET ALONG THE ARC OF A CURVE TO THE RIGHT AND SAID CENTERLINE, HAVING A RADIUS OF 216.30 FEET AND A CHORD BEARING N68°54'E, 270.55 FEET TO THE POINT OF TANGENCY THEREOF; THENCE N77°03'37"E ALONG SAID CENTERLINE, 341.16 FEET; THENCE S00°08'21"E, 823.43 FEET TO THE POINT OF BEGINNING.

SUBJECT TO ALL EASEMENTS AND RESTRICTIONS RECORDED AND UN-RECORDED.

SURVEYOR'S CERTIFICATE

I, PAUL R. KNIGGSON, REGISTERED LAND SURVEYOR IN THE STATE OF WISCONSIN, DO HEREBY CERTIFY THAT I HAVE SURVEYED AND MAPPED THE ABOVE DESCRIBED PROPERTY IN ACCORDANCE WITH INFORMATION FURNISHED UNDER THE DIRECTION OF THE DEVELOPER LISTED HEREON AND THAT THIS PRELIMINARY PLAT IS IN FULL COMPLIANCE WITH THE PROVISIONS OF CHAPTER 236 OF THE WISCONSIN STATUTES REGARDING PRELIMINARY PLATS AND THE SURVEYOR'S REGULATIONS OF THE VILLAGE OF ROCKDALE; AND THAT THE ABOVE MAP IS AN ACCURATELY SCALED AND DIMENSIONED REPRESENTATION OF SUCH SURVEY SHOWING THE LOCATION OF THE EXTERIOR BOUNDARIES, BUILDINGS, IMPROVEMENTS AND EASEMENTS TO THE BEST OF MY KNOWLEDGE AND BELIEF.

VERBICHER ASSOCIATES, INC.
BY PAUL R. KNIGGSON

DATED THIS _____ DAY OF _____ 2007.

PAUL R. KNIGGSON
REGISTERED LAND SURVEYOR, 1556
STATE OF WISCONSIN

(WEST)
S87°27'19"W
462.00'

Map 7b

VERBICHER ASSOCIATES
Committed to Quality Service Since 1976
REEDSBURG — MADISON — PRAIRIE DU CHIEN
999 Fourier Drive, Suite 201
Madison, Wisconsin 53717
Phone: (608) 826-0532 Fax: (608) 826-0550

ROCKDALE HEIGHTS — PRELIMINARY PLAT
VILLAGE OF ROCKDALE
DANE COUNTY, WISCONSIN

REVISIONS

NO.	DATE	REMARKS

CAD FILE/ FIELD BOOK
PROJECT NO. 33065993
DRAFTER SCALE
PRK 1"=50'
CHECKED DATE
10-24-07

SHEET 1 OF 1 DWG. NO.

5. Description of Urban Services

Urban Transportation System. Plat drawings for Area E show a street layout with two cul-de-sacs and one access to CTH B (An earlier layout showed two access points. However, the Dane County Highway and Transportation Division objected to the second access point). The submittal indicates that the new village subdivision ordinance requires installation of sidewalks. Dane County will be resurfacing CTH B from Rockdale to Cambridge this year.

Public Water System. The Village of Rockdale has no municipal water system and does not intend to provide a municipal water system within the 20-year planning period. Potable water is provided by private wells.

Wastewater. The addition of 42 new lots would generate an estimated 8,400 gallons per day (gpd) of wastewater. Area E will be served by extending the sanitary sewer main located along County B to the northeast. Area S, located south of Merchant Street, includes two residential lots, each to be served from the existing sanitary sewer main in Merchant Street. The other pre-existing lots to be added are located along existing sanitary sewer mains.

The new Rockdale wastewater plant came into operation at the end of January, 2008, with a design average daily capacity of 29,500 gpd, adequate to serve the service area beyond 2030. The proposed amendment does not substantially increase the forecast 2030 wastewater flow to the treatment plant, since the net increase in developable acreage after the swap is a minimal 2.5 acres.

Stormwater Management System. Three stormwater management basins are proposed as part of the development plan for Area E. Two are to be located on the north, near CTH B, and the other on the south, next to East Rockdale Road. Area S will also include a basin in the western third of the property south of Merchant Street. All basins are proposed to be installed prior to land disturbing activities and managed by the Village. The Village has adopted storm water management measures and standards consistent with the Dane County ordinance.

Environmental Corridors. The amendment proposes 10.7 acres of environmental corridors including conservation easements for wooded steep slopes, buffers, stormwater management basins, and a 1.7 acre park. The amendment also proposes designating 0.9 acres of county parkland currently within the service area as environmental corridors. Conservation easements for steep slopes and wooded areas will be deed restricted within the lots of the new subdivisions. The proposed environmental corridors exceed the minimum standards of the *Dane County Water Quality Plan*.

Public Areas and Facilities. The amendment proposes a 1.7 acre park which is designated as environmental corridors together with county parkland at the location of the old mill. The Village of Rockdale is also served by Cam-Rock Park, located one quarter mile from the Area E in the Town of Christiana, and Rockdale Community Park located less than one half mile from the amendment area.

The Village of Rockdale is in the Cambridge School District. Schools are located in the Village of Cambridge, two miles north of Rockdale.

Public Safety Services. The Cambridge Fire Department provides fire protection in the Village of Rockdale. The fire department's emergency equipment includes two engines with a pumping capacity of 1,500 and 1,000 per minute, two tankers with capacities of 2,000 and 3,742 gallons, and a brush truck. The fire station is located two miles north of Rockdale and has a 5-7 minute response time to Rockdale. The Village of Rockdale has an ISO rating of 5, which meets the CARPC guidelines.

Cambridge Area Emergency Medical Services District provides EMS services for the Village of Rockdale. The Cambridge Area EMS District maintains two fully equipped ambulances and the station is located two miles north of Rockdale in the Village of Cambridge. The response time from the EMS station to the Village of Rockdale is 5 minutes.

Police protection is provided through a contract with the Village of Cambridge. The Cambridge service is provided by an agreement between the Dane County Sheriff's Office and the Village of Cambridge to contract an off duty Dane County Sheriff to patrol the Village of Cambridge with a police car owned by the Village of Cambridge and based in the Cambridge Village Hall. This officer also patrols the Village of Rockdale. This level of service would meet CARPC guidelines for an urban service area.

Other Urban Services. The Village contracts with private vendors to provide solid waste collection services and other municipal services to Village residents.

6. Impacts or Effects of Proposal

Surface and Groundwater Impacts. The potential impacts of urban development in general include an increase in stormwater runoff volumes and rates, reduced groundwater recharge, and the introduction of contaminants from urban land uses to receiving waters. These impacts result from increased impervious ground cover from roadways, driveways, and roofs; sedimentation and erosion associated with construction activities as well as with the long-term land use change to urban uses; and contaminants from landscaping, house keeping, pets, and street and parking surfaces.

Amendment Area E has areas with relatively steep gradient and erodible soils. Therefore, it is critical that the Village require a tree protection and maintenance plan for the area, and include restrictions in lot covenants to ensure the stability of the steep slopes. Furthermore, construction erosion control needs to be strictly enforced and practices maintained to prevent short-term adverse impacts during the construction period. Additionally, to provide redundancy in the erosion control system, stormwater management facilities need to be constructed before other land disturbing activities. The Village could use its Village Engineer to provide stringent and routine inspection of the construction erosion measures. Alternatively, the Village could consider requesting inspection from the Dane County Land and Water Conservation Department.

The proposed amendment will result in expansion of impervious surface area, and the Village stormwater ordinance will require measures to maintain 90% of pre-development infiltration levels through infiltration measures, if practicable. More stringent infiltration practices may not be practicable or desirable at this location due to shallow groundwater and fine-textured soils in Area S, and shallow bedrock in Area E. However, it is necessary to maintain the natural infiltration rates for Area E to ensure that the wetlands southeast of East Rockdale Road will maintain their natural groundwater regime. Maintaining natural infiltration rates also serves to maintain the runoff volumes to pre-development levels to prevent flooding.

The Village ordinance requires control of stormwater rate of runoff to pre-development rates up to the 2-year storm event. This is consistent with the County standards but is inadequate for the proposed amendment due to the potential for increased flooding in downstream areas. Stormwater management should maintain pre-development runoff rates for all storms up to and including the 100-year event. The stormwater facilities should also provide stormwater quality treatment to protect downstream wetland areas south of Area E.

Because of the topography of Area E, stormwater should be conveyed to low areas through storm sewers. This is especially critical on the south side of Area E which has steep slopes between 16% and 25%. Energy dissipaters are needed to ensure the stability of the discharge area. If armored open channels can be designed and shown to be stable (through shear calculations or other valid stability analysis and DOT rip-rap and channel enforcement standards), open channel conveyance may be acceptable.

Stormwater discharge should be to stable channels. The southern portions of Area E drain south to a wetland complex. Discharge to this area should be through energy dissipaters, weepers, plunge pools and level spreaders to prevent erosion and channelization through the wetland. The north side of Area E will be served by two stormwater ponds discharging to the north. A stable channel was not evident from site visit by CARPC staff. A stormwater easement and stable channel is necessary to convey the stormwater discharge from the northern portions of Area E to Koshkonong Creek. Similarly, Area S did not appear to have a defined channel which would convey stormwater runoff west to Koshkonong Creek. This area will also require the establishment of a stormwater easement with a stable channel. It is also necessary that all developable areas receive stormwater quality and quantity control.

The proposed amendment is expected to have negligible impact on the wastewater conveyance and treatment systems. Similarly, the impact on groundwater quality of quantity would be negligible if natural infiltration levels are maintained through infiltration of clean rooftop runoff in rain-gardens or other active infiltration practices in Area E.

Transportation System Impacts. The proposed amendment areas are intended for a total of 25 acres of residential development accommodating 42 new single-family housing units. When fully developed, the amendment areas could be expected to generate approximately 400 one-way vehicle trips on an average weekday.

In 2006, the average daily traffic (ADT) volume on CTH B south of the village limits was 1,100. The 2002 ADT volume (the latest available count) on CTH B south of U.S. Highway 12 in the Village of Cambridge was 2,100.

There is sufficient capacity on CTH B to handle the small amount of traffic that would be generated from the proposed amendment area.

School System Impacts. It is estimated that new development in the amendment area will result in an addition of approximately 23 new students to the Cambridge school system. The Cambridge School District has experienced a decline in enrollment of over 13 percent since the 1997-98 school-year, and a 1.3 percent decline in the last year. The school district would benefit from the increased enrollment brought by the new development.

7. Alternatives

When the Village considered changing the designation of the Rockdale Urban Service Area to a limited service area, it examined the areas for potential growth to support the expansion of the wastewater treatment plant. The undeveloped area in Area W, proposed for removal in this amendment, was not on the market for development. Growth to the north is not possible due to the location of Cam-Rock Park. Wetlands associated with Koshkonong Creek constrain development to the south.

8. Controversies, Comments Received, Unresolved Issues.

The processes leading to the request to amend the Rockdale Urban Service Area included two annexations and an amendment to the comprehensive plan. The Town of Christiana was notified of the meetings and expressed no opposition. A public hearing is scheduled before the Capital Area Regional Planning Commission for April 10, 2008. The Town of Christiana was notified of the application. CARPC staff has received one contact on this amendment from a neighbor located southeast of amendment Area E, expressing concern about the potential impacts of stormwater runoff, especially on the wetlands downstream of the area. This neighbor has been sent a copy of the public hearing notice and the staff analysis.

9. Conclusion and Staff Recommendation

The proposed amendment is essentially a swap of land which is not ready for development in the current service area, for land which is ready for development and is in the Village but is outside the service area. The Village is basing the request on the fiscal need for development to finance part of the expense of building a new wastewater treatment plant. The plant upgrade was made necessary due to more stringent water quality standards and the age of the old Rockdale wastewater treatment plant.

The Village is also requesting a change in the designation of the service area from an urban service area to a limited service area, since the Village is not planning to provide the full range of urban services within the 20-year planning period.

The proposed amendment has a number of attributes which support the goals and policies of the CARPC. It also has a number of characteristics which are not in support of the Urban Service Area policies and criteria of the CARPC. However, it should be remembered that this service area is transitioning in to a limited service area and cannot be expected to meet USA standards.

The staff analysis also outlines potential adverse impacts from the proposed development. These impacts, however, are largely mitigated through proposed standards, measures, and conditions of approval.

Staff recommends approval of the change in service area designation to limited service area, as well as the proposed change to the service area boundary and environmental corridors based on the proposed land uses and services, and based on the Village of Rockdale pursuing the following:

Submit a detailed stormwater management plan for the amendment areas to CARPC and DCL&WCD staff for review and approval prior to land disturbing activities. The

stormwater management plan should include the following water quality and quantity measures:

1. Control post-development stormwater rates of runoff to pre-development rates for all storms up to and including the 100-year event, and prevent increased erosion and flooding.
2. Provide protection against erosion and channelization from pond outfalls.
3. Conveyance system along side-slopes in Area E need to be stable for all storm events, or use storm sewers with energy dissipaters at the point of pipe discharge.
4. Provide stormwater quality treatment (wet ponds) for all developed areas within the amendment area.
5. Install stormwater ponds prior to other major land disturbing activities.
6. Due to sloped site, stringent enforcement of construction erosion control practices is necessary by the Village Engineer, or request erosion control inspection from Dane County L&WCD.
7. Establish stable channels with easements for conveyance to Koshkonong Creek.
8. Provide stormwater infiltration in residential areas to maintain pre-development natural infiltration in these areas, where practicable, but especially in Area E. Facilities should include soil augmentation to ensure groundwater quality protection.
9. Stormwater facilities to be publicly managed, or managed under a perpetual, enforceable maintenance agreement with the Village of Rockdale.

It is also recommended that the Village consider the following:

- Require an on the ground archaeological survey by a qualified archaeologist prior to other land disturbing activities. Provide two copies of the survey report to the State Historical Society.
- The development in Area E is served by a single access cul-de-sac with a length of about 1,200 feet. Consider the need to provide a street connection west to the street network in the current service area. If this proves impossible due to existing development, consider providing an emergency access for Area E and combine it with walking and biking access.
- Consider requiring the dedication of land to construct extensions of Exchange and Merchant Streets as part of approval of development in Area S.



WISCONSIN
HISTORICAL
SOCIETY

Headquarters Building
816 State Street
Madison, WI 53706-1482
608-264-6400

Division of Historic Preservation
Office: 608-264-6500
Fax: 608-264-6504
Web: www.wisconsinhistory.org

24 March 2008

K. Mesbah
Community Analysis and Planning Division
City-County Building, Room 362
210 Martin Luther King Jr. Boulevard
Madison, WI 53703-2558

RE: Amending the *Dane County Land Use and Transportation Plan* and the *Dane County Water Quality Plan* by Revising the Rockdale Urban Service Area Boundary and Environmental Corridors in the Village of Rockdale and the Town of Christiana and Designating the Rockdale Urban Service Area as a Limited Service Area..

Dear Mr. Mesbah:

Whole no previously recorded archaeological site has been recorded near the project area, the area has never been surveyed for the presence of archaeological resources. Considering the presence of the Koshkonong Creek, it seems prudent to have an on-the-ground archaeological survey of the project area completed by a qualified archaeologist. When the survey is completed please send **two** copies of the report directly to our office.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. If anyone suspects that a Native American burial mound or an unmarked or marked burial is present in an area, the Wisconsin Historical Society should be notified. If human bone is unearthed during any phase of a project, **all work must cease**, and the Wisconsin Historical Society **must be contacted** at 1-800-342-7834 to be in compliance with Wis. Stat. 157.70 which provides for the protection of all human burial sites. **Work cannot resume until the Burial Sites Preservation Office gives permission.** If you have any questions concerning the law, please contact Mr. Chip Brown, 608-164-6508.

If you have any questions, or if you need additional information, please feel free to contact me.

Sincerely;

John H. Broihahn
State Archaeologist
State Archaeology and Maritime Preservation
608-264-6496
jhbroihahn@whs.wisc.edu
(asi searches/Dane/ Rockdale Urban Service 3_24_08)