

Recommended by Town Plan Commission:
February 12, 2002

Adopted by Town Board:
April 1, 2002

Planning Assistance by:



Vandewalle & Associates
Madison & Milwaukee, Wisconsin

Growth Management Project
Dane County USH 12



ORDINANCE NO. 2002- 1
AN ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN
OF THE TOWN OF ROXBURY, WISCONSIN.

The Town Board of the Town of Roxbury, Wisconsin, does ordain as follows:

SECTION 1. Pursuant to sections 62.23(2) and (3) of the Wisconsin Statutes, the Town of Roxbury is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

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

SECTION 3. The Plan Commission of the Town of Roxbury, by a majority vote of the entire Commission recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the document entitled "TOWN OF ROXBURY COMPREHENSIVE PLAN," containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

SECTION 4. The Town of Roxbury has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes, and provided numerous other opportunities for public involvement per its adopted public participation strategy and procedures.

SECTION 5: The Town Board of the Town of Roxbury, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "TOWN OF ROXBURY COMPREHENSIVE PLAN," 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 Town Board and publication/posting as required by law.

Adopted this 1 day of April, 2002.



Ervin Breunig, Town Chair

Attest:



Bob Pings, Town Clerk

Published/Posted on: April 1, 2002.

PLAN COMMISSION RESOLUTION 2002-1

ADOPTING AND RECOMMENDING THE COMPREHENSIVE PLAN
OF THE TOWN OF ROXBURY IN DANE COUNTY, WISCONSIN

WHEREAS, §66.1001(4), Wisconsin Statutes, establish the required procedure for a local government to adopt a comprehensive plan, and §66.1001(2) identifies the required elements of a comprehensive plan; and

WHEREAS, the Town of Roxbury Plan Commission has the authority to recommend that the Town Board adopt a "comprehensive plan" under §66.1001(4)(b); and

WHEREAS, the Town has prepared the attached document (named *Town of Roxbury Comprehensive Plan*), containing all maps and other descriptive materials, to be the comprehensive plan for the Town under §66.1001, Wisconsin Statutes; and

NOW, THEREFORE, BE IT RESOLVED that the Plan Commission of the Town of Roxbury hereby adopts the attached *Comprehensive Plan* as the Town's comprehensive plan under §66.1001(4); and

BE IT FURTHER RESOLVED that the Vice-chair of the Plan Commission certifies a copy of the attached *Comprehensive Plan* to the Town Board; and

BE IT FINALLY RESOLVED that the Plan Commission hereby recommends that the Town Board adopt an ordinance to constitute official Town approval of the *Comprehensive Plan* as the Town's comprehensive plan under §66.1001.

Adopted this 12th day of FEBRUARY, 2002


John Appleyard, Plan Commission Chair

Attest:


Jerome Ballweg, Plan Commission Vice-chair

ACKNOWLEDGEMENTS

TOWN BOARD:

Ervin Breunig, Chair
Charles Breunig
Nick Ganser

TOWN PLAN COMMISSION:

John Appleyard, Chair
Jerome Ballweg, Vice Chair
Arden Ballweg
Ray Mirande
Kathy Pielsticker

TOWN STAFF:

Bob Pings, Town Clerk
Joe Costanza, Town Engineer

ROXBURY SANITARY DISTRICT:

Gail Lamberty, Secretary/Treasurer
LaVern Ballweg
Richard Fassbender

PLANNING ASSISTANCE:

VANDEWALLE & ASSOCIATES
Mark Roffers, AICP, Project Manager
Cathi Wielgus, Associate Planner, co-author
Aaron Brault, Cartographer
Mike Slavney, AICP, Principal Planner
Brad Davis, Associate Planner
Rob Gottschalk, Principal
Dean Proctor, Principal
Jeff Maloney, Associate Designer
Robin Wettstein, Associate Planner
Ellen Hall, Publications Specialist
Amy Babula, Presentation Specialist
Heidi Vanden Hoek, Design Intern
Nicole Anderson, Project Assistant

120 East Lakeside Street
Madison, WI 53715
(608) 255-3988
va@vandewalle.com

This Comprehensive Plan was prepared with funding and technical assistance from the Wisconsin Department of Transportation and Dane County through the Dane County U.S. Highway 12 Growth Management Project.

TABLE OF CONTENTS

COMPREHENSIVE PLAN SUMMARY.....i

RECOMMENDATIONS AND ADOPTION RESOLUTIONS.....v

ACKNOWLEDGEMENTSix

TABLE OF CONTENTSx

CHAPTER ONE: INTRODUCTION..... 1

 A. PURPOSE OF THIS PLAN.....3

 B. GENERAL REGIONAL CONTEXT4

 C. SELECTION OF THE PLANNING AREA4

CHAPTER TWO: ISSUES AND OPPORTUNITIES 5

 A. POPULATION TRENDS AND FORECASTS7

 B. DEMOGRAPHIC TRENDS.....9

 C. HOUSEHOLD TRENDS AND PROJECTIONS 10

 D. LABOR FORCE AND EMPLOYMENT TRENDS AND FORECASTS 11

 E. KEY PLANNING ISSUES AND OPPORTUNITIES..... 12

 F. OVERALL GOALS, OBJECTIVES, AND POLICIES 15

CHAPTER THREE: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES..17

 A. AGRICULTURAL RESOURCE INVENTORY..... 19

 B. AGRICULTURAL RESOURCE GOALS, OBJECTIVES AND POLICIES..... 21

 C. NATURAL RESOURCE INVENTORY 23

 D. NATURAL RESOURCE GOALS, OBJECTIVES AND POLICIES 29

 E. CULTURAL RESOURCES INVENTORY..... 30

 F. CULTURAL RESOURCE GOALS, OBJECTIVES AND POLICIES..... 31

 G. COMMUNITY DESIGN 32

 H. PARKS AND RECREATIONAL RESOURCES 33

 I. PARK AND RECREATIONAL GOALS, OBJECTIVES AND POLICIES 33

CHAPTER FOUR: LAND USE..... 35

 A. EXISTING LAND USE 37

 B. PLANNED LAND USE..... 40

 C. LAND USE GOALS, OBJECTIVES AND POLICIES..... 41

 D. PROJECTED LAND USE DEMAND 52

E. OTHER LAND USE ISSUES 53

CHAPTER FIVE: TRANSPORTATION 55

A. EXISTING TRANSPORTATION NETWORK..... 57

B. REVIEW OF STATE AND REGIONAL TRANSPORTATION PLANS..... 59

C. OTHER TRANSPORTATION ISSUES..... 61

D. TRANSPORTATION GOALS, OBJECTIVES AND POLICIES..... 62

CHAPTER SIX: UTILITIES AND COMMUNITY FACILITIES 63

A. EXISTING UTILITIES AND COMMUNITY FACILITIES 65

B. UTILITIES AND COMMUNITY FACILITIES TIMETABLE..... 70

C. UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES AND POLICIES 72

CHAPTER SEVEN: HOUSING AND NEIGHBORHOOD DEVELOPMENT 73

A. HOUSING FRAMEWORK 75

B. HOUSING AND NEIGHBORHOOD DEVELOPMENT GOALS, OBJECTIVES AND POLICIES.. 77

CHAPTER EIGHT: ECONOMIC DEVELOPMENT.....81

A. ECONOMIC DEVELOPMENT FRAMEWORK..... 83

B. ECONOMIC DEVELOPMENT GOALS, OBJECTIVES AND POLICIES..... 84

CHAPTER NINE: INTERGOVERNMENTAL COOPERATION 89

A. EXISTING REGIONAL FRAMEWORK..... 91

B. INTERGOVERNMENTAL GOALS, OBJECTIVES AND POLICIES 95

CHAPTER TEN: IMPLEMENTATION 97

A. PLAN ADOPTION..... 99

B. IMPLEMENTATION RECOMMENDATIONS..... 99

C. PLAN MONITORING, AMENDMENTS, AND UPDATE..... 102

D. CONSISTENCY AMONG PLAN ELEMENTS..... 103

COMPREHENSIVE PLAN MAPS..... 105

ATTACHMENT A: TOWN OF ROXBURY LESA SYSTEM GUIDELINES

ATTACHMENT B: RURAL DESIGN GUIDELINES

TABLE OF GRAPHICS

Table 1: Population Trends.....	7
Figure 1: Town Population Forecast Comparison.....	8
Table 2: Town of Roxbury Population Forecasts.....	8
Table 3: Town of Roxbury Age and Gender Statistics, 2000.....	9
Table 4: Household Characteristic Comparisons.....	10
Table 5: Occupation and Labor Force.....	11
Figure 2: Transfer of Development Rights Description.....	22
Table 6: Town of Roxbury Existing Land Use Totals.....	39
Table 7: Planned Land Use Acreage Summary.....	41
Table 8: Projected Residential Land Use Demand.....	53
Table 9: Utility and Community Facilities Timetable.....	71
Table 10: Housing Types: 1990- 2000.....	75
Table 11: Housing Stock Characteristics.....	76
Figure 3: Age of Town of Roxbury Housing as a Percent of the Total 1999 Housing Stock.....	76
Table 12: Implementation Actions.....	100
Map 1: Jurisdictional Boundaries.....	107
Map 2: Soil Suitability for Agriculture.....	109
Map 3: Environmentally Sensitive Areas and Public Lands.....	111
Map 4: Visual Character Analysis.....	113
Map 5: Existing Land Use (2000).....	115
Map 6: Planned Land Use.....	117
Map 7: Soil Suitability for On-Site Waste Disposal Systems.....	119

CHAPTER ONE: INTRODUCTION

The Town of Roxbury, located in northwestern Dane County, is predominately a farming community. The Town has experienced modest population growth over the past decade. Of the businesses operating in the Town, farming is the primary economic activity. Despite the importance of farming to the local economy, more than 75 percent of its 1,700 residents live in non-farm homes.

Residents enjoy the rural atmosphere of the Town. A large amount of active farming provides the basis for the rural character. Numerous wooded hills and a generally steep topography provide many beautiful vistas. Water resources—the Wisconsin River, Crystal, Fish and Mud Lakes, wetlands—add to the rural character. Wildlife is abundant, finding shelter in the large areas of woodlands. The unique environment of the Wisconsin River corridor, with its protected eagle habitat, adds to the special nature of the Town.



These are the characteristics that current residents of the Town of Roxbury treasure; they are also proving attractive to an increasing number of new residents. Given the Town's proximity to the Madison urban area and the planned improvements to U.S. Highway 12, unplanned growth over the next 20 years could gradually erode the Town's rural character. In this context, planned development in a timely, orderly, and predictable manner is essential to preserving the Town's farmland, protecting its woodlands and other natural features, avoiding land use conflicts, providing appropriate housing and employment opportunities, and protecting and improving on the Town's rural heritage.

A. PURPOSE OF THIS PLAN

The *Town of Roxbury Comprehensive Plan* is intended to update and replace the Town's Land Use Plan, last amended in 1993. This updated *Plan* will allow the Town to guide short-range and long-range growth, development, and preservation. The purposes of the *Comprehensive Plan* are to:

- Identify areas appropriate for development and preservation over the next 20 years;
- Recommend types of land use for specific areas in the Town;
- Preserve agricultural lands and retain farming as a viable occupation;
- Identify needed transportation and community facilities to serve future land uses;
- Direct private housing and other investment in the Town; and
- Provide detailed strategies to implement *Plan* recommendations.

This *Comprehensive Plan* has been prepared under the State of Wisconsin's new "Smart Growth" legislation, adopted in 1999 and contained in §66.1001, Wisconsin Statutes. This *Plan* meets all of the statutory elements and requirements of the "Smart Growth" law.

In addition to meeting the "Smart Growth" law, this *Plan* complies with the state's Farmland Preservation Program. The *Plan* specifically includes policies, programs and maps related to:

- Preserving prime agricultural lands;
- Managing urban growth;
- Providing public facilities and managing demands on these facilities;
- Protecting significant natural resources, open space, scenic, historic and architecturally significant areas; and
- Conserving soil and water resources.

The Farmland Preservation Program establishes specific guidelines for selecting and designating agricultural preservation areas, transition areas, and environmental areas. These guidelines, along with the data and analysis, *Plan* implementation, and public participation processes required under the Farmland Preservation Program, were incorporated into this *Plan*.

This *Comprehensive Plan* is organized in nine chapters, each addressing one of the nine elements that are specified under the “Smart Growth” law.

B. GENERAL REGIONAL CONTEXT

Map 1 shows the relationship of the Town of Roxbury to neighboring communities in the region. The Town of Roxbury is located in the northwest corner of Dane County, about 18 miles northwest of Madison. The Town is separated from the Villages of Prairie du Sac and Sauk City on its northwest boundary by the Wisconsin River. The southwest corner of the Town is approximately four miles northeast of the Village of Mazomanie and approximately four miles north of the Village of Black Earth. The Town of Roxbury also abuts the Town of Dane to the east, the Town of Berry to the south, the Town of Mazomanie to the west, and the Town of West Point in Columbia County to the north. The City of Lodi lies to the northeast of the Town.

Each of the five Dane County towns highlighted in Map 1 has updated its existing Town Land Use Plan to meet “Smart Growth” comprehensive planning requirements. These town plan updates are one result of an intergovernmental agreement that allowed the expansion of Highway 12 to proceed. These comprehensive planning efforts are an attempt to anticipate and manage the growth-related impacts of the highway expansion. As part of these efforts, representatives from each town, the City of Middleton, and County staff also met monthly to address areas of mutual concern and address area-wide challenges and opportunities.

C. SELECTION OF THE PLANNING AREA

The Planning Area covers all land within the Town’s boundaries, which encompasses approximately 35 square miles. The Roxbury Sanitary District is located near the center of the Town (see Map 1 for related “Urban Service Area” boundary). The Roxbury Sanitary District provides sanitary sewer service within the District boundaries, and may expand the District as needed to accommodate growth. Portions of the Town are also within the 1-½ mile extraterritorial planning area of the Villages of Sauk City and Prairie du Sac.

CHAPTER TWO: ISSUES AND OPPORTUNITIES

This chapter of the *Plan* gives an overview of the pertinent demographic trends and background information necessary to develop a comprehensive understanding of the changes taking place in the Town of Roxbury. As required under §66.1001, Wisconsin Statutes, this chapter includes population, household, employment, age distribution, education and income characteristics and forecasts. It also includes a section on overall goals, objectives, policies and programs to guide the future preservation and development in the Town over the 20-year planning period. Data used in this chapter is from both the 1990 and 2000 U.S. Census of Population and Housing—at the time of printing, all pertinent data from the 2000 census was not yet available.

A. POPULATION TRENDS AND FORECASTS

The Town of Roxbury experienced moderate population growth during the 1990s. According to the 2000 Census, the Town grew from 1,536 residents in 1990 to 1,700 residents in 2000, which represents a 10.7 percent increase (see Table 1). This growth increase compares to a 5.1 percent increase for the Town of Dane and a 13.1 percent decrease for the Town of Berry. Population in the Roxbury Sanitary District grew by about 19.8 percent during that time frame. Dane County as a whole grew by 16.2 percent during the past decade.

Table 1: Population Trends

	1970	1980	1990	2000	Population Change*	Percent Change*
Town of Roxbury	1,427	1,491	1,536	1,700	+164	10.5%
Roxbury Sanitary District	195	217	217	260	+43	19.8%
Town of Dane	894	945	921	968	+47	5.1%
Town of Berry	896	1,116	1,248	1,084	-164	-13.1%
Village of Sauk City	2,385	2,703	3,019	3,109	+90	3.0%
Village of Prairie du Sac	1,902	2,145	2,546	3,231	+685	26.9%
Dane County	290,272	323,545	367,085	426,526	+59,441	16.2%
Wisconsin	4,417,821	4,705,767	4,891,769	5,363,675	+471,906	9.6%

Sources: U.S. Census of Pop. and Housing, 1990, 2000; Dane County Regional Planning Commission

* 1990 to 2000 population

To forecast population growth over the next 20 years, it is possible to use a number of methods, each of which will yield a different result. It is important to realize it is very difficult to predict future population growth. The actual future population will depend on market conditions, attitudes toward growth, and development regulations. Figure 1 shows four different assumptions to forecast future population increases. Table 2 shows these future populations at five-year intervals to the year 2025. The lowest population forecast is obtained by assuming that the Town will add the same number of residents over the next 20 years as it has over the last 20 years (209 residents added between 1980 and 2000, or 52 residents every five years). Using this first assumption, the Town's population in 2025 would be 1,960. The next highest population increase is obtained by assuming that the Town will add residents at the same rate as it has in the past 20 years (14 percent increase between 1980 and 2000, or 3.5 percent every five years). This results in a year 2025 population forecast of 2,019.

The population of the Town has increased much faster in the 1990's than in the 1980's. By tracing these more recent trends, alternative forecasts can be made that result in higher future populations. The population increased by 164 people between 1990 and 2000, or 82 residents every 5 years. Assuming that the population will increase by the same number over the next 20+ years, the population in the year 2025 would be 2,110. Finally, the highest population forecast results from using the rate of increase in population over the last 10 years (10.7 percent increase since 1990, or 5.4 percent every five years. This would result in a year 2025 population of 2,201. Figure 1 is a graphical comparison of results of the four alternative assumptions in forecasting population.

Figure 1: Town Population Forecast Comparison

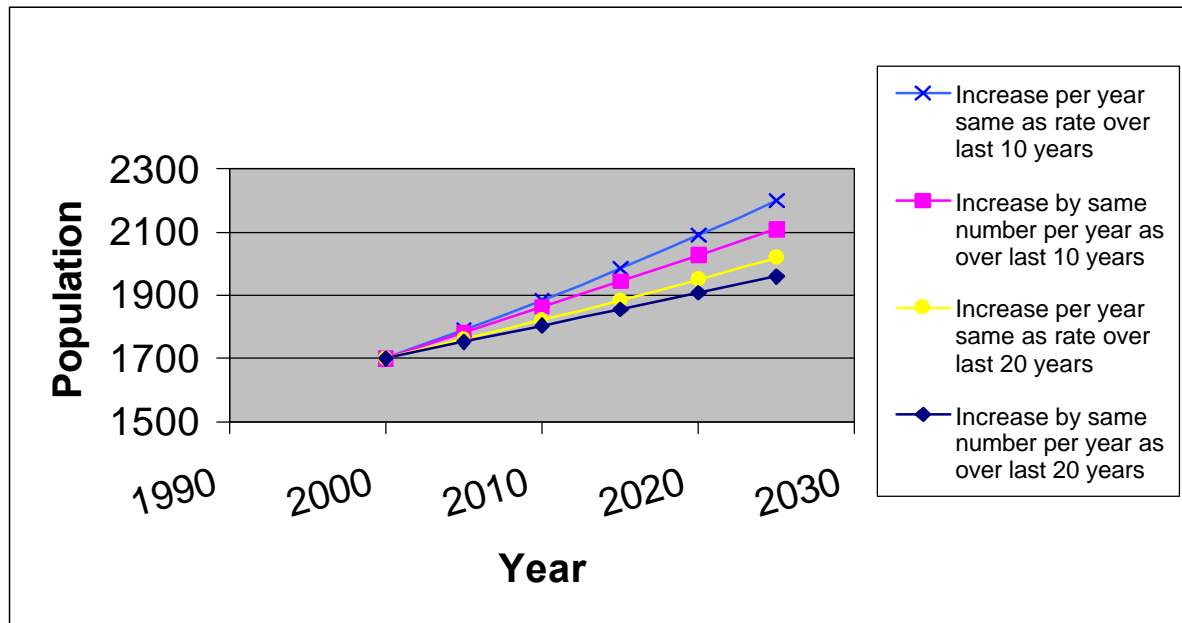


Table 2 shows the Town's forecasted population in five-year increments over the next 20 years based on historic growth trends, using the four different methods of forecasting.

Table 2: Town of Roxbury Population Forecasts

	2005	2010	2015	2020	2025
Same number increase per year as over last 20 years	1,752	1,804	1,856	1,908	1,960
Same rate of increase per year as over last 20 years	1,760	1,821	1,885	1,951	2,019
Same number increase per year as over last 10 years	1,782	1,864	1,946	2,028	2,110
Same rate of increase per year as over last 10 years	1,790	1,885	1,985	2,090	2,201

As will be demonstrated in the chapters that follow, this *Plan* provides sufficient opportunities for housing development to accommodate even the highest population growth forecast over the planning period.

B. DEMOGRAPHIC TRENDS

1. Age and Gender Distribution

Table 3 compares the age and gender distribution of the Town of Roxbury's population in 1990 to surrounding communities, the County, and the State. General trends in age distribution are an important factor when considering the future demand for housing, schools, park and recreational facilities and the provision of social services.

In 2000, the Town's median age was comparable to surrounding Towns and Villages but older than the median age in Dane County. The percentage of the Town's population aged 18 and under was lower than the Town of Springfield, but higher than the Town of Berry, the County, and the State percentages. The percentage of the Town's population that was aged 65 and older was higher than nearby Towns, comparable to Dane County, and lower than the State.

Following nationwide trends, the average age of Roxbury's population has grown older in the past twenty years. In 2000, the Town of Roxbury had a median age of 37.5, compared to 26.4 in 1980. With prolonged life expectancy and a trend toward declining birth rates, the median age will likely continue to rise over the planning period. This suggests the need to consider different types of housing, transportation options, and other services in the Town over the planning period.

Table 3: Town of Roxbury Age and Gender Statistics, 2000

	Town of Roxbury	Town of Springfield	Town of Berry	Prairie du Sac	Sauk City	Dane County	State of Wisconsin
Median Age	37.5	37.9	41.7	34.7	38.4	33.2	36.0
% under 18	28.4	30.1	25.1	27.8	24.2	22.6	25.5
% over 65	9.9	7.5	9.2	12.5	19.3	9.3	13.1
% Female	47.4	48.7	48.8	51.0	52.0	50.5	50.6

Source: U.S. Census of Population and Housing, 2000

2. Educational Attainment

According to the 1990 census, about 79 percent of the Town's population age 25 and older had attained a high school level education. Approximately 14 percent of this same population had attained a college level degree (bachelor's degree or higher).

3. Income Data

According to 1990 census data, the median household income in the Town of Roxbury in 1989 was \$36,250. Of the Town's 545 households in 1990, 89 (or 17 percent) reported at least \$1,000 in agricultural income from the sale of farm products. The average net farm income per farm household was \$14,837. Six and one-half percent of the total income in the Town came from farming.

More current income data for the Town of Roxbury is available from the Wisconsin Department of Revenue. Based on income tax returns filed between July 1, 1999 and June 30, 2000, the adjusted average gross income per tax return for Roxbury residents was \$49,316. For comparison, the adjusted gross income per tax return for all residents in Dane County was \$45,063; for residents in the Town of Berry, \$53,856; and residents in the Town of Springfield, \$64,344. This data includes only income subject to tax and income of persons filing tax returns; it does not include non-taxable income and income of persons not filing returns. It does not directly reflect household incomes because tax returns do not necessarily correspond with households.

The most recent median household income data comes from the Wisconsin Department of Commerce. The 1998 median household income for the Town of Roxbury was \$52,998. The 1996 median household income for the Roxbury Sanitary District, according to the Wisconsin DNR, was \$48,093. The Town's estimated 1998 median household income in the Sanitary District was \$49,770.

C. HOUSEHOLD TRENDS AND PROJECTIONS

Table 4 compares selected household characteristics in 2000 for the Town of Roxbury with surrounding communities, Dane County, and the State. The Town's average household size was similar to surrounding communities, but larger than Dane County and the State.

Table 4: Household Characteristic Comparisons

	Town of Roxbury	Town of Springfield	Town of Berry	Prairie du Sac	Sauk City	Dane County	Wisconsin
Total Housing Units	640	993	420	1,332	1,314	180,398	2,321,144
Total Households	603	967	408	1,290	1,285	173,484	2,084,544
Household Size	2.80	2.86	2.66	2.50	2.33	2.37	2.50
% single-person household	14.9	14.4	15.7	25.5	32.5	29.4	26.8
% with householder age 65 and over	19.2	15.2	16.4	22.9	28.2	15.8	23.0

Source: U.S. Census of Population and Housing, 2000

The Town's average household size has been declining over the past two decades. The number of persons per household dropped from 3.16 in 1980 to 2.97 in 1990. The Town's average household size in 2000 dropped to 2.80 persons per household. The average household size in 2000 in Dane County was 2.37, down from 2.46 in 1990.

The rate of decline in the Town's average household size since 1980 is not projected to continue over the next twenty years. Instead, average household size is forecasted to level off to be

approximately 2.73 in 2005, 2.67 in 2010, 2.63 in 2015, 2.61 in 2020 and 2.59 in 2025. These projected household sizes will be used in forecasting future housing unit development in the community over the next 20 years.

Dividing forecasted 2025 populations (between 1,960 and 2,201) by forecasted 2025 average household size (2.59) yields the forecasted number of households (between 801 and 899) in the year 2025. Household forecasts are used to forecast future housing unit demand in the Town over the next 20+ years in Chapter Seven—Housing and Neighborhood Development.

D. LABOR FORCE AND EMPLOYMENT TRENDS AND FORECASTS

A community's labor force is the portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to 1990 census data, 853 Town residents aged 16 and older were employed. Most of these residents are employed outside of the Town.

The Town's primary economic activity is agricultural production and agricultural-based businesses. According to 1990 census data, 16 percent of the 853 employed persons *living* in the Town of Roxbury were employed in the agricultural sector. This is a smaller percentage of the labor force than is involved in professional services or retail/wholesale trade. The percentage of the Town's labor force employed by sector in 1990 is shown in Table 5.

Table 5: Occupation and Labor Force

Occupational Group	Percentage of Labor Force
Professional Services <i>(Health/Ed./Personal/Entertainment)</i>	26.5%
Retail/Wholesale Trade	17.7%
Ag/Forestry/Fishing/Mining	16.0%
Manufacturing	15.9%
Finance, Insurance, Real Estate	7.6%
Construction	6.1%
Transportation/Communication	4.2%
Public Administration	3.2%
Business and Repair Services	2.8%

Source: U.S. Census of Population and Housing, 1990

Pending the release of 2000 Census employment data, more current employment data is available at the county-level. According to the Wisconsin Department of Workforce Development, total employment in all sectors increased in Dane County by about 15 percent from 1992 to 1997. Jobs in the construction sector increased the most, from 9,600 jobs in 1992 to 12,350 jobs in 1997. The

County also experienced significant growth in jobs related to the service, wholesale trade, and manufacturing sectors. Dane County's labor force grew by nearly 20 percent between 1990 and 1997. A large portion of this new labor force was employed within the Madison area. The County's labor force in 1997 consisted of 259,900 persons who were 16 years of age or older. Of the county's labor force, 255,400 persons were employed and 4,500 were unemployed. The unemployment rate for Dane County in 1999 was 1.4 percent.

Forecasting employment growth for establishments located within the Town of Roxbury is difficult because of the community's small labor force and reliance on the agricultural economy.

Employment forecasts have been provided for Dane County. Woods & Poole Economics, Inc.—a regional economic and demographic analysis firm—projects total employment in Dane County growing at an annual rate of 1.5 percent from 1998 to 2003. The finance, insurance and real estate employment sector is expected to have the highest annual growth rate during this five-year period. In the long term, total employment in the Madison metropolitan area is projected to increase 26 percent over the next 20 years, from approximately 330,880 workers in 1999 to 417,370 workers in 2020. Jobs in the service sector are projected to experience the highest growth during this time period. Many of these new jobs will occur on the west side of Madison, in Middleton, and in Waunakee, resulting in continued spin-off population and traffic growth pressure in the towns west of these communities over the 20-year planning period.

E. KEY PLANNING ISSUES AND OPPORTUNITIES

To guide the planning process, the Town Comprehensive Planning Committee—comprised of the Town Board, Town Planning Commission, and representatives from the Roxbury Sanitary District—directed a number of efforts to ensure that this *Comprehensive Plan* is based on a vision shared by Roxbury residents. The results of these are summarized below.

1. Community Survey

The Town mailed a survey to all households in January 2001. Out of 683 surveys that were sent, 329 completed surveys were returned to the Town Hall. This results in a response rate of 48 percent, which is excellent for a written survey twelve pages in length. The survey included questions to gather basic demographic data, ascertain resident's assessment of the current situation in the Town, and their opinions for the future of the Town. The full results of the survey can be obtained by contacting the Town Clerk. A brief summary of the survey results includes the following:

- **Community Character:** Respondents were concerned with safeguarding the rural, agricultural atmosphere and appearance of the Town. "Rural atmosphere" was one of the top reasons cited as the reason residents chose the Town as a place to live. Other top reasons include farming opportunities, the natural beauty of the town, and being near family.
- **Land Use:** The Town has grown in population approximately 10.5 percent in the past 10 years, which also means that the number of residences has increased. Most respondents were interested in better guiding future growth in order to preserve the rural, agricultural characteristics that they value in the Town. One method that was mentioned was guiding new development toward areas that are presently developed, such as the "Village" of Roxbury or in planned "cluster" developments.

- ***Economic Development:*** Currently, there are not many commercial operations within the Town. Most respondents to the survey supported some new non-farm business uses, mostly limited to the “Village” of Roxbury and certain limited areas focusing on Highway 12 crossroads.
- ***Environment:*** The natural environment is important to residents of the Town. Survey respondents indicated that preserving environmental areas—woodlands, wetlands, wildlife habitat—is important.

2. Vision Setting Workshop

The Town held a workshop on February 24, 2001. The purpose of the workshop was to identify a shared future vision for the Town, and somewhat more detailed strategies for achieving that vision. In total, 47 Town residents attended this workshop and identified Roxbury’s opportunities and challenges for future growth and preservation efforts. Complete results of the vision setting workshop can be obtained by contacting the Town Clerk.



Participants were asked to express their opinions about the Town’s strengths, weaknesses, opportunities and threats. Some common responses included:

- ***Strengths:*** Rural setting, natural beauty, low crime rate, friendly atmosphere, existing “Village” of Roxbury, good schools.
- ***Weaknesses:*** Vulnerable to development pressures, scattered building pattern, lack of strong land use plans, lack of participation from community.
- ***Opportunities:*** Chance to preserve rural character and agricultural land, balance residential and business growth with rural atmosphere, regulate development to control sprawl.
- ***Threats:*** Rising taxes, development pressures from Madison metro area, fragmentation of agricultural land, woodlands and sensitive environmental areas, strip development along Highway 12 corridor, change to character of Town.

Through discussion and consensus on the issues summarized above, small groups were asked to establish community planning goals, or vision elements, meant to guide the Town’s comprehensive planning process. The following vision statements were supported and identified at the workshop:

- ***“Enhance viability and diversity of the agricultural community.”*** Strategies for achieving this vision statement included exploring marketing strategies for alternative crops, providing options such as purchase of development rights to enable landowners to retain agricultural land and remain economically viable, sponsoring seminars on

alternative agricultural crops and practices, and encouraging cluster development to minimize farm/non-farm conflicts.

- **“Preserve Rural Character.”** Strategies for achieving this vision statement included restricting the scale of commercial development, requiring commercial development to provide a benefit to the community that outweighs the cost to the community, preserving an agricultural buffer along Highway 12 throughout the Town, promoting cluster housing, carefully siting homes to keep them off of hilltops and out of important viewsapes, exploring the use of purchase of development rights, and empowering the local government with the authority to implement plans.
- **“Control threat of sprawl and haphazard subdivisions.”** Strategies to achieve this vision included promoting cluster developments, promoting greater lot density in developments adjacent to the “Village” of Roxbury and existing subdivisions, maintaining a balance of development types, and using planning and zoning tools to define the type and placement of development and enforce development guidelines.
- **“Develop clear, strong, fair standards for land use decisions.”** Strategies included holding public informational meetings, educating Town elected officials and residents about planning and land use, providing specific guidelines for land use decisions, and making land use decisions less subjective with some kind of quantitative rating system for development approval.

3. Future Alternatives Open House

An open house was held on June 23rd, 2001 to gather input on three alternative future scenarios. The scenarios depicted various ways that development in the next 60 years might be arranged within the Town. The Open House consisted of two presentations of the scenarios, followed by a question and answer period and individual examination of display boards presenting information on the scenarios. Participants filled out evaluation forms, in order to gather reactions and opinions. The three scenarios presented were:

- **Scenario A: Scattered.** This scenario depicted the remaining development rights within the Town developed on individual parcels in a scattered fashion, in a manner consistent with the historical pattern of development in the Town. Two variations (*with* and *without* siting and design guidelines) were used to show the effect that the presence or absence of the guidelines would have on the placement of individual home sites.
- **Scenario B: Clustered.** This scenario depicted development rights executed in clusters, often near existing developed areas, and possibly involving some inter-farm transfer of splits. It also used two variations (*with* and *without* siting and design guidelines) to show the effect of those guidelines.
- **Scenario C: Concentrated.** This scenario depicted the majority of development rights transferred to and developed in urban areas served by public sewer service (the Roxbury Sanitary District) and other areas with concentrated development not served by public sewer service (the “triangle” area formed by U.S. Highway 12, County Highway Y and State Highway 78).

When asked to pick which scenario they preferred, more participants who responded preferred Scenario B (12 respondents) and Scenario C (10 respondents) than Scenario A (8

respondents), although the preference was not overwhelming. However, many more participants expressed a preference for Scenario A or Scenario B *with* siting and design guidelines (12 and 24 respondents, respectively) than Scenario A or Scenario B *without* siting and design guidelines (3 and 0 respondents, respectively).

4. Draft Plan Public Meeting

A public meeting was held on February 2nd, 2002 to present the draft version of the *Comprehensive Plan* and to obtain community input. 33 people attended this public meeting.

5. Public Hearing

The Town Board held a formal public hearing on the *Comprehensive Plan* and the adopting ordinance on April 1, 2002. In advance of that hearing, the Town provided copies of the *Plan* to surrounding governments and other parties under the requirements of the “Smart Growth” legislation.

F. OVERALL GOALS, OBJECTIVES, AND POLICIES

Through the Comprehensive Planning Process, a set of overall goals was determined for the Town of Roxbury. These overall goals provide the framework on which the Town will build its more specific recommendations. Each chapter of this *Comprehensive Plan* includes goals, objectives and policies which will provide the vision and policy guidance that the Plan Commission, Town Board, Town residents, and other interested groups and individuals need to guide the future preservation and development of the Town of Roxbury over the next 20+ years.

Goals, objectives and policies are defined below:

- **Goals** are broad, advisory statements that express general public priorities about how the Town should approach preservation and development issues. These goals are based on key issues, opportunities and problems that affect the Town.
- **Objectives** suggest future directions in a way that is more specific than goals. The accomplishment of an objective contributes to the fulfillment of a goal. While achievement of an objective is often not easily measured, objectives are usually attainable through policies and specific implementation activities.
- **Policies** are rules, courses of action, or programs used to ensure *Plan* implementation and to accomplish the goals and objectives. Town decision makers should use policies, including the “density policy,” on a day-to-day basis. Success in achieving policies is usually measurable.

Overall Planning Goals

- Preserve productive farmland and farming as an occupation in the Town of Roxbury
- Protect the Town's important natural resources
- Preserve Roxbury's rural, scenic, and historic character
- Promote a future land use pattern consistent with the Town's existing character

The objectives and policies that advance these overall goals are found in subsequent chapters of this *Plan*.

CHAPTER THREE: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

This chapter of the *Town of Roxbury Comprehensive Plan* satisfies the required agricultural, natural and cultural resources comprehensive plan element described in §66.1001, Wisconsin Statutes. This chapter also contains more detailed agricultural-related trends and analyses as required under the Farmland Preservation Program.

A. AGRICULTURAL RESOURCE INVENTORY

Farming is a key part of the local economy and heritage of the Town. It is also a way of life for many Town residents. The agricultural landscape also enhances Roxbury's aesthetic appeal. The seasonal changes of growing crops, the colors and textures of farm fields, and the architecturally significant farm buildings all contribute to Roxbury's rural character. This *Plan* seeks to ensure that agriculture remains a significant land use activity in the community.

1. Character of Farming

Farming is the Town's primary economic activity, based on the percentage of business establishments that are farms. Farmers in the Town of Roxbury produce a variety of agricultural commodities including dairy, alfalfa, corn, soybeans, and grapes. The average farm size in the Town of Roxbury, determined by the estimated number of farms and the amount of farmland on tax rolls, was approximately 140 acres in 1997. This is a small increase from 1990, when the average farm size was 135 acres. For comparison, the average farm size for the entire County was 150 acres in 1997, down from 164 acres in 1990, using the same data source.



The total number of active farms in the Town of Roxbury fell slightly during the 1990's. According to the Wisconsin Agricultural Statistics Service (WASS), the estimated number of full time farm operations in the Town fell from 99 in 1990 to 94 in 1997. (WASS defines an active farm as a place that sells at least \$1,000 worth of agricultural products in a given year). These numbers suggest that farming is fairly stable in the Town. Most of the farms in the Town are family-owned.

According to the Wisconsin Department of Agriculture, the number of dairy farms in the Town decreased, from 40 active farms in 1989 to 31 farms in 1997. This decline is at least partially attributed to the drop in milk prices during the 1990s, which affected much of rural Wisconsin.

The State Farmland Preservation Program provides income tax credits to property owners who agree to keep their land in agricultural use. As of the mid 1990's, approximately 97 percent of the Town's farmland was enrolled in this program.

2. Location of Farmland

Agriculture is the most prominent land use in the Town of Roxbury. According to a Wisconsin Department of Natural Resources land cover inventory (WISCLAND) conducted from 1991 to 1993, farmland covered between 60 and 65 percent of the Town's land area. The "Farmland" category included row crops, hayfields, pastures, grasslands, idle farmland, and Conservation Reserve Program land. A picture of farmland locations in the Town may also be interpreted from Map 2, "Soil Suitability for Agriculture", and Map 5, "Existing Land Use." Most farmland in the Town is zoned A-1 Exclusive Agriculture.

3. Assessment of Farmland Viability

The suitability of land for farming is a critical part in long-range land use planning. Developing a numeric rating for suitability for agriculture can help in formulating policy or making land-use decisions affecting farmland. For example, development activities can be focused in areas with land that is not well suited for agriculture.

As part of its comprehensive planning process, the Town developed a Land Evaluation and Site Assessment system (LESA), used to evaluate development proposals in farming areas. In general, the Land Evaluation (LE) of the LESA system rates the soil-based qualities of a site for agricultural use. The factors used to determine agricultural land suitability for Dane County towns were assembled by the Dane County Land Conservation Department (LCD), using data from the United States Department of Agriculture, Natural Resources Conservation Service (USDA-NRCS). This numeric rating was based on three factors: prime and important farmland classification, soil productivity for corn, and land capability class. Prime farmland is land that has the best combination of physical and chemical characteristics for producing crops. It has the soil quality, growing season, and moisture supply needed to economically produce sustained high yields of crops when treated and managed according to acceptable farming methods. Land capability classification identifies the relative degree of limitations for agricultural use inherent in the soils, their risk of damage, and response to treatment. In general, the fewer the limitations, the more suitable the soil is for agriculture, and the lower the costs of overcoming limitations. The LCD divides the 65 soil series present in Dane County into eight groups, according to their agricultural suitability. Group I soils have few limitations that restrict their use for agriculture; Groups II-III soils have moderate limitations that may reduce the choice of crops, require special conservation practices, or both. Groups IV-VIII are similarly rated, in descending order of suitability for agriculture.

The Town of Roxbury's LESA system begins with the LCD soil groups, interprets them to address local conditions, then adds a site assessment component. A description of the system can be found in Attachment A. [Note: This Attachment is technically not a part of the *Comprehensive Plan* document; it is being included with the *Plan* document to provide a total picture of Roxbury's policies regarding land use]. The LE component of Roxbury's system slightly modifies the LCD LE component. For soils that are poorly and very poorly drained, Roxbury's LE rating assumes a "drained" classification, considering the quality of the soils as if they were drained. Mapped wetlands are not included for consideration as agricultural soils. Roxbury also uses both corn *and* alfalfa in considering soil productivity readings. Roxbury's LE component modifies the scoring used to place the soil series in groups, placing more land into the Group IV soil classification, and less land in the Group V

classification. Map 2 summarizes the soil suitability for agriculture that has been determined by the Town of Roxbury.

The LESA system also considers factors other than soils that contribute to the quality of a site for agricultural use. The Site Assessment (SA) component identifies economic and geographic factors that affect the long-range viability of an area for farming. The SA criteria will be used with the LE criteria to determine which sites, if converted away from farmland, will be more or less disruptive to the Town's agricultural economy. Criteria for SA chosen by the Town include the size and shape of the site and compatibility with adjacent and surrounding uses.

Policies related to how Roxbury will use its LESA system are included in the section that follows. Attachment A provides more detailed guidelines, and describes the Town's LESA system. The Town may modify the information in Attachment A from time to time without amending this *Comprehensive Plan* as it gains more experience using the system.

B. AGRICULTURAL RESOURCE GOALS, OBJECTIVES AND POLICIES

Goal: Preserve productive farmland and farming as an occupation.

Objectives:

- a. Preserve productive farms for continued agricultural use.
- b. In agricultural areas, limit the amount of non-farm uses, and guide the siting of allowable houses on individual sites.
- c. Direct new homesites to smaller lots and among other homesites in agricultural areas.
- d. Support appropriate opportunities for farmers to obtain non-farm income.

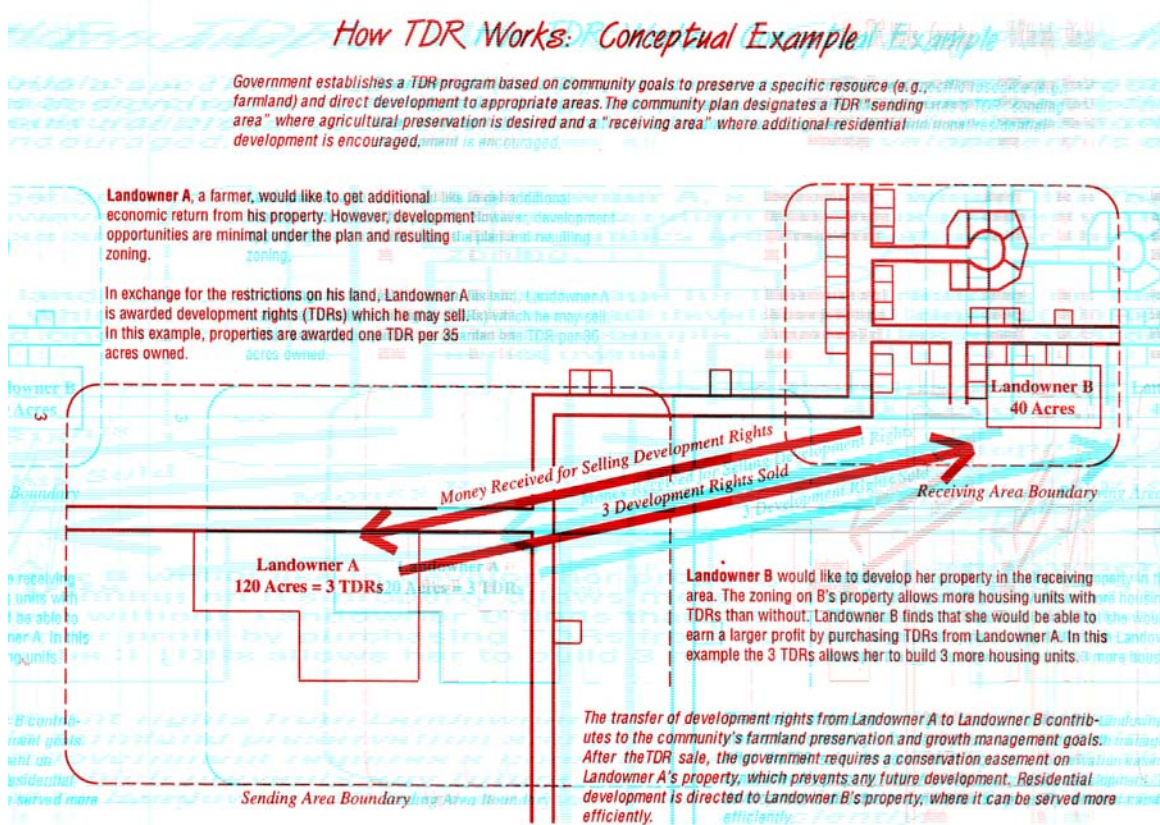
Policies and Programs:

- a. Designate most of the Town in the planned Agricultural Preservation Area (see Map 6).
- b. Follow a "one home per 35 acre" density policy within the mapped Agricultural Preservation Area, except where density transfers are allowed. The density policy is described in more detail in Chapter Four of this *Comprehensive Plan*.
- c. Direct major non-farm developments and new subdivisions away from the Agricultural Preservation Area, except if consistent with the density policy.
- d. Utilize the Town's LESA system to guide decisions on non-farm developments. The Town's LESA system is described in Attachment A.
- e. As determined by a site's LESA score, do not allow the placement of homes, driveways, and other structural non-farm uses on soil Groups I through III. Use Transfer of Development Rights (TDR) to allow off-site exercise of allowable homesites if LESA results indicate that no area of the parcel is suitable for development, based on soil quality.
- f. Through use of LESA, direct non-farm development to areas that will not create incompatibilities with surrounding farms and will not leave remnants that are difficult to farm.
- g. Promote the grouping of two or more homesites in the same general area (clustering) and the use of development design guidelines, to promote protection of rural character.

See Chapter Four of this *Comprehensive Plan* for relevant standards, and Attachment B for visual representations of rural design guidelines.

- h. Promote the placement of dwelling units on small parcels of 1 ½ to 3 acres, in order to preserve as much land as possible in open land and agricultural uses.
- i. Allow home occupations and farm family businesses on farm parcels to supplement farming income.
- j. Support farmland tax credits, use value assessments, reform in federal farm laws, and other programs that encourage the continued use of land for farming.
- k. Move forward with techniques like transfer and purchase of development rights to permanently protect large tracts of agricultural land in the Town while compensating the farmer for these protections. Figure Two on the following page illustrates the concept of transfer of development rights (TDR).

Figure 2: Transfer of Development Rights Description



Note: This figure does not describe the TDR program specifics for the Town of Roxbury. It is a conceptual example only.

C. NATURAL RESOURCE INVENTORY

Understanding the relationship between the Town of Roxbury and its natural features suggests possible locational advantages for particular land uses. It is also essential to understand the location of environmentally sensitive areas where development is not appropriate. This will prevent severe developmental or environmental problems that may be difficult or costly to correct in the future. Maintenance of these natural features is important for community appearance and the functions they perform for natural communities. Map 3 depicts the Town's environmentally sensitive areas, many of which are described in more detail below.

1. Landforms/Topography

The Town of Roxbury is situated on the eastern edge of Wisconsin's driftless area. The Town's landforms are characterized by gently rolling ground moraines made up of debris scraped up by glaciers and left behind upon melting. The slopes in this area are gentle to moderate; hilltops range from broad and rounded to steep and hilly. Elevations in most of the Town range between 990 and 1050 feet above sea level.

2. General Soils Information

Soil suitability is a key factor in determining the best and most cost-effective locations for new development. Problems that limit development on certain soils include slumping, poor drainage, erosion, steep slopes and high water tables. As defined by the United States Department of Agriculture, the soils in the Town of Roxbury are of three major soil associations:

- The *Dodge-St. Charles-McHenry* association is the predominant soil association in the Town. This association is characterized by both well-drained and moderately well-drained soils with a silt loam subsoil, and is underlain by sandy loam glacial till. Most areas of this association are cultivated, with corn, oats, and alfalfa being the most common crops.
- The *Batavia-Houghton-Dresden* association is represented in areas surrounding the Roxbury Sanitary District, in the center of the Town, and also the area surrounding Crystal and Fish Lakes. This association is characterized by both well-drained and poorly-drained, deep and moderately deep silt loams and mucks underlain by silt, sand, and gravel. These soils were formed by outwash material near streams or adjacent to glacial moraines. A large part of this association is cultivated, with corn being the most common crop.
- The *Elk mound-Stony and Rocky land-Dunbarton* association is found in the extreme southeast portion of the Town. This association is characterized by excessively well drained to well drained soils that have shallow sandy loam and silt loam subsoil. These soils are underlain at a depth of less than 40 inches by sandstone, dolomite or shale. The soils in this association are best suited for pasture, woodland, wildlife habitat, and meadow. When cultivated, they are suited for small grains and hay.

Areas of subsidence occur occasionally within the Town, particularly concentrated in the areas around Fish, Crystal and Mud Lakes. These depressions or sink holes are primarily caused by the dissolution of underlying limestone bedrock by underground water.

More specific information about soils in the Town can be found in the Soil Survey of Dane County (1978), conducted by the United States Department of Agriculture Soil Conservation Service. The suitability of the various soils in the Town for on-site waste disposal systems is described in Chapter 6, Section A(2), "On-Site Waste Disposal Facilities."

3. Drainage Basins

The Town of Roxbury is located in the Lower Wisconsin River Basin, which drains approximately 4,940 square miles of south-central and southwestern Wisconsin. The Basin is further divided into watersheds. Most of the Town lies within the Roxbury Creek watershed, with a very small portion of the Town's southeastern edge located in the Halfway Prairie Creek watershed. Subwatersheds, denoted on Map 3, further divide the Town. The northern third of the Town is within the Crystal Lake/Fish Lake subwatershed. The bulk of the remainder of the Town is within the Roxbury Creek subwatershed. A small portion of southwestern Roxbury is within the Dunlap-Marsh Creeks subwatershed. An even smaller portion in the southeast part of the Town is in the Halfway Prairie Creek and Spring Creek sub-watershed.

4. Groundwater

Groundwater resources are plentiful in the Town at both shallow and deep levels. In Dane County, water supplies are drawn from both the upper sandstone and unconsolidated aquifers, which provide water for shallow domestic wells in rural areas, and the deep sandstone (Mt. Simon) aquifer, which is a source of water for nearly all of the deep municipal wells. The water table level in the Town varies from between 800 and 900 feet above sea level (average surface level elevations in the Town range from 755 to 1,215 feet above sea level). Groundwater that is withdrawn and used in Roxbury is almost totally recharged locally from infiltration of precipitation. In areas of granular soils, the upper aquifers supplying water are susceptible to contamination from both surface and subterranean sources.

Groundwater is the source for drinking water for all of the Town's households. Its protection is critical. Information from the Dane County Regional Hydrologic Study (1996) maps the risk of groundwater contamination from surface and subsurface activities. In both cases, the most susceptible areas in the Town for contamination range diagonally in a wide swath from the southwest to the northeast, across the center of the Town. The southwest and northeast corners contain areas with higher susceptibility.

Dane County's groundwater is generally of good quality. However, there are known water quality problems in some areas due to the impacts of certain land use activities. In the County's rural areas, nitrate-nitrogen is the most common and widespread groundwater contaminant. Nitrate-nitrogen is highly soluble in water and is not appreciably absorbed in the soil; thus it can seep readily through the soil and into the groundwater. Potential sources of nitrate pollution include on-site wastewater systems, animal feedlots, livestock waste applications and facilities, sludge and septic application, lawn and agricultural fertilizers, silage juice and decaying plant debris.

Manure storage presents a major risk to groundwater. Potential pollutants from livestock wastes are nitrates, chlorides, bacteria, oxygen-demanding materials and phosphorus. Many

farm operators do not have adequate livestock waste storage facilities. During the summer, manure can be spread frequently. During the winter, however, many farms pile waste until spreading it prior to spring cultivation. Rain and snowmelt on unprotected manure stacks can generate runoff that degrades groundwater quality. Properly designed livestock waste storage facilities reduce the potential for causing groundwater pollution. As of July 1999, there were nine storage facilities in the Town of Roxbury, all constructed of concrete. These facilities are shown on Map 3. Manure storage facilities must also be monitored for pollution potential. Although regional evaluations are helpful in defining target areas in the county that are at-risk for groundwater contamination, site-specific factors are most important in determining the threat of groundwater pollution from animal waste.

Other potential sources of groundwater pollution in rural areas are solid waste disposal sites, sanitary sewers, underground storage tanks, petroleum-product transmission line leakage, spills of hazardous substances, pesticide application, salt storage and usage for road deicing, salvage and junk yards and abandoned and improperly constructed wells.

5. Stream Corridors

The Wisconsin River runs along the northwestern edge of the Town. Land in the Town adjacent to the Wisconsin River, and some areas of inland bluffs visible from the river, are included in the Lower Wisconsin Riverway. The intent of the Lower Wisconsin Riverway is to minimize visual and environmental impacts on the river. The Lower Wisconsin Riverway is discussed in further detail in Chapter 4 of this *Plan*.

Roxbury Creek runs east west through the central portion of the Town. The areas adjacent to the Creek are included as open space on Map 3 of this *Plan*.

Stream corridors often contain riparian areas, which provides valuable habitat for indigenous plants and wildlife.



6. Surface Water

Fish Lake and Crystal Lake are prominent bodies of surface water in the Town. Mud Lake is a smaller lake adjoining and to the west of Fish Lake.

Several issues surrounding Fish Lake have surfaced recently. Over the past thirty-five years, the lake level has risen eight feet. Preliminary results from a hydrology study conducted by the United States Geology Survey (USGS) state that the high water levels are due to increased snowfall totals since 1966. This has caused homes on the west side of the lake to be threatened with flooding, and Fish Lake Road to be periodically submerged. The next phase of the USGS study will involve major computer simulation models. The results of the groundwater study will be pivotal in the decision on what to do about the residences threatened by the rising lake level. The Dane County Extension has conducted a facilitated

process, dealing with issues regarding flooding, Fish Lake Park, access to Crystal Lake for fishing and boating, development in the area, and stormwater issues.

Crystal Lake has also experienced rising water levels in the past 10 to 15 years. This rising water level has eliminated winterkill of fish. This has allowed for conversion from a bullhead/minnow fishery to one dominated by pan fish and largemouth bass. Crystal Lake now rates as one of the most popular fishing spots in southern Wisconsin. In a 1999 catch and harvest survey, the number of bluegill caught on Crystal Lake was more than three times that of totals for Lake Monona. Monitoring of the bass population and restrictive size limits on pan fish may be needed to ensure an abundance of large size fish, as well as the health of the population. The change in quality of the fishery has resulted in increased use of the fishery by eagles, osprey, kingfishers, big blue and small green herons, cormorants, and other fish-eating birds.

Rising lake levels have affected the aesthetics of all three lakes. Vegetation suited to dry land is dying as the soil is saturated, and is being replaced by wetland vegetation. This change has benefited fish-eating birds and other animals that use this vegetation for habitat and feeding areas. If water levels continue to rise, the visual aesthetics of the area will continue to change.

7. Floodplains

The Federal Emergency Management Agency (FEMA) designates floodplain areas. These general floodplain delineations represent the areas potentially subject to the 100-year flood event adjacent to navigable waters. All areas of the Town subject to flooding are not necessarily reflected in mapped floodplains.

The State requires County regulation of development in floodplains. Development is strongly discouraged in flood plains, to avoid both on-site and up- and downstream property damage.

Floodplain areas in the Town are located along Roxbury Creek, Fish Lake, Crystal Lake, and the Wisconsin River. At the time of writing, FEMA and Dane County are revising the floodplain maps for Dane County and converting them to a digital format. These changes may reflect the changing conditions in the lake areas. These maps, available at the County Planning and Development Department, should be referenced for official delineation and elevations of floodplain boundaries.

8. Wetlands

Wetlands cover approximately 2 percent of the land in the Town of Roxbury. Wetlands areas are shown on Map 3. The Crane Lake Marshland, a relatively large area of wetland, is located in the east central portion of the Town, and drains to Roxbury Creek. Smaller wetlands are located in the extreme southwest corner of the Town (along Dunlap Creek), and in scattered spots throughout the Town. Wetland areas are important for aquifer recharge, groundwater and surface water quality improvement, and wildlife habitat, especially for nesting sandhill cranes and other birds. The Wisconsin DNR has identified and mapped wetlands of two or more acres in the Wisconsin Wetlands Inventory, with maps available at the County Planning and Development Department. County zoning does not permit development in these areas, if they are two acres in area or larger. Other wetlands fall under state or federal

regulations. The property owner must obtain a state or federal permit before filling may occur.

9. Woodlands

The Town contains several areas of significant woodland cover. Upland wooded areas cover about 25 percent of the Town's total land area. These areas generally coincide with areas of steep slopes, as these areas are difficult to utilize for agriculture or homesites. The most common species found in the woodlands are oak, elm, and maple. The woodlands in and around the Town are valuable contributors to the area's character and beauty. They also provide important wildlife habitat.

As of April 2000 there were 121 acres of privately owned woodland in the Town of Roxbury enrolled in the State's Forest Crop Law (FCL) Program. New enrollment in the program closed in 1986. The FCL program was designed to encourage long-term investment in private forestland and promote sound forest management practices. Parcels enrolled in the FCL program contain at least 40 acres of continuous forestland and are open to the public for hunting and fishing. Year-round homes are not allowed on these parcels.

The State's Managed Forest Land (MFL) program, designed to supercede the FCL program, was enacted in 1985. This program is available to landowners with 10 or more contiguous acres of forestland. Participating landowners must agree to a forest management plan that includes harvesting at least 80 percent of their forest area. In exchange, their land is taxed at a rate below the state average. As of April 2000, there were 503 acres of forestland in the Town enrolled in the MFL program. About 47 percent of this total acreage is open to the public for hunting, fishing, hiking, sightseeing, and cross-country skiing.

10. Steep Slopes

The Town is characterized by rolling hills separated by valleys and small plains. Steep wooded slopes provide wildlife habitat, enhance scenic beauty, and provide a natural barrier to development. As shown on Map 3, steep slopes exceeding a 12 percent grade occur quite frequently. Over one-third of the Town's acreage contains slopes greater than 12 percent, and about one of every five acres contain slopes greater than 20 percent. These areas are scattered throughout the Town. Slopes of between 12 percent and 20 percent grade present challenges for building site development. Slopes that exceed a 20 percent grade are not recommended as development sites (see policies that follow). Disturbing soils and vegetation on steep slopes can result in severe erosion and soil degradation, which can have an impact on nearby water resources, and could result in landslides, causing damage to buildings, roads, and utilities.

11. Hilltops and Ridgetops

Hilltop and ridgetop areas are important natural features that are often overlooked in comprehensive planning efforts. Hilltops and ridgetops serve to define the horizon. Large structures constructed on top of them tend to be visually prominent—especially if not blending with the area's rural-agricultural character in terms of color, material, or style. Within the Town, these features are fairly evenly distributed, but are particularly noticeable in the southwestern and eastern parts of the community.

12. Rare Species Occurrences/Wildlife Habitat

WisDNR's Natural Heritage Inventory program maintains data on the general location and status of rare, threatened, or endangered plant and animal species. This data is obtained through field inventory. Map 3 shows general areas in the Town of Roxbury that were identified in the 1999 Natural Heritage Inventory as containing rare plant or animal species. These areas are focused around Fish Lake and Mud Lake, along the Wisconsin River, and in the southwest corner of the Town. More specific information on location and type of species is available from the Prairie Bluff Eagle Council, the state's Bureau of Endangered Resources, and the Dane County Chapter of the Audubon Society.

Within the Town of Roxbury, areas of woodlands, wetlands, shoreland setback areas and open space and environmental corridors provide habitat for a diversity of wildlife. These areas are identified on Map 3, along with rare species occurrences. Of particular importance to the Town of Roxbury is the habitat of the Bald Eagle. About 125 eagles typically inhabit the Sauk Prairie Area Eagle wintering ground. Due to the presence of the hydroelectric dam at Prairie du Sac, the water just below the dam never freezes, providing a reliable opportunity for eagles to feed on fish. Critical foraging area is found on both sides of the Wisconsin River, downriver from the dam. A critical roosting area is found in the extreme northwest corner of Roxbury, in the area east of and surrounding Round Top Hill. This roosting area is identified on Map 3. Critical perching area is located along either side of the river, from the Prairie du Sac dam south. Human intrusion into foraging, roosting and perching areas can result in disruption of normal eagle activities.

13. Open Space/Environmental Corridors

Open Space/Environmental Corridors in the Town are shown on Map 3. Open Space/Environmental Corridors are continuous systems of open space that include environmentally sensitive lands, floodplains and wetlands, natural resources requiring protection from disturbance and development, such as eagle roosting areas, and land specifically designated for open space or recreational use. Within the Town, the most significant environmental corridor follows Roxbury Creek and the Wisconsin River. Environmental corridors are used in this *Plan* to address the multiple concerns of drainage, water quality, recreation, wildlife habitat, and open space.

The Ice Age Trail also runs through the Town. Although it is not classified as an environmental corridor, it is an important environmental and recreational amenity. Depending on the size of the final corridor that is chosen for the Trail, the corridor may also be utilized as a wildlife corridor and habitat resource.

14. Nonmetallic Mineral Resources

There are several areas in the Town of Roxbury used for nonmetallic mineral extraction. Larger, long-term use areas are shown on Map 6 as *Extraction and Compatible Use Area*. The Town might receive requests for new or expanded extraction sites over the planning period. Some nonmetallic mineral extraction is appropriate in the *Agricultural Preservation Areas* shown on Map 6, provided that they are properly sited, intended as a relatively short-term use (less than 20 years), reclaimed per new state and county rules, and are consistent with Town policies. New or expanded extraction sites that are intended for long-term use (more than 20 years) are appropriate for the *Extraction and Compatible Use Area*.

D. NATURAL RESOURCE GOALS, OBJECTIVES AND POLICIES

Goal: Protect the Town's important natural resources.

Objectives:

- a. Preserve streams, drainageways, floodplains, wetlands, wildlife habitat, steep slopes, the continuity of larger woodland areas, and other natural features.
- b. Protect surface water and ground water quality.
- c. Prevent future problems associated with developing land too close to natural areas.
- d. Cooperate with other units of government on resources under shared authority.

Policies and Programs:

- a. Preserve environmental and open space corridors by prohibiting new buildings in wetlands, stream banks, floodplains, shoreland setback areas and eagle feeding, perching and roosting areas (depicted as Open Space and Environmental Corridors on Map 6), and on slopes greater than 20 percent. Strongly discourage placement of new buildings on hydric soils not in wetlands (depicted as Soils with Building Limitations on Map 6). Development should also be discouraged on slopes between 12 percent and 20 percent where other more appropriate sites are available. Steep slopes, wetlands, and floodplains are shown on Map 3, and hydric soils and soil potential for basements are included in the *Dane County Map Book, Town of Roxbury (2001)*. Support the more detailed mapping of these natural resources where it is apparent that a development proposal may impact these features, existing maps are in error, or changes have occurred to the features.
- b. Preserve special landscape features, including Fish, Crystal and Mud Lakes; Wisconsin River frontage (including eagle feeding, perching and roosting areas); bluffs and hilltops; the Ice Age Trail corridor; and larger woodland habitats (see Maps 3, 4 and 6).
- c. Before approving any changes in land use, consider the impact on wildlife habitat, potential locations of rare plant and animal species, and archeological sites such as mound groups, and ensure that the land use changes meet all applicable criteria in the Town's subdivision and land division regulations.
- d. Before approving any major subdivision (5+ lots), require the submittal of an environmental assessment as required under the Town's subdivision and land use regulations.
- e. Protect and improve the quality of the surface water within the Town, particularly Fish, Crystal and Mud Lakes and Roxbury Creek.
- f. Emphasize use of natural drainage patterns, construction site erosion control, and ongoing stormwater management measures that control the quality, quantity, and temperature of water leaving any site.
- g. To protect groundwater quality, avoid the overconcentration of on-site waste disposal systems and require the submittal and implementation of nutrient and/or manure management plans for high-density agricultural operations expected to have large numbers of animals in any part of the Town.
- h. Avoid intensive development within designated groundwater recharge areas and steep slope areas to protect groundwater quality. See the *Dane County Groundwater Protection Plan* for detailed information about groundwater recharge areas within the Town.

E. CULTURAL RESOURCES INVENTORY

Preservation of historic and cultural resources fosters a sense of pride, improves quality of life, and provides an important social and cultural continuity between the past, present and future. The following sections describe the significant historic and archeological resources in the Town. Known archaeological and historical sites, identified by both local sources and state and national sources, are identified on Map 3.

1. Historic Resources

As of January 2002, there is one property in the Town of Roxbury listed in the State or National Register of Historic Places. The Kehl Winery (now the Wollersheim Winery), on State Highway 188 in the northwestern corner of the Town, was placed on the National Register of Historic Places in 1976. Included in this property are the Peter Kehl House, built in 1858, the Italianate limestone winery, built in 1859, and the limestone cellar, built in 1857. This national historic site was first selected for vineyards in the 1840's by the Hungarian Count Agoston Haraszthy. Haraszthy eventually became known as the founder of the California wine industry. After Haraszthy left, a German immigrant, Peter Kehl, took over the property and built the present buildings.

In addition to the winery, the Town has a fine collection of historic or architecturally significant buildings and sites. The State Historical Society's Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the state—such as round barns, cast iron bridges, commercial buildings, schoolhouses, and turn-of-the-century homes—that create Wisconsin's distinct cultural landscape. The AHI includes 71 documented properties in the Town of Roxbury. These properties included older houses and outbuildings, farmsteads, and barns.



The State Historical Society of Wisconsin also maintains a list of properties that have been certified as significant by the National Park Service, and determined to be eligible for listing on the National Register. This eligibility is determined in several ways. Most of the properties on this list have been determined eligible through Section 106 of the National Historic Preservation Act, which requires that all federal agencies take into account how their activities affect historic properties. Historic properties may also be found in this list that have been certified for the tax credit programs for the rehabilitation of certified historic properties. Some properties on this list have been found eligible for the National Register, but have not been placed on it due to the objection of the property owner.

There are seven properties in the Town that have been determined eligible for listing on the National Register. These include three farmsteads, a post office site, a school site, and a quarry site.

2. Archeological Resources

According to the State Historical Society and local sources, there were 10 known archaeological sites and cemeteries in the Town of Roxbury as of January 2001. This does not include all of the sites that might be present in the Town. Sites that have been identified in the Town include cemeteries (burial mounds and unmarked graves), a battlefield, cabins and homesteads, Native American community sites and burial sites.

Few of the sites reported to the Society or noted by local interested parties have been evaluated for their importance, or eligibility for listing on the State or National Register of Historic Places. As of January 2002, one Native American archeological site, the Hornung Mound Group, has been placed on the National Register of Historic Places. The Mound group is located on private land, west of the Roxbury Sanitary District, about one-quarter mile east of the intersection of County Highway Y and U.S. Highway 12. The site of the Battle of Wisconsin Heights will be placed on the National Register of Historic Places in 2002. This site is located two miles southeast of Sauk City on land owned by the Wisconsin Department of Natural Resources. On July 12, 1832, the sixty-five-year old Black Hawk and sixty Sac, Fox and Kickapoo warriors fought more than 700 soldiers, Winnebago, Menominee and Potawatomi guides to a standstill. Black Hawk's delaying tactics allowed several hundred women, children and elders to escape across the Wisconsin River. His victory was short-lived. Army soldiers caught up with his tribe on August 2nd just below the confluence of the Bad Axe and Mississippi rivers. Few of Black Hawk's 1,000-member tribe survived that massacre.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from encroachment by any type of development. Dane County ordinances require a 25-foot setback from Native American burial mounds. However, many of these sites are located on private land, and may not be viewed by the general public.

F. CULTURAL RESOURCE GOALS, OBJECTIVES AND POLICIES

Goal: Preserve Roxbury's rural, scenic, and historic character.

Objectives:

- a. Recognize that the Town of Roxbury's character is defined by large areas of agricultural land, natural areas, the "Village" of Roxbury (Roxbury Urban Service Area), and historic and archeological resources throughout the Town.
- b. Promote the "Village" of Roxbury as the Town's community center.
- c. Identify and protect unique historic and archeological areas within the Town.
- d. Protect scenic views in the Town, particularly along Highway 12 and of hills.

Policies and Programs:

- a. Emphasize the value of remaining natural resource areas as focal points of natural beauty and recreation.
- b. Encourage the preservation of historically and architecturally significant structures/districts and archeological resources in the Town, such as the Hornung

- Mound Group, the core of the “Village,” and historic residences. Continue to update records and mapping to fully document these resources.
- c. Encourage new development forms that celebrate the Town’s history and agricultural heritage. Examples include grouping new residences together at the end of a driveway or road to look like an historic farmstead, incorporating existing farm outbuildings in a new development project, or promoting new building styles and materials consistent with historic styles (see also Chapter 7, “Housing and Neighborhood Development”, and Attachment B).
 - d. In largely undeveloped areas, promote use of existing topography and vegetation to screen new development from public roads, and require viewshed analyses for all major new development projects (see Attachment B).
 - e. Enhance the role of the “Village” of Roxbury as the Town’s activity hub.
 - f. Prepare a detailed neighborhood development plan for the future development, redevelopment, and preservation of the “Village.” This neighborhood plan should consider ways to increase the role of the “Village” as a community activity center, such as through a park, community events, community-serving commercial uses, and road safety improvements.
 - g. Support local festivals, fairs, farm tours, farm breakfasts, and markets that celebrate the Town’s farming heritage and rural way of life.
 - h. For the Highway 12 corridor, work with the County to limit the placement of additional billboards, communication towers, and unplanned development.

G. COMMUNITY DESIGN

Map 4, “Visual Character Analysis”, provides a broad picture of the Town’s visual features that are critical to defining its unique character for residents and visitors. The Town is characterized by three landscape personalities: The Hill Country, the Driftless Area, and the Wisconsin River corridor.

The Hill Country is the predominant upland areas of the Town, and includes scenic agricultural valleys, agricultural and wooded rolling terrain, wooded ridges, and ridge-top agriculture. This area also includes the Crane Lake Marshland, and Mud, Fish, and Crystal Lakes. The Wisconsin River Corridor comprises the northwest corner of the Town bordering the Wisconsin River, and is characterized by steep wooded terrain and bluffs shaped by the river. The southwest portion of the Town falls into the Driftless Area, and contains the long ridges and valleys which characterize areas untouched by the last glaciers. Each of these three areas raises unique issues, particularly when development is proposed. Attachment B offers some design solutions to these issues.

As is evident from Map 4, The Town of Roxbury is a predominantly agricultural community. The one notable exception, the “Village” of Roxbury, is characterized by a mix of older and newer buildings, including residences, businesses and institutional uses. Historic focal points of the “Village” include the St. Norbert’s Catholic Church, Roxbury Tavern, and the Dorf House Restaurant. Issues of community design for the “Village” of Roxbury will be considered in detail in the neighborhood plan for this area in 2002.

Map 4 also depicts features along the Highway 12 corridor through the Town of Roxbury. The corridor serves not only as an important transportation route, but also as an important “window” into the community. The highway runs through some of the best agricultural land in the Town. It is an important scenic amenity.

Views obtained while driving the corridor are both expansive, with broad areas of wooded hills, valleys, and ridge faces, and specific, that is, directed to certain special features. The corridor transitions from the Wisconsin River Corridor in the west, with its rugged bluffs and river views, to the Hill Country, with rolling, agricultural lands interspersed with woodlands. The highway largely follows a scenic agricultural valley.

As recommended in the policies, above, the Town should work with the County, adjacent communities and the Wisconsin DOT to recognize and preserve this scenic corridor. Preserving farmland throughout the corridor will serve not only to protect some of the best agricultural lands, but also to ensure that the Town retains its rural character.

H. PARKS AND RECREATIONAL RESOURCES

An inventory of parks in the Town of Roxbury is given in Chapter 6. These parks are also shown on Map 3 and Map 5. Currently, there are two County parks in the Town, and approximately 3 miles of the Ice Age National Scenic Trail are expected to run through the Town.

The Town acknowledges the importance of parks, open spaces, and other recreational opportunities to the community. These areas provide valuable outdoor activity amenities for the Town, as well as serving to protect a variety of important resources, such as wildlife habitat and native fauna. Opportunities for activities that are currently available, such as hiking, eagle watching and fishing, should be preserved. Opportunities for expanding these activities, such as identifying additional eagle observation areas and fishing accesses, should be considered. The addition of the Ice Age Trail to the Town brings the promise of additional hiking and wildlife observation. In cooperation with property owners, the Town should participate as fully as possible in the process of choosing the route of the Trail, and assuring that the possible trail areas are kept viable.

A variety of issues are important in choosing lands for inclusion in State, County, or private recreation land. Since most of the land in the Town is currently designated for agriculture, converting land to park, open space or recreational use will have an impact on farming. Other impacts include affecting community character and neighbors' lifestyles. More recreational uses are also associated with additional support facilities, such as businesses that provide services associated with the recreational use. For instance, designating a park in the Town as suitable for trail riding might encourage an associated business nearby that might provide tack, feed, or arranged trail rides.

The Town wishes to participate fully in the process of identifying, planning for, and acquiring these lands, to ensure that the interests of all stakeholders in the Town are fully represented. To that end, the Town encourages all agencies (public and private) that are involved in acquiring park, recreation, and open space areas within the Town to consult with the Town before purchasing land or converting it away from agricultural use.

I. PARK AND RECREATIONAL GOALS, OBJECTIVES AND POLICIES

Objectives:

- a. Acknowledge the importance of parks, open spaces, and recreational areas to the community.
- b. Preserve and enhance park, open space, and recreational opportunities that are currently available within the Town.
- c. Work with others to plan for new park, open space, and recreational opportunities.

Policies and Programs:

- a. Work with the County and State on proposals for additions to the current County parks and opportunities for new parks in the area, encouraging them to consider the full impact of such uses on agriculture, community character, and neighborhood land owners.
- b. Encourage non-profit agencies and others who may seek to acquire property in the Town for resource conservation to work with the Town in the process.
- c. Require private property owners to consult with the Town before considering changing the use of their land from agricultural to private recreational uses.

CHAPTER FOUR: LAND USE

This chapter of the *Plan* contains a compilation of background information, goals, objectives, policies and recommended programs to guide the future preservation and development of public and private lands in the Town of Roxbury. Map 5 shows existing land uses and Map 6 shows recommended future land uses over the 20 year planning period, and provides other related land use data and analysis as required under §66.1001, Wisconsin Statutes.

A. EXISTING LAND USE

An accurate depiction of the Town's *existing* land use pattern is the first step in planning for a desired *future* land use pattern. The Town's consultant conducted an inventory of the Town's existing land uses using data from Dane County, aerial photography, spot field checks, and consultation with Town representatives.

1. LAND USE MAP CATEGORIES

Map 5 divides *existing* land uses in the Town of Roxbury into several categories:

1. **Agriculture:** land used primarily for farming, farmsteads and support activities, and limited single-family residential development, generally with densities at or below 1 dwelling per 35 acres;
2. **Woodlands:** privately-owned forest land, in certain cases including single-family residential development generally with densities at or below 1 dwelling per 35 acres or private recreational uses;
3. **Rural Lands/Vacant:** privately-owned vacant and undeveloped lands, predominately not in agricultural or woodland use;
4. **Recreation:** publicly- or privately-owned lands designated as county parks and recreation areas, town parks, or other recreational facilities;
5. **Surface Water:** lakes, rivers and perennial streams;
6. **Rural Single Family Residential:** single family residential development, with lot sizes between 1 and 35 acres in size (a density of between 1 dwelling unit per acre and 1 dwelling unit per 35 acres), and served by on-site waste disposal systems;
7. **Urban Single Family Residential:** single-family residential development, generally at densities up to 4 dwelling units per acre, and served by public sanitary sewer systems;
8. **Two Family Residential:** two-family and attached single-family residential development, generally at densities up to 8 dwelling units per acre;
9. **Mixed Residential:** a variety of residential units (including mobile home parks) at densities averaging above 8 dwelling units per acre;
10. **General Business:** indoor commercial, office, institutional, and controlled outdoor display land uses, with moderate landscaping and signage;
11. **General Industrial:** indoor industrial land uses and controlled outdoor storage areas, with moderate landscaping and signage;
12. **Landfill/Extraction:** sites in current use as a landfill, along with quarries, gravel pits, clay extraction, peat extraction and related land uses;
13. **Institutional:** large-scale public buildings, hospitals, and special-care facilities. Small institutional uses may be permitted in other land use categories

2. EXISTING LAND USE PATTERN AND ZONING

A vast majority of the Town of Roxbury remains in open space uses. Most of the land is shown as *Agriculture* in Map 5, with scattered areas of *Woodlands* and *Rural Lands/Vacant*.

The Town's farm and non-farm residences, most identified by small black squares on Map 5, are dispersed throughout the community—generally along Town and County roads. Clusters of residential development are located in the Roxbury Sanitary District, and in the triangle formed by U.S. Highway 12, County Highway Y and State Highway 78. Development in the Sanitary District is generally fairly compact, with fairly small lots, following a linear road pattern. This development has grown as an extension of a rural crossroads. The so-called “triangle” area along the western border of the Town is characterized by larger lots and less regular street patterns, such as cul-de-sacs and curvilinear streets. Smaller clusters of very large-lot residential development are located south the Sanitary District, to the north and south of U.S. Highway 12. Small clusters of smaller-lot, relatively intensive residential development are located just south of Crystal Lake, along the Wisconsin River on the extreme northwest edge of the Town, and just south of U.S. Highway 12 in the extreme southeast corner of Town. An area of old lakefront cottages lines the western shore of Fish Lake, consisting of small homes on long, narrow lots. These lots have been susceptible to flooding.

The following is a list of subdivisions in the Town of Roxbury, and their general locations:

- Balmoral Estates—Section 18, on south edge of “triangle” formed by U.S. Highway 12, State Highway 78 and County Highway Y.
- Black Hawk Highlands—Section 18, centered in the “triangle”; access from U.S. Highway 12.
- Burr Oak Estates—Section 7, northeast of U.S. Highway 12, west of State Highway 188.
- Privett Road subdivision—Section 7, north of “triangle”, between U.S. Highway 12 and State Highway 188.
- Bolton Road subdivision—Section 18, south end of “triangle”; access from State Highway 78 and County Highway Y.
- Carleton Woods—Section 18, central in triangle; access from U.S. Highway 12.
- Country Side Estates—Sec. 18, central in triangle; access from U.S. Highway 12.
- Crystal Lake Estates—Section 2, South of Crystal Lake.
- Fish Lake subdivision—Section 3, West of Fish Lake.
- Schoon Place—Section 21, South of the “Village” of Roxbury.
- Wexford Acres—Sections 29 and 28, north of U.S. Highway 12 and Herbrand Road.
- Woodland Acres—Section 36, south of U.S. Highway 12.

General Business uses are located in the center of the Roxbury Sanitary District, as well as in small parcels along U.S. Highway 12. *Institutional* uses are located in and near the Roxbury Sanitary District. Small areas of *General Industrial* uses are near State Highway 188 in the extreme northwest of the Town, at the corner of County Highway KP and U.S. Highway 12, and near the corner of Mack Road and Inama Road.

Table 6 provides an estimate of the acreage within each existing land use category in the Town of Roxbury in the year 2000.

The following zoning districts are currently mapped within the Town of Roxbury:

- *Agricultural Districts:* A-1 Exclusive Agriculture, A-2 Agriculture, and A-3 Agriculture. These districts differ in their allowed uses and minimum lot size.
- *Residential Districts:* R-1 Residence, R-1A Residence, R-2 Residence, R-3 Residence, R-3A Residence, and R-4 Residence. These districts differ in minimum lot size.
- *Rural Homes Districts:* RH-1 Rural Homes, RH-2 Rural Homes, RH-3 Rural Homes, and RH-4 Rural Homes. These districts differ in minimum lot size.
- *Commercial Districts:* A-B Agricultural Business, C-1 Commercial, C-2 Commercial, and B-1 Local Business. These districts differ in allowed uses.
- *Conservancy Districts:* CO-1 Conservancy and RE-1 Recreational. These districts differ in allowed uses.

Table 6: Town of Roxbury Existing Land Use Totals

Land Use	Acres	Percent
Agriculture	14,393	62%
Woodlands	5,576	24%
Rural Lands/Vacant	925	4%
Recreation	56	<1%
Surface Water	931	4%
Rural Single Family	321	1%
Urban Single Family	37	<1%
Two Family	1	<1%
Mixed Residential	43	<1%
General Business	12	<1%
General Industrial	4	<1%
Landfill/Extraction	104	<1%
Institutional	19	<1%
Road	663	3%
TOTAL	23,085	100%

Source: GIS Inventory, VANDEWALLE & ASSOCIATES, 2001

3. LAND DEVELOPMENT TRENDS

From 1992 to 1999, there were a total of 132 new parcels created in the Town of Roxbury—88 created through certified survey maps (“minor subdivisions” under Roxbury’s land division and subdivision regulations) and 44 created through final plats (“major subdivisions” under regulations). Nearly all of these lots were for residences, averaging about 17 lots per year. During the 1990s, the Town issued an average of 13 permits per year for new houses. Therefore, lots are being created slightly faster than homes are being built on them.

Trends in the Town’s agricultural land market are available from the Wisconsin Department of Revenue’s Fielded Sales System, which tracks sales of agricultural, forest and swamp and

waste parcels for all towns in the state. For agricultural parcels, data is collected at the time of sale and includes those parcels that will remain in agricultural uses and those parcels that are converted out of agricultural use. The system only tracks the sale of parcels larger than 35 acres. However, this data is still useful in analyzing general trends in the Town's land market.

According to data from the Fielded Sales System, there were 1,851 acres of agricultural land sold in the Town of Roxbury from 1990 to 1997. On average, an acre of agricultural land in the Town sold for \$1,282. Of the 1,851 acres of agricultural land that were sold, 1,559 acres (84 percent) continued in agricultural use. The remaining 292 acres were converted out of agricultural use. The average price of land that remained in agricultural use was \$1,128 per acre. The average price of land that was converted to a different use was \$2,107 per acre. Farmers in Roxbury do not believe that these figures accurately reflect current sale prices in agricultural transactions. The prices may be skewed by sales between family members, which often do not use market value as a sale price basis.

An important consideration for the Town is the number of parcels that are left to be created in planned Agricultural Preservation Areas, based on the Town's density policy. That policy allows housing at a density of one lot per 35 acres owned as of 1978. Based on a general analysis of plat maps and historic building data, it appears that roughly 487 home sites are allowed under that policy in Agricultural Preservation Areas identified within the Town's 1993 plan. As of January 2001, it appears that roughly between 111 and 158 (23 percent and 32 percent) of all available home sites (or "splits") have been used within Agricultural Preservation Areas.

B. PLANNED LAND USE

The Planned Land Use Map (Map 6) indicates recommended future land uses over the 20-year planning period and their placement within the Town. Changes in land use to implement the recommendations of this *Plan* will be at the request of property owners. This *Plan* will not compel property owners to change the use of their land. Instead, Map 6 and the policies in this chapter will guide the Town in its review of development proposals. The Planned Land Use Map categories are described in Chapter 4, Section C, below.

In general, Map 6 recommends the continuation of an agricultural land use pattern in the Town of Roxbury, focusing on preserving farmland, protecting natural resources and wildlife habitat, and conserving water and soil resources. Small areas of commercial use are planned adjacent to existing commercial uses along the Highway 12 corridor and within the Roxbury Urban Service Area. Residential uses are planned within the Urban Service Area, and within and adjacent to areas that currently contain relatively high-density residential development, such as the "triangle" area defined by U.S. Highway 12, State Highway 78 and County Highway Y. A large non-metallic mineral extraction operation is expected to continue near the river.

The Planned Land Use Map also indicates areas of the Town that are included in the Lower Wisconsin Riverway. The Lower Wisconsin Riverway Board administers a system of regulations, known as "performance standards", which are designed to protect and preserve the aesthetic integrity of all points visible from the river. The regulations are not designed to prohibit development but, rather, to control land use and development to assure consistency with the objectives of the project. The Riverway Board requires permits for construction of new buildings, modification of existing structures, placement of mobile homes construction of utility facilities,

walkways or stairways which provide access to the river, and timber harvests. For more information regarding lands in the Lower Wisconsin Riverway, refer to §30.42, Wisconsin Statutes, or contact the Lower Wisconsin Riverway Board.

Table 7 shows the acreage included in each planned land use category on the Planned Land Use Map. The categories are described in greater detail in Section C below.

Table 7: Planned Land Use Acreage Summary

Land Use	Acres	Percent
Agricultural Preservation Areas	18,462	80%
Open Space and Environmental Corridor	1,661	7.5%
Surface Water	931	4%
Extraction and Compatible Use Are	261	1%
Roxbury Urban Service Area	204	<1%
Urban Service Expansion Area	109	<1%
Rural Development Area	768	3.5%
Highway Crossroads Area	26	<1%
Road (2001 acreage)	663	<1%
TOTAL	23,085	100%

Source: GIS Inventory, VANDEWALLE & ASSOCIATES, 2001

Note: the “Soils with Building Limitations” category is not listed above because it is an overlay planning category. Most of these areas are within the Agricultural Preservation Area.

C. LAND USE GOALS, OBJECTIVES AND POLICIES

1. General Goal: Promote a future land use pattern consistent with the Town’s existing character.

Objectives:

- a. Promote a desirable and compatible mix of rural land uses.
- b. Plan for a sufficient supply of land uses to meet Town objectives.
- c. Keep non-farm development densities in planned agricultural areas low.
- d. Direct new development in and around areas of existing development.
- e. Emphasize high quality and style compatibility in new development projects.
- f. Minimize the visual impact of new development on the landscape.

Policies and Programs:

- a. When making detailed land use decisions, follow the land use recommendations mapped and described in this *Comprehensive Plan* (see Map 6).
- b. Assure that incompatible land uses are not located close to one another, and require appropriate separation and screening.

- c. Promote grouping or clustering of allowable development sites to preserve farmland, protect other natural resources, and reduce development visibility. The “Housing and Neighborhood Development” chapter of this *Comprehensive Plan* contains more detailed development siting standards.
- d. Direct development into the Roxbury Urban Service Area and limited Rural Development Areas as a way to relieve a certain amount of pressure to develop in Agricultural Preservation Areas.
- e. Use standards for building site design, commercial building architecture and materials, commercial landscape design, signage, and lighting to be applied to new development projects. The “Economic Development” chapter of this *Plan* contains recommended standards.
- f. Do not allow changes in zoning that would permit development on a parcel of land within the Town in advance of a specific development proposal for the parcel. Instead, require the submittal and detailed understanding of a specific development proposal before approving the rezoning of land to the appropriate development-based zoning district. For “major subdivisions” (5+ lots), a sketch plan as described in the Town’s subdivision and land division regulations is required. For wireless telecommunications facilities, a pre-application meeting with the Town is recommended before the applicant contacts the County Planning and Development Department.

2. Agricultural Preservation Area (as shown on Map 6)

Objective:

The Agricultural Preservation Area is established and mapped on Map 6 to preserve productive agricultural lands in the long-term, protect existing farm operations from encroachment by incompatible uses, promote further investments in farming, and maintain farmer eligibility for incentive programs. This planned land use category focuses on lands actively used for farming and/or with productive agricultural soils and topographic conditions suitable for farming. As mapped, this designation also includes scattered open lands and woodlots, farmsteads, agricultural-related uses, and limited single-family residential development at densities at or below one home per 35 acres (except where transfers are permitted). A-1 Exclusive Agriculture is the preferred zoning for most lands in the Agricultural Preservation Area planned land use designation.

Policies and Programs:

- a. Use the LESA system to guide placement of development within the Agricultural Preservation Area. The LESA system is described in Chapter 3, in detail in Attachment A. [**Note:** This attachment is technically not a part of the *Comprehensive Plan* document. It is being included with the *Plan* document to provide a total picture of Roxbury’s policies regarding land use].
- b. Within the Agricultural Preservation Area, limit new development to a density of **one residential dwelling unit per 35 acres** held in single ownership as of July 26, 1978.
- c. The following sub-policies guide the **interpretation** of the “one residential dwelling unit per 35 acres” policy:
 1. **Data Sources and Definitions:** The 1979 Land Atlas and Plat Book for Dane County published by Rockford Map Publishers, Inc. should be used as a guide to the

ownership and configuration of land as of July 26, 1978, unless the Town or applicant is able to develop more detailed legal information on ownership as of that date. Parcel size should be based on the net acres owned, determined using the most accurate source of net parcel size information available, with Dane County digital parcel data being the preferred source in the event of disagreement. The following definitions are applicable:

- a. A “parcel” is defined as contiguous land held in single ownership.
 - b. A “lot” is as defined in the Town of Roxbury land division and subdivision regulations.
 - c. “Net acres” are defined as the number of acres in a parcel of land excluding streets and railroad rights-of-way, but including land under navigable waterways.
 - d. “Single ownership” is defined as any combination of lands singly owned by one individual, jointly owned by a married couple including that individual, or owned by a partnership or corporation in which the individual was a member.
 - e. “Contiguous single ownership” is defined as all parcels under single ownership on July 26, 1978 that share a common boundary (including lands in the Open Space and Environmental Corridor Area). A public road, navigable waterway, or connection at only one point should not be considered to break up contiguity.
2. **Contiguity of Ownership Generally Required:** Except as may be allowed under sub-section 3 below, the number of dwelling units permitted shall be based on the acreage of net contiguous single ownership as of July 26, 1978.
3. **Limited Transfers Between Parcels Allowed:** Transfers of permitted dwelling units between any two or more contiguous or non-contiguous Agricultural Preservation Area parcels within the Town of Roxbury may be allowed. Transfers will be allowed between parcels under single ownership or parcels owned by different parties. All of the following conditions must be clearly met for the transfer to be allowed:
- a. The soils of the parcel to which the dwelling units are to be transferred cannot be within the LE soil group I, II or III, as determined through a LESA analysis, AND
 - b. The parcel to which the dwelling units are to be transferred must be less suitable for agricultural use than the parcel(s) from which the dwelling units are to be transferred, as determined through the LESA analysis, AND
 - c. The overall development density of the parcel to which the dwelling units are to be transferred shall not, following the transfer, exceed four dwelling units per 35 acres of land under contiguous single ownership as of July 26, 1978, AND
 - d. The parcel(s) from which the dwelling units are proposed to be transferred must clearly have a sufficient number of dwelling units left to transfer under the Town’s density policy, AND
 - e. Prior to the rezoning becoming effective, a deed restriction must be added to the deeds of all affected parcels (including appropriate July 26, 1978 parcels not

- directly included in the transfer) restricting further development to the extent that fair application of the density policy suggests (see sub-policy 8), AND
- f. The proposed development must meet all **development siting standards** in the “Housing and Neighborhood Development” chapter of this *Comprehensive Plan* and obtain a satisfactory LESA score, as defined in Attachment A, AND
 - g. The Town shall notify all owners of property adjacent to or across a public street from the parcel to which the dwelling units are to be transferred of a public hearing on the proposal at the Town level.
4. **Rounding:** The Town will calculate the number of permitted dwelling units by taking the total net acreage of all affected properties in contiguous single ownership as of July 26, 1978 (including portions of the parcel that were underwater) and dividing by 35 (except for parcels to which permitted dwelling units are transferred, under subsection 3). Rounding is not allowed. The maximum number of dwelling units allowed will be determined by dividing the number of net acres in contiguous single ownership as of July 26, 1978 by 35, with no consideration of fractions. For example, for a 90-acre parcel, a maximum of two dwelling units may be permitted ($90 \text{ acres} / 35 = 2.57 = \text{truncate to } 2$).
 5. **Farm Residences:** All farm residences on July 26, 1978 parcels shall be considered one dwelling unit for the purposes of this density policy, regardless of when such residences were constructed. Any new residence for a landowner or family member earning substantial income from the farm operation shall be considered one dwelling unit for the purposes of this density policy. In other words, such houses will count against the one dwelling unit per 35 acres density policy.
 6. **Land Sales After 1978:** Changes and reconfigurations in ownership do not trigger new allotments of potential future dwelling units per the density policy. When land is sold or consolidated after July 26, 1978, the Town encourages property owners to make clear in sales contracts how many potential future dwelling units (if any) are being transferred along with the land. If provided to the Town and County with the development application, the Town will use such sales contract or similar document when considering the application. In the absence of a clearly understood sales contract or similar document, the Town may attempt to learn from all affected property owners the intent (in writing), and share that information with the Dane County Planning and Development Department. The Town Board will assume that, in the absence of a clearly understood sales contract or statement of intent, all future dwelling units in question will stay with the seller, unless the seller no longer owns enough land within the original parcel to create additional home sites under the policies and ordinances of the Town and County.
 7. **Commercial Uses:** The only permitted commercial and industrial uses in the Agricultural Preservation Area are those allowed in agricultural zoning districts and the A-B Agriculture Business District, which allows businesses that support agriculture. A farm-related business that requires rezoning away from A-1 Exclusive Agriculture will be considered the equivalent of one dwelling unit for the purpose of the density policy.

8. **Number of Dwelling Units Remaining:** Anytime a rezoning or other land use approval is granted, the Town intends, as part of the rezoning or other approval, to require that a restriction be added to the deed of the parcel indicating the amount of additional non-farm development (including new farm residences) permitted on the parcel under then-current adopted Town policies. In the event that a transfer of dwelling units between parcels in the Agricultural Preservation Area is allowed, a note shall be added to the deeds of all affected properties (including appropriate July 26, 1978 parcels not directly included in the transfer) restricting further development to the extent that fair application of the density policy suggests. All such deed restrictions shall be subject to removal or alteration only if approved by the Town Board in light of a relevant change to this *Comprehensive Plan*.
9. **Land Under Water:** A portion of a parcel that was underwater as of July 26, 1978 shall be counted for purposes of calculating the number of permitted dwelling units. Lots created from land that later became completely submerged do not count against the number of permitted dwelling units exercised.
- d. Allow pre-existing uses on parcels of less than 35 acres as of July 26, 1978 (i.e., **substandard lots** in A-1 Exclusive zoning district) to continue under the provisions of the Dane County Zoning Ordinance. Allow for a total of one new dwelling unit on all such parcels that were less than 35 acres in size as of July 26, 1978 and do not contain an existing dwelling unit. Do not allow rezonings or land divisions of such substandard lots that would result in the right to construct a total of more than one dwelling unit on the 1978 parcel, unless such parcel is not designated within an Agricultural Preservation Area on Map 6 of this *Plan*.
- e. Allow dwelling unit(s) on all vacant parcels **created through right-of-way acquisitions for the four-lane Highway 12** and remaining zoned A-1 Exclusive Agriculture **only in accordance with the density policy stated above**. The number of permitted dwelling units conferred under this *Plan*'s density policy shall not be reduced by the loss of private ownership caused by right-of-way acquisition for the four-lane U.S. Highway 12.
- f. Require a minimum lot size of 1½ acres in the Agricultural Preservation Area. Discourage lots of greater than three acres in area, except where natural features or rural character objectives suggest a larger lot size.
- g. For all new non-farm developments in the Agricultural Preservation Area utilize the **development siting standards and principles of conservation neighborhood design** included in the "Housing and Neighborhood Development" chapter of this *Comprehensive Plan*.
- h. Prohibit the development of **major subdivision plats** (five or more lots within a five-year period) within the Agricultural Preservation Area, except where such development will be consistent with the density policy. For example, a landowner with 200 acres in the Agricultural Preservation Area is permitted to create five homesites under a "one dwelling unit per 35 acres" calculation. This *Plan* recommends that these five lots be clustered to one portion of the property so the remainder of the land can be used for farming. To create such a cluster within a period of five years, a major subdivision preliminary and final plat would be required.
- i. Do not allow **duplexes or multiple-family residences** in the Agricultural Preservation Area.

- j. Encourage **Small Acreage Farming** in appropriate areas where residential development is planned in close proximity to agricultural uses. Small Acreage Farms generally require less space than traditional farms, and therefore may be better able to blend with residential development by exhibiting less noise, smell, and other characteristics of traditional farming that can cause conflicts. These farms can function as a buffer between more intense farming operations and residential areas, and can provide an educational component and an opportunity for people in the community to purchase food grown in the Town. Examples of uses that might be included as **Small Acreage Farms** include fruit and vegetable farming, seed farms, rootstock and bulb farms, and small equine operations.
- k. Consider **conditional use permit applications for non-metallic mineral extraction sites** provided that:
 - 1. All policies for the “Extraction and Compatible Use Area” below are followed, AND
 - 2. The extraction site and any associated buildings are not located on soils within the LE soil groups I-V range, as calculated by LESA analysis, AND
 - 3. All driveways associated with the extraction site do not bisect farm fields and do not cross soils within the LE soil groups I-III range, AND
 - 4. The land will be restored to the historic use or another appropriate use following a pre-defined period of extraction, AND
 - 5. The establishment, maintenance or operation of the conditional use will not be substantially detrimental to or endanger the public health, safety, comfort or general welfare, AND
 - 6. The uses, values and enjoyment of other property in the neighborhood for purposes already permitted shall be in no foreseeable manner substantially impaired or diminished by establishment, maintenance or operation of the conditional use, AND
 - 7. The establishment of the conditional use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the area.
- l. Consider applications for **wireless telecommunication facilities** using the standards in the “Economic Development” chapter of this *Comprehensive Plan*, and provided that:
 - 1. The wireless telecommunication facility and any associated buildings are not located on soils within the LE soil groups I-III range, as calculated by a LESA analysis, AND
 - 2. Driveways associated with the telecommunication facility do not bisect farm fields or cross soils within the LE soil groups I-III range.

3. Roxbury Urban Service Area & Urban Service Expansion Area (as shown on Map 6)

Objective:

The Roxbury Urban Service Area is established and mapped on Map 6 to identify all lands within the Urban Service Area, as adopted by the Dane County Regional Plan Commission (RPC), and in effect in 2001. This is the area that legally may be served by sanitary sewer

service in the Town. The Roxbury Urban Service Area is intended as the main place for concentrated housing and commercial development in the Town. It was generally sized to accommodate 20 years of anticipated growth, but has not been expanded in several years. The Urban Service Expansion Area is the area where sanitary sewer service may also be provided in the future, based on an analysis of growth projections, drainage basins, utility capacity, soils, and other factors. The Town may petition for the expansion of the Roxbury Urban Service Area into the Urban Service Expansion Area where and when appropriate.

Policies and Programs:

***Note:** The Town will prepare a detailed neighborhood plan for the Roxbury Urban Service Area and the surrounding land in 2002. The following policies may be altered, amended or deleted upon completion of this neighborhood plan.

- a. Prepare and adopt a neighborhood development plan to guide future development within the Roxbury Urban Service Area and Urban Service Expansion Area. Require development proposals (including new subdivisions) to be designed in accordance with the recommendations of that neighborhood development plan or improve upon that plan.
- b. Promote the design and layout of all development projects approved within the Roxbury Urban Service Area and Urban Service Expansion Area in a manner that does not impede the orderly future development of the surrounding area or future utility extensions.
- c. Do not “pre-zone” lands for development within the Roxbury Urban Service Area in advance of development proposals. Instead, require the submittal and detailed understanding of specific development proposals before approving the rezoning of lands to the appropriate development-based zoning districts. This may include a “sketch plan” and environmental assessment as required for major subdivisions (5+ lots) under the Town’s subdivision and land division regulations.
- d. Within the Urban Service Expansion Area, uses should be limited to mainly agricultural and open space in accordance with all policies applicable to the Agricultural Preservation Area, until such time when such land is included in the Roxbury Urban Service Area. Consider the mapping of the A-3 Agriculture zoning over lands within the Urban Service Expansion Area.
- e. Consider petitioning the RPC for the expansion of the adopted Roxbury Urban Service Area into the Urban Service Expansion Area if and when development demand dictates, a specific private development proposal is being offered, and detailed land use and utility planning has been completed for the area.
- f. Consider the following types of uses as generally appropriate within the Roxbury Urban Service Area, with additional uses considered in the neighborhood development planning process:
 1. Single family residences,
 2. Duplex residences,
 3. Small-scale multiple family residences in buildings including four-units or less,
 4. Senior citizen housing,

5. Community-serving, human scale commercial development designed primarily to serve town residents and possible tourist traffic. Highway and auto-oriented commercial uses, such as gas stations, are generally not appropriate in the Roxbury Urban Service Area,
 6. Institutional uses, such as St. Norbert's Church and the Town Hall,
 7. Recreational uses, such as parks and walking trails.
- g. Direct the placement and design of **duplexes and multiple-family housing** in keeping with the character of the small rural community and the requirements of the Roxbury Sanitary District. Rezoning will be conditionally granted, based on the site plan. The site plan will be required to allow review of street access, parking areas, and compatibility with other uses. Two-story buildings will be the maximum height considered, and four units will be the maximum allowed in any multi-family building. Landscaping of open space and parking areas will be required.
 - h. Strongly **discourage strip residential and commercial development** along existing roads and highways.
 - i. Follow the standards listed under the "Economic Development" chapter of this *Comprehensive Plan* for **commercial and institutional development proposals**.

4. Rural Development Area and Highway Crossroads Area (as shown on Map 6)

Objective:

The Rural Development Area is established and mapped on Map 6 to identify certain lands for lower density single-family residential development served by on-site waste disposal systems. Within mapped Highway Crossroads Areas, there is also potential for commercial, institutional, and recreational development serving the entire Town. The designation of lands in the Rural Development Area or Highway Crossroads Area does not imply that an area is immediately appropriate for rezoning. In fact, given service demands and a desire for controlled growth, careful consideration to the timing of zoning decisions is essential.

Policies:

- a. **Require a minimum lot size** for all new lots proposed as building sites in the Rural Development Area and Highway Crossroads Area of **1½ acres**, unless soil tests or conditions indicate more area is required to provide safe on-site treatment or a group waste disposal system is approved. Lots for residential building sites of **over five acres each are discouraged**.
- b. **Strongly discourage the rezoning of land or approval of new major subdivisions** where there are at least five years of supply of unsold rural lots in major subdivisions in the Town, or where the proposed subdivision is not contiguous to existing major subdivision development.
- c. Limit residential uses to **single-family homes** in the Rural Development Area.
- d. Require that all new lots have **frontage on a public road**, unless County subdivision regulations are altered.

- e. Design all new lots to allow for the construction of **driveways** suitable in length, width, design, and slope for emergency vehicle travel, in accordance with the Town's residential driveway ordinance.
- f. Do not allow placement of new buildings in wetlands, stream banks, floodplains, shoreland setback areas and eagle feeding, perching and roosting areas (depicted as Open Space and Environmental Corridors on Map 6), and slopes greater than 20 percent. Strongly discourage placement of new buildings on hydric soils not in wetlands (depicted as Soils with Building Limitations on Map 6). Development should also be discouraged on slopes between 12 percent and 20 percent where other more appropriate sites are available. Steep slopes, wetlands, and floodplains are shown on Map 3, and hydric soils are included in the *Dane County Map Book, Town of Roxbury (2001)*.
- g. Require that placement of **on-site waste disposal systems** meets the standards expressed in the "Utilities and Community Facilities" chapter of this *Comprehensive Plan*.
- h. Require the submittal of **stormwater management and construction site erosion control plans** for new developments in accordance with Town, County and State requirements, including the Town's erosion control ordinance.
- i. Require **parkland dedication or collect fees** in-lieu-of parkland dedication for all new residential subdivisions in accordance with the Town and County subdivision ordinances.
- j. Before the rezoning of lands for development or a formal major subdivision plat approval process, **require the property owner or developer to submit a conceptual neighborhood development plan** (sketch plan) and environmental assessment for the property, showing environmentally sensitive areas that should not be developed (wetlands, stream banks, lakeshore riparian areas, floodplains, hydric soils, soils with low or very low potential for dwellings with basements, and steep slopes), a plan for water detention and runoff, proposed land use and lot pattern, existing and proposed street patterns including connections to neighboring properties, proposed parks or recreational spaces, and a development phasing timetable. Standards for submittal of plan and environmental assessment are included in the Town's subdivision and land division regulations.
- k. In the design of new major subdivisions of 5 lots or greater, meet all requirements of the Town's subdivision and land division regulations, and use standards for achieving "**conservation neighborhood design**" to preserve rural character, protect environmental resources, promote interconnected road patterns, provide attractive development sites, and support recreational opportunities. Conservation neighborhood design techniques are described in the "Housing and Neighborhood Development" chapter of this *Comprehensive Plan*.
- l. In the design of new minor subdivisions (Certified Survey Maps) of four lots or fewer, meet all requirements of the Town's subdivision and land division regulations, and utilize the **development siting standards** included in the "Housing and Neighborhood Development" chapter of this *Comprehensive Plan*.
- m. Allow **commercial and institutional development projects** only within designated Highway Crossroads Areas (as shown on Map 6), following the standards listed under the "Economic Development" chapter of this *Comprehensive Plan*.

- n. Develop and implement a system to require developers of land within Rural Development Areas, and possibly Highway Crossroads Areas, to **acquire a certain number of development rights** from property owners in the Agricultural Preservation Area before the rezoning of Rural Development Areas shall become effective.

5. Extraction and Compatible Use Area (as shown on Map 6)

Objective:

The Extraction and Compatible Use Area is established to identify preferred areas used for long-term (generally 20+ years) mineral extraction and uses that may be compatible with such activities. It is recognized that mineral extraction sites are needed as a source of construction materials used by the community, and may also be appropriate as temporary uses (generally less than 20 years) in the Agricultural Preservation Area. The Town intends to participate in the rezoning and conditional use deliberations for such uses in coordination with the County Zoning and Natural Resources Committee.

Policies and Programs:

- a. Refer to the policies of the Agricultural Preservation Area when considering applications for development other than mineral extraction sites that may be proposed in the Extraction and Compatible Use Area.
- b. Use the following criteria when considering applications for conditional use permits or rezonings for non-metallic mineral extraction sites:
 1. Consider all relevant plan policies in the deliberation over new extraction sites, such as the area and quality of farmland to be lost in the operation. New extraction uses will not be allowed if they would substantially impair or diminish the value and enjoyment of other property in the area, impede the normal and orderly development and improvement of the surrounding property for uses permitted in vicinity, present a safety hazard, or impair significant or critical wildlife habitat.
 2. The petitioner shall submit directly to the Town copies of all project descriptions, site/operations plans, and reclamation plans required by the County Planning and Development Department.
 3. The Town shall provide for full public review of the proposal, at the expense of the proposed operator.
 4. The project shall be subject to the preparation of an erosion control plan prepared by a qualified engineer and meeting the Town's erosion and sediment control ordinance.
 5. The site shall be developed and operated according to the site/operations plan, with bonds posted to assure compliance.
 6. The date that operations are expected to cease shall be clearly expressed.
 7. Reclamation shall be addressed according to State requirements.
 8. A fee and fine structure should be developed to review and address noncompliance issues
 9. Driveway surfacing should be addressed. In general, to prevent tracking of mud onto public roads, driveways should generally be paved within a certain distance of public roads.

10. Spraying of the site and driveways will be required to control dust.
11. On-site bulk fuel storage and appropriate places for fueling of equipment (e.g., above the water table) shall be addressed to minimize the potential for groundwater contamination.
12. Access to the site will be only through points designated as entrances on the site/operations plan; such access points should be secured when the site is not in operation.
13. Hours of operation will be specified, and will be further limited if the extraction site is close to residential properties.
14. Plans for any blasting, drilling, and screening shall be made clear to the Town, and, if allowed, separate acceptable hours for these activities will be specified.
15. If blasting or drilling is requested and allowed, additional sets of standards shall be applied with relation to frequency, noise and vibration levels, notice to neighbors, pre-inspection of neighboring basements and wells, and claims procedures.
16. Commercial and industrial uses on site shall be limited to those directly related to mineral extraction, such as concrete or asphalt plants. Careful review of air and water quality impacts from such uses shall be included.
17. Unless the extraction site is very inaccessible, it shall be completely enclosed by a safety fence or maintained at a 4:1 slope (1 foot of rise for every 4 feet of distance) with no water retention on-site.
18. The Town should be listed as an “additional named insured” on the liability insurance policy, which should remain in effect until reclamation is complete. The petitioner should have to furnish a certificate of insurance before operations commence.
19. Provisions for the upgrade, repair, rebuilding and maintenance of Town roads will be included depending on the intensity of the operation and the existing condition and capacity of such roads. Posting a bond for such work will be required.

6. Open Space and Environmental Corridors and “Soils with Building Limitations” (as shown on Map 6)

Objective:

Open Space and Environmental Corridors are established to identify and protect generally continuous environmentally sensitive areas including wetlands; floodplains; the “shoreland setback area” within 75 feet of the ordinary high water mark of all rivers; streams; lakes and ponds; eagle foraging, perching and roosting areas; and public park and open space areas. Appropriate base zoning districts for the Open Space and Environmental Corridors Area planned land use designation include the A-1 Exclusive Agricultural District and CO Conservancy District. Some of these areas are also subject to County wetland or floodplain overlay zoning. The “Soils with Building Limitations” area is mapped as an overlay designation on Map 6, and includes slopes greater than 20 percent and hydric soils not in mapped wetlands, per the Dane County Soil Survey.

Policies and Programs:

- a. Where development is proposed, **determine the exact boundaries** of the Open Space and Environmental Corridors Area and Soils with Building Limitations based on the features that define those areas.
- b. Where land included in the Open Space and Environmental Corridors Area is adjacent to land in the Agricultural Preservation Area, such land in the Open Space and Environmental Corridors Area **shall count toward calculating the number of dwelling units** allowed on the overall parcel, per the Town’s density policy.
- c. **Prohibit building development** in Open Space and Environmental Corridors, and strongly discourage building development on Soils with Building Limitations.
- d. **Permit cropping and grazing** within Soils with Building Limitations and Open Space and Environmental Corridors where in accordance with county, state, and federal law.
- e. **Permit recreational activities**, such as trails, in Open Space and Environmental Corridors where compatible with natural resource protection and farmland preservation.
- f. Work collectively **with surrounding local governments**, Dane County, and the State on the protection and preservation of the Open Space and Environmental Corridors.

D. PROJECTED LAND USE DEMAND

Wisconsin Statute 66.1001 requires comprehensive plans to contain land use projections for the 20-year planning period, in five-year increments, of future residential, agricultural, commercial and industrial uses.

Land use demand projections for residential use are based on forecasts for population and housing needs made in Chapters 2 and 7 of this *Plan*, and are shown in Table 8.

Table 8: Projected Residential Land Use Demand

Additional residential development demand by year:	2005		2010		2015		2020		2025	
	Low	High	Low	High	Low	High	Low	High	Low	High
Number of additional dwellings demanded, low to high	33	36	70	103	104	157	132	208	160	262
Number of additional acres demanded, low to high	99	108	210	309	312	471	396	324	480	786

Source: Vandewalle & Associates

Much of this projected residential land use demand will be scattered in the Agricultural Preservation Area, under the Town's density policy. There is a sufficient number of unused, available "splits" in planned Agricultural Preservation Areas to accommodate this anticipated demand. Additional residential development can be accommodated within the Roxbury Urban Service Area and Rural Development Area. The amount of land forecasted for commercial development in the Town over the 20-year planning period is twenty acres or less. No industrial development demand is forecasted.

The Town of Roxbury desires to minimize the amount of land converted away from agricultural use. According to the Wisconsin Department of Revenue's Fielded Sales System, which tracks sales of agricultural, forest, swamp and waste parcels for all towns in the state, approximately 292 acres of agricultural land in the Town of Roxbury were converted out of agricultural use from 1990 to 1997 (this averages to approximately 209 acres over a five-year period). Therefore, if this trend continues, the amount of agricultural land in active use in the town would decrease by about 209 acres every five years over the 20-year planning period.

E. OTHER LAND USE ISSUES

1. Farmland Preservation Mapping Requirement

In addition to meeting the State's "Smart Growth" requirements, the Town's Planned Land Use Map (Map 6) is also intended to meet the requirements of the State's Farmland Preservation Program. Specifically, the Planned Land Use Map clearly designates Agricultural Preservation Areas, where long-term agricultural activities are recommended. The Planned Land Use Map also designates an Urban Service Expansion Area, which identifies areas where possible future development may be served by the Roxbury Sanitary District. This is equivalent to the Urban Transition District defined under farmland preservation guidelines.

The Planned Land Use Map clearly identifies areas of nonagricultural use, including mineral extraction, commercial, and residential use.

2. Existing and Potential Land Use Conflicts

Residential development in the Town has created some conflicts between newer residents and surrounding farming operations. The activities that make up the day-to-day operation of

a farm—slow farm machinery on roads, farm odors associated with the stockpiling and spreading of manure, spraying of pesticides and herbicides, livestock noise—are sometimes considered nuisances by new, non-farming neighbors. This *Plan* seeks to minimize these types of conflicts by discouraging residential development in agricultural areas and through thoughtful land use planning. More intensive residential and/or commercial activities are directed into and near the Roxbury Urban Service Area and other developed areas. This *Plan* also contains rural development guidelines, conservation neighborhood design principles, and development siting standards to help Town officials carefully site new residential development in a manner that preserves farmland, protects natural resources, and reduces visibility of development and conflict with agricultural uses.

3. Opportunities for Redevelopment

This *Plan* does not specifically identify any particular area or parcel in the Town that is in need of redevelopment. The majority of land in the Town is undeveloped. The Roxbury Urban Service Area is the only area that provides for development with sanitary sewer service. The detailed neighborhood plan for the Urban Service Area that will be prepared in 2002 may make recommendations regarding redevelopment within the Urban Service Area.

CHAPTER FIVE: TRANSPORTATION

This chapter includes a compilation of background information, goals, objectives, policies and recommended programs to guide the future development and maintenance of various modes of transportation in the Town of Roxbury. Given the Town's rural setting, the primary focus is on highways and local roads. The chapter also compares the Town's transportation policies and programs to state and regional transportation plans as required under §66.1001, Wisconsin Statutes.

A. EXISTING TRANSPORTATION NETWORK

Access is a key determinant of growth because it facilitates the flow of goods and people. The Town of Roxbury is well connected to the region through the existing roadway network. Other transportation facilities, such as freight rail, airport service, and bike and recreational trails are located in or easily available to the Town. This section describes the existing conditions of transportation facilities in the Town. Map 5 shows the existing roadways in the Town, and Map 3 shows the proposed Ice Age Trail corridor boundary.

1. ROADWAYS

U.S. Highway 12 runs diagonally through the Town from the southeast corner to the northwest. It serves as a principal arterial road. It is the main access road in the Town to the City of Madison and the Villages of Sauk City and Prairie du Sac. U.S. Highway 12 is scheduled to expand from two lanes to four lanes from the City of Middleton to the Sauk County line. The construction of the highway



through the Town of Roxbury will be done in two segments. The segment running between State Highway 19 and County Highway KP is scheduled as the first to be constructed. The new alignment is mostly off of the current alignment, which will minimize traffic interference. Construction is scheduled to begin in 2002.

State Highway 78 runs through the western part of Roxbury and provides a route to Mazomanie. State Highway 188 runs from U.S. Highway 12 near the Sauk County border, north to State Highway 60 in Columbia County. This route provides an alternate access to Prairie du Sac, and around to Lodi and Portage. These highways serve as minor arterial roads, which typically have less traffic carrying capacity, slower speeds and more frequent stops than principal arterial roads. Between 1996 and 1999, traffic volumes increased by approximately 8 percent along State Highway 188 north of U.S. Highway 12.

County Highways Y, V, and KP serve as major traffic collectors from rural land uses and distribute the traffic to the arterial system. County Highway KP runs north from the southern border of the Town to the center of Town, where it intersects with County Highway Y in the Roxbury Sanitary District. Between 1996 and 1999, traffic volumes on

County Highway KP north of U.S. Highway 12 increased by approximately 20 percent. Numerous town roads complement this major roadway network.

2. AIRPORTS

There are no airports located in the Town of Roxbury. Larger air carrier and passenger facilities are located approximately 17 miles to the southeast in Madison at the Dane County Regional Airport, with small passenger and freight service available about 10 miles south in Middleton at Morey Airport.

The City of Middleton is considering expansion to Morey Airport. The airport currently does not meet FAA minimum safety guidelines, and the associated facilities are substandard. The *Preliminary Environmental Assessment for Proposed Airport Development* (July 2001) outlines the proposed improvements and their potential effects. The preferred expansion alternative proposes relocation and extension of the primary runway to 4,000 feet, a parallel taxiway, relocation of the turf training strip, improved navigational aids, a paved aircraft parking apron, improved entrance/access roads, new terminal facilities and parking areas, expanded hangar areas, and floodplain mitigation.

The Sauk Prairie Airport is a public use airport located at County Highway PF and U.S. Highway 12 in the Town of Prairie du Sac. The runway and taxiways are leased to the Town of Prairie du Sac, which is responsible for its operation and maintenance. The Village of Prairie du Sac and Sauk County provide financial assistance. The airport has a paved, lighted runway suitable for recreational aircraft and small business aircraft. Privately owned hangars are on site, hangar lots are available for lease, outdoor airplane parking is available, and an airplane maintenance facility is on site. The owners of the airport property are currently considering expansion of the airport facilities, in cooperation with the Town of Prairie du Sac and the Village of Prairie du Sac.

3. RAIL

The Wisconsin and Southern rail line touches on the extreme western edge of Roxbury. The line runs from Madison west to Mazomanie, then north to Sauk City, continuing north to Baraboo.

4. BICYCLES AND WALKING

The Town does not have a locally designated bike route system. However, many bicyclists use Town roads for recreational purposes because of the lighter traffic volumes as compared to other areas in Dane County. According to the *Wisconsin State Bicycle Map*, County Highways Y and V, as well as Inama Road, are recommended bicycle routes in the Town of Roxbury. County Highway Y and the section of State Highway 78 between County Highway Y and U.S. Highway 12 are part of the recommended countywide bicycle route system.

State Highway 78 is the only road in the Town with paved shoulders (4 or more feet wide) to accommodate bicyclists.

There are very few sidewalks in the Town. Opportunities for walking exist along lesser-traveled roads. Sidewalks or paths may be considered in the future within the Roxbury Urban Service Area. The Ice Age Trail, once complete, will provide hiking opportunities.

5. ELDERLY AND DISABLED TRANSPORTATION

The Dane County Specialized Transportation Commission (STC) provides policy direction, helps coordinate, and oversees the administration of specialized transportation services in the County. Residents of the Town of Roxbury can take advantage of four different specialized transportation services for the elderly, persons with disabilities, and low-income persons. These services are administered by the Adult Community Services Division of the Dane County Department of Human Services (DCDHS). These programs are funded through a combination of federal, state, and county funding. DCDHS contracts with private operators to provide these services through a competitive bid process every two years. Services available to residents of the Town of Roxbury include the following:

- Older adults can participate in group services for trips to nutrition sites, senior center activities, day care centers, and shopping;
- *STS*, another group ride program, provides service to adults aged 18 or older attending work or day programs. Clients generally have a developmental disability or chronic mental illness;
- *Rideline* provides limited individualized paratransit service for employment, volunteer-related, educational, training, and medical trips;
- The *Retired Senior Volunteer Driver Escort Program* (RSVP) uses volunteer drivers to provide individual and small group rides for the elderly and persons with disabilities not using a wheelchair when other options are not available;
- Transportation can be provided to low-income persons with no other means of transportation to necessary services.

6. TRANSIT

The Town of Roxbury is not served by public transit. Several transportation options for the elderly, those with disabilities, and low-income persons through the Dane County Department of Human Services are available, as mentioned above.

7. TRUCKING AND WATER TRANSPORTATION

Trucking through the Town is accommodated through the highway network. Water transportation is primarily recreational on the Wisconsin River.

B. REVIEW OF STATE AND REGIONAL TRANSPORTATION PLANS

The following is a review of state and regional transportation plans and studies relevant to the Town. The Town's transportation plan element is consistent with these state and regional plans.

1. Dane County Land Use and Transportation Plan

The *Dane County Land Use and Transportation Plan* (1997) includes recommendations for a number of different components of the countywide transportation system designed to serve the County's development through 2020. These components include transit, bicycle and

pedestrian facilities, streets and roadways, vehicle occupancy, paratransit, rail and air transportation, parking and corridor preservation. The following are *Plan* recommendations relevant to the Town of Roxbury:

- The *Plan* identifies the Wisconsin and Southern rail line between Madison and the Village of Mazomanie as a potential long-range corridor for commuter rail service, possibly connecting to the line running between Mazomanie and Sauk City.
- The *Plan* recognizes that County Highway Y from Mazomanie to State Highway 78 have a paved or sealed shoulder, which is helpful for accommodating bicycle traffic. The *Plan* also encourages towns to develop bikeway system, route and facility plans as part of any transportation planning efforts.
- The *Plan* recommends that U.S. Highway 12 between U.S. Highway 14 and Sauk City be expanded to a 4-lane expressway, which is being completed.

2. 2000-2004 Transportation Improvement Program

The *Transportation Improvement Program for the Dane County Area 2000-2004* (TIP) provides the mechanism to list projects for federal funding. The TIP must be consistent with the region's long-range transportation plan, include all transportation projects in the metropolitan area that are proposed for federal funding, and cover at least three years of programming.

The TIP identifies U.S. Highway 12 from Madison to Sauk City as a major transportation improvement project. The TIP also calls for using a portion of the CDBG funding now available to Dane County for expanding specialized transportation services to improve access to senior and community centers for the elderly and employment centers for low-income workers.

3. Wisconsin State Highway Plan

The *Wisconsin State Highway Plan* focuses on the 11,800 miles of State Trunk Highway routes in Wisconsin. The *Plan* does not identify specific projects, but broad strategies and policies to improve the state highway system over the next 20 years. Given its focus, the *Plan* does not identify improvement needs on roads under local jurisdiction. The *Plan* includes three main areas of emphasis: pavement and bridge preservation, traffic movement, and safety.

The *Plan* identifies U.S. Highway 12 as a major "Corridors 2020 Backbone" to the state highway network.

4. Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21st Century

Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21st Century provides a broad planning "umbrella" including an overall vision and goals for transportation systems in the state for the next 25 years. This 1995 *Plan* recommends complete construction of the Corridors 2020 "backbone" network by 2005, the creation of a new state grant program to help local governments prepare transportation corridor management plans to deal effectively with growth, the provision of state funding to assist small communities in providing transportation services to elderly and disabled persons, and the development of a detailed assessment of local road investment needs.

5. Wisconsin Bicycle Transportation Plan 2020

Wisconsin Bicycle Transportation Plan 2020 (1998) presents a blueprint for improving conditions for bicycling, clarifies the Wisconsin Department of Transportation's role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. The *Plan* reports that, according to a University of Wisconsin survey conducted in August of 1998, more than one-third of all Wisconsin households included someone who took at least one bike trip in the previous week. The *Plan* map shows existing state trails and future "priority corridors and key linkages" for bicycling along the State Trunk Highway system in Wisconsin.

In 2001, the State also adopted a pedestrian policy plan, which has somewhat limited applicability for a rural town like Roxbury.

6. Dane County Bike Plan

The 2000 *Bicycle Transportation Plan for the City of Madison and Dane County* recommends bicycle facility improvements for the Madison urban area and rural Dane County. Within the Town of Roxbury, the *Plan* recommends adding or widening paved shoulders along State Highway 188 and County Highway Y to better accommodate bicycle traffic. The *Plan* recognizes the addition of a bike path or wide shoulder for biking along the new U.S. Highway 12. Most of the section of U.S. Highway 12 through the Town will have a bike shoulder. A separate bike path will be constructed beginning at Dunlap Hollow Road and continue in to Sauk City.

C. OTHER TRANSPORTATION ISSUES

1. Traffic Shortcuts

Informal commuter shortcuts can place much higher demands on local roads than they are designed to accommodate. Examples of this are on Lueth Road and Mack Road in the northwest corner of the Town, which provide a route to Prairie du Sac and Sauk City from within the Town. Commuters are also using County Highway KP and Inama Road as a shortcut between U.S. Highway 12 and Prairie du Sac. This issue is addressed through policies below.

2. Congestion Near Crystal Lake

Another high demand on local roads has been caused by the greatly increased fishing activity at Crystal Lake. Parking facilities are inadequate to contain the recreational activity, causing congestion and safety concerns on Crystal Lake Road and Mussen Road. Dane County is currently in the process of planning for additional parking in the area.

D. TRANSPORTATION GOALS, OBJECTIVES AND POLICIES

Goal: Provide a safe and efficient transportation system that meets the needs of multiple users.

Objectives:

- a. Maintain and require an interconnected road network.
- b. Coordinate transportation with land use, especially near Highway 12.
- c. Support biking, walking, and other modes of transportation.

Policies and Programs:

- a. Continue to update and implement a **Town Road Improvement Program** to provide for the upgrading of town roads.
- b. Upgrade **existing Town roads** to current standards to the extent practical when repaving or reconstructing those roads.
- c. Discourage use of Town roads for **through traffic** by considering techniques such as signage, speed zones, and weight limits.
- d. Work with Dane County on alternatives for additional parking around Crystal Lake, and consider speed zones to improve safety.
- e. Along **Highway 12**, work with the State to **prevent new direct access** points and reduce the number of private or single-use accesses wherever practical.
- f. Work with the County, adjacent communities, and WisDOT to preserve Highway 12 as a **scenic “image corridor”**, possibly through creation of a highway design overlay zoning district.
- g. Require a **minimum setback** for all buildings, parking, signs, and other improvements (aside from landscaping) of at least 50 feet along the Highway 12 right-of-way.
- h. Support access control and rural character objectives by discouraging **“side of the road” development** on main roadways.
- i. Require **interconnected new roads** in planned development areas.
- j. Require that all new roads meet the road design and layout standards in the Town’s subdivision and land division regulations.
- k. Consider a Town **road impact fee** for any new development projects that place a burden on or require the upgrading of town roads.
- l. Implement the Town’s residential **driveway ordinance**, and promote **joint driveways** to achieve public safety and rural character goals.
- m. Accommodate **bicycle traffic** on less traveled town and county roadways.
- n. Support **additional transportation options** for those without access to an automobile, including the elderly, disabled, and children.

CHAPTER SIX: UTILITIES AND COMMUNITY FACILITIES

This section of the *Plan* contains a compilation of background information, goals, objectives, policies and recommended programs to guide the future maintenance and development of utilities and community facilities in the Town of Roxbury, as required under §66.1001, Wisconsin Statutes.

A. EXISTING UTILITIES AND COMMUNITY FACILITIES

1. SEWER AND WATER SUPPLY

The Town of Roxbury does not provide municipal water service. All residents receive their water via private wells. The Roxbury Sanitary District provides sanitary sewer service within developed parts of their Urban Service Area, which is shown on Map 7. The District currently provides sanitary sewer service to 95 residences.

The District first provided service in 1958. A new treatment plant was installed in 1999. The treatment plant is located about one-half mile north of the Sanitary District, east of Inama Road. The system currently treats an average of 20,000 gallons per day, with a capacity of 42,000 gallons as it is currently built. The system utilizes an open design, which means that additional treatment cells can be added to increase capacity. With the amount of land that is currently owned by the District, additional cells could be added to increase treatment capacity to more than 80,000 gallons per day. With the purchase of more land, more cells could be added to further increase capacity. However, expansion will likely not be required over the 20-year planning period.

Treated water is discharged to Roxbury Creek. There are no health and safety concerns with the system at the current time. However, most of the mains in the system were installed in the 1950's. Much of this material will eventually need be replaced, although no timetable for replacement has been developed.

2. ON-SITE WASTE DISPOSAL FACILITIES

The disposal of domestic and commercial wastewater in the Town of Roxbury is handled through the use of individual on-site wastewater disposal systems, often referred to as septic systems, which generally discharge the wastewater to underground drainage fields. According to the 1990 census, 455 of the Town's 545 housing units (83.5 percent) were served by on-site wastewater disposal systems. Many of the Town's existing systems were installed prior to 1970, when standards for on-site systems began to be strengthened and upgraded.

The Wisconsin Department of Commerce (COMM) regulates the siting, design, installation, and inspection of most private on-site sewage systems in the state. In 2000, the state adopted a revised private sewage system code called COMM 83. This revised code allows conventional on-site systems and alternative systems, such as those that employ biological or chemical treatment. There are six types of on-site disposal system designs authorized for use today: conventional (underground), mound, pressure distribution, at-grade, holding tank, and sand filter systems. In some cases, alternative waste disposal systems can be used in areas where conventional systems are not feasible due to unsuitable soil conditions. In Dane County, the Department of Human Services (County Sanitarian) administers the county's private sewage system ordinance. The ordinance requires owners of all septic systems to have the systems inspected and, if necessary, pumped every three years. In 2001, Dane County updated the county ordinance to respond to COMM 83. Notable for the Town is a

provision that alternative waste disposal systems may only be allowed in a town if that town has assessed the affected property for ongoing system maintenance and monitoring.

Map 7 shows soil suitability for on-site wastewater disposal systems in the Town of Roxbury. The suitability classifications (from least to most suitable) are derived from the Dane County Land Conservation Department's Land Evaluation System. In general, there is a high probability that a conventional system could be used in areas identified on Map 7 as "most suitable". As areas move toward the "least suitable" end of the spectrum, the probability increases that mound or alternative treatment technologies would have to be used. As areas approach the "least suitable" classification, it becomes unlikely that any type of system would be considered acceptable. Classifications are based on average slope, depth to soil saturation, average depth to bedrock, and flooding potential. Soils categorized as marsh, alluvial, water, gravel, or stony are classified as "least suitable" for any type of on-site disposal system development.

According to Dane County's 1999 *Groundwater Protection Plan*, research and information from Wisconsin and neighboring states suggests that there is a low probability of significant groundwater pollution associated with on-site sewage disposal systems where housing densities are less than one house per two acres. There is a high probability of groundwater pollution where homes are located at densities greater than one house per one acre.

According to the Dane County Department of Human Services, three subdivisions in the Town of Roxbury have had documented problems with on-site septic systems: Bal-Mor Estates, with five problems, Blackhawk Highlands with one problem, and Crystal Lake Estates with one problem. Problems were defined as hydraulic failures, sewage back-ups, ponding on absorption fields, and ponding in the vents. Most of the lots indicated as having problems were determined to have sufficient area of suitable soils for replacement absorption fields, which could allow the original absorption field to restore its treatment capacity.

3. SOLID WASTE DISPOSAL

Solid waste disposal sites, or landfills, are important potential sources of groundwater pollution in Dane County. In 1985, the County had 38 operational landfill sites. With the passage of stringent federal regulations in the late 1980s, many town landfills closed. Many of these older landfills were located in worked-out sand and gravel pits, or in low-lying wetland areas. These landfills sites pose a much greater risk to local groundwater quality than modern landfills because of poor location and absence of liners or advanced leachate collections systems.

Maps 5 and 6 show the one known closed landfill site located in the Town of Roxbury. The landfill is located just north and west of the Roxbury Sanitary District. To protect drinking water quality, WisDNR requires a separation of 1,200 feet (a little less than ¼ mile) between open or closed landfills and nearby private water supply wells.

Application of septage is a common recycling practice. There are two state approved septage application sites in the Town of Roxbury, totaling 167 acres. These are depicted on Map 3. Septage is a mixture of sludge, fatty materials and wastewater pumped from septic tanks and holding tanks. Septage must be handled with care in order to minimize possible public nuisance problems and avoid public health hazards. It can have a highly obnoxious odor and

a very high incidence of pathogenic organisms. Both application sites in the Town are located on land which rates as low-to-moderate risk for groundwater contamination risk from surface activities.

There is one area in the Town of Roxbury where wastewater from the vegetable canning industry is spread on land for on land for irrigation and fertilization. This area is located at the eastern edge of the Town, near County Highway V. Proper application of this wastewater allows pollutants in the discharge to be attenuated in the soil. Currently these discharges do not represent serious sources of groundwater pollution.

4. STORMWATER MANAGEMENT

Within the Town of Roxbury, stormwater management is currently handled on a case-by-case basis at the Town level. Since February 8, 1999, the Town has had an erosion control ordinance in place. The purpose of the ordinance is to promote the public health, safety, prosperity and general welfare of the citizens of the Town, and to conserve the soil, water, and related resources and control erosion and sedimentation. The ordinance covers a variety of earthmoving activities that disturb ground cover, vegetation and soil, applying onsite detention, runoff, erosion and sedimentation control regulations.

In 2001, Dane County adopted a major update to its erosion control/stormwater management ordinance. The ordinance establishes countywide standards for the quantity and quality of the water that runs off of construction sites in urban, suburban and agricultural areas. It also provides flexibility for landowners in how they meet those standards, in recognition of the unique characteristics of each project and every site. These stormwater management practices apply to all new development in the Town of Roxbury.

The purpose of the County ordinance is to set minimum requirements for construction site erosion control and stormwater management. The primary objectives of this ordinance are to:

- Promote regional stormwater management by watershed,
- Minimize sedimentation, pollutants, heavy metals, chemical and petroleum products, flooding and thermal impacts on water sources,
- Promote infiltration and groundwater recharge,
- Protect natural water courses and wetlands,
- Provide a single, consistent set of performance standards that apply to all developments in Dane County,
- Ensure no increase in the rate of surface water drainage from sites during or after construction, and
- Protect public and private property from damage resulting from runoff or erosion.

The Wisconsin DNR requires an erosion control plan and permit for all projects that disturb five or more acres of land. The landowner is required to ensure that a site-specific erosion control plan and stormwater management plan are developed and implemented at the construction site.

5. Town Hall/Garage

The Town Hall/Garage is located at 7161 Kippley Road, in the Roxbury Sanitary District. The Town has two trucks with snowplow attachments and one grader. The Town Hall building, garage and equipment are currently adequate to serve the needs of the Town. Road salt is stored in this location. No expansions or major renovations are anticipated.

6. Law Enforcement

The Dane County Sheriff's Department serves as the primary law enforcement agency to Town residents. The patrol officer serving the Town of Roxbury is stationed at a dispatch office in the Town of Middleton, at Old Sauk Road and Pleasant View Drive. These law enforcement services are considered adequate.

7. Fire Protection

By intergovernmental agreement, the Town of Roxbury is served by the Sauk City Fire Department for both fire response and EMS service. The Sauk City Fire Department operates 3 pumpers, 3 tankers, and a 20-foot rescue truck. The Town is satisfied with this arrangement. Any facility expansions or changes are the responsibility of Sauk City.

8. Library

The Town of Roxbury is served by the Dane County Public Library Bookmobile, which visits the Town Hall each Saturday. Residents also patronize the Village of Prairie du Sac Library, at 560 Park Avenue, and the Village of Sauk City Library, at 1015 Cedar Street, and the City of Lodi Library at 130 Lodi Street, due to their close proximity to the Town. Library patrons can use their Dane County Library card at any of the libraries in the seven-county South Central Wisconsin Library System.

9. Trash/Recycling Facilities

Residents of the Town receive on-site trash pickup from Tim's Trucking, LLC, on an as-desired basis. On-site recycling services are contracted on a Town-wide basis, and paid as a special charge on property taxes. No changes to these services are anticipated.

10. Wireless Telecommunications Facilities

Due to the proliferation of wireless communications, the construction of telecommunication towers is an issue that towns are addressing more and more often. According to the FCC and the Dane County Department of Planning and Development, there are three existing telecommunications towers located in the Town of Roxbury. One is near the intersection of County Highway KP and U.S. Highway 12, and two are just north of U.S. Highway 12 on Springfield Hill. One more tower has been approved for this same area. Chapter Seven of this *Plan* includes the Town's policies for review of wireless telecommunications facilities. Approved towers sites are shown on Map 5.

11. Medical Facilities

There are no medical facilities located within the Town. Residents receive medical care at medical facilities in Madison or in the Sauk Prairie area. Pending completion of the neighborhood plan for the Roxbury Urban Service Area, these facilities appear sufficient to serve Town residents.

12. Educational Facilities

The majority of school children in the Town of Roxbury attend schools in the Sauk Prairie School District. A small portion of the Town in the extreme northeast attends the Lodi School District, and another small portion in the extreme southwest attends the Wisconsin Heights School District. Parochial schools in the district include St. Aloysius, a Catholic school in Sauk City, and St. James, a Lutheran school in Prairie du Sac that provides pre-school and kindergarten. Pleasant River, a non-religious private school, is located in Sauk City.

According to the last available school census (for the school year ending June 30, 1999), there were 303 students of Kindergarten through 8th Grade age attending the Sauk Prairie School District who lived in the Town of Roxbury, and 95 high school age students. This amounted to 12.7 percent of the total K-8 Sauk Prairie School District enrollment, and 10.8 percent of the high school enrollment.

In the Sauk Prairie School District, students attend either Grand Avenue Elementary School, 225 Grand Avenue in Prairie du Sac, or Spruce Street Elementary School, 701 Spruce Street in Sauk City. All students attend Sauk Prairie Middle School, at 207 Maple Street in Sauk City, and Sauk Prairie High School, at 105 Ninth Street in Prairie du Sac. The K-12 enrollment of the district for the 1999-2000 school year was 2,560, with 226 instructors, 140 support staff, 15 administrative staff, and an operating budget in excess of \$19,000,000.

Improvements that have been made recently include additions and remodeling to the High School and Middle School in 1995-96, and an auditorium addition in 1998-99. A needs assessment completed in October 2000 shows that the High School and Middle Schools have sufficient space. The Spruce Street School is projecting a shortage of 1-2 classrooms for 2001-02, as well as a need for more space for art, English as Second Language (ESL) instruction, health services, gym, lunchroom and staff. The school also lacks adequate pickup/drop off space and blacktop play surface.

The Grand Avenue School is currently short on space for music, art, ESL, and faculty space, as well as handicapped parking. The Sauk Prairie School Board will make recommendations regarding action to be taken regarding this shortage in 2002.

The Sauk Prairie School District offers a wide variety of services through their Community Education Center. Youth programs include aquatics, sports, clubs and organizations, preschool, after school, and summer school. Adult programs include basic education, including GED and HSED classes; exercise, such as water aerobics, volleyball, basketball, and walking (school buildings are open for district residents to walk in); educational and social day trips and tours; and hobby, computer, and personal improvement classes.

13. Parks and Recreation Facilities (as shown on Map 3)

Phil's Woods, a 37 acre County Park, is located in the southwestern corner of the Town. It is named for Philip LaFollette, three-time governor of Wisconsin. This undisturbed site contains natural woods and meadows with intact flora and fauna populations and offers a view of the Baraboo Bluffs and Sauk Prairie area.

Fish Lake Park is a 3 acre County Park located on the west side of Fish Lake, and features recreational facilities including a shelter house, play equipment, picnic areas and a boat launch. *The 2001-2005 Dane County Parks and Open Space Plan* recommends considering the entire lakeshore of Fish Lake for future acquisition to better protect the resources and define the public use of the area. A 140-acre area on the east side of Fish Lake has already been acquired. The area has been named Lussier Park. This purchase was made possible by a significant donation by the Lussier Family, the Dane County Natural Heritage Foundation, the Wisconsin Department of Natural Resources, and hundreds of donors. This area was used as a resort for many years. Buildings and other infrastructure have removed from the site, and it will be restored to its natural wetlands/prairie state. The park will offer passive recreation (hiking trails).

The Ice Age National Scenic Trail is designed to showcase Wisconsin's glacial features. Over 50 miles of the proposed 1,000-mile Ice Age Trail is planned to transverse Dane County following the terminal moraine of the Wisconsin ice sheet. Approximately nine miles of this segment have already been completed. About 3 miles of the trail are planned to run through the Town of Roxbury. Map 3 shows the proposed Ice Age Trail Corridor Boundary in the southeastern part of the Town. This corridor has been adopted by Wisconsin Department of Natural Resources as the designated corridor in which to place the Ice Age Trail. Only portions of this corridor are proposed for acquisition or easements and eventual construction of the trail. Final delineation of the trail is dependent upon voluntary decisions to sell or donate land or grant easements by individual landowners.

The County is currently contemplating the purchase of the Meyer Farm, which would provide a connection of this trail over Highway 12.

As of January 2002 there are no Town-owned park facilities in Roxbury. The Town owns an historic schoolhouse, "Joint School District #3", located within the "Village" of Roxbury at 9261 County Highway Y. The schoolhouse is operated as a museum. There will be a new Town park in the "triangle" area near U.S. Highway 12.

B. UTILITIES AND COMMUNITY FACILITIES TIMETABLE

Table 9 shows a timetable for possible changes in utilities and community facilities. The Town acknowledges that this timetable may have to be revised if and when the Town petitions the Dane County Regional Planning Commission to expand the size of the Roxbury Urban Service Area.

Table 9: Utility and Community Facilities Timetable

Town Utilities & Community Facilities	Timeframe	Comments
Water Supply	N/A	All water supplied by private wells.
Waste Disposal	2010-2025	Most homes in Town have private wastewater disposal systems. The Roxbury Sanitary District currently serves 95 residences. Some mains in the system will likely need to be replaced within the 20-year planning period.
Solid Waste	N/A	All landfills in the Town are closed.
Stormwater Management	2002-2005	The Town may have to update its subdivision regulations to meet minimum County standards.
Town Hall/Garage	Beyond 2025	The Town Hall building and garage appear to meet current and forecasted needs over the 20-year planning period.
Recycling and Trash Services	Beyond 2025	The Town's recycling and trash service meets current and forecasted space needs over the planning period.
Law Enforcement Facilities	N/A	Dane County administers dispatch station in nearby community. This station meets current and forecasted needs over the 20-year planning period.
Fire Protection Facilities	N/A	The Town's fire protection services and related facilities, located in a nearby community, meet current and forecasted needs over the 20-year planning period.
Medical Facilities	N/A	Medical facilities serving the Town are located in nearby communities. These facilities appear to meet needs.
Library	N/A	The public libraries serving the Town are located in nearby communities. These libraries meet current and forecasted needs over the 20-year planning period.
Schools	N/A	No schools are located in the Town. Schools serving Town residents are working to resolve space shortages in elementary schools.
Wireless Telecommunication Facilities	N/A	Dane County regulates all wireless telecommunications facilities in the Town, with Town input in the Conditional Use Permit process.
Park & Recreation Facilities	2002 - 2005	The neighborhood plan for the Roxbury Urban Service Area may identify areas suitable for park and recreational facilities within that area.

C. UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES AND POLICIES

Goal: Provide utilities, facilities, and services that relate to resident expectations and a rural atmosphere.

Objectives:

- a. Coordinate utility and community facility systems planning with land use, transportation, and natural resources planning.
- b. Protect the Town's public health and natural environment through proper siting of on-site wastewater disposal systems and stormwater management.
- c. Work directly with the Roxbury Sanitary District on planning for that area.
- d. Promote the use of existing public facilities, and logical expansions to those facilities, to serve future development wherever possible.
- e. Coordinate with Dane County on parks and recreational facilities.

Policies and Programs:

- a. Continue to provide **basic services** for Town residents, including garbage collection, public road maintenance, snow plowing, and emergency services.
- b. Work with the **Roxbury Sanitary District** to ensure safe, cost-effective delivery of sanitary sewer service to all land development within the existing and potential future limits of the Roxbury Urban Service Area, and to determine when improvements to the wastewater treatment plant may be required.
- c. Require **stormwater management plans** meeting County and Town requirements for all projects covered under the Dane County Erosion Control and Stormwater Ordinance and the Town of Roxbury Erosion Control Ordinance.
- d. Require **erosion control plans** meeting County and Town requirements for all subdivision plats (major subdivisions), Certified Survey Maps (minor subdivisions) and other projects which disturb an area of 4,000 square feet or greater by excavation, filling, or other earthmoving activities, resulting in the loss or removal of protective ground cover or vegetation.
- e. Direct rural development away from areas with limited **suitability for on-site waste disposal systems**, as depicted in Map 7.
- f. Work with the County Sanitarian to ensure the proper approval process and placement of **new on-site wastewater systems**, and appropriate maintenance and replacement of older systems as a means to protect ground water quality.
- g. Allow the use of **holding tanks and new biological and chemical wastewater treatment** technologies only where other systems are not feasible, placement is consistent with the land use objectives of this *Plan*, and the property owner pays a special assessment on the property for monitoring and maintenance.
- h. Carefully evaluate **proposed large on-site systems, or groups of more than 10 individual on-site systems on smaller lots** (1.5 to 2 acres) in the same general area, to ensure that groundwater quality standards are not impaired. The Town may require that the property owner or developer fund the preparation of an analysis from an independent soil scientist or other related professional.
- i. Policies for park and recreational uses are included in Chapter 3.

CHAPTER SEVEN: HOUSING AND NEIGHBORHOOD DEVELOPMENT

This chapter of the *Plan* contains a compilation of background information, goals, objectives, policies and recommended programs aimed at providing an adequate housing supply that meets existing and forecasted housing demand in the Town of Roxbury. The chapter covers all of the data and analysis as required under §66.1001, Wisconsin Statutes.

A. HOUSING FRAMEWORK

This section describes the Town's predominant housing stock characteristics such as type, value, occupancy status, age and structural condition. This section also provides projected housing demand in the Town of Roxbury, describes housing development and rehabilitation programs available to town residents, describes neighborhood development recommendations, and includes a compilation of goals, objectives and policies regarding housing.

1. HOUSING STOCK CHARACTERISTICS

In 1990, there were 545 housing units in the Town. Map 5 shows the approximate location of dwellings in the Town. There were 640 housing units in the Town in 2000. Based on Town building permit information, single-family dwelling units remain the predominant type of new housing in the Town of Roxbury.

Table 10: Housing Types: 1990- 2000

Units per Structure*	1990 Units	1990 Percent	2000 Units	2000 Percent
Single Family	498	91.4%	595	93.0%
Two Family (Duplex)	14	2.6%	14	2.2%
Multi-Family	0	0%	0	0%
Mobile Home	31	5.7%	31	4.8%

Source: 1990, 2000 Census of Population & Housing; Town of Roxbury dwelling permit data

Table 11 compares other housing stock characteristics for the Town of Roxbury with the Towns of Berry and Springfield, as well as Dane County. In 2000, the Town had a vacancy rate of 5.8 percent. According to the 2000 census, seasonal, recreational, or occasional use accounts for 4.5 percent of that vacancy, leaving the "true" vacancy rate of 1.3 percent. These seasonal, recreational or occasional uses likely focus on properties around Fish Lake, Crystal Lake, and along the Wisconsin River. The percent of owner-occupied homes was 87.7 percent. The Town's median housing value in 1989 (\$73,600) was lower than the Towns of Berry and Springfield, but comparable to the County value.

There is no more current housing value information available at the town level. However, at the county level, the median sale price for a home in Dane County has increased 68 percent, from \$86,000 in 1990 to \$144,900 in 1999, according to the South Central Wisconsin Multiple Listing Service (MLS) Corporation.

Table 11: Housing Stock Characteristics

	Town of Roxbury	Town of Berry	Town of Springfield	Dane County
Total Housing Units	640	420	993	180,398
% Vacant	5.8%	2.9%	2.6%	3.8%
% Owner Occupied	87.7%	86.8%	86.0%	57.6%
Median Housing Value in 1989*	\$73,600	\$82,600	\$98,200	\$78,400

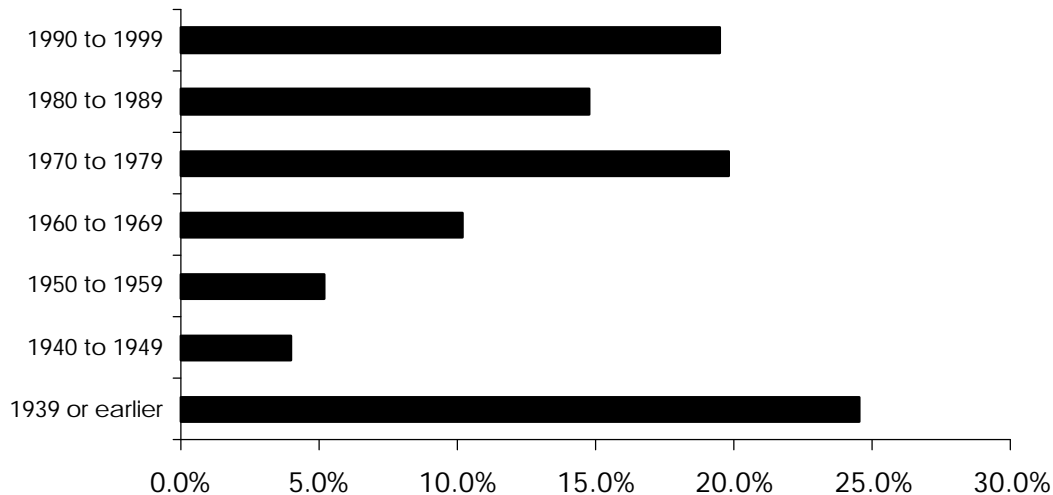
Source: U.S. Census of Population and Housing, 2000

*Source: U.S. Census of Population and Housing, 1990

2. HOUSING CONDITION AND AGE

Figure 3 illustrates the age of the Town of Roxbury’s housing stock based on the 1990 census data and more recent building permit data. The age of a community’s housing stock is sometimes used as a measure of the general condition of the community’s housing supply. Half of the Town of Roxbury’s housing stock is over 30 years old. Almost one-third of the Town’s homes were built before 1940. About twenty percent of the Town’s housing supply was built between 1940 and 1970. Over the planning period, owners of these older homes will likely be interested in rehabilitation.

Figure 3: Age of Town of Roxbury Housing as a Percent of the Total 1999 Housing Stock



Source: Vandewalle & Associates

3. PROJECTED HOUSING NEEDS

Projected future housing unit demand in the Town of Roxbury is based on population forecasts shown in Table 2, the forecasted average household size over the next 20 years as

presented in Chapter Two, and the predicted housing vacancy rate. The current housing vacancy rate of 5.8 percent is predicted to remain fairly consistent. Based on this methodology, expected housing demand in the Town is between 679 and 694 total housing units in 2005, between 715 and 747 total units in 2010, between 747 and 799 total units in 2015, between 773 and 847 total units in 2020, and between 801 and 899 total units in 2025. The Town had 640 housing units in 2000. Projected land use demand associated with the housing demand is presented in Chapter 4.

4. HOUSING PROGRAMS

The “Smart Growth” legislation requires that the Town provide a range of housing choices that meet the needs of persons of all income levels, age groups, and special needs. This subsection identifies specific programs available in Roxbury that promote such housing.

In 1998, 43 Dane County communities—including the Town of Roxbury—joined together to establish the Dane County Community Development Block Grant (CDBG) program. This new partnership was recognized by the U.S. Department of Housing and Urban Development (HUD), allowing Dane County to receive CDBG funds on an annual basis for housing, economic development, and community service initiatives that benefit low- to moderate-income residents. Approximately \$1 million annually in CDBG funds are available for eligible projects in participating communities. Eligible projects related to housing include rehabilitation, minor home repair, handicapped accessibility modifications, down-payment assistance for first-time homebuyers; and housing education, training and counseling.

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

According to WHEDA, there are no federally subsidized low-income housing units in the Town of Roxbury.

B. HOUSING AND NEIGHBORHOOD DEVELOPMENT GOALS, OBJECTIVES AND POLICIES

Goal: Encourage safe, affordable housing and neighborhoods.

Objectives:

- a. Support the provision of housing in the Town to meet the needs of persons of all income levels, age groups, and special needs.
- b. Encourage high quality construction and maintenance standards for housing.
- c. Encourage home siting in areas that will not result in property or environmental damage, or impair rural character or agricultural operations.

- d. Encourage neighborhood (subdivision) designs and locations that protect residential areas from infringement by incompatible land uses, promote connectivity of road and environmental systems, and preserve rural character.

Policies and Programs:

- a. Plan for a sufficient **supply of developable land for housing**, in areas consistent with Town wishes, at a pace consistent with recent development trends, and of densities and types consistent with the Town's rural setting (see Map 6).
- b. Promote the future development of elderly housing in the Town.
- c. Direct **most residential development** to the Roxbury Urban Service Area, which shall be the only area where duplex, multiple family, and elderly housing shall be considered. Prohibit expansions to existing mobile home parks.
- d. Consider use of **Community Development Block Grant (CDBG)** funds to provide, maintain, and rehabilitate housing for all incomes and ages.
- e. Guide housing **away from Open Space and Environmental Corridors** and Soils with Building Limitations, as depicted on Map 6.
- f. For all major subdivisions (5+ lots), require subdividers to follow the plat review and approval procedures contained in the Town's land division and subdivision regulations.
- g. Use the following **principles of conservation neighborhood design** in laying out new residential subdivisions with five lots or more (major subdivisions), where permitted:
 1. Before laying out lots, identify and map in the required sketch plan open space areas potentially worthy of preservation, including woodlots, wetlands, stream banks, lakeshore riparian areas, floodplains, hydric soils, soils with low or very low potential for dwellings with basements, slopes greater than 12 percent, and slopes greater than 20 percent, and meet all environmental protection standards in the Town's subdivision and land division regulations.
 2. Attempt to "hide" development from main roads to the extent possible through natural topography, vegetation (e.g., tree lines, wooded edges), and setbacks. Minimize placement of lots in open fields.
 3. Preserve mature trees, stone rows, fence lines, and tree lines. New buildings and driveways should be located adjacent to tree lines where available and at the edge of open fields rather than the middle.
 4. Arrange lots so that houses are not placed on exposed hilltops or ridgelines. Rooflines shall not be higher than ridgelines.
 5. Incorporate existing farm roads into subdivision design.
 6. Include interconnected network of streets meeting Town road standards, included in the subdivision and land division regulations.
 7. Design streets and lot layouts to blend with natural land contours.
 8. Design residential lots having frontage on a limited access highway (major thoroughfare) with the residence facing away from the highway, with deep lots and landscape bufferyards on the highway side to help hide development. Only in such instances will double-frontage lots generally be considered appropriate. The Town's

- subdivision and land division regulations contain standards for planting in such landscape bufferyards.
9. Discourage creation of cul-de-sacs except in limited situations, such as where topography, environmentally sensitive areas, or the pre-existing development pattern in the area necessitates their use.
 10. Integrate natural resources into the subdivision design as aesthetic and conservation landscape elements.
 11. Restore the quality and continuity of degraded environmental areas within the subdivision, such as streams and wetlands.
 12. Encourage stormwater management treatment systems that focus on Best Management Practices (BMPs) rather than conventional engineering strategies. BMPs may include overland transfer, natural landscaping to increase infiltration and reduce runoff, bio-infiltration systems, residential roof runoff directed to pervious yard areas, and maximum impervious surface ratios for development sites.
 13. Provide vegetative buffers between building sites, wetlands, and streams.
 14. Provide wide areas for public access to parks and common open spaces.
 15. Maximize preservation of common open space in the neighborhood through public dedication and/or conservation easements over open space, managed through a homeowner's association or non-profit land trust.
 16. Create pedestrian trails through common open space areas.
- h. In addition to meeting the Town's standards of the subdivision and land division regulations, apply the following **development siting standards** to all other residential developments of four lots or less (minor subdivisions) in the Town. The Town may require submittal of a site plan as per the Town subdivision ordinance showing the relationship of the proposed building(s) and lot(s) to applicable natural features prior to granting development approval. **Many of these standards are illustrated in the visual guidelines included as Attachment B.**
1. The Town's Land Evaluation and Site Assessment (LESA) system, described in Attachment A, shall be used to help guide the placement of building sites within the Agricultural Preservation Area.
 2. Within the Agricultural Preservation Area, no buildings or driveways, or other structural non-farm uses shall be placed on soils within the LE groups I-III on Map 2 of this *Plan*, as determined by the site's LESA score. Siting buildings and driveways on soils within the LE groups IV-V should be discouraged when it is possible to site these on soils with a classification of LE groups VI-VIII.
 3. Use Transfer of Development Rights (TDR) to allow off-site exercise of development rights if LESA results indicate that no area of the parcel is suitable for development, based on soil quality.
 4. Flag lots will be allowed only where advisable to achieve rural character objectives of this *Plan* (e.g., hiding of development).
 5. Buildings will be sited to minimize visibility from public roads through proper placement with respect to existing vegetation and topographic changes, retention of

- existing vegetation and topography, and/or planting of new vegetation or berming. New buildings and driveways should be located adjacent to tree lines where available and at the edge of open fields rather than the middle.
6. Buildings will not be located on top of exposed hilltops and ridgelines, and rooflines should not be higher than ridgelines. In advance of development approval, the Town may require a site visit in which the elevation of the proposed roofline is clearly presented (e.g., flagged) to demonstrate compliance with this standard.
 7. In wooded hillside areas, only enough area for the house, immediate yard, and driveway should be cut.
 8. Existing vegetation, stone rows, fence lines, and tree lines should be preserved where possible.
 9. Where existing vegetation and changes in topography would not adequately screen the development from public roads, and new plantings would be insufficient, consider arranging development sites in a pattern resembling historic farm building placements (e.g. group of houses set back from road, tree lined single drive or street, fence rows).
 10. Within the Agricultural Preservation Area, promote the use of exterior colors on new houses that minimize their visual impact by harmonizing with the natural surroundings during times when deciduous trees are in leaf.
 11. All new lots should allow for the construction of driveways suitable in length, width, design, and slope for emergency vehicle travel. New streets or driveways should be placed along existing contours, property lines, fence rows, lines of existing vegetation, or other natural features wherever possible. The LESA system evaluation of the development site should be used to help guide placement of streets and driveways. Shared driveways meeting these criteria are preferred over driveways serving a single use.
 12. Minimize the number of driveway openings onto existing public streets, instead promoting shared driveways, loop streets, or cul-de-sac streets where the number of building sites is limited. Except within the Roxbury Urban Service Area when consistent with a neighborhood plan, avoid placing multiple homesites side-by-side along existing roads with multiple driveways.

CHAPTER EIGHT: ECONOMIC DEVELOPMENT

This chapter of the *Plan* contains a compilation of background information, goals, objectives, policies and recommended programs to promote the retention and stabilization of the economic base in the Town of Roxbury. As required by §66.1001, Wisconsin Statutes, this chapter includes an assessment of new businesses and industries that are desired in the Town, an assessment of the Town's strengths and weaknesses with respect to attracting and retaining businesses and industries, and an inventory of environmentally contaminated sites. This chapter also includes design guidelines for commercial uses and wireless telecommunications facilities.

A. ECONOMIC DEVELOPMENT FRAMEWORK

This section details economic development characteristics of the Town of Roxbury. Employment and labor force data is described in Chapter Two.

1. ECONOMIC DEVELOPMENT FOCUS

This *Comprehensive Plan* must, under the Smart Growth law, "assess categories or particular types of new businesses and industries" that the Town desires. As described in earlier chapters, the Town's existing and desired economic base is focused on agriculture. The continuation and promotion of agricultural-support businesses is part of this equation.

In addition, the Town envisions limited commercial development in planned areas. Such commercial development should be directed to serving town residents and visitors, particularly to recreational opportunities in the town. These include sit-down restaurants, gift and general merchandise stores, recreation-based shops, and local services (e.g., contractors). The Town does not envision industrial (manufacturing) development for its future.

The Town's Planned Land Use map (Map 6) designates a sufficient number of sites and opportunities for the economic development focus of the Town to be satisfied over the 20-year planning period.

2. ENVIRONMENTALLY CONTAMINATED SITES

The Wisconsin DNR's Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or "brownfields," in the state. The DNR defines brownfields as "abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination." Examples of brownfields might include a large abandoned industrial site or a small corner gas station. Properties listed in the DNR database are self-reported, and do not necessarily represent a comprehensive listing of possible brownfields in a community.

As of January 2001, there was one "brownfield" site in the Town of Roxbury listed in the Bureau for Remediation and Redevelopment Trading System, and two sites containing leaking underground storage tanks. Specific locations, property ownership information, and status of remediation efforts for these sites are available from the DNR. These properties will need special attention for successful redevelopment to occur. The locations of these environmentally contaminated sites were considered when making the land use recommendations in this *Plan*. The Town promotes appropriate clean-up and reuse of these sites.

3. ECONOMIC DEVELOPMENT PROGRAMS

The Dane County Community Development Block Grant (CDBG) program funds eligible projects related to economic development, such as providing loans, business counseling and education to small businesses that are owned by or provide jobs for low- to moderate-income residents. Businesses in the Town are eligible for such funds and training.

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

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

4. STRENGTHS AND WEAKNESSES FOR ECONOMIC DEVELOPMENT

The Town's strengths in fostering its desired economic focus in the future are its productive soils, commitment to agriculture, interest in limiting non-farm development on productive soils and agricultural areas, natural and recreational resources (e.g., river, lakes, eagle roosting areas, winery), rural character, transportation access, and proximity to a large population center. The character and population growth within the "village" of Roxbury should also assist in retaining and promoting community-serving businesses there.

The Town's weaknesses in advancing its desired economic base include residential development pressures in agricultural areas, weak agricultural markets, the aging farming population, and (ironically) its good transportation access and proximity to a large population center.

The following goals, objectives, and policies attempt to capitalize on strengths and minimize weaknesses to advance the Town's economic development focus.

B. ECONOMIC DEVELOPMENT GOALS, OBJECTIVES AND POLICIES

Goal: Allow for high-quality economic development that emphasizes farming and serves Town residents.

Objectives:

- a. Focus economic development efforts on farming and farm-related businesses.

- b. Prevent unplanned, continuous strip commercial development.
- c. Do not allow intensive commercial and industrial (i.e., manufacturing) uses.
- d. Encourage rehabilitation of structures in the Roxbury Urban Service Area.
- e. Promote careful placement of wireless telecommunication facilities.

Policies and Programs:

- a. Plan for a **sufficient supply** of developable land for community-serving commercial use.
- b. Support the economic health of **production agriculture** in Roxbury.
- c. Support **other forms of agriculture**, such as vegetable and fruit farms and other small-acreage farms, research farming, community-supported agriculture, equine centers, businesses supporting hunting, fishing, and other outdoor recreational activities, and production of artisanal products such as wine and cheese. Consider ways to promote and market such farms and products, such as seminars, markets, “farm days”, and festivals.
- d. Support opportunities for **farm family businesses**, home occupations, and agriculturally related businesses to assist farm families.
- e. Prevent unplanned, continuous **strip commercial** development along major roadways, particularly Highway 12 and within the Roxbury Urban Service Area.
- f. Direct non-farm commercial development serving Town residents and potentially regional tourists into the **Roxbury Urban Service Area**.
- g. Direct a **limited amount of highway-oriented commercial development to the planned Highway Crossroad Areas** (as shown on Map 6) of Highways 12 and KP, Highways 12 and 78, and Highways 12 and 188, where commercial development already exists. This development will require careful site design and transportation planning.
- h. Require the **disclosure** of any soil or groundwater **contamination** on sites before approving commercial development proposals.
- i. Work with private landowners to **clean up contaminated sites** that threaten the public health, safety, and welfare.
- j. Use the following criteria when considering applications for conditional use permits or rezonings for **wireless telecommunications facilities**:
 1. The petitioner shall submit directly to the Town copies of all project descriptions, site plans, and engineering reports required by the County Planning and Development Department. A pre-application meeting with the Town is recommended before petitioner contacts the County.
 2. The petitioner shall submit all necessary authorizations or proofs of “no hazard” from the FAA and/or the State Bureau of Aeronautics.
 3. The Town does not intend to take action on the rezoning or conditional use permit until it receives and reviews the results of an independent engineering report and staff report from the Dane County Planning and Development Department.
 4. The Town does not intend to approve wireless telecommunication facilities that would require the installation of lighting.
 5. The Town supports co-location of multiple antennas on a single tower and the use of alternative support structures such as silos, light poles, billboards, electrical poles, and other tall structures.

6. All freestanding telecommunication towers shall be set back a minimum of 1000 feet from the right-of-way of Highway 12 to manage aesthetics in this “image corridor.”
7. Facility locations that maximize the screening of the tower structure through topography or vegetation are preferred. All support equipment and the base of the tower shall be fully screened from adjacent properties and public roads with fencing or evergreen vegetation.
8. The Town may use County zoning criteria in reviewing the application.
- k. The following policies shall guide consideration of **commercial and institutional development** proposals in the Roxbury Urban Service Area and designated Highway Crossroad Areas shown on Map 6:
 1. The Town requires submittal of a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater plan, and signage plan prior to rezoning or conditional use permit approval.
 2. All commercial and institutional developments should meet the minimum standards of all Town, County and Sanitary District ordinances and be consistent with the rural character of the Town. If one or more new lots must be created, all applicable requirements of the Town’s subdivision and land division regulations must be followed.
 3. The proposed development should not have substantial adverse effect upon adjacent property, the character of the area, or the public health, safety, and general welfare.
 4. Within the Roxbury Urban Service Area, maximum building size and height will be limited per the recommendations of the adopted neighborhood plan. The B-1 Local Business Zoning district is the preferred commercial zoning district within the Urban Service Area.
 5. Appropriate limitations preventing unacceptable future commercial or industrial uses of the site may be applied through a deed restriction, including limitations for future billboard placement.
 6. The Town encourages redevelopment of aging or obsolete commercial properties before the development of “greenfield” sites in the same area.
 7. Commercial developments in Highway Crossroads Areas will be limited to the areas mapped on the Planned Land Use map (Map 6).
 8. New lot sizes for commercial development sites shall meet the Town’s subdivision and land division regulations, and be sufficient in area to provide for both primary and secondary drainage fields, except where redevelopment sites do not allow for this.
 9. Rezoning for industrial development (e.g. manufacturing) should not be considered.
 10. High-quality signage based on the area of building frontage, road frontage, or façade area should be required. The use of monument signs should be encouraged instead of pole signs. Requests for new billboards will be carefully reviewed.
 11. Existing vegetation should be retained and high quality landscaping treatment of bufferyards, street frontages, paved areas and building foundations should be provided.

12. Intensive activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas should be oriented away from less intensive land uses.
13. Average daily vehicle trips should not exceed 1,000 trips per day, as calculated through use of Institute of Traffic Engineers data supplied by the petitioner.
14. Parking lots should be landscaped with perimeter landscaping and/or landscaped islands, along with screening (hedges, berms, trees, and decorative walls) to buffer views from public roads and residential uses.
15. Parking should be to the sides and rear of buildings wherever possible, rather than having all parking in the front.
16. Interconnected parking lots and driveways should be provided to facilitate on-site movement.
17. Loading docks, dumpsters, mechanical equipment, and outdoor storage areas should be behind buildings and complete screening of these facilities should be promoted through use of landscaping, walls, and architectural features.
18. Illumination from lighting should be kept on site through use of cut-off, shoebox fixtures. Except for security lighting, the Town will require that all exterior lighting be turned off after 11 p.m. for new commercial uses.
19. High-quality building materials, colors, and designs reflecting the Town's desired image should be required. New commercial and institutional buildings in the Roxbury Urban Service Area should reflect the historic character of the surrounding area.
20. Canopies, awnings, trellises, bays, windows, and/or other architectural details should be incorporated to add visual interest to facades.
21. Variations in building height and rooflines are desirable on larger buildings.

CHAPTER NINE: INTERGOVERNMENTAL COOPERATION

Per the requirements of Wisconsin's comprehensive planning legislation, this chapter of the *Comprehensive Plan* includes goals, objectives, policies and programs for joint planning and decision-making; incorporates by reference all plans and agreements to which the Town of Roxbury is a party under §66.0301, §66.0307, or §66.0309, Wisconsin Statutes; and identifies known existing or potential conflicts between this *Comprehensive Plan* and the plans of adjacent villages and towns, Dane County, Columbia County, Sauk County, the State of Wisconsin, and school districts.

A. EXISTING REGIONAL FRAMEWORK

The following is a description of the plans of other local and state jurisdictions operating within or adjacent to the Town of Roxbury. Following the description of each jurisdiction's plan, this section analyzes potential conflicts with the *Town of Roxbury Comprehensive Plan*. Where conflicts are apparent, a process to resolve them is also proposed.

1. VILLAGES OF SAUK CITY AND PRAIRIE DU SAC

The Villages of Sauk City and Prairie du Sac lie just across the Wisconsin River from the Town of Roxbury. The population of Sauk City in 2000 is 3,109, and the population of Prairie du Sac is 3,231. The Villages developed a mutual Comprehensive Plan in 1995, *Comprehensive Plan for Sauk Prairie*. The *Plan* makes recommendations for both short and long-term land use planning for both Villages.

The northwestern portion of the Town of Roxbury is located within the one and one-half mile extraterritorial zoning jurisdiction (ETJ) of the Villages. Under the *Plan's* "extraterritorial policies" section, it is recommended that the Villages work jointly with the Town of Roxbury to encourage sound land use planning for land located within the shared jurisdiction.

Wisconsin State Law specifies that land contiguous to a municipality and not located in an incorporated area can be annexed by petition of a majority of the electors in the area in the area to be annexed, and a majority of the landowners. A Wisconsin court decision has suggested that land can be considered contiguous if it is separated by a body of water, such as the Wisconsin River.

The 20-year urban growth boundary shown in the Sauk Prairie *Plan* does not extend into the Town of Roxbury. However, the *Plan* does state that if annexation and expansion of public utilities are extended to the east across the river, the land uses should be limited to low density residential.

The Sauk Prairie *Plan* makes recommendations regarding the land in the Town that is located within the Villages' ETJ. Unsewered subdivisions within the ETJ are discouraged, except in those areas identified by the Town as rural residential districts. Development in environmentally-sensitive areas, including steep slopes, floodplains, and key wildlife areas is also discouraged. The *Plan* recommends prohibiting through extraterritorial zoning (ETZ) new commercial development along U.S. Highway 12 in the Town of Roxbury. Also recommended is the formation of a single extraterritorial committee with representation from both villages, and the three towns in their ETJ (Roxbury, Prairie du Sac, and West Point), which would function as the review body for the ETJ area.

The Sauk Prairie *Plan* proposes a new major arterial roadway that would serve as a south bypass for U.S. Highway 12. The bypass would intercept the current U.S. Highway 12 at

State Highway 60, west of the Village of Sauk City, and then follow the River Road alignment heading east, approximately one-half mile south of the present alignment of U.S. Highway 12. The *Plan* recommends that the bypass then cross the Wisconsin River approximately one-half mile south of the existing bridge, and rejoin the present alignment of U.S. Highway 12 near its current intersection with State Highway 78. Both Villages, as well as the Sauk Prairie Chamber of Commerce, have taken formal positions supporting this bypass route.

There are two potential conflicts between the Sauk Prairie Comprehensive Plan and this Town of Roxbury Comprehensive Plan. The first potential conflict is a recommended Highway 12 bypass alignment south of Sauk City. The desired alignment as expressed in the Sauk Prairie Comprehensive Plan would likely bisect existing developed areas in the Town south of Highway 12 and west of Highway 78. Per the agreement that allowed the four-lane expansion to Highway 12 between Middleton and Sauk City to proceed, the WisDOT will not propose construction of that Bypass before 2020. However, it is possible that the Village of Sauk City could exercise extraterritorial official mapping authority before that time within the Town to limit any further development within its desired bypass corridor. Sauk County will begin a "corridor plan" for Highway 12 between Sauk City and Lake Delton in early 2002, which may lead to an official mapping (reservation) of the future highway bypass corridor. The Town of Roxbury should actively participate in any such efforts to assure that the interests of Town residents are protected.

The second potential conflict may revolve around potential future commercial development in the Town near Sauk City. Map 6 of the *Town of Roxbury Comprehensive Plan* allows for limited commercial development opportunities near existing commercial development at the intersections of Highways 12, 78, and 188. Sauk Prairie's plan suggests that all commercial development along Highway 12 in Roxbury should be prohibited, even if one or both Villages have to enact extraterritorial zoning to accomplish such a prohibition. While it should be clear that Roxbury does not want any large-scale expansion of commercial uses in these intersection areas, Sauk City and Roxbury should meet to review the recommendations of the two plans to determine if a conflict in fact exists. The two communities may ultimately decide that adoption cooperative extraterritorial zoning would be the best solution for this area (e.g., Waunakee-Westport, Windsor-Sun Prairie).

2. TOWN OF WEST POINT

The Town of Roxbury shares its northern boundary with the Town of West Point, in Columbia County. The *Town of West Point Land Use Plan* was last updated in June of 1996. The *Plan* contains specific recommendations for Crystal Lake recreation district. Expansion or increase in the number of units in existing campgrounds and resorts is discouraged, unless accompanied by modernization, removal or blighted trailers, and compliance with sanitation requirements. There are no apparent conflicts between the West Point *Plan* and the *Town of Roxbury Comprehensive Plan*.

3. TOWN OF SPRINGFIELD

The *Town of Springfield Land Use Plan*, last revised in January 1995, recommends that land use planning should be a cooperative effort with other units of government, since planning issues often transcend government boundaries. The *Plan* states that it is important to

maintain and foster a solid working relationship with the surrounding units of government. It suggests that government agencies maintain open communication with each other so that they can share their concerns on land use issues and avoid misunderstandings that often lead to adversarial relationships.

Springfield was updating its *Plan* on a similar timetable with Roxbury. At the time of writing, Springfield's updated *Plan* was consistent with and complimentary to the Town of Roxbury's *Plan*. Roxbury and Springfield should work together to promote the preservation of farmland along the U.S. Highway 12 corridor, and to plan for high-quality development in limited, planned areas along that corridor. That cooperation should include advocating that Dane County adopt a highway design overlay district for that corridor.

4. TOWN OF MAZOMANIE

The *Town of Mazomanie Land Use Plan* was adopted in the late 1970's, and updated in 1993. Mazomanie was updating its *Plan* on a similar timetable with Roxbury. At the time of writing, Mazomanie's updated *Plan* was consistent with and complimentary to the Town of Roxbury's *Plan*.

5. TOWN OF DANE

The *Town of Dane Land Use Plan* was adopted in 1981. Dane was updating its *Plan* on a similar timetable with Roxbury. At the time of writing, Dane's updated *Plan* was consistent with and complimentary to the Town of Roxbury's *Plan*.

6. TOWN OF BERRY

The *Town of Berry Land Use Plan* was adopted April 13th, 1981. Berry was updating its *Plan* on a similar timetable with Roxbury. At the time of writing, Berry's updated *Plan* was consistent with and complimentary to the Town of Roxbury's *Plan*.

7. DANE COUNTY

Dane County is contending with increasing growth pressure. The county's population in 2000 is estimated at 418,978, an increase of 51,900 (or 14.1 percent) since 1990. Most of this growth pressure is generated by employment growth throughout the region. While the overall population growth rate for the County has averaged about 1.46 percent per year since 1980, the growth rate has varied widely for each local government. Towns have grown by about one percent per year; the smaller cities and villages have grown more quickly (between two and three percent per year).

In recognition of the stress that such growth places on both natural and human systems, the *Dane County Land Use and Transportation Plan* was adopted by the County in 1997. The *Plan* advocates strong growth management, with a focus on concentrating non-farm developing in existing developed urban areas and in historic hamlet locations.

There are no known conflicts between the *Town of Roxbury Comprehensive Plan* and the adopted Dane County *Plan*.

In the early 1980's, Dane County adopted its Farmland Preservation Plan, which includes town plans as a central component.

Dane County may begin preparation of a County Comprehensive Plan in 2002. Roxbury should fully participate in this effort.

8. SAUK COUNTY AND COLUMBIA COUNTY

There are no known conflicts between the Town of Roxbury Comprehensive Plan and the various adopted plans and policies of Sauk County and Columbia County. Several of these plan documents were reviewed as part of the Town's comprehensive planning process.

9. REGIONAL PLANNING JURISDICTIONS

The Town of Roxbury is located within the Dane County Regional Planning Commission's (DCRPC) planning jurisdiction. The DCRPC is currently undergoing reorganization. The DCRPC prepares city and village plans, town plans, ordinances, and special studies at the request of local governments. The DCRPC also advises local governments on population, housing, economic development, and natural resource issues. Past DCRPC plans, studies, and data were a valuable resource in the preparation of this *Comprehensive Plan*.

The DCRPC has the function and duty of preparing and adopting a master plan for the physical development of the region. The following are the adopted plans which were part of the regional master plan at the time of writing:

- *Dane County Land Use and Transportation Plan* (adopted June 1997 as amended)
- *Dane County Water Quality Plan* (adopted June 1980 as amended)
- *Dane County Parks and Open Space Plan 2001-2005* (adopted September 2001)
- *Dane County Solid Waste Plan* (adopted October 1988)
- *Dane County Farmland Preservation Plan* (adopted October 1981 as amended)
- *Bicycle Transportation Plan* (adopted August 2000)

DCRPC staff reviewed the Town of Roxbury Comprehensive Plan before its adoption and identified that it was generally consistent with adopted regional plans. DCRPC staff did indicate that additional planning, coordination, and services may need to be considered if the Town applies for expansion to the Roxbury Urban Service Area in the future.

10. IMPORTANT STATE AGENCY JURISDICTIONS

The Wisconsin Department of Transportation's (WisDOT) District 1 office (Madison) serves the Town of Roxbury and all of Dane County. The Town should continue to maintain good relations with District 1 as planning, congestion, and safety issues arise along the U.S. Highway 12 corridor and the State Highways 188 and 78 corridors. WisDOT plans are summarized in Chapter 5. There are no known conflicts between the WisDOT plans and the *Town of Roxbury Comprehensive Plan*.

The Wisconsin Department of Natural Resources (WisDNR) provides service to the Town out of its South-central Wisconsin office located in Fitchburg. There are no known conflicts between this state agency's policies and programs and the *Town of Roxbury Comprehensive Plan*.

11. SCHOOL DISTRICT PLANS

There are no known conflicts between the *Town of Roxbury Comprehensive Plan* and the various adopted plans and policies of school districts in the area.

B. INTERGOVERNMENTAL GOALS, OBJECTIVES AND POLICIES

Goal: Develop mutually beneficial relations with nearby governments.

Objectives:

- a. Work with the Roxbury Sanitary District, other local governments, Dane County, Sauk County, school districts, and state agencies on service delivery and other issues of mutual concern.
- b. Cooperate on service delivery with adjacent communities.
- c. Stay informed and participate in County-level transportation and growth management efforts in both Dane and Sauk Counties.

Policies and Programs:

- a. Provide a copy of this *Comprehensive Plan* to all surrounding local governments.
- b. Work to resolve any differences between the *Town of Roxbury Comprehensive Plan* and plans of adjacent communities, particularly with the Village of Sauk City.
- c. Work with surrounding communities to encourage an orderly, efficient land use pattern that preserves farming and natural resources and minimizes conflicts between urban and rural uses.
- d. Promote consistent zoning standards among local and county governments in the Highway 12 “image corridor” to assure that private development is of the same high quality regardless of the jurisdiction in which it is located, in particular through working with Springfield and Dane County.
- e. Consider joint services and facilities where consolidating, coordinating, or sharing services or facilities will result in better services or cost savings.
- f. Cooperate with other units of government on natural resources, places of recreation, transportation facilities, and other systems that are under shared authority or cross governmental boundaries.
- g. Establish new approaches for growth management that help compensate landowners for additional restrictions, such as Transfer of Development Rights (TDR) or Purchase of Development Rights (PDR) programs.
- h. Fully participate in all future discussions regarding the official mapping or construction of a U.S. Highway 12 bypass around Sauk City.

CHAPTER TEN: IMPLEMENTATION

Few recommendations of this *Comprehensive Plan* will be automatically implemented. Specific follow-up actions will be required for the *Plan* to become reality. This final chapter of the *Plan* is intended to provide the Town of Roxbury with a roadmap for these implementation actions. It includes a compilation of programs and specific actions to be completed in a stated sequence, as required under §66.1001, Wisconsin Statutes.

A. PLAN ADOPTION

The *Town of Roxbury Comprehensive Plan* must be adopted in a manner, which supports its future use for more detailed decision-making. The Town has included all necessary elements for this *Plan* to be adopted as a “Smart Growth” plan under the State’s comprehensive planning statute. This has included a Town Plan Commission recommendation, distribution of the recommended *Plan* to affected local governments, a formal public hearing, and Town Board adoption of the *Plan* by ordinance.

Because this *Plan* will serve as a component of the Dane County Farmland Preservation Plan, it should also be forwarded to and approved by the County.

B. IMPLEMENTATION RECOMMENDATIONS

Table 12 provides a detailed list and timeline of the major actions that the Town should complete to implement the *Comprehensive Plan*. Often, such actions will require substantial cooperation with others, including County government and local property owners. The table has three different columns of information, described as follows:

- *Category*: The list of recommendations is divided into six different categories based on the different chapters of this *Plan*.
- *Recommendation*: The second column lists the actual actions recommended to implement key aspects of the *Comprehensive Plan*. The recommendations are for Town actions that might be considered in an annual work program, recognizing that many of these actions may not occur without cooperation from others.
- *Implementation Timeframe*: The third column responds to the new State comprehensive planning statute, which requires implementation actions to be listed in a “stated sequence.” The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes span the next 10 years, because the *Plan* will have to be updated by 2012. Town time and budgetary constraints may affect this time frame.

Table 12: Implementation Actions

Category	Recommendation	Implementation Timeframe
Agricultural, Natural, and Cultural Resources	Implement the Town's Land Evaluation and Site Assessment (LESA) system to direct non-farm development away from the Town's most productive agricultural areas.	2002
	Refine and implement a transfer of development rights program for the Town.	2002-2003
	Work with the County on programs to preserve farmland over the long term, such as the purchase of development rights program associated with U.S. Highway 12.	2002-2003
	Prepare an accurate map showing the number of dwelling units used and still available on Agricultural Preservation Area parcels throughout the Town.	2002
	Continue to work toward a solution to the water issues in and around Fish Lake.	2002-2005
	Continue to update records and mapping of historically and archeologically significant structures, districts and resources within the Town (see Map 3).	2002 and on-going
Land Use	Prepare a detailed neighborhood development plan for the "Village" of Roxbury and surrounding areas.	2002
	Support the creation of a County highway design overlay zoning district to address development quality and signage along the U.S. Highway 12 "image corridor".	2002-2003
	Develop a system to require purchase of development rights from the Agricultural Preservation Area in order to develop in the Rural Development Area.	2002-2003
	Support the creation of a new County zoning district to facilitate "exclusive" agricultural uses on parcels less than 35 acres.	2002-2003
	Amend the Town's subdivision and land division regulations to conform to the recommendations of this <i>Comprehensive Plan</i> and the "Village" of Roxbury neighborhood development plan.	2003-2004
	Follow the land use and development design recommendations of this <i>Plan</i> when considering all rezones, conditional use permits, and major and minor subdivisions (plats and CSM's).	2002 and on-going
	Require submittal of a conceptual neighborhood plan, sketch plan, or site plan for a specific development proposal before reviewing and approving the rezoning of land to the appropriate development-based zoning district.	2002 and on-going
	Review the Town zoning map to identify discrepancies between the map and this <i>Plan</i> .	2004-2005

Category	Recommendation	Implementation Timeframe
Transportation	Continue to update and implement the Town's Local Road Improvement Program.	Annually
	Implement the Town's Residential Driveway Ordinance, with minor amendments to address standards for shared driveways.	2002 and on-going
	Work with the County to resolve congestion, parking, and safety issues around Crystal Lake.	2002-2004
	Consider implementing a Town road impact fee ordinance for any new development projects that place a burden on or require the upgrading of Town roads.	2003-2004
Utilities and Community Facilities	Work with the Roxbury Sanitary District to ensure delivery of sanitary sewer service to all land development within the Roxbury Urban Service Area, and to determine when additions to the wastewater treatment plant may be required.	2002 and on-going
	Require a special assessment to pay for inspection on all properties where advanced pre-treatment waste disposal systems are proposed and are found acceptable.	2002 and on-going
	Consider creation of a central Town park through use of park fees on new development.	2005-2008
	Work with Dane County on the development of Lussier County Park near Fish Lake.	2002 and on-going
Housing, Neighborhood, and Economic Development	Consider use of Community Development Block Grant (CDBG) funds to provide, maintain, and rehabilitate housing for all incomes and ages.	2002 and on-going
	Follow the stated principles of conservation neighborhood design for new residential subdivisions with 5 lots or more (major subdivisions), and the development siting standards for all other residential developments of four lots or less (minor subdivisions).	2002 and on-going
	Follow <i>Plan</i> standards for commercial development projects, including detailed standards for wireless telecommunication facilities and mineral extraction operations.	2002 and on-going

Category	Recommendations	Implementation Timeframe
Intergovernmental Cooperation	Provide a copy of this <i>Comprehensive Plan</i> to all surrounding local governments, per Smart Growth requirements.	2002
	Work to resolve conflicts between the <i>Town of Roxbury Comprehensive Plan</i> and plans of surrounding communities, particularly concerning highway bypass and commercial land use issues with Sauk City.	2002 and on-going
	Consider joint services when consolidating, coordinating, or sharing services will result in better service and cost savings.	2002 and on-going
	Work with surrounding communities on new approaches for growth management, such as Transfer of Development Rights (TDR).	2002 and on-going
	Cooperate with other units of government on natural resources, recreation areas, transportation facilities, and other systems that cross governmental boundaries or are under shared authority.	2002 and on-going
	Update this <i>Comprehensive Plan</i> .	2010-2012

C. PLAN MONITORING, AMENDMENTS, AND UPDATE

The Town should regularly evaluate its progress towards achieving the recommendations of the *Comprehensive Plan*, and amend and update the *Plan* as appropriate. This section suggests recommended criteria and procedures for monitoring, amending, and updating the *Plan*.

1. PLAN MONITORING

The Town should constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this *Comprehensive Plan*. More specifically, the Town Plan Commission should on an annual basis review its decisions over the previous year against the recommendations of this *Plan*. This will help keep the *Plan* a “living document.”

2. PLAN AMENDMENTS

Amendments may be appropriate in the years following initial *Plan* adoption and in instances where the *Plan* becomes irrelevant or contradictory to emerging policy or trends. “Amendments” are generally defined as minor changes to the *Plan* maps or text. In general, the *Plan* should be specifically evaluated for potential amendments every three years. Once completed, the neighborhood development plan should be adopted as a detailed component of the *Comprehensive Plan*. All “Smart Growth” procedures should be followed. Frequent amendments to accommodate specific development proposals should be avoided.

The State comprehensive planning law requires that the Town use the same basic process to amend or add to the *Plan* as it used to initially adopt the *Plan*. This does not mean that new

vision forums need to be held, or old committees need to be reformed. It does mean that the procedures defined under §66.1001(4), Wisconsin Statutes need to be followed. The Town should work with the County in monitoring the new State law for any changes that may clarify the amendment process. Before Town adoption, any *Plan* amendment should be forwarded to County staff for review and comment. After Town adoption, any amendment should be forwarded to the County for incorporation in the Farmland Preservation Plan.

Dane County is considering the preparation of a County-level Comprehensive Plan. The Town should participate fully in the process, and amend its *Plan* as necessary to respond to County initiatives.

3. PLAN UPDATE

The State comprehensive planning law requires that the *Comprehensive Plan* be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the *Plan* document and maps. Further, on January 1, 2010, “any program or action that affects land use” will have to be consistent with locally-adopted comprehensive plans—including zoning and subdivision ordinances, annexation, and transportation improvements. Based on these two deadlines, the Town should update its *Comprehensive Plan* before the year 2012 (i.e., ten years after 2002). The Town should continue to monitor any changes to the language or interpretations of the State law over the next several years.

D. CONSISTENCY AMONG PLAN ELEMENTS

The State comprehensive planning statute requires that the implementation element “describe how each of the elements of the *Comprehensive Plan* shall be integrated and made consistent with the other elements of the *Comprehensive Plan*.” Preparing the various elements of the *Town of Roxbury Comprehensive Plan* simultaneously has ensured that there are no known internal inconsistencies between the different elements of this *Plan*.