# Town of Dane Comprehensive Plan

Recommended by Town Plan Commission:
October 16, 2001

Adopted by Town Board:
May 6, 2002

Planning Assistance by:

Vandewalle & Associates
Madison & Milwaukee, Wisconsin

Growth Management Project
Dane County USH 12

ORDINANCE NO. 2002- __

AN ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN OF THE TOWN OF DANE, WISCONSIN.

The Town Board of the Town of Dane, Wisconsin, do ordain as follows:

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

SECTION 2. The Town Board of the Town of Dane, Wisconsin, has adopted 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 Statues.

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

SECTION 4. The Town of Dane, 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.

SECTION 5: The Town Board of the Town of Dane, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "TOWN OF DANE 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 6th day of May, 2002.

Robert Lee
[Town Chair]

(Published/Posted): 4-29 [date] 4-22

(Approved/~~Vetoed~~):

Attest: Jerri Laurenz
[Town Clerk]

PLAN COMMISSION RESOLUTION 2001-____

ADOPTING AND RECOMMENDING THE COMPREHENSIVE PLAN
OF THE TOWN OF DANE 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 Dane 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 Dane 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 Dane hereby adopts the attached *Comprehensive Plan* as the Town's comprehensive plan under §66.1001(4); and

BE IT FURTHER RESOLVED that the Secretary 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 Ordinance 2001-____, which will constitute its adoption of the *Comprehensive Plan* as the Town's comprehensive plan under §66.1001.

Resolution Adopted: 10/16/01, 2001

Robert Lee
Chairperson

ATTEST:

Godfrey Kelt
Plan Commission Secretary

# ACKNOWLEDGEMENTS


### TOWN BOARD:

Robert Lee, Chairperson
George Dorn, Supervisor
Godfrey Helt, Supervisor

### TOWN PLAN COMMISSION:

Robert Lee
Rodney Goeden
Godfrey Helt
Jim Baxter
Duane Maly

### TOWN COMPREHENSIVE PLANNING COMMITTEE:

Rodney Goeden
Godfrey Helt
Robert Lee
Jim Baxter
Duane Maly
Allen Ballweg
Jeri Lawrenz, Town Clerk

## Planning and Design Assistance by:

VANDEWALLE & ASSOCIATES
Mark Roffers, AICP, Principal Planner
Brad Davis, Project Manager and Author
Cathi Wielgus, Assistant Planner
Dean Proctor, Principal Urban Designer
Jeff Maloney, Assistant Urban Designer
Aaron Brault, Cartographer

120 East Lakeside Street
Madison, WI 53715
(608) 255-3988
(608) 255-0814 (FAX)
www.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 USH 12 Growth Management Project.*

© VANDEWALLE & ASSOCIATES 2002. All rights reserved.

The party to whom this document is conveyed ("Client") from VANDEWALLE & ASSOCIATES is granted the limited, non-transferable, non-exclusive right to copy this document in its entirety and to distribute such copies to others.

In no event shall VANDEWALLE & ASSOCIATES be liable to Client or any third party for any losses, lost profits, lost data, consequential, special, incidental, or punitive damages, delays, or interruptions arising out of or related to the recommendations contained in this document.

VANDEWALLE & ASSOCIATES shall not be liable or otherwise responsible for any future modifications to this document or their effect on the results of the implementation of the recommendations contained herein. In the event that Client modifies this document, the following disclaimer applies:

This document is based on copyrighted materials of VANDEWALLE & ASSOCIATES. This document contains modifications that have not been reviewed or approved by VANDEWALLE & ASSOCIATES. As a result, VANDEWALLE & ASSOCIATES expressly disclaims any and all warranties associated with, or liability resulting or arising in any way from, this modified document.

# TABLE OF CONTENTS

**ACKNOWLEDGEMENTS** ..... **I**

**TABLE OF CONTENTS** ..... **III**

**TABLE OF GRAPHICS** ..... **VI**

**I. INTRODUCTION** ..... **1**

A. PURPOSE OF THIS PLAN ..... 1

B. GENERAL REGIONAL CONTEXT ..... 2

C. SELECTION OF THE PLANNING AREA ..... 2

**Map 1: USH 12 Regional Boundary Map** ..... **3**

**CHAPTER ONE: ISSUES AND OPPORTUNITIES** ..... **5**

A. POPULATION TRENDS AND PROJECTIONS ..... 6

**Table 1: Population Trends** ..... **6**

**Table 2: Population Projections** ..... **7**

B. DEMOGRAPHIC TRENDS ..... 7

**Table 3: Demographic Characteristics, 1990 - 2000** ..... **7**

C. HOUSEHOLD TRENDS AND FORECASTS ..... 7

**Table 4: Household Characteristic Comparisons - 2000** ..... **8**

D. EMPLOYMENT TRENDS AND FORECASTS ..... 8

**Table 5: Labor Force Characteristics, 1990** ..... **8**

E. KEY PLANNING ISSUES AND OPPORTUNITIES ..... 9

F. OVERALL GOAL, OBJECTIVES AND POLICIES ..... 11

**CHAPTER TWO: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES** ..... **13**

A. AGRICULTURAL RESOURCE INVENTORY ..... 14

**Map 2: Soil Suitability for Agriculture** ..... **17**

B. AGRICULTURAL RESOURCE GOALS, OBJECTIVES AND POLICES ..... 19

C. AGRICULTURAL RESOURCE RECOMMENDATIONS ..... 19

D. NATURAL RESOURCE INVENTORY ..... 27

E. NATURAL RESOURCE GOALS, OBJECTIVES AND POLICIES ..... 31

F. NATURAL RESOURCE RECOMMENDATIONS ..... 32

G. CULTURAL RESOURCE INVENTORY ..... 35
H. CULTURAL RESOURCE GOALS, OBJECTIVES AND POLICIES ..... 36
I. CULTURAL RESOURCE RECOMMENDATIONS ..... 36
**Map 3: Environmentally Sensitive Areas & Public Lands ..... 39**

**CHAPTER THREE: LAND USE ..... 41**
A. EXISTING LAND USE ..... 42
**Table 6: Town of Dane Existing Land Use Totals ..... 44**
4. Existing Land Use Conflicts ..... 44
**Map 4: Existing Land Use ..... 45**
B. LAND USE GOALS, OBJECTIVES AND POLICIES ..... 47
C. LAND USE RECOMMENDATIONS ..... 47
**Table 7: Planned Land Use Acreage Summary ..... 50**
**Map 5: Planned Land Use ..... 53**

**CHAPTER FOUR: TRANSPORTATION ..... 55**
A. EXISTING TRANSPORTATION NETWORK ..... 56
B. TRANSPORTATION GOALS, OBJECTIVES AND POLICIES ..... 59
C. TRANSPORTATION RECOMMENDATIONS ..... 59

**CHAPTER FIVE: UTILITIES AND COMMUNITY FACILITIES ..... 63**
A. EXISTING UTILITY AND COMMUNITY FACILITIES ..... 64
B. UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES AND POLICIES ..... 67
C. UTILITIES AND COMMUNITY FACILITIES RECOMMENDATIONS ..... 68
**Map 5: Soil Suitability for On-Site Waste Disposal Systems ..... 71**

**CHAPTER SIX: HOUSING ..... 73**
A. EXISTING HOUSING FRAMEWORK ..... 74
**Table 8: Housing Types: 1990- 1999 ..... 74**
**Table 9: Housing Stock Characteristics - 2000 ..... 75**
**Table 10: Age of Town of Dane Housing ..... 75**
B. HOUSING GOALS, OBJECTIVES AND POLICIES ..... 76
C. HOUSING RECOMMENDATIONS ..... 76

**CHAPTER SEVEN: ECONOMIC DEVELOPMENT ..... 79**
A. EXISTING ECONOMIC DEVELOPMENT FRAMEWORK ..... 80
B. ECONOMIC DEVELOPMENT GOALS, OBJECTIVES AND POLICIES ..... 81

C. ECONOMIC DEVELOPMENT RECOMMENDATIONS ..... 82

**CHAPTER EIGHT: INTERGOVERNMENTAL COOPERATION ..... 85**

A. EXISTING REGIONAL FRAMEWORK ..... 86

B. INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES AND POLICIES ..... 87

C. INTERGOVERNMENTAL COOPERATION RECOMMENDATIONS ..... 88

**CHAPTER NINE: IMPLEMENTATION ..... 91**

A. PLAN ADOPTION ..... 92

B. IMPLEMENTATION RECOMMENDATIONS ..... 92

**Table 11: Implementation Strategies Timetable ..... 93**

C. PLAN MONITORING, AMENDMENTS, AND UPDATE ..... 94

D. CONSISTENCY AMONG PLAN ELEMENTS ..... 95

# TABLE OF GRAPHICS

Map 1: USH 12 Regional Boundary Map....3
Table 1: Population Trends....6
Table 2: Population Projections....7
Table 3: Demographic Characteristics, 1990 - 2000....7
Table 4: Household Characteristic Comparisons - 2000....8
Table 5: Labor Force Characteristics, 1990....8
Map 2: Soil Suitability for Agriculture....17
Map 3: Environmentally Sensitive Areas & Public Lands....39
Table 6: Town of Dane Existing Land Use Totals....44
Map 4: Existing Land Use....45
Table 7: Planned Land Use Acreage Summary....50
Map 5: Planned Land Use....53
Map 5: Soil Suitability for On-Site Waste Disposal Systems....71
Table 8: Housing Types: 1990- 1999....74
Table 9: Housing Stock Characteristics - 2000....75
Table 10: Age of Town of Dane Housing....75
Table 11: Implementation Strategies Timetable....93

# I. INTRODUCTION

Located in northwestern Dane County, the Town of Dane is predominately a farming community that has experienced modest population growth over the past decade. Although farming is the primary economic activity in Dane, more than half of its 980 residents live in non-farm homes. The town's rolling fields and partially wooded hillsides provide an attractive setting to all residents.

Given the town's proximity to the City of Madison and the expansion of U.S. Highway 12 through the northwestern portion of Dane County, unplanned and uncoordinated growth over the next 20 years could gradually erode the town's rural character. In this context, planned development in a controlled, orderly, and predictable manner is essential to preserve the town's farmland and farmers, protect its woodlands and other natural features, avoid land use conflicts, provide housing and appropriate employment opportunities, and protect and improve its rural heritage.

## A. PURPOSE OF THIS PLAN

The *Town of Dane Comprehensive Plan* is intended to update and replace the town's 1981 Land Use Plan. This comprehensive plan will allow the town to guide short-range and long-range growth, development, and preservation. The purposes of the comprehensive plan are, very generally, 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 farming in the community;
- 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 is being 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 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 architectural areas, and
- conserving soil and water resources.

*Family farms, like this one along Lee Road, help define the rural landscape in the Town of Dane.*

The Farmland Preservation Program also establishes specific guidelines for 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.

The remainder of this *Comprehensive Plan* is organized in nine chapters containing all of the required elements listed above. Each chapter begins with background information on the element (e.g., land use, transportation, economic development), followed by an outline of the town's policy desires related to that element, and ends with detailed recommendations for the element. The final chapter (Implementation) provides recommendations, strategies, and timelines to ensure the implementation of this plan.

## B. GENERAL REGIONAL CONTEXT

Map 1 shows the relationship of the Town of Dane to neighboring communities in the region. The town is located about 20 miles northwest of Madison, two miles northwest of the Village of Waunakee, and 1½ miles south of the City of Lodi, in Columbia County. The Town of Dane abuts the Town of Vienna to the east, the Town of Springfield to the south, the Town of Roxbury to the west, and the Town of Lodi, in Columbia County, to the north.

Each of the five Dane County towns highlighted in Map 1 is in the process of updating 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 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 jurisdictional boundary, which encompasses approximately 36 square miles. The Village of Dane is located in the eastern part of town. The village has planning authority within its boundaries and the ability to plan for and extend municipal utilities into its Urban Service Area (USA). Urban service areas are those areas in and around existing communities that are most suitable for development and capable of being provided with a full range of urban services. Local communities cooperate with the Dane County Regional Planning Commission (DCRPC) in delineating and revising urban service boundaries. The USA boundary for the Village of Dane is shown on Map 1.

# Map 1: USH 12 Regional Boundary Map

# CHAPTER ONE: ISSUES AND OPPORTUNITIES

# I. ISSUES AND OPPORTUNITIES

This chapter of the plan gives an overview of the important demographic trends and background information necessary to develop a comprehensive understanding of the changes taking place in the Town of Dane. As required under §66.1001, Wisconsin Statutes, this chapter includes population, household and employment forecasts, age distribution and employment characteristics. It also includes a section on overall goals, objectives and policies to guide the future preservation and development in the town over the 20-year planning period.

## A. POPULATION TRENDS AND PROJECTIONS

The Town of Dane experienced moderate population growth during the 1990s. According to U.S. Census data, the town grew from 921 residents in 1990 to 968 residents in 2000, which represents a 5 percent increase (see Table 1). This growth increase compares to 11 percent for the Town of Roxbury and 4 percent for the Town of Springfield. The Village of Dane grew by about 29 percent during the 1990s and the Village of Waunakee increased by about 53 percent. Dane County as a whole grew by about 16 percent during the past decade.

### Table 1: Population Trends

| | 1970 | 1980 | 1990 | 2000 | Population Change* | Percent Change* |
|---|---|---|---|---|---|---|
| **Town of Dane** | **894** | **945** | **921** | **968** | **+47** | **5.1%** |
| Town of Roxbury | 1,427 | 1,491 | 1,536 | 1,700 | +164 | 10.7% |
| Town of Springfield | 1,947 | 2,379 | 2,650 | 2,762 | +112 | 4.2% |
| Town of Berry | 896 | 1,116 | 1,098 | 1,084 | -14 | 1.3% |
| Village of Dane | 486 | 518 | 621 | 799 | +178 | 28.7% |
| Village of Waunakee | 2,181 | 3,866 | 5,897 | 8,995 | +3,098 | 52.5% |
| 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 Population and Housing, 1970 - 2000

* 1990 to 2000 population change

Table 2 shows the town's projected population in five-year increments over the next 20 years based on historic growth trends. On average, the Town of Dane has added about six residents to its population every five years since 1980. If this trend continues, the Town of Dane's population would grow to 993 residents by 2020. Table 2 also shows projected populations in adjoining towns and villages in northwestern Dane County based on each community's growth trend since 1980. In all of these communities, actual future population will depend on market conditions, attitudes toward growth, and development regulations.

## Table 2: Population Projections

| | 2005 | 2010 | 2015 | 2020 |
|---|---|---|---|---|
| Town of Dane | 975 | 981 | 987 | 993 |
| Town of Roxbury | 1,751 | 1,803 | 1,855 | 1,907 |
| Town of Springfield | 2,859 | 2,955 | 3,051 | 3,147 |
| Village of Dane (USA)* | - | 826 | - | 923 |
| Village of Waunakee (USA)* | - | 10,256 | - | 12,373 |

*Source: Dane County Regional Planning Commission

## B. DEMOGRAPHIC TRENDS

Table 3 shows trends in the Town of Dane's age and sex distribution from 1990 to 2000, and compares these trends with the county and state. In 1990, the town's median age was slightly younger than the county and state, but by 2000 the median age was older than the county and state. In 2000, the percentage of the town's population aged 18 and under was higher than the two compared populations. The percentage of the town's population aged 65 and older was slightly lower than the county and state.

Following nationwide trends, the average age of Dane's population has grown somewhat older in the past thirty years. In 1980, the Town of Dane had a median age of 23.9, in 1990 it was 30.0, and by 2000 it was 36.6. With prolonged life expectancy and a trend toward declining birth rates, the median age will likely continue to rise over the planning period.

## Table 3: Demographic Characteristics, 1990 - 2000

| | Town of Dane | | Dane County | | State of Wisconsin | |
|---|---|---|---|---|---|---|
| | 1990 | 2000 | 1990 | 2000 | 1990 | 2000 |
| Median Age | 30.0 | 36.6 | 30.7 | 33.2 | 32.9 | 36.0 |
| % under 18 | 32.1 | 29.1 | 22.7 | 22.6 | 26.4 | 25.5 |
| % over 65 | 6.9 | 10.5 | 9.3 | 9.3 | 13.3 | 13.1 |
| % Female | 47.1 | 48.6 | 50.0 | 50.5 | 51.1 | 50.6 |

Sources: U.S Census of Population and Housing, 1990 and 2000

## C. HOUSEHOLD TRENDS AND FORECASTS

Table 4 compares selected household characteristics in 2000 for the Town of Dane with surrounding towns, the county, and the state. The town's average household size was slightly higher than surrounding communities. The percent of households occupied by a single resident in the Town of Dane was lower than surrounding communities.

The town's average household size has been declining over the past three decades. The number of persons per household dropped from 3.5 in 1980 to 3.3 in 1990, and continued to drop to 2.89 in 2000. The average household size in all of Dane County in 2000 was 2.37, down from 2.46 in 1990.

The accelerated 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 around 2.83 in 2005, 2.75 in 2010, 2.68 in 2015, and 2.60 in 2020. These projected household sizes will be used in projecting future housing unit demand in the community over the next 20 years.

## Table 4: Household Characteristic Comparisons - 2000

| | Town of Dane | Town of Roxbury | Town of Springfield | Dane County | State of Wisconsin |
|---|---|---|---|---|---|
| Total Housing Units | **339** | 640 | 993 | 180,398 | 2,321,144 |
| Total Households | **335** | 603 | 967 | 173,484 | 2,084,544 |
| Household Size | **2.89** | 2.80 | 2.86 | 2.37 | 2.50 |
| % Single-person household | **12.2** | 14.9 | 14.4 | 29.4 | 26.8 |

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

## D. EMPLOYMENT TRENDS AND FORECASTS

The town's primary economic activity is agricultural production and agricultural-based businesses. Major employers in the Village of Dane include Traex Corporation and the Dane Manufacturing Company.

According to 1990 census data, the largest portion of the 491 employed persons *living* in the Town of Dane were employed in the agricultural sector (20 percent). The percentage of the town's labor force employed by sector in 1990 is shown below:

## Table 5: Labor Force Characteristics, 1990

| Occupational Group | Percentage of Labor Force |
|---|---|
| Ag./Forestry/Fishing/Mining | 20.2% |
| Professional Services *(Health/Education/Personal/Ent.)* | 17.1% |
| Manufacturing | 16.7% |
| Retail/Wholesale Trade | 15.1% |
| Construction | 11.2% |
| Finance/Insurance/Real Estate | 7.5% |
| Transportation/Communication | 5.3% |
| Public Administration | 4.3% |
| Business and Repair Services | 2.6% |

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

More current employment data is available at the county-level. According to WisDWD, total employment in all sectors increased in Dane County by about 15% 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.

Forecasting employment growth for establishments located within the Town of Dane 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—shows total employment in Dane County growing at an annual rate of 1.5% 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% 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.

## E. KEY PLANNING ISSUES AND OPPORTUNITIES

To guide the planning process, the town Comprehensive Planning Committee led and participated in a number of exercises to ensure that this comprehensive plan is based on a vision shared by Dane residents. These exercises are summarized below.

### 1. COMMITTEE MEMBER SURVEY

The committee participated in a preliminary exercise during the Winter of 2000 to identify key planning-related issues in the Town of Dane, which included the following:

- *Community Character*: The town is predominately a farming community. Dane has avoided the type of development pressure experienced in neighboring towns.

- *Land Use*: There has been very little residential growth in the Town of Dane. The town has an abundant amount of prime farmland. Common crops include alfalfa, corn and soybeans. Most farms in the town are resident-owned, very few are absentee-owned operations. There are several second-generation farmers in the community. There is very little perceived conflict between farmers and rural residents. There has been some mini-warehouse development in the town.

- *Economic Development*: Farming is the predominate economic development activity. There is a desire to address large industrial farming operations in the planning process, specifically exploring standards to review feedlots and waste hauling.

- *Transportation*: There are no major transportation corridors in the town, except Highway 12. Bicyclists are using town roads more frequently in recent years for recreational purposes.

- *Environment*: The key environmental feature in Dane is the Lodi Marsh wildlife area. The State Department of Natural Resources will continue to play a key role in land use planning for the northwestern part of the town.

## 2. VISION SETTING WORKSHOP

The Town of Dane's vision setting workshop was held on February 21, 2001 to better understand the community's key planning issues and obtain participant's vision for the town's future. Twenty seven town residents attended this workshop.

*Town residents discussed the community's future during the vision setting workshop.*

When asked to describe Dane's strengths, common responses included the township's beautiful rural setting and location, neighborly attitudes within the community, close access to the rail system, and the quality leadership of local officials. When asked to describe the town's weaknesses, common responses included poor maintenance of roads and bridges, and the overall lack of interest in local issues. Opportunities identified for the town's future included the ability to control development through a land use plan, retaining the town's rural character and farming heritage, and retaining natural features such as lakes, marshes, and wooded areas. Identified threats to the town included rampant, unplanned development, the expansion of the Madison urban area, the loss of woodlands, marshes, and productive farmland, and the expansion of U.S. Highway 12.

Through discussion and consensus on these 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 elements were supported and identified at the workshop.

- ***"More local control of anticipated growth"***: Strategies to achieve this vision element included considering the type and quality of the property to be developed and producing a detailed town plan with options for growth.
- ***"Improve town roads without going overboard"***: Strategies for achieving this vision element included improving Coyle Road, Sam Road, and Lee Road in conjunction with Highway 113 improvements in the future, improving shoulders on main roads, increasing frequency of mowing road ditches in summer and plowing and sanding in the winter, repairing/widening bridges to increase load limits, and resurfacing some of the town roads.
- ***"Create opportunities for community involvement and participation (water quality, farm retention)"***: Strategies to achieve this goal included better notification (e.g., newsletters, email) and mechanisms for more involvement such as informal committees.

## F. OVERALL GOAL, OBJECTIVES AND POLICIES

Each chapter of this comprehensive plan includes a set of 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 Dane over the next 20+ years.

Goals, objectives and policies are defined below:

- ***Goals*** are broad statements that express general public priorities about how the town should approach development issues during the next 20+ years. These goals are based on key issues, opportunities and problems that affect the community.
- ***Objectives*** are more specific than goals and are usually attainable through planning and implementation activities. The accomplishment of an objective contributes to the fulfillment of a goal.
- ***Policies*** are rules or courses of action used to ensure plan implementation and to accomplish the goals and objectives. The policies are intended to be used by town decision-makers on a day to day basis.

Below is a statement of goals, objectives and policies to guide the future preservation and development in the Town of Dane over the 20-year planning period.

## Overall Goal Statement:

**Preserve farming, rural character, and quality of life in the Town of Dane, in part through responsible growth management and planning**

***Objectives:***

a. Seek to manage the pace and quality of new development in the town.
b. Preserve productive farmland, woodland, wetlands, and other sensitive natural areas.
c. Use agricultural land, historic resources and recreational facilities as defining aspects of the Town of Dane's character.

***Policies:***

1. Coordinate with surrounding towns, villages, school districts, Dane County, along with adjacent counties and communities, to address growth issues of mutual concern.
2. Adhere to the mapped and described land use recommendations contained in this comprehensive plan.
3. Work with the county to update regulations as necessary to control the type, quality, impacts, location, pace and mix of private development.
4. Direct intensive urban development into the Village of Dane Urban Service Area, where a full array of municipal services is available.
5. Consider innovated techniques to permanently protect and preserve large tracts of agricultural land and open space in the town.

# CHAPTER TWO: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

# II. AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

This chapter of the comprehensive plan contains a compilation of background data, goals, objectives, policies, and recommended programs for agricultural preservation, natural resource conservation, and cultural resource protection, as required by §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

Agriculture is the most prominent land use in the Town of Dane. According to a Wisconsin Department of Natural Resources land cover inventory (WISCLAND) conducted from 1991 to 1993 and an updated land use inventory, farmland covers approximately 80 percent of the town's land area.

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 enhances Dane'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 Dane's rural character. This plan seeks to ensure that agriculture remains a significant land use activity in the community. The character, location, and viability of farming in the Town of Dane are described below.

### 1. CHARACTER OF FARMING

Farming is the Town of Dane's primary economic activity. Farmers in the town produce a variety of agricultural commodities including dairy products, alfalfa, corn and soybeans. Unlike most rural communities in the United States, the total number of active farms in the town increased during the 1990s. According to the Wisconsin Agricultural Statistics Service (WASS), the estimated number of full time farm operators in the town increased from 95 in 1990 to 109 in 1997. (WASS defines an active farm as a place that sells at least $1,000 worth of agricultural products in a given year. Dane County permits a farm residence in the Exclusive Agriculture Zoning District if the owner yields at least $6,000 from farming). Most of the farms in the town are family-owned. The average farm size in the Town of Dane decreased from an estimated 177 acres in 1990 to 152 acres in 1997. At the county level, the average farm size decreased from 204 acres in 1992 to 198 acres in 1997.

While the total number of farms increased during the 1990s, the number of dairy farms declined over the past decade. According to WASS, the number of dairy farms in the town decreased from 43 active farms in 1989 to 32 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 1990s, approximately 92% of the town's farmland was under this program.

## 2. LOCATION OF FARMLAND

As shown in Map 4, agricultural land covers much of the Town of Dane. Most of this land is shown within the "Agricultural Preservation Area" in the town's 1981 Land Use Plan and zoned A-1 Exclusive Agriculture. The density of residential development is limited to one lot or residence or non-farm residence per 35 acres owned in designated agriculture preservation areas. In Dane, these planning and zoning districts are mapped throughout most of the town.

*The most predominate land use in the Town of Dane is farming. This farm operation is located south of the village near Hyslop Road. According to the most recent land cover inventory, farmland covers approximately 80 percent of the town's land area.*

## 3. ASSESSMENT OF FARMLAND VIABILITY

The Dane County Land Conservation Department's Land Evaluation System groups soil suitability for agriculture based on three factors: prime farmland, soil productivity for corn, and land capability class. Soils best suited for agricultural use are called Group I and II soils. Group I soils have the highest crop yields and few limitations that restrict their use for agriculture. Group II soils have moderate limitations that may reduce the choice of crops, require special conservation practices, or both. In the Town of Dane, there are approximately 10,000 acres containing Group I and II soils. As shown in Map 2, these soils cover much of the eastern and southeastern portions of the town.

# Map 2: Soil Suitability for Agriculture

## B. AGRICULTURAL RESOURCE GOALS, OBJECTIVES AND POLICES

### 1. Goal: Protect agricultural resources and farming as an occupation in the Town of Dane.

***Objectives:***

a. Preserve productive farmlands for continued agricultural use.
b. Maintain agriculture as the major economic activity and way of life within the town.
c. Discourage land uses which conflict with agriculture.

***Policies:*** (*The following policies shall apply in planned* Agricultural Preservation Areas *in the Town of Dane—See Map 5*)

1. Support land use measures which discourage non-farm development in Agricultural Preservation Areas.
2. Prohibit the development of subdivision plats (five or more lots within a five-year period) in Agricultural Preservation Areas, except where consistent with the Town's density policies included in this section.
3. Require that all land for new residential development (both farm and non-farm) be rezoned from A-1 Exclusive Agriculture to a more appropriate zoning district.
4. Within planned Agriculture Preservation Areas, restrict new non-farm development to a density of one (1) residential dwelling unit or non-farm residence per 35 acres of contiguous ownership as of June 28, 1979. As a guide to determine the total acreage under ownership for that year, the Town will use the acreage amount listed on the parcel's 1979 tax roll, or the net acreage shown on the 1979 Land Atlas and Plat Book for Dane County published by Rockford Map Publishers, Inc., or the most accurate source of parcel size information available.

The Town has established specific policies for calculating the permitted number and size of non-farm development sites for the following three situations:

**(A) Petitions where the current parcel size equals the original June 28, 1979 parcel size**.

a. Require a minimum lot size of at least 1½ acres for any lot for non-farm residential development.
b. Rounding is not allowed. The number of acres owned as of June 28, 1979, will be divided by 35 and the quotient will decide the maximum number of dwelling units or non-farm buildings allowed, with no consideration of fractions.
c. The number of dwelling units permitted shall be based on the acreage of contiguous ownership as of June 28, 1979. For the purposes of this policy, contiguous ownership is defined as all parcels under single ownership on June 28, 1979 which share a common boundary. Parcels in single ownership which are directly across public roads, public or rail right-of-way, or easements, along with parcels that meet only at a corner, shall be considered contiguous.

Transfers of dwelling unit allotments between non-contiguous properties shall not be allowed.

d. The maximum number of dwelling units permitted ("splits") shall run with the land as parceled and owned on June 28, 1979. Changes and reconfigurations in ownership do not trigger new allotments of "splits" per the density policy

**(B) Petitions where portions of the original June 28, 1979 parcel have been separated but not rezoned for residential development**

e. Require a minimum lot size of at least 1½ acres for any lot for non-farm residential development.

f. The Town will calculate the number of "splits" based on the amount of acreage currently owned. To determine the amount of land under current ownership, the Town will use the total acreage listed in the parcel's most current tax bill. For an example under this situation, Landowner A purchases 65 acres from a 140-acre June 28, 1979 land holding (which has a maximum number of 4 available splits on that 1979 parcel). The Town shall apply its density policy of one "split" per 35 acres owned and determine that Landowner A has one available "split" for the 65-acre parcel. The remaining 75-acre portion of this 1979 parcel will have 2 available "splits".

g. Rounding is not allowed. The number of acres currently owned will be divided by 35 and the quotient will decide the maximum number of dwelling units or non-farm buildings allowed, with no consideration of fractions.

**(C) Petitions where portions of the original June 28, 1979 parcel have been separated and rezoned for residential development**.

h. Require a minimum lot size of at least 1½ acres for any lot for non-farm residential development.

i. The Town will calculate the number of "splits" based on the amount of acreage currently owned. To determine the amount of land under current ownership, the Town will use the total acreage listed in the parcel's most current tax bill.

j. The Town will not exceed the maximum number of available "splits" permitted on the entire June 28, 1979 land holding. For example, assume a part of a 105-acre June 28, 1979 land holding (with a maximum number of 3 available splits) has been divided by a certified survey map into two 10-acre lots and rezoned for residential development. Later, Landowner B purchases the remaining 85-acre farmstead. The Town shall review the development history on the 1979 land holding, and determine that only one "split" is available on the 85-acre farmstead because the other two splits for the 1979 land holding have already been allocated.

5. When portions of a June 28, 1979 parcel are changing ownership, a contract of sale stipulating the exact number of "splits" going to the purchased parcel and the exact number of "splits" staying with the remaining parcel shall be prepared. Unless stated in a deed, "splits" shall go with the purchased parcel. Such a stipulation should be recorded with the Register of Deeds and notice should be provided to the County Planning Department.

6. Allow for one non-farm residence on all parcels which were vacant and less than 35 acres in size (i.e., substandard lots) at the time the Town adopted A-1 Exclusive Agriculture zoning (June 28, 1979). The division of substandard lots is prohibited.
7. Other development criteria which shall be met for non-farm development are as follows:
   A. Do not allow non-farm development on soils classified as Group I or Group II (as shown on Map 2 of this *Plan*), unless all soils on the ownership parcel are so classified.
   B. Locate non-farm development on sites that are least disruptive to agricultural uses.
   C. Locate development so that all land division lots connect directly to existing public roadways.
   D. Prevent the layout of streets or driveways across agricultural land in order to reach non-farm development, unless no other alignment is possible. Place driveways along property lines, fence rows, or existing vegetation wherever possible. Joint or shared driveways should also be encouraged where possible.
8. The following policies will apply for new and existing farm operations:
   A. Allow new farm residences for those who earn a substantial part of their livelihood from farm operations. Provide for an additional farm residence for parents or children of the farm operator if the standards of the Exclusive Agricultural Zoning District and all town policies are met. These houses will count toward the one unit per 35 acres density policy.
   B. Provide for separation of farm dwellings and related structures which existed prior to June 28, 1979 and which remain after farm consolidation. The other agricultural policies will be applied to such separations insofar as possible. These separated houses will count toward the one unit per 35 acres owned density policy.
9. Whenever a rezoning or other land use approval results in reaching the maximum number of dwelling units or other buildings available to the 1979 ownership parcel under the density provision of this section, the Town shall, as part of the rezoning or other approval, require that the balance of the subject parcel be deed restricted to prevent further development.
10. Allow only such commercial and industrial development as is needed to support existing agricultural activities, where it will not result in environmental degradation or conflict with farming operations. Any commercial and industrial development requiring a rezoning from A-1 Exclusive Agricultural District shall count toward the one unit per 35 acres owned density policy.

11. Allow duplexes for farm-related housing when at least one side will be occupied by the owner, and conditions such as a lack of suitable soils for two home sites indicate that this would be a viable alternative. This would require rezoning from A-1 Exclusive Agriculture and, if approved, the two dwelling units (i.e., the two sides of the duplex) would be treated the same as two detached houses under the one unit per 35 acres density policy.
12. Support farmland tax credits, use value assessments, and other programs that encourage the continued use of land for farming.
13. Require Town Board review and approval standards for any proposed new or expanded animal confinement operation. Where these operations are permitted, a buffer area should be provided.

## C. AGRICULTURAL RESOURCE RECOMMENDATIONS

Farming is the town's most significant land use and economic activity. Participants in this planning process identified retaining Dane's farming heritage as a key opportunity for the town's future. To ensure that Dane remains a strong farming community, local farmers must be able to make a decent living, large blocks of farmland must be preserved, and non-farm land uses must be directed away from the town's agricultural areas. This plan seeks to achieve these important objectives.

This *Town of Dane Comprehensive Plan* is intended to update the town's 1981 Land Use Plan, which has served as a component of the Dane County Farmland Preservation Plan. The county's Farmland Preservation Plan, along with exclusive agricultural zoning, enables eligible farmers to participate in the state's Farmland Preservation tax credit program.

In addition to specific town plans, the Dane County Farmland Preservation Plan also includes the following countywide policies:

- Maintain Dane County as one of the nation's most productive agricultural counties.
- Preserve agricultural land as a resource for current and future generations.
- Support preservation of the family farm.
- Maintain the rural character of Dane County towns.

Reflecting these countywide farmland preservation policies, this plan recommends the following approaches to preserve the Town of Dane's valuable agricultural resources.

### 1. LIMIT NON-FARM DEVELOPMENT IN AGRICULTURAL AREAS

Consistent with the town's current policies, this plan seeks to continue to limit the amount of residential development in farming areas. There are numerous conflicts between houses and farming, including use of roads, noise, odors, and hours of operation. Further, the intrusion of non-agricultural uses in farming areas brings a sense of impermanence, which discourages further investment by remaining farmers.

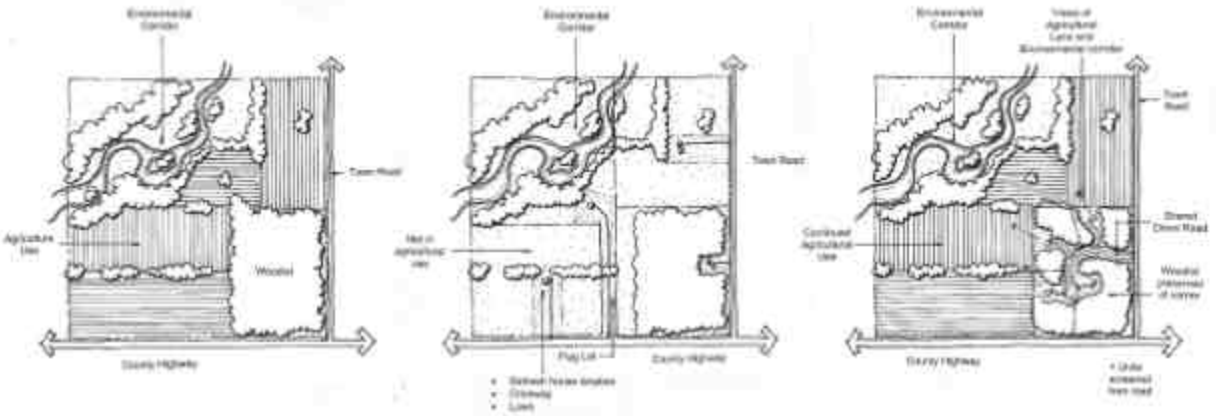
As described more fully in the following "Land Use" chapter, the town's planned land use map designates most of the town as an *Agricultural Preservation Area,* which are those areas deemed appropriate for long-term farming. This planning designation was mapped on the basis of soil types, topography, agricultural productivity, and current and potential agricultural uses. The primary land use activity within the *Agricultural Preservation Areas*

should be farming. This plan recommends a housing density of not more than one home per 35 acres owned in *Agricultural Preservation Areas* and the location of these limited homesites in non-productive agricultural areas. This plan designation, and accompanying density policies, seek to avoid the breaking up of large farm parcels, while still providing some non-farm economic return for farmers.

This plan advocates smaller residential lot sizes in farming areas. For example, while the *Agricultural Preservation Areas* designation recommends one home per 35 acres, those homes should be on smaller lots, such as two or four acres. These homesites, along with the private driveways that access these sites, should be directed away from soils best suited for agricultural use (Group I and II soils). Homesites should also be directed away from hydric or alluvial soils which are prone to flooding or instability. More appropriate sites might be located in an adjacent woodlot, at the edge of a tilled field, and on other, more appropriate soils.

The graphic below provides a visual comparison between conventional development and "conservation development," with smaller lots on one portion of the parcel. The first panel shows the pre-development conditions of a 160-acre parcel. The second panel shows how this parcel would be subdivided under conventional development with a 35-acre minimum lot size. The resulting parcel is divided into four large lots, each accessed by a separate driveway, and can no longer be used for farming activities. The third panel shows how this parcel would be subdivided using conservation development design techniques recommended by this plan. Four homes are placed on smaller lots that are in one corner of the parcel, thereby preserving the farmland and natural features. The third panel also shows how development can be "hidden" from main roads through natural topography, vegetation, and setbacks.

Examples of Conventional and Conservation Development
35 Acre Density (e.g., Proposed "Agricultural" Planning District)



**Predevelopment Site Conditions**
160 Acre Site

**Conventional Development Option**
35 Acre Minimum Lot Size
4 Houses

**Conservation Development Option**
1 House per 35 Acres (with Smaller Lots)
4 Houses

This plan includes a set of rural housing design guidelines to allow the town to direct private development into appropriate locations and forms. A complete description and illustration of these design guidelines are provided in the "Housing" chapter.

This plan does not support the platting of subdivisions in the mapped *Agricultural Preservation Areas*, unless a landowner is exercising all five or more of his or her development options. For example, a landowner with 200 acres in the *Agricultural Preservation Area* is permitted to create five homesites under the town's density policy. 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, a subdivision plat would usually be required.

This plan also seeks to limit commercial or industrial development in *Agricultural Preservation Areas* to only those uses that support farming activities. The types of non-farm businesses appropriate in farming areas are described in the "Economic Development" chapter.

## 2. DIRECT INTENSIVE DEVELOPMENT INTO URBAN SERVICE AREAS

Large-scale development projects, which have the greatest opportunity for conflicts with farming, should be directed away from planned *Agriculture Preservation Areas* entirely. This plan seeks to direct intensive development (e.g., large subdivisions, multi-family residential, commercial, industrial) into the Village of Dane Urban Service Area, where a full array of municipal services are available. These services include public water systems, sanitary sewage systems, higher levels of police and fire protection, solid waste collection, streets with curbs and gutters, street lighting, and parks. The boundaries of the Village of Dane Urban Service Area are shown on Map 5 and represent the likely outer limits of planned urban growth and development in the village over a 20-year planning period.

## 3. SUPPORT COUNTY EFFORTS TO REGULATE LARGE-SCALE LIVESTOCK OPERATIONS

Current trends in agriculture may result in more concentrated, larger-scale livestock operations locating in the Town of Dane over the 20-year planning period. This plan supports county efforts to ensure that the impacts of large-scale livestock operations do not degrade the environment or disturb neighboring uses. Specifically, this plan advocates the following practices for large-scale livestock operations:

- *Proper siting and design of manure storage facilities*: Large farm operators should carefully consider the siting and design of manure storage facilities. Improper storage of manure may cause pollution of groundwater or surface water. Common types of storage facilities include walled enclosures, storage ponds (or earthen facilities), aboveground tanks, and underground storage (typically beneath confined freestall buildings). Each facility has different site limitations, costs, and labor requirements. Dane County has adopted an animal waste management plan and has established minimum design and siting criteria for earthen facilities. Pending ordinance modifications will include design and construction standards for all types of manure storage facilities, including concrete and temporary stacking.
- *Control runoff from areas where manure is concentrated*: Large farm operators should prevent rain and melting snow from washing manure nutrients and bacteria into nearby drainageways, streams and lakes. Common practices include the placement of rain gutters, downspouts and outlets on all buildings near manure-covered areas; diverting

water away from a barn or feedlot by building a berm or dredging a channel; constructing a settling basin at the lower end of the feedlot that allows runoff water to leave the yard at a controlled rate; or installing a filter strip or buffer area at the lower end of the feedlot to trap nutrients and suspended material. Under Dane County ordinances, any overflow of manure storage facilities is prohibited.

- *Careful application of manure fertilizer*: Large farm operators should spread their manure fertilizer according to a nutrient management plan to protect water quality and maximize the benefit from manure. The key is to put manure in known places at known rates. Too much manure application or allowing runoff from spreading sites can result in polluted streams, lakes or groundwater, without any increases in productivity.
- *Protect streambanks and shoreline areas*: Farm operators should restrict their cattle herd's access into any streams or shorelines within the grazing areas. When cattle are concentrated along streambanks and shorelines, bank erosion and manure can threaten water quality and fish habitat. Several practices can allow cattle access to water while protecting banks and shorelines. These include installing fencing, constructing stream crossings and access ramps, or pumping water to a location away from the stream.

## 4. REVIEW SITE PLAN FOR CONCENTRATED ANIMAL FEEDING OPERATIONS (CAFOS)

The Wisconsin Department of Natural Resources requires concentrated animal feeding operations (CAFOs) with 1,000 or more animal units to obtain a permit. This permit is called a Wisconsin Pollutant Discharge Elimination System (WPDES) Concentrated Animal Feeding Operation (CAFO) permit—or a WPDES CAFO permit. These permits are designed to ensure that farm operations choosing to expand to 1,000 animal units or more use proper planning, construction, and manure management practices to protect water quality from adverse impacts. At the time of writing, there were five large-scale farm operations in Dane County regulated under this permit program. None of these farms are yet located in the Town of Dane.

Before submitting a WPDES CAFO permit application to operate a feedlot with 1,000 or more animal units in the Town of Dane, the landowner should submit a site plan for the proposed operation. This site plan should demonstrate how the landowner intends to mitigate traffic impacts, nuisance issues, and manure storage and water quality impacts associated with this large-scale operation. The landowner should meet with the Town Plan Commission to discuss the submitted site plan. The site plan should include the same information as required for the WPDES CAFO permit application. This includes:

1. The location of the existing and proposed site on plat maps, aerial photographs, and soil survey maps.
2. Scaled drawing(s) locating animal housing, waste storage facilities, runoff controls, groundwater monitoring wells, loafing or outside lot areas, feed storage structures and water supply wells.
3. A description of proposed and existing waste storage facilities
4. A description of proposed and existing runoff control systems, groundwater monitoring systems, permanent spray irrigation or other landspreading systems.

5. Information on current and future animal units for the operation and the expected expansion dates.
6. A narrative containing background information on the operation as it exists and how it will function after the planned construction or expansion.

Town Plan Commission review of this site plan, and subsequent discussions with the landowner, will serve as the basis for the town's submittal of a formal letter to WisDNR during the public comment period of the WPDES CAFO permitting process. This letter will indicate whether or not the site plan was submitted for town review, and will include any findings or concerns related to the proposed operation. The town should contact the Agricultural Runoff Management Specialist in the WisDNR South Central Regional Office to formally request, in writing, that the town be notified of all public comment periods related to a pending WPDES CAFO permit for an operation located in the Town of Dane.

## 5. IDENTIFY FARM PRIORITY AREAS

Farm Priority Areas (FPAs) are areas within Dane County that support a thriving agricultural community, contain exceptionally agricultural soils, have received high levels of agricultural investment, and have the most promise to remain in agricultural use over the long term. The creation and mapping of FPAs can:

- Stabilize the town's agricultural tax base by encouraging continued re-investment and improvements to operating farms.
- Reduce the costs associated with town road maintenance and other town services demanded by scattered residential development.
- Retain the town's rural character by permanently protecting large farming areas.
- Make farmers within FPAs eligible for voluntary participation in the sale of agricultural easements under a possible future purchase of agricultural easements, purchase of development rights, or local transfer of development rights programs.
- Ensure that farmers within the FPAs will be surrounded by other lands which are preserved for long-term agricultural use, which may encourage desired farm investments.

The entire Town of Dane has been identified as a Farm Priority Area. This plan recommends that the town and county work together to ensure that farmers with this Farm Priority Area continue to invest in and improve their operations.

## 6. CONSIDER A PURCHASE OF DEVELOPMENT RIGHTS (PDR) PROGRAM

To reduce the amount of future development in *Agricultural Preservation Areas* (and particularly Farm Priority Areas), a Purchase of Development Rights (PDR) program may be worthy of future consideration. Under a PDR Program, the town, county or a non-profit land trust would allocate funds to purchase development rights from willing farmland owners. The program is based on the premise that landowners can sell off a portion of their property rights, while retaining the remainder of those rights. For example, a town farm owner could negotiate to exchange any future rights to build on his or her property for a sum of cash. The farm owner would still have title to the property, could still restrict access, and could continue to farm the land. An appraisal would determine both the total market

value of the land and that portion of market value associated with the land's future development potential. The offering price for the development rights would then be equal to the value associated with the development potential. The Town of Dunn has had a PDR program in operation since the mid-1990s.

In conjunction with the U.S. Highway 12 expansion project, the Wisconsin Department of Transportation is providing $1 million per year for five years (2001 – 2005) to Dane County. The resulting Dane County Fund is to be used to acquire lands, easements (scenic, conservation or agricultural) and/or development rights from willing sellers of land near the U.S. Highway 12 corridor. The purpose of the Dane County Fund is to help offset the impacts of the highway expansion project, help area farmers continue to farm, preserve the scenic beauty of the corridor, and protect important natural resources.

## D. NATURAL RESOURCE INVENTORY

Understanding the relationship between the Town of Dane 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 also important for community appearance and for the functions they perform for natural communities. Map 3 depicts the town's environmentally sensitive areas, some of which are described in more detail below.

### 1. LANDFORMS/TOPOGRAPHY

The Town of Dane is situated near the eastern edge of Wisconsin's driftless area. The town's landforms are characterized by gently rolling ground moraines. The slopes in this region are gentle and the hilltops are broad and rounded. Elevations in the town range between 980 and 1,050 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 Dane are of three major types:

- The *Dodge-St. Charles-McHenry* association is the predominate soil type in the south half of the town and around the Village of Dane. This association is characterized by 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 *Plano-Ringwood-Griswold* association predominates in the north and northeast parts of the town. This association is characterized by moderately well-drained and well-drained soils that have deep silt loams and loams subsoil and are underlain by sandy loam glacial till. Most areas of the soils of this association are cultivated, with common crops being corn, oats, alfalfa, and canning crops.

- The *Batavia-Houghton-Dresden* association is represented in several small areas in the northwest, west central and southeast parts of the town. 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 suitability of the various soils in the town for on-site waste disposal systems is described in "Utilities and Community Facilities" chapter.

## 3. DRAINAGE BASINS

The town's southern portion is drained by Six Mile Creek (within the Six Mile and Pheasant Branch Creeks Watershed Area). The north part of town is drained by Spring Creek (within the Lake Wisconsin Watershed Area). Spring Creek, one of the few designated trout streams in the County, runs through the Lodi Marsh State Wildlife Area. A small portion of western Dane drains into the Crystal Lake-Fish Lake basin (within the Roxbury Creek Watershed Area). Major watershed boundaries are shown on Map 3 as black dashed lines.

## 4. GROUNDWATER

Groundwater is comprised of the portion of rainfall that does not run off to streams or rivers and that does not evaporate or transpire from plants. This water percolates down through the soil until it reaches the saturated zone of an aquifer. Groundwater supplies nearly all of the water for domestic, commercial and industrial uses in Dane County. In the County's rural areas, groundwater is primarily used for rural domestic, irrigation, and stock watering uses.

In northwestern Dane County, high-capacity wells draw water from the Mt. Simon aquifer. Low-capacity (rural domestic) wells draw water from the upper sandstone aquifers. Water table levels in the Town of Dane range between 880 and 910 feet above sea level (average well depths in the town range from 200 to 300 feet). There are numerous springs in Dane County which serve as natural points of groundwater discharge.

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 facilities, sludge and septage application, lawn and agricultural fertilizers, silage juice and decaying plant debris. Several sample wells in the town's southern part were found to have high levels of nitrate-nitrogen.

## 5. SURFACE WATERS

Spring Creek and Six Mile Creek are the most prominent surface water features in the Town. Six Mile Creek has been designated by WisDNR as an Exceptional Resource Water;

the creek's water quality is generally good and supports a limited fishery west of STH 113. There are no lakes within the town.

## 6. FLOODPLAINS

The Federal Emergency Management Agency (FEMA) designates floodplain areas. These are areas predicted to be inundated with flood waters in the 100-year storm event (e.g., a storm that has a 1% chance of happening in any given year). The State requires local (County) regulation of development in floodplains. Development is strongly discouraged in floodplains to avoid both on-site and up- and downstream property damage.

Floodplain areas in the town are located along Spring Creek in the Lodi Marsh area and near the Waunakee Marsh on the southeast side of Town. In 2001, FEMA and Dane County began digitizing the floodplain maps for Dane County. The local floodplain ordinance and map are available at the Dane County Planning and Development Department. The National Flood Insurance Program maps produced by the FEMA should be referenced for official delineation and elevations of floodplain boundaries.

## 7. WETLANDS

The most prominent wetland in the town is the Lodi Marsh in the northern part of the community. There are other wetland areas located along Six Mile Creek, as shown on Map 3. Wetland areas are important for aquifer recharge, groundwater and surface water quality improvement, and wildlife habitat. These have been identified and mapped by WisDNR through its Wisconsin Wetlands Inventory. These maps are available at the County Planning and Development Department. Generally, county zoning does not permit development in these areas.

## 8. WOODLANDS

The town contains several areas that have significant woodland cover (see Map 4). Upland wooded areas cover between 12 and 16 percent of the town's total land area according to the WISCLAND land cover inventory and 2000 land use inventory. These areas often coincide with areas of steep slopes and drumlins in the northwestern portion of town. The most common species in these woodlands are oak, elm, and maple. The woodlands in and around the town are valuable contributors to the area's character and beauty.

As of April 2000, there were 395 acres of privately-owned woodland in the Town of Dane enrolled in WisDNR's Managed Forest Land (MFL) Program. 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% of their forest area. In exchange, their land is taxed at a rate below the state average. About 7 percent of the

town's total enrolled acreage are open to the public for hunting, fishing, hiking, sight-seeing, and cross-country skiing.

### 9. STEEP SLOPES

Generally, the town is characterized by gently rolling hills and plains. As shown on Map 3, steep slopes exceeding a 12% grade occur very infrequently and only for very short runs. These areas are scattered throughout the town and are generally associated with either directly adjacent waterways or drumlin systems. Slopes between 12% and 20% grade present challenges for building site development. Slopes that exceed a 20% grade are not recommended as development sites. These areas area generally located in the northwest portion of Dane.

### 10. HILLTOPS AND RIDGETOPS

Hilltop and ridgetop areas are important natural features that are often overlooked in comprehensive planning efforts. Within the town, these features are particularly noticeable on the western edge of the community. 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.

### 11. RARE SPECIES OCCURRENCES/NATURAL AREAS

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. Sections 5, 6, 8, 16, and 12 in the Town of Dane were identified in the1999 Natural Heritage Inventory as areas containing rare plants or animal species. More specific information on location and type of specie is available from the state's Bureau of Endangered Resources.

### 12. GRASSLANDS/PRAIRIE MANAGEMENT AREAS

The *Parks and Open Space Plan for Dane County, 1990 – 1995*, includes an inventory of grassland prairie sites compiled by the Southwest Wisconsin Prairie Enthusiasts. The County's *Parks and Open Space Plan* recommends completing a county-wide inventory of these areas, notifying landowners and local governments of site locations, and considering these sites during urban service area, rezoning and subdivision decisions. Map 3 shows the boundaries of a grasslands/prairie management area south of the Village of Dane.

### 13. PRAIRIE REMNANTS/OAK SAVANNAS

The *Parks and Open Space Plan for Dane County, 1990 – 1995*, includes an inventory of native prairie remnants and oak savannas sites. These prairie and savanna remnant sites are representative examples of the region's early landscape. As shown on Map 3, most of these sites in the Town of Dane are located within the Lodi Marsh State Wildlife Area.

### 14. OPEN SPACE/ENVIRONMENTAL CORRIDORS

Open space/environmental corridors are shown on Map 3. Environmental corridors are continuous systems of open space that include environmentally sensitive lands and natural resources requiring protection from disturbance and development, and lands needed for open space and recreational use. Within the town, the dominant environmental corridor follows the Six Mile Creek. Environmental corridors are used in this plan to address the multiple concerns of drainage, water quality, recreation, and open space.

## E. NATURAL RESOURCE GOALS, OBJECTIVES AND POLICIES

### 1. Goal: Protect natural resource features in the Town of Dane.

***Objectives:***

a. Recognize the environment as an integrated system of land, water and air resources, the destruction or disturbance of which can immediately affect the community by creating hazards, destroying important public resources and habitat, or damaging productive lands and property.

b. Protect and improve the quality of the surface and groundwater within the town.

c. Identify and protect unique natural resources such as floodplains, wetlands, steep slopes, and woodlands.

d. Encourage the use of soil conservation practices and the management of woodlands.

***Policies***:

1. Guide the location and design of development to minimize any adverse impact on the quality of surface waters, aquifers, wetlands, steep slopes, woodlands and agriculture.
2. Prohibit building development on slopes in excess of 12%. Limit driveway grades to a maximum of 12% after construction.
3. Utilize natural drainage patterns and measures which control the quality and quantity of stormwater leaving any site.
4. Preserve wetlands and woodlands as essential components of the hydrologic system and as valuable wildlife habitat, and to restore degraded resources where possible.
5. Protect natural landscape features such as woodlands, wetlands, floodplain areas, streams, lakes, and steep slopes and emphasize their value to the community as potential focal points of natural beauty and recreation.
6. Direct proposed development in areas where soil characteristics are compatible with the proposed development. Soil characteristics incompatible with development include hydric soils, wetlands, Group I and II soils, soils with low or very low suitability for dwellings with basements, and soils least suitable for on-site waste disposal systems, as described and depicted on maps in this plan or the Dane County Map Book published in 2001.
7. Discourage and, where possible, prevent the filling or developing of wetlands and floodplains.
8. Encourage the management of woodlands in an effort to promote further value for timber and wildlife.

9. Promote development and agricultural practices which protect surface and ground water quality, including proper erosion control, manure management, and stormwater management strategies.
10. Support the WisDNR's plan to acquire from willing property owners and eventually construct a segment of the Ice Age Trail through parts of the Town of Dane. Support volunteer groups in ensuring quality trail development and maintenance over the long term. The town does not support any land condemnation for the construction of the Ice Age Trail.
11. Before approving any changes in land use, consider the impact on wildlife habitat, potential locations of rare plant and animal species, and archeological sites.

## F. NATURAL RESOURCE RECOMMENDATIONS

In addition to extensive farmland, this plan recognizes the importance of other natural features in defining the town's rural character, sense of place, and environmental health. Dane's rolling woodlands, open spaces, and marshlands were identified at the town vision setting workshop as a key strength for the community. The following are recommendations for preserving these natural resources.

### 1. OPEN SPACE CORRIDORS

Open Space Corridors have immeasurable environmental, ecological, passive recreational, stormwater management, groundwater protection and recharge, erosion control, and scenic value. As mapped on the town's planned land use map (Map 5), these corridors include the following features:

- Wisconsin DNR-identified wetlands as mapped in the Wisconsin Wetlands Inventory and subject to existing Dane County zoning. Wetlands of two or more acres are included. This layer may not include all wetlands that are subject to state and/or federal disturbance rules.
- Federal Emergency Management Agency (FEMA) designated floodplains subject to existing Dane County zoning. These general floodplain delineations represent the areas potentially subject to the 100-year flood adjacent to navigable waters. All areas of the town subject to flooding are not necessarily reflected in mapped floodplains (or within the *Open Space Corridor* delineation).
- Wisconsin DNR-owned lands, both existing and proposed (the Lodi Marsh State Wildlife Area).

The two most prominent corridors include the Six Mile Creek drainageway and the area surrounding Lodi Marsh. New development is already limited in these corridors by existing County zoning. Generally appropriate uses include open space and agriculture activities. New homes and other buildings should not be placed in these areas.

The *Open Space Corridors* depicted in Map 5 are necessarily general, and should be used to identify general areas where development may not be appropriate. They are mapped on the basis of the best available information at the time of delineation. Changes to these corridor boundaries might be necessary to correct mapping errors or omissions or to reflect additional, improved or updated background information gained from field reconnaissance, more detailed studies, or detailed site surveys.

## 2. STEEP SLOPES

Most steep slopes—greater than 12 percent—are located in the northern part of the town. These hills and ridges are typically wooded and associated with adjacent waterways and drumlin systems. Steep wooded slopes provide wildlife habitat, enhance scenic beauty, and provide a natural barrier for development. Protecting these steep slopes from development or disturbance is an important component in the town's natural resource planning effort. Disturbing the soils and vegetation on steep slopes can result in extremely severe erosion, which can in turn have an impact on the water quality of nearby water resources. Disturbing steep slopes can also result in landslides, causing expensive and extensive damage to buildings, roads and utilities.

Following county standards, this plan does not recommend any development, including driveways, or site disturbance on slopes greater than 12 percent. Driveway slopes steeper than 12 percent can create problems for emergency vehicles. It is important to emphasize that this plan does not suggest that all parcels containing steep slopes should be prohibited from development. Rather, this plan encourages landowners to direct site development or disturbance away from steep slopes and into more appropriate areas of their property.

## 3. WATER QUALITY

The town's water resources, both surface and groundwater, are critical to the long-term health of the community. Surface waters in the town include Spring Creek and Six Mile Creek. Flowing through the Lodi Marsh Wildlife Area, Spring Creek has been identified by WisDNR as a "Cold Water Community." Spring Creek is capable of supporting cold water fish species or serving as spawning area for cold water fish species. Dane County's pending stormwater management ordinance will require that any new development within the watershed of a "Cold Water Community" incorporate provisions to reduce the temperature of stormwater runoff from the site.

The town's southern portion is within the Lake Mendota Priority Watershed Project boundary area. In 1993, WisDNR selected the Lake Mendota watershed as a priority watershed project, which includes strategies and educational tools designed to protect and enhance water quality. The program provides financial and technical assistance to landowners and local governments to reduce nonpoint source pollution, which cannot be easily traced to a single point of origin. Instead, it occurs when rainwater or snowmelt flows across the land; picks up soil particles, organic wastes, fertilizers, or other pollutants; and carries them to surface water or ground water. The town should support the county's implementation efforts to protect the Lake Mendota watershed, including educational programs and individual farm conservation planning projects.

Groundwater is the source for drinking water for all of the town's households. Its protection is critical. The 1999 *Dane County Groundwater Protection Plan* included many recommendations designed to protect and enhance water quality in Dane County's unincorporated areas. In conjunction with the County's groundwater protection objectives, this plan supports several efforts to protect the town's groundwater, including the following:

- *Work with the County and State agencies in managing livestock waste storage facilities*. Livestock waste is a potential source of groundwater pollution in the town. Inadequately

controlled animal feedlots, unconfined manure stacks, unlined manure pits and improper manure spreading are the main sources of livestock waste pollution. According to the Dane County Land Conservation Department, there were approximately 18 manure storage facilities in the town. Dane County has adopted an animal waste management plan and established minimum design and siting criteria for animal waste storage facilities. To protect drinking water quality, WisDNR requires a separation of at least 250 feet between livestock waste storage facilities and nearby private water wells. The town should recognize and reinforce this requirement in its approval of homesites.

- *Avoid planning for new development within about ¼ mile of open or closed landfill sites.* Map 3 shows the location of known landfill sites in the Town of Dane. To protect drinking water quality, the 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. The town should recognize this requirement in its home siting decisions.
- *Ensure the proper placement and maintenance of on-site waste disposal (septic) systems.* Improper placement and maintenance of both conventional disposal systems and chemical and biological treatment systems allowed under the new "COMM 83" law can result in groundwater contamination. More specific recommendations for on-site systems are addressed in the "Utilities and Community Facilities" chapter.

In addition to water quality, this *Plan* supports efforts to ensure an adequate *quantity* of groundwater over the 20-year planning period. High-capacity irrigation wells, which pump more than 70 gallons per minute, are regulated by WisDNR if the operation of that well does not have an adverse impact on water availability to a municipal well. WisDNR is considering changes in the permitting process to consider impacts to groundwater availability for all wells, not just municipal wells.

## 4. MANAGED FOREST LAND

The town should encourage owners of the town's remaining large wooded parcels to participate in the State's Managed Forest Land (MFL) Program as a way to promote multiple goals and objectives of this plan. Enrollment is open to all private landowners owning ten or more acres of contiguous forestland. Adhering to a forest management plan is a requirement of the program. Buildings used or "developed for human (year-round) residence" are not allowed on MFL-enrolled lands. Landowners wishing to build residences on MFL land must withdraw the land from the program first and pay early withdrawal penalties.

## 5. NONMETALLIC MINERAL RESOURCES

There are limited areas in Dane used for nonmetallic mineral extraction. The town might receive requests for new or expanded extraction sites over the planning period. Such uses are appropriate in the *Agricultural Preservation Areas* shown on Map 5 provided that they are properly sited and reclaimed per new state and county rules. Extraction activities are not generally compatible with residential uses and should be directed away from clusters of homesites or planned residential areas.

### 6. RARE SPECIES OCCURRENCES AND WILDLIFE HABITAT

Preservation of wildlife habitat and rare plant and animal species has many benefits. It enhances the quality of residents' lives, preserves rural character, increases pride and stewardship in private land ownership, and enhances recreational experiences. Preserving habitat and protecting rare species at the local level may also minimize the potential that a species will officially become "threatened" or "endangered," thereby requiring federal intervention under the Endangered Species Act.

Map 3 shows all sections in the Town of Dane where rare plant or animal species and natural communities have been documented by WisDNR's Natural Heritage Inventory (NHI). These could be aquatic or terrestrial species, plants or animals. NHI data is collected in the field on a continuous basis by biologists. However, it is important to note that not all sections of the town have been inventoried for the presence of rare species. Because rare species are vulnerable to collection and intentional destruction, the exact locations and type of rare species is not made readily accessible. However, this data is available from WisDNR through the submittal of a "Wisconsin Natural Heritage Inventory Request Form."

### 7. RECREATIONAL RESOURCES

Recommendations related to the town's parks and recreational resources are provided in the "Utilities and Community Facilities" chapter.

## G. CULTURAL RESOURCE INVENTORY

Preservation of historic and cultural resources fosters a sense of pride, improves quality of life, and provides an important feeling of social and cultural continuity between the past, present and future. The following sections describe the town's significant historic and archeological resources.

### 1. HISTORIC RESOURCES

There are no buildings or properties in the Town of Dane listed in the State or National Register of Historic Places. However, this should not be interpreted to mean that the town does not have 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, school houses, and turn-of-the-century homes—that create Wisconsin's distinct cultural landscape. The AHI includes 30 documented properties in the Town of Dane. These properties include older homes and outbuildings, farmsteads, barns, and the Box Elder Schoolhouse.

### 2. ARCHEOLOGICAL RESOURCES

According to the State Historical Society, there were five known archaeological sites and cemeteries identified in the Town of Dane as of January 2001. Map 3 shows the general location of these sites.

## H. CULTURAL RESOURCE GOALS, OBJECTIVES AND POLICIES

### 1. Goal: Enhance and maintain the Town of Dane's cultural resources and rural character.

***Objectives:***

a. Preserve the town's agricultural, cultural, historic, and archeological resources that celebrate the community's pre-settlement and early settlement periods.
b. Identify and protect cultural, historic and archeological resources.
c. Prohibit incompatible land uses (e.g. high traffic generators, noisy uses, or unaesthetic uses) from locating within or next to residential areas.
d. Encourage the preservation of historically and architecturally significant structures in the Town of Dane.
e. Protect scenic roadways in the town.

***Policies***:

1. Cooperate with the State Historic Society, Dane County, and other surrounding communities on a comprehensive survey of historic and archeological resources in the town.
2. Encourage private landowners to protect and, if necessary, rehabilitate identified cultural, historic and archeological resources when specific sites are proposed for development.
3. Support local festivals, fairs, farm tours, farm breakfasts, and markets that celebrate the town's farming heritage and rural way of life.
4. Adhere to the mapped and described land use recommendations contained in this comprehensive plan.
5. Support Dane County zoning and subdivision regulations that are intended to prohibit incompatible land uses.
6. Work with Dane County to establish standards for siting and constructing telecommunication towers in the town.
7. Consider the designation of one or more "Rustic Roads" in the town.

## I. CULTURAL RESOURCE RECOMMENDATIONS

This plan encourages the preservation of historic, archeological, and cultural resources in the Town of Dane. Map 3 depicts known archeological sites that are included in the Wisconsin Archeological Site Inventory (ASI) database. Mapped archeological sites are predominately burial sites. It is important to note that the ASI database contains only those sites that have been identified by or reported to the State Historical Society. They do not include all sites of historic or archeological significance in the town. Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. Dane County ordinances require a 25-foot setback from Native American burial mounds.

*There are several local landmarks in the Town of Dane that reflect the community's rural heritage, such as this stone archway along Viaduct Road on the east side of the town. While these landmarks may not be listed on a state or federal register, they should be protected and maintained to the greatest extent possible.*

The plan advises that the town make a specific request to the State Historical Society for more detailed information when a specific development proposal is offered on land in an area where a known historic or archeological site has been mapped, if its location is not readily apparent. The town should also work with the county and state in preserving the community's historic farmsteads and outbuildings that contribute to Dane's agricultural heritage and aesthetic beauty. These important town landmarks should be included in any future cultural resource identification and protection programs.

Finally, the town should continue to promote the community's farming heritage by supporting local festivals, fairs, markets, farm tours, or farm breakfasts.

# Map 3: Environmentally Sensitive Areas & Public Lands

# CHAPTER THREE: LAND USE

# III. 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 Dane. The chapter includes two maps that show existing land uses and recommended future land uses, 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 existing land uses in Winter 2001 using data from Dane County, aerial photography, and spot field checks. Town representatives had an opportunity to review and suggest corrections to existing land use maps before they were finalized.

### 1. EXISTING LAND USE MAP CATEGORIES

Map 4 divides existing land uses in the Town of Dane into several categories. These categories include:

a. **Agriculture**: land used primarily for farming, farmsteads and support activities, and limited single-family residential development, generally densities at or below 1 dwelling per 35 acres;

b. **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;

c. **Rural Lands/Vacant**: privately-owned vacant lands and undeveloped lands, predominantly not in agricultural or woodland use;

d. **Recreational Lands**: publicly- or privately-owned lands designated as county parks and recreation areas, state wildlife areas, town parks, or other recreational facilities;

e. **Surface Water**: lakes, rivers and perennial streams;

f. **Rural Single Family Residential**: single family residential development, generally at densities between 1 dwelling unit per acre-and-a-half and 1 dwelling unit per 35 acres and served by on-site waste disposal systems;

g. **General Business**: indoor commercial, office, institutional, and controlled outdoor display land uses, with moderate landscaping and signage;

h. **General Industrial**: indoor industrial land uses and controlled outdoor storage areas, with moderate landscaping and signage;

i. **Landfill/Extraction**: sites in current use as a landfill, along with quarries, gravel pits, clay extraction, peat extraction and related land uses;

j. **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

A vast majority of the Town of Dane remains in open space uses. As shown on Map 4, most of the land is in *Agriculture* use, with scattered areas of *Woodlands* and *Rural Lands/Vacant* uses.

The Dane Woods subdivision, shown as *Rural Single Family Residential*, is located in the center of the town. The town's farm and non-farm residences, identified by black squares on Map 4, are dispersed throughout the community—generally along town and county roads. Clusters of residential development are located along Coyle and Sam Roads in the northcentral part of town, near the intersection of CTH V and Black Hill in the central part, in the CTH Y-Lee Road-Bitney Road intersections in the northwest part, and along Hyslop Road in the southeast part of the town.

There are a few *General Business* uses located in the town. A group of mini-warehouse buildings are located at the intersection of STH 113 and CTHs P and V. Other businesses are located along STH 113 and Viaduct Road on the north side of the town and along Lodi-Springfield Road along the southern edge of the town. The town's recycling collection area located along Hyslop Road is shown as *Institutional*. Other *Institutional* uses scattered throughout the town represent known cemeteries and church sites. *Extraction* sites are located along Stevenson Road south of the village, and along Lodi-Springfield Road on the west side of town.

Table 5 provides an estimate of the acreage within each existing land use category in the Town of Dane in the year 2000. These acreage totals do not include lands within the Village of Dane's Urban Service Area.

## 3. LAND DEVELOPMENT TRENDS

From 1992 to 1999, there were 33 new parcels created in the Town of Dane—all established through certified survey maps. Nearly all of these lots were for residences, averaging about 4 lots per year.

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 1,978 acres of agricultural land sold in the Town of Dane from 1990 to 1997. On average, an acre of agricultural land in the town sold for $1,292 during this time frame. Of the 1,978 acres of agricultural land that were sold, over 1,570 acres (79%) continued in agricultural use. The remaining 401 acres were converted out of agricultural use. The average price of land that remained in agricultural use was $1,158 per acre. The average price of land that was converted to a different use was $1,819 per acre. According to some local residents, agricultural land was selling for up to $3,000 per acre in some parts of the town in 2000.

To preserve farmland, the Town of Dane adopted an A-1 Exclusive Agriculture zoning district in 1979 and established residential density policies for this district. The town's density policy is limited to one home (commonly called a "split") per 35 acres owned. The

A-1 district covers most of the town. Based on a review of development activity (e.g., certified survey maps, residential building permits) and a comparison of 1979 and 2001 plat maps, it is estimated that between 77% and 86% of the original allocation of "splits" within the A-1 zoning district remain available as of 2001.

## Table 6: Town of Dane Existing Land Use Totals

| Land Use | Acres | Percent |
|---|---|---|
| Agriculture | 18,850 | 81% |
| Woodlands | 2,781 | 12% |
| Rural Lands/Vacant | 1,461 | 6% |
| Recreational Lands | 0 | - |
| Surface Water | 38 | <1% |
| Rural Single Family | 12 | <1% |
| Urban Single Family | 0 | - |
| Two Family | 0 | - |
| Mixed Residential | 0 | - |
| General Business | 15 | <1% |
| General Industrial | 11 | <1% |
| Landfill/Extraction | 13 | <1% |
| Institutional | 5 | <1% |
| **TOTAL** | 23,186 | 100% |

Source: GIS Inventory, VANDEWALLE & ASSOCIATES, 2001

## 4. EXISTING LAND USE CONFLICTS

Conflicts between residential development and surrounding farms, which has become increasingly common in other parts of Dane County, have been minimal in the Town of Dane. This plan seeks to avoid potential *future* land use conflicts through thoughtful and comprehensive land use planning.

# Map 4: Existing Land Use

## B. LAND USE GOALS, OBJECTIVES AND POLICIES

### 1. Goal: Create an efficient and sustainable land use pattern.

***Objectives:***

a. Ensure that a desirable mix of land uses consistent with the town's agricultural character is achieved.

b. Encourage collaboration between the Town of Dane, the Village of Dane, Dane County, and neighboring jurisdictions with regard to planning initiatives and development policies.

c. Coordinate land development with transportation system improvements.

***Policies:***

1. Plan for a sufficient supply of residential and nonresidential land uses to meet local land use desires.
2. Direct residential development in and around areas of existing development.
3. Where more than one home site is allowed, promote the location of those sites on 1½ acre lots or larger in an effort to preserve farmland, protect other natural resources, and reduce visibility of development.

## C. LAND USE RECOMMENDATIONS

This chapter of the plan is intended to provide specific recommendations for future land use in the town over the 20-year planning period. These recommendations are reflected in the Planned Land Use Map (Map 5) and are based on the goals, objectives and policies presented in this chapter.

In general, Map 5 recommends the continuation of an agricultural land use pattern in the Town of Dane, focused on preserving farmlands, protecting significant natural resources, and conserving water and soil resources. More intensive development should be directed into areas with existing development and infrastructure—primarily within the Village of Dane Urban Service Area.

### 1. LAND USE PLAN CATEGORIES

The land use plan categories used in Map 5 are described below. Following the description of each planned land use category is the existing Dane County zoning district(s) that best implements that category:

**Agricultural Preservation Areas**

This category includes agricultural lands and operations; farmsteads and homes, generally at densities not exceeding one single family residential unit per 35 acres owned; woodlands; non-tillable slopes; agriculture-related and farm family businesses; and mineral extraction operations. Policies for development in the Agriculture Preservation Areas are included in the "Agricultural, Natural and Cultural Resources" chapter.

The *Agricultural Preservation Areas* category has been mapped over most of Dane (about 91 percent of the town's land area). The town should promote continued agricultural

operations in these areas. Farm owners in this planning district should be encouraged to participate in the State Farmland Preservation Program, which generally enables landowners to receive state tax credits. Landowners with large tracts of woodland within this planning district should be encouraged to explore the state's woodland management programs. New housing should be limited in these areas to prevent incompatibilities with farm operations, and should be located at the edges of fields, on non-productive lands, and away from hydric or alluvial soils. More detailed recommendations for rural housing development are provided in the "Housing" chapter.

*This Plan has mapped* Agricultural Preservation Areas *over most of the town's land area. These areas should be preserved for long-term farming. New housing should be limited in these areas to prevent potential conflicts with farm*

*Recommended Zoning*: The county zoning district most compatible with this plan category is A-1 Exclusive Agriculture District. This zoning district complies with the provisions of the State's Farmland Preservation program. The A-2 Agriculture and A-B Agriculture Business zoning districts might be suitable for parcels proposed for farm-related businesses or services. Other non-agricultural zoning districts (e.g., RH Rural Homes districts) may be mapped where landowners exercise their "one home per 35 acre" development options. Deed restrictions may be used to supplement current zoning options. This plan recommends that the county consider a new agriculture zoning district which would allow only agricultural uses, but on parcels less than 35 acres in size.

### Rural Single Family Residential

This category includes rural development areas planned for homes at a density between one residence per 1½ acres and one residence per 35 acres and served by on-site waste disposal systems.

In the Town of Dane, the existing Dane Woods Subdivision and the area along Coyle Road and Sam Road are shown as *Rural Single Family Residential* areas. New development in these areas should be prohibited on slopes in excess of 12 percent and directed away from hydric or alluvial soils. New development should be sited in a manner that does not detract from the rural character of the community (see Rural Housing Design Guidelines in the "Housing" section). The town's "one home per 35 acre" density policy does not apply in these areas.

*Recommended Zoning*: The county zoning districts most commonly used in the Town of Dane for this type of planned land use category are the RH Rural Homes and A-2 Agriculture districts. The RH districts allow single family homes on various minimum lot sizes and a small number of animals (one animal unit per acre).

### Recreational Land

This category includes publicly- or privately-owned lands designated as state wildlife areas and recreational areas, county parks and recreation areas, town parks, and other recreational facilities. This category is mapped over the Lodi Marsh Wildlife Area.

*Recommended Zoning*: The county zoning districts most compatible with this planned land use category are the A-1 Exclusive Agriculture District and CO Conservancy District.

### Open Space Corridors

This category includes continuous systems of open space that includes drainageways and stream channels, floodplains, and wetlands. *Open Space Corridors* are mapped over Wisconsin DNR-identified wetlands and FEMA-designated floodplains identified by Dane County. *Open Space Corridors* are not shown within the Lodi Marsh State Wildlife Area, because this state-owned land is already restricted from development. New development should generally be discouraged from encroaching into these areas to protect environmental resources, prevent property damage, and preserve wildlife habitat.

*Recommended Zoning*: As an underlying zoning district, the County's A-1 Exclusive Agriculture District and CO Conservancy District are most compatible with this planned land use designation. County floodplain and wetland overlay zoning districts cover most of these areas.

### Surface Water

This category includes lakes, rivers and perennial streams.

### General Business

This category includes indoor commercial, office, institutional, and controlled outdoor display land uses, with moderate landscaping and signage. Map 5 shows all existing business parcels in the town as planned *General Business* areas. These areas are located at the intersection of STH 113, CTH P and CTH V, near the intersection of Benson and Viaduct Roads, and along Lodi-Springfield Road on the south side of the town. Non-agricultural businesses, aside from farm family businesses and home occupations, should be considered in other parts of the town only after an amendment to this plan.

*Recommended Zoning*: The county zoning district most often used for this planned land use designation is C-1 Commercial District.

### Institutional

This category includes small-scale governmental or religious uses, such as churches, cemeteries, schools, and town facilities.

*Recommended Zoning*: The county zoning district most used for this planned land use designation is the A-1 (Exclusive) Agriculture District. Governmental and religious uses are allowed in this district as a conditional use.

## Table 7: Planned Land Use Acreage Summary

| Land Use | Acres | Percent |
|---|---|---|
| Agricultural Preservation Areas | 21,194 | 91% |
| Recreational Land | 926 | 4% |
| Open Space Corridors | 758 | 3% |
| Surface Water | 38 | < 1% |
| Rural Single Family Residential | 246 | 1% |
| General Business | 20 | < 1% |
| Institutional | 5 | < 1% |
| TOTAL | 23,186 | 100% |

Source: GIS Inventory, VANDEWALLE & ASSOCIATES, 2001

## 2. PROJECTED LAND USE

Wisconsin Statutes (§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. The Town of Dane is not planning for any additional future non-farm commercial or industrial development over the planning period; therefore, this plan does not contain projections for these uses.

Projected acreage amounts for residential land use are based on the town's past development trends. Since 1980, the town has issued 86 residential building permits (or an average of approximately 21 building permits over five-year periods). If this trend continues, and one assumes that the average residential lot size will be three acres, then the projected land acreage needed to accommodate residential development every five years is approximately 63 acres. Some of this projected acreage for residential development will likely be sited in the town's *Agricultural Preservation Areas* as property owners exercise their "one home per 35 acres" residential development options. There is a sufficient number of unused, available "splits" in planned *Agricultural Preservation Areas* to accommodate this anticipated demand. Some of this acreage can also be accommodated in the town's *Rural Single Family Residential* area along Sam and Coyle Roads.

According to 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, approximately 400 acres of agricultural land in the Town of Dane were converted out of agricultural use from 1990 to 1997 (this averages out to approximately 285 acres over a five-year period). Therefore, if this trend continues, then the amount of agricultural land in active use in the town would decrease by about 285 acres every five years. Much of this agricultural land might remain as open space. The town desires to minimize the amount of land converted away from agricultural use.

## 3. FARMLAND PRESERVATION MAPPING REQUIREMENTS

In addition to meeting the State's "Smart Growth" requirements, the town's Planned Land Use Map (Map 5) 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 does not designate any "transition areas", which are essentially holding zones identified for future urban development. In the Town of Dane, urban development is directed to the Village of Dane's Urban Services Area, which is entirely within the village's municipal limits.

The Planned Land Use Map clearly identifies areas of nonagricultural use, including commercial and residential use. These areas are designated on the map for *Rural Single Family Residential* or *General Business* uses.

## 4. POTENTIAL LAND USE CONFLICTS

This plan seeks to avoid potential land use conflicts by limiting non-farm development in the town's agricultural areas. Intensive land uses are directed into the Village of Dane Urban Service Area. Further, this plan advocates rural housing design guidelines to help town officials carefully site new residential development in a manner than preserves farmland, protects natural resources, and reduces visibility of development. Finally, this plan supports efforts to ensure that conflicts associated with large-scale livestock operations are minimized (see "Agricultural, Natural, & Cultural Resource" chapter).

## 5. OPPORTUNITIES FOR REDEVELOPMENT

This plan does not identify any specific areas or parcels in the Town of Dane in need of redevelopment, because nearly all of the town is undeveloped.

# Map 5: Planned Land Use

# CHAPTER FOUR: TRANSPORTATION

# IV. 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 Dane. Given the town's rural setting, the primary focus is on highways and local roads. The chapter 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 Dane 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 the town. This section describes the town's existing transportation facilities.

### 1. ROADWAYS

U.S. Highway (USH) 12 runs through the extreme southwest corner of the town and serves as a principal arterial road. In Dane County, USH 12 is scheduled to expand from two lanes to four lanes from Middleton to Sauk County. Construction on the segment of road near the Town of Dane is scheduled for 2002 - 2004.

State Trunk Highway (STH) 113 runs through the eastern part of Dane—the main route north to the City of Lodi and south to the Village of Waunakee and the Madison urban area. This highway serves as a minor arterial road, which typically has less traffic carrying capacity, slower speeds and more frequent stops than principal arterial roads. Between 1996 and 1999, traffic volumes increased by approximately 46% along STH 113 just west of the Village of Dane.

*This photo of the town's northern gateway shows the community's two major transportation facilities: State Highway 113 and the Chicago & Northwestern rail line.*

County Trunk Highways (CTH) Y, V, and P serve as major traffic collectors from rural land uses and distribute the traffic to the arterial system. Town roads complement this major roadway network. Prominent town roads include Lodi-Springfield, Hyslop, Lavina,

Stevenson, and Crystal Lake. Future improvements to town roads should consider needed weight loads for agricultural equipment and related services.

The Dane County Transportation Improvement Program 2000 – 2004 provides an updated project listing of short-range transportation improvement projects undertaken in Dane County. This list includes the reconstruction of STH 113 from the Village of Dane to the City of Lodi, to be completed by 2003.

## 2. AIRPORTS

There are no airports located in the Town of Dane. Larger air carrier and passenger facilities are located approximately 15 miles to the southwest in Madison at the Dane County Regional Airport and about 10 miles south in Middleton at Morey Airport. There is also an airport near the City of Lodi.

## 3. RAIL

The Chicago & Northwestern rail line runs through the eastern part of Dane. This rail line connects Madison to the City of Baraboo and destinations north. On average, two trains run through the town daily, typically loaded with crushed granite.

## 4. BICYCLE ROUTES

The town does not have a locally designated bicycle trail system. However, several bicyclists in Dane County use town roads for recreational purposes because of the lighter traffic volumes as compared to other roads in region. Portions of Hyslop Road, CTH V, Fellows Road, and Lee Road have been identified as a scenic bike route by a Dane County bicycle club.

The draft 2000 *Bicycle Transportation Plan for the City of Madison and Dane County, Wisconsin* recommends bicycle facility improvements for the Madison urban area and the rural Dane County. In the Town of Dane, this draft plan recommends widening the paved shoulders along CTH P (from Springfield Corners to STH 113) from 3 feet to 4 feet to accommodate bicycle traffic.

## 5. PARATRANSIT

Paratransit is a specialized transit service to specific segments of the population that require more accessible vehicles and flexible routing. The Dane County Specialized Transportation Commission (STC) provides policy direction, coordination, and administration of specialized transportation services in the county. Residents of the Town of Dane can take advantage of four 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).

## 6. REVIEW OF STATE AND REGIONAL TRANSPORTATION PLANS

The following is a review of state and regional transportation plans and studies relevant to the town:

### 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 county-wide transportation system designed to serve the county's land use 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 Dane:

- The plan identifies the Chicago & Northwestern rail line between Madison and the Village of Dane as a potential long-range corridor for commuter rail service.
- The plan recommends paving the shoulder of CTH P from USH 12 to STH 113 to better accommodate bicycle traffic. The plan also encourages towns to develop bikeway system, route and facility plans as part of any transportation planning efforts.

### 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 USH 12 as a major "Corridors 2020 Backbone" to the state highway network

### 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.

### 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.

## B. TRANSPORTATION GOALS, OBJECTIVES AND POLICIES

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

***Objectives:***

a. Ensure that transportation system improvements are coordinated with land development desires, especially in relation to future U.S. Highway 12 modifications.
b. Coordinate multi-jurisdictional (town, village, county, state) transportation system improvements and maintenance in the Dane area.
c. Provide for adequate road capacities and road conditions.
d. Support the development of facilities that accommodate biking, hiking, and other modes of transportation.

***Policies:***

1. Continue to update and implement a Transportation Improvement Program to provide for the upgrading of town roads.
2. Work, both as a town and with the county, to properly place and maintain road signs in the town so that these signs are in compliance with the Federal Manual on Uniform Traffic Control Devices.
3. Consider implementing town road impact fees for any new development projects that place a burden on or require the upgrading of town roads
4. Support access control and rural character objectives by discouraging large amounts of "side of the road" development on major roadways.
5. Accommodate bicycle traffic on less traveled town and county roadways.
6. Work with the county, state and private landowners in ensuring that road-right-of-ways are clear of visual obstacles, particularly at road intersections. Road right-of-ways should be properly mowed and cleared.
7. Enforce weight restrictions on existing town roads and consider the weight limits on local roads when reviewing development proposals.
8. Work with the county, WisDOT, landowners and private developers to limit development along U.S. Highway 12 to help preserve it as a throughway and scenic image corridor.

## C. TRANSPORTATION RECOMMENDATIONS

The town's existing transportation network includes federal, state and county highways, complemented by a network of town roads. This section describes key recommendations for the town's transportation facilities.

### 1. ARTERIAL AND COLLECTOR ROADS

WisDOT is scheduled to expand USH 12 from two lanes to four lanes from Middleton to the Sauk County line. Construction on the segment through the Town of Dane is scheduled

for 2002-2004. This *Plan* advocates special design considerations for future development along the "U.S. Highway 12 Image Corridor". This image corridor should encompass all areas that can be viewed from the highway, as depicted on Map 5. In Dane, this area includes the extreme southwest corner of the township. Within this corridor, the Plan recommends quality building design, sign control measures, tree preservation, landscaping, lighting standards, and cell tower regulations. This Plan also recommends that the County study traffic noise mitigation measures related to USH 12 expansion.

STH 113 is scheduled for reconstruction from the Village of Dane to the City of Lodi in 2003. The Dane County Short Term Transportation Improvement Program 2000 – 2004 does not list any construction or improvement plans for County Highways Y, V and P.

## 2. TOWN ROADS

Because most of the town is planned for agricultural and low-density residential development, implementation of this plan should not require construction of many new or extended town roads. However, existing town roads will need maintenance and upgrades over the planning period to safely accommodate residential development—particularly Sam Road and Coyle Road in the northern part of the town. Upgrading these town roads might correspond with the scheduled reconstruction of STH 113.

Poor maintenance or roads and bridges was identified as a key weakness at the town's vision setting workshop. The town should undertake efforts to identify and maintain a database on the physical condition of all roads and bridges under its jurisdiction. Wisconsin legislation requires that local governments collect and submit condition ratings for all local roads by the end of 2001.The most common pavement condition rating system used by communities in Wisconsin is PASER (Pavement Surface Evaluation and Rating). PASER is a method of rating asphalt and concrete roads on a scale of 1 to 10, based on visual inspection. WisDOT can provide training manuals and a video on the PASER method. WisDOT is working to develop a local roads database (Wisconsin Information System for Local Roads, WISLR) which will include comprehensive data on all roads under county and local jurisdiction.

This plan recommends that the town properly maintain road right-of-ways to maintain adequate vision, control noxious weeds, reduce shoulder maintenance, and provide adequate drainage. It is particularly important to clear brush and trim trees near road intersections.

## 3. BICYCLE FACILITIES

The town does not have a designated bicycle route system. However, several bicyclists in the region use area roadways for recreational purposes. In conjunction with the recommendations of the *2000 Bicycle Transportation Plan for the City of Madison and Dane County, Wisconsin*, this *Plan* recommends paving the shoulder of County Highway P from U.S. Highway 12 to State Highway 113 to better serve bicycle traffic. This route would connect the Town of Dane to an off-road path that will parallel the reconstructed U.S. Highway 12. The recommended minimum width for paved shoulders on rural highways is 4 feet. Paved shoulders are not necessary for lightly traveled town roads.

## 4. RAIL FACILITIES

The town should support rail service to and through the community to provide freight hauling options.

## 5. OTHER TRANSPORTATION OPTIONS

This plan supports transportation options to serve all town residents over the planning period. The town should continue to support and identify needs for specialized transportation services for the elderly, persons with disabilities, and low-income persons. In addition, the town should support efforts to encourage usage of high occupancy vehicles through ridesharing and vanpooling, such as through the Dane County Ridesharing and Vanpooling Programs—particularly programs providing service to Waunakee.

# CHAPTER FIVE: UTILITIES AND COMMUNITY FACILITIES

# V. UTILITIES AND COMMUNITY FACILITIES

This fifth chapter 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 Dane, as required under §66.1001, Wisconsin Statutes.

## A. EXISTING UTILITY AND COMMUNITY FACILITIES

This section describes existing utility and community facilities available to the Town of Dane.

### 1. WATER SUPPLY

The Town of Dane does not provide municipal water service to its residents. Most all of the town's households obtain their water supply from individual wells. A few households obtain their water supply from a public system or private company. Public water service is available to all households within the Village of Dane's current municipal limits. The village has the authority to extend its water service to all properties within its Urban Service Area (USA). The village's USA boundary is shown on Map 5.

### 2. SANITARY WASTE DISPOSAL FACILITIES

The disposal of domestic and commercial wastewater in the Town of Dane is handled through the use of individual on-site wastewater disposal systems, often referred to as septic systems, that generally discharge the wastewater to underground drainage fields. Many of the town's existing systems were installed prior to 1970, when standards for on-site systems began to be strengthened and upgraded. There are now 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.

Public sanitary sewer service is available to all households within the Village of Dane's current municipal limits. The village has the authority to extend its sanitary sewer service to all properties within its Urban Service Area (USA).

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. 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 recently updated private sewage system ordinance. The ordinance requires owners of all septic systems to have the systems inspected and, if necessary, pumped every three years.

Map 6 shows soil suitability for on-site wastewater disposal systems in the Town of Dane. 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 6 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. In the Town of Dane, the "least suitable" areas for on-site systems are in and around the Lodi Marsh and Six Mile Creek area. 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 rural homes are located at densities greater than one house per one acre.

## 3. SOLID WASTE DISPOSAL SITES

Solid waste disposal sites, or landfills, are important potential sources of groundwater pollution in Dane County. In 1985, the County had 38 active or 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.

Map 2 shows the location of the four closed landfill sites in the Town of Dane. 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.

## 4. STORMWATER MANAGEMENT

Dane County recently adopted a comprehensive erosion control/stormwater management ordinance. The proposed ordinance establishes county-wide standards for the quantity and quality of the water than 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 Dane. In addition, the ordinance requires that any development within the Spring Creek watershed (which has been identified by WisDNR as a "Cold Water Community) incorporate provisions to reduce the temperature of stormwater runoff from the site.

The purpose of the 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 which 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 FACILITIES AND SERVICES

### Town Hall/Garage

The Town Hall/Garage is located west of the Village along STH 113. The town has two road maintenance trucks and three snowplow grading trucks. The town hall building and garage are currently meeting space needs.

### Law Enforcement Protection

The Dane County Sheriff's Department serves as the primary law enforcement agency to town residents. The patrol officer serving the Town of Dane is stationed at a dispatch office in the Town of Middleton.

### Fire Protection

The volunteer Dane Fire Department serves residents in the Town of Dane, the Village of Dane, and in western portions of the Town of Vienna. The fire station is located in the Village of Dane. The Department currently has two fire trucks and three tankers.

### Recycling Facilities

The town's recycling collection area is located in the southwest part of Town along Hyslop Road (see photo at right).

### Library

Town residents are served by the Dane County Library Service, which provides bookmobile service to the Village of Dane once a week. The Bookmobile provides books, paperbacks, magazines, cassettes, CD's and multimedia materials. Libraries in Lodi, Waunakee, and Sauk City also serve the town's school-age children.

### 6. TELECOMMUNICATION TOWERS

There are two telecommunication towers located in the Town of Dane. One tower is located on Springfield Hill and the other is located along Simpson Road. In recent years, the northwestern part of Dane County has experienced an increase in demand for tower siting—especially along the USH12 corridor—as more and more companies seek to provide cellular phone and data service.

### 7. SCHOOLS

Most of the town residents are served by the Lodi School District. The district's total enrollment for grades K-12 was 1,585 students during the 1999-00 school year. All four schools in the district are located in the City of Lodi. The Waunakee Community School District serves residents in the southern portion of the town. School district boundaries are shown on Map 1. Some town students attend school in the Sauk Prairie School District.

### 8. Parks and Recreation Facilities

There are no town- or county-owned park facilities in Dane. State-owned facilities include the 1,207-acre Lodi Marsh State Wildlife Area, which is located in the northern portion of Dane. WisDNR owns 1,070 acres of the wildlife area and the remainder is leased from private landowners. The marsh, grasslands and wooded areas provide habitat for pheasant, ducks, woodcock, deer, turkeys and fur bearing animals. The Wildlife Area is open to the public for hunting, hiking, berry picking and bird watching.

The Ice Age National Scenic Trail is designed to showcase Wisconsin's glacial features. Over 50 miles of the 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. Map 4 shows the proposed Ice Age Trail Corridor Boundary in the northwestern part of the town. WisDNR has adopted this corridor as the designated corridor in which to place the Ice Age Trail. Only portions of this corridor are proposed for acquisition and eventual construction of the trail. Final delineation of the trail is dependent upon voluntary decisions to sell or donate land by individual land owners.

## B. UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES AND POLICIES

### 1. Goal: Coordinate utility and community facility systems planning with land use and transportation systems planning.

***Objectives:***

a. Provide a limited level of public facilities and services within the town to maintain a low tax levy and the overall character of the town, which is basically a farming community.

b. Promote the use of existing public facilities, and logical expansions to those facilities, to serve future development whenever possible.

c. Provide quality and accessible parks and recreational facilities and services for all town residents.

d. Protect the town's public health and natural environment through proper siting of on-site wastewater disposal systems.

***Policies:***

1. Continue to provide only limited services for the residents, including sanitary landfill facilities, public road maintenance, snow plowing on town roads and emergency services (fire, police, ambulance).
2. Avoid any substantial expenditure of public funds and incurrence of municipal debt for the construction or provision of municipal improvements and services usually associated with urban development.
3. Consider the objectives and policies of this plan, as well as the general welfare of all residents, to determine whether new town services or expansions may be appropriate in the future.
4. Promote 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.
5. Work with Dane County and the state to develop appropriate recreational facilities within the town.
6. Work with the Village of Dane, Village of Waunakee, and City of Lodi to direct intensive new development requiring a higher level of services to these municipalities.

## C. UTILITIES AND COMMUNITY FACILITIES RECOMMENDATIONS

In Dane County, different jurisdictions provide different types of utilities and community facilities. Cities and villages provide urban utilities and facilities, such as municipal water, sewer, police and fire protection. Towns typically provide more limited services. This section is intended to provide recommendations for improvements to facilities, utilities and services in the town, based on the goals, objectives and policies presented in this chapter. Priorities and timelines for recommended improvements are described in more detail in the final "Implementation" chapter.

### 1. TOWN UTILITIES AND FACILITIES

Consistent with resident desires, the Town of Dane provides limited facilities and services—primarily road maintenance (e.g., mowing, brushing, signage), snow plowing, recycling, and rural fire protection. The comprehensive planning process did not identify any recommended improvements these facilities and services, or the need for new ones. The town does not intend to provide public sewer and water utilities, regional storm water management facilities, park facilities, or health care facilities.

### 2. PRIVATE ON-SITE WASTE DISPOSAL SYSTEMS

All homes in the Town of Dane utilize private on-site sewage systems. Most systems are a typical gravity flow design, where waste flows from the house to the septic tank, and from the septic tank into a soil absorption field. New innovations to the conventional gravity flow design have been developed. These new designs employ chemical or biological agents

to "break down" nitrates in the wastewater before it flows into the soil absorption field. These new designs are called advanced pre-treatment systems and require more detailed installation, monitoring, maintenance and repair procedures. Therefore, advanced pre-treatment systems are more expensive to build and operate than conventional systems.

In Dane County, the Department of Human Services (County Sanitarian) administers the country's private sewage system ordinance. In 2001, the county amended its ordinances to respond to COMM 83. The following are the key changes to the county ordinance:

- *Holding Tank Regulations*: COMM 83 allows holding tanks as "a system of choice." In other words, COMM 83 allows use of a holding tank even if a site is suitable for either a conventional or an advanced pre-treatment system. The amended county ordinance restores the status of holding tanks as a system of "last resort." Thus, holding tanks can be approved only if the site is unsuitable for any other type of private sewage system.

- *Connection to Public Sewer*: COMM 83 eliminated the language requiring connection to public sewer when it becomes available or is available to serve the property. The amended county ordinance restores the requirement to connect to public sewer when it becomes available or is already available.

- *Special Assessments for System Maintenance*: To provide more local control, the amended county ordinance allows the county to deny issuance of a sanitary permit for advanced pre-treatment systems unless the Town government levies a special assessment on the proposed property. The special assessment needs to cover the anticipated annual costs related to the maintenance and monitoring of the advanced pre-treatment system. This assures that such systems are properly maintained. The funds from the special assessment are transferred to a special account maintained by Dane County.

The town should recognize that it will need to levy a special assessment on any property where an advanced pre-treatment system is proposed. Before any action on this special assessment, the town should consider all of the implications related to the maintenance, monitoring, and groundwater impact of these pre-treatment systems.

## 3. RECREATIONAL FACILITIES

The 1,207-acre Lodi Marsh State Wildlife Area is located in the northern portion of the Town. WisDNR owns 1,070 acres of the wildlife area and the remainder is leased from private landowners. The area is open to the public for hunting, hiking, berry picking and bird watching. Map 5 shows WisDNR's project boundary for the Lodi Marsh State Wildlife Area. Within this boundary, WisDNR will consider acquiring land from willing sellers to expand this wildlife area.

The Ice Age National Scenic Trail is an intermittent, 1,000-mile hiking trail that will cross 26 counties in Wisconsin. The trail is designed to showcase the state's glacial features. The 55-mile segment of trail through Dane County would follow the terminal moraine of the Wisconsin ice sheet. As of the time of writing, approximately 9 miles of the trail exist within the County (a portion of this existing trail is located within the Lodi Marsh State Wildlife Area). In 1992, WisDNR adopted a planned and mapped corridor within which lands for the trail may be acquired, developed, managed and protected. This adoption permits

WisDNR to provide Stewardship grants for acquisition of lands and easements for the trail from willing landowners. The adopted corridor through the Town of Dane is shown on Map 3. The town supports Dane County's efforts to work cooperatively with the National Park Service, WisDNR and the Ice Age Park and Trail Foundation in acquiring land and easements within this corridor from willing landowners. The town does not support land condemnations for the trail from unwilling landowners.

## 4. TELECOMMUNICATION TOWERS

With the increase in wireless phone service, more and more telecommunication towers are being built along Wisconsin's major transportation corridors. In Dane County, there are several existing and proposed towers along the U.S. Highway 12 corridor. The Highway 113 corridor is a secondary route which may experience greater cell tower siting pressure over the 20-year planning period. The town should work with the applicants and the county to identify buildings along these corridors that are structurally suitable for use as antenna support structures. In other parts of the town, suitable locations for cell towers might include existing structures over a certain height (e.g., church steeples, farm silos, windmills) or areas where the tower is partially screened due to topography (e.g., behind a hill or ridgeline). The town should support these efforts to conceal facilities. New towers should be built so that additional antennas can be mounted on the tower in the future (called co-location). This plan supports the county's efforts to establish development standards to control the physical features of telecommunication towers that affect visual character.

# Map 5: Soil Suitability for On-Site Waste Disposal Systems

# CHAPTER SIX: HOUSING

# VI. HOUSING

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 Dane. The chapter covers all of the data and analysis as required under §66.1001, Wisconsin Statutes.

## A. EXISTING HOUSING FRAMEWORK

This section describes the town's predominate housing stock characteristics such as type, value, occupancy status, age and structural condition. This section also provides projected housing demand in the Town of Dane and describes housing development and rehabilitation programs available to town residents.

According to 2000 census data, there are 339 housing units in the town. Based on dwelling permit data from 1990 to 1999, the housing stock in the town has remained predominately single-family detached homes (see Table 8). On average, the Town of Dane added four new housing units a year during the 1990s.

### Table 8: Housing Types: 1990- 1999

| Units per Structure | 1990 Units | 1990 Percent | 1999 Units | 1999 Percent |
|---|---|---|---|---|
| Single Family | 266 | 90% | 307* | 91% |
| Two Family (Duplex) | 23 | 8% | 23 | 7% |
| Multi-Family | 0 | 0% | 0 | 0% |
| Mobile Home | 7 | 2% | 7 | 2% |

Source: 1990 Census of Population & Housing; 1999 estimates based on issued dwelling permit data in the town

* 1999 total for single-family housing units may include mobile homes.

Table 9 compares other 2000 housing stock characteristics for the town with the Village of Dane and Dane County. In 2000, the town had an average homeowner vacancy rate of 1.2%. The percent of owner-occupied housing units in the town was 80 percent. There is no housing value data 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 1990 ($86,000) to 1999 ($144,900), according to the South Central Wisconsin Multiple Listing Service Corporation.

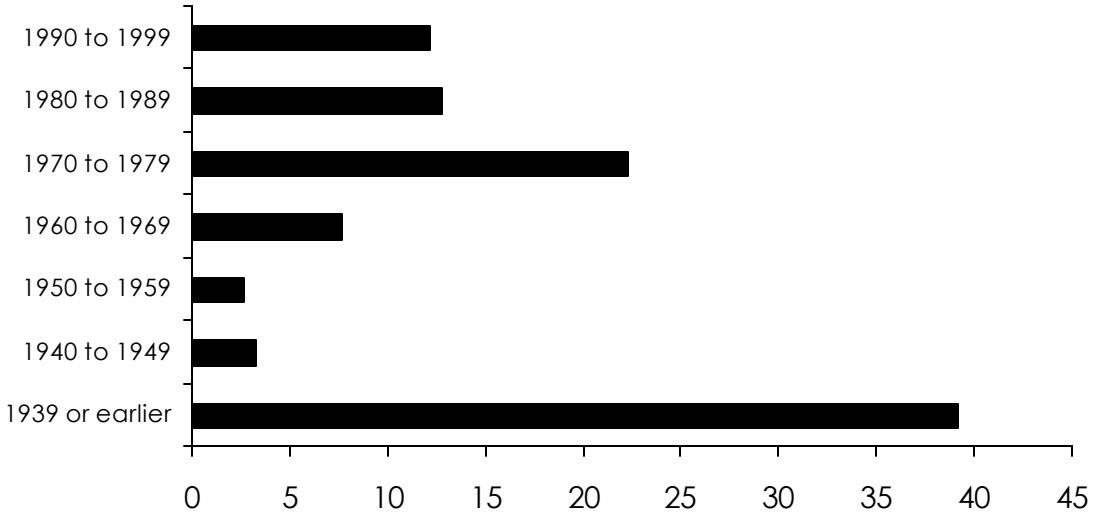
## Table 9: Housing Stock Characteristics - 2000

| | Town of Dane | Village of Dane | Dane County |
|---|---|---|---|
| Total Housing Units | 339 | 288 | 180,398 |
| % Vacant (Homeowner) | 1.2% | 0.5% | 1.0% |
| % Vacant (Rental) | 0.0% | 5.5% | 4.2% |
| % Owner Occupied | 80% | 69% | 58% |

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

Table 10 illustrates the age of the town'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. The town has a relatively older housing stock. Over one-third of the town's homes were built before 1940. Over the planning period, owners of these older homes will likely be interested in rehabilitation efforts.

## Table 10: Age of Town of Dane Housing as a Percent of the Total 1999 Housing Stock




### 1. HOUSING PROGRAMS

In 1998, 43 Dane County communities—including the Town of Dane—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 is available for eligible projects in participating communities. Eligible projects related to housing include rehabilitation; minor home repair; handicapped –accessibility modifications; downpayment assistance for first-time homebuyers; and housing education, training and counseling.

According to the Wisconsin Housing and Economic Development Authority (WHEDA), there are no federally subsidized low-income housing units in the Town of Dane. There is one federally subsidized housing unit in the Village of Dane.

## B. HOUSING GOALS, OBJECTIVES AND POLICIES

### 1. Goal: Provide safe, affordable housing for all Town of Dane residents.

***Objectives:***

a. Provide housing sites in the Town of Dane that meet the needs of persons within all income levels, age groups, and special needs.
b. Maintain or rehabilitate the town's existing housing stock.
c. Encourage high quality construction standards for new housing.
d. Ensure that home sites are safe from seasonal flooding or ponding.

***Policies:***

1. Plan for a sufficient supply of developable land for housing development, in areas consistent with town wishes, and of densities and types consistent with this plan.
2. Coordinate with Dane County in seeking Community Development Block Grant (CDBG) funds to provide, maintain, and rehabilitate housing.
3. Work with Dane County to address housing, zoning, or property maintenance code violations on existing residential or commercial properties.
4. Guide site development away from hydric and alluvial soils (which are formed under conditions of saturation, flooding, or ponding).
5. Encourage home siting in a manner that assists in the achieving rural character and farmland preservation objectives.

## C. HOUSING RECOMMENDATIONS

To ensure that the town continues to provide an adequate housing supply over the next 20 years, this section includes recommendations for housing development, housing maintenance, and housing site placement and design.

### 1. LAND AVAILABILITY FOR HOUSING

The town had 339 housing units in 2000 according to U.S. Census data. To meet projected demand for new housing over the 20-year planning period, the town will need to accommodate approximately 423 total units by 2020—a total of 84 additional units. The town's recommended Planned Land Use Map (Map 5) will accommodate more than enough

land needed for residential development. Map 5 depicts 21,190 acres as *Agricultural Preservation Areas*, where the recommended density is one home per 35 acres owned; and roughly 80 percent of "splits" appear to remain unused. Map 5 also shows 246 acres as *Rural Single Family Residential*, where the recommended density ranges from one home per 1½ acres to one home per 35 acres. This plan advocates residential development design guidelines to minimize the impacts of this anticipated housing development on Dane's agricultural land, natural resources, and rural character.

## 2. HOUSING MAINTENANCE AND REHABILITATION

The Town of Dane is one of 43 communities participating in the Dane County Community Development Block Grant (CDBG) program. This program provides approximately $1 million on an annual basis for housing, economic development, and community service initiatives that benefit low- to moderate-income residents. Eligible projects related to housing include: rehabilitation, minor home repair, handicapped-accessibility modifications, downpayment assistance for first-time homebuyers, and housing education, training and counseling. The town should work with the village and Dane County in determining the need for this type of housing assistance for local residents. In particular, some older farmhouses may need minor repairs or rehabilitation over the planning period.

## 3. AFFORDABLE HOUSING

Efforts to maintain a quality existing housing stock in Dane should be the primary approach to providing affordable housing. The town should continue to work with the county to assess the long-term needs for affordable housing in the community. This plan also advocates smaller lot sizes for residential development, which can reduce the overall costs for housing.

## 4. RURAL HOUSING DESIGN GUIDELINES

This comprehensive plan includes a set of rural housing design guidelines as an attachment. These design guidelines should be used to guide residential development in a manner that supports town policies. The guidelines address different "typical" situations in the town, particularly in the planned *Agricultural Preservation Areas*, and suggest approaches for reviewing individual rezoning and land division requests.

# CHAPTER SEVEN: ECONOMIC DEVELOPMENT

# VII. 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 Dane. 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.

## A. EXISTING ECONOMIC DEVELOPMENT FRAMEWORK

This section details labor force trends, educational attainment, employment forecasts, income data and other economic development characteristics of the Town of Dane.

### 1. LABOR FORCE TRENDS

The town'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, 491 town residents age 16 or older were employed.

More current labor force data is available at the county-level. According to the state's Department of Workforce Development (WisDWD), 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.

### 2. EDUCATIONAL ATTAINMENT

Educational attainment is another component of a community's labor force. According to the 1990 census, about 81% of the town's population age 25 and older had attained a high school level education. Approximately 24% of this same population had attained a college level education (bachelor's degree or higher).

### 3. INCOME DATA

According to 1990 census data, the median household income in the Town of Dane in 1989 was $37,188. Of the town's 277 households in 1990, 104 (or 37.5%) reported at least $1,000 in agricultural income from the sale of farm products. The town's percentage of households with farm income was the highest reported for any town in Dane County.

More current income data for the Town of Dane is available from the Wisconsin Department of Revenue. Based on income tax returns filed between July 1, 1999 and June 30, 2000, the adjusted gross income per tax return for Dane residents was $37,598. For comparison, the adjusted gross income per tax return for all residents in Dane County was $45,063; for residents in the Town of Roxbury it was $49,316; Springfield it was $64,344;

and Vienna is was $48,884. The Wisconsin Adjusted Gross Income (WAGI) 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. WAGI is not indicative of household incomes because tax returns do not necessarily correspond with households.

### 4. 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 Village of Dane listed in the Bureau for Remediation and Redevelopment Trading System. There were no sites identified in the Town of Dane. There were, however, two sites containing leaking underground storage tanks in the Town on that same list. Specific ownership, location, and status of remediation efforts for these sites is available from the DNR list. These properties will need special attention for successful redevelopment to occur. The location of these environmentally contaminated sites should be considered when making the land use recommendations in the plan.

### 5. ECONOMIC DEVELOPMENT PROGRAMS

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.

The Wisconsin comprehensive planning statute requires that the *Comprehensive Plan* "assess categories or particular types of new businesses and industries that are desired by the local government unit." According to interviews with town officials conducted as part of the planning process, there was an expressed desire to keep farming and farm-related businesses a vital component of the community. There was also an interest in developing standards for feedlots and waste hauling practices associated by larger industrial farm operations.

## B. ECONOMIC DEVELOPMENT GOALS, OBJECTIVES AND POLICIES

### 1. Goal: Encourage economic development opportunities appropriate to the resources, character, and service levels in the town.

***Objectives:***

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

b. Discourage unplanned, continuous strip commercial development along major roadways, particularly Highway 12.
c. Encourage the proper clean up and reuse of the town's contaminated sites.

***Policies:***

1. Plan for an adequate supply of developable land for commercial and industrial uses in logical areas consistent with local wishes.
2. Require the disclosure of any soil or groundwater contamination on sites before approving development proposals.
3. Work with private landowners to clean up contaminated sites that threaten the public health, safety and welfare.
4. Support the economic health of production agriculture in the Town of Dane to the extent possible.
5. Promote fruit and vegetable farms and greenhouses in the town, designed to supply food to farmers markets and grocery stores in the region's major urban areas.
6. Support home-based businesses in farming areas where there will be no impact on surrounding properties.

## C. ECONOMIC DEVELOPMENT RECOMMENDATIONS

### 1. AGRICULTURE AS DESIRED ECONOMIC DEVELOPMENT FOCUS

This plan seeks to focus economic development efforts on farming and farm-related businesses. Most recommendations specifically related to retaining Dane's farm economy are presented in the "Agricultural, Natural, and Cultural Resource" chapter. The scattered areas of existing commercial development not related to farming activities are shown on Map 5 as *General Business*. There are no new areas in the town planned for non-farm related commercial or industrial development.

In addition to promoting the continued production of the town's major agricultural commodities (i.e., diary, soybeans, alfalfa, and corn), this plan also supports smaller fruit and vegetable farms and greenhouses, designed to supply food to farmers markets and grocery stores in the region's major urban areas. The Wisconsin Housing and Economic Development Authority (WHEDA) has established financial incentives for businesses that develop, process, or market locally grown (or "Wisconsin Made") products.

### 2. AGRICULTURE-RELATED BUSINESSES

The town planning process identified support for agriculture-support businesses in the farming areas. These types of businesses might include sales, service, and repair of farm machinery and equipment; sales, distribution, mixing, blending, and storage of feeds, seeds, and fertilizer; livestock and farm commodity trucking services; processing and preserving of natural agricultural products, fruits, and vegetables; sales and distribution of nursery stock and plants; and service and repair of lawn and garden equipment. The town should consider allowing these types of businesses in the mapped *Agricultural Preservation Areas*.

### 3. HOME-BASED BUSINESSES

This plan also promotes home-based businesses and professional services in the town to supplement household income, particularly for farm families. Home-based businesses and services range from those who supplement their income by selling a craft item or repairing a lawnmower to those who are employed by a company, but do most of their work from their home office. The types and intensities of home-based businesses are regulated as "home occupations" and "farm family businesses" in the Dane County Zoning Ordinance.

# CHAPTER EIGHT: INTERGOVERNMENTAL COOPERATION

# VIII. INTERGOVERNMENTAL COOPERATION

This chapter of the plan contains a compilation of background information, goals, objectives, policies and recommended programs for joint planning and decision making with other jurisdictions, and covers all of the information required under §66.1001, Wisconsin Statutes.

## A. EXISTING REGIONAL FRAMEWORK

The following are other local and state jurisdictions operating within or adjacent to the Town of Dane

### 1. VILLAGE OF DANE

As Map 1 depicts, the Village of Dane is located in the eastcentral portion of the town. The village's official Census 2000 population is 799 residents. The village has an adopted subdivision ordinance and zoning ordinance, but it does not have an adopted land use plan, official map or an erosion control ordinance. The village's Urban Service Area boundary has never been expanded since it was created in 1986.

### 2. VILLAGE OF WAUNAKEE

The Village of Waunakee is located southeast of the town. The village was one of the faster growing communities in Dane County during the 1990s, growing from about 5,900 residents in 1990 to 8,995 in 2000—representing a 52 percent increase over the decade. The village adopted a land use plan in 1993. To implement the plan, the village has a subdivision ordinance, floodplain ordinance, erosion control ordinance, wetland zoning and an official map. The village has amended its Urban Service Area five times since the mid-1980s, which has added 980 developable acres into the service area.

### 3. SURROUNDING TOWNS

The Town of Dane shares borders with the Towns of Roxbury, Springfield, and Vienna in Dane County and the Town of Lodi in Columbia County. All four towns have adopted land use plans, with Roxbury and Springfield in the process of updating their plans.

### 4. DANE COUNTY

Dane County is contending with increasing growth pressure. The county's population in 2000 is 426,526, an increase of 59,441 (or 16.2%) 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 growth 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 development in existing developed urban areas and in historic hamlet locations.

### 5. REGIONAL PLANNING JURISDICTIONS

The Town of Dane is located within the Dane County Regional Planning Commission's (DCRPC) planning jurisdiction. The DCRPC prepares and adopts regional or county-wide plans such as the *Dane County Land Use and Transportation Plan*, *Water Quality Plan*, and *Park and Open Space Plan*. The WisDNR has designated the commission as the water quality management planning agency for Dane County. DCRPC has prepared water quality plans, delineation and amendment of urban service areas, and delineation and amendment of environmental corridors in coordination with WisDNR.

### 6. IMPORTANT STATE AGENCY JURISDICTIONS

The Wisconsin Department of Transportation's (WisDOT) District 1 office, located in Madison, serves all of Dane County. The Wisconsin Department of Natural Resources (WisDNR) provides service to all Dane County residents out of its South Central Wisconsin office in Fitchburg. The Department of Agriculture Trade and Consumer Protection (DATCP) is the state agency which administers the state's Farmland Preservation Program.

### 7. SCHOOL DISTRICT

Town of Dane residents are served by the Lodi School District, the Waunakee Community School District, and the Sauk Prairie School District.

## B. INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES AND POLICIES

### 1. Goal: Establish mutually beneficial intergovernmental relations with surrounding jurisdictions.

#### *Objectives:*

a. Recognize the urban service area of the Village of Dane and cooperate in planning to insure that higher density land uses requiring urban service take place in the village.

b. Recognize the extraterritorial jurisdiction area of the Village of Waunakee and cooperate in a mutual planning effort for that area.

#### *Policies*

1. Recognize the adopted Urban Service Area of the Village of Dane as delineated on the maps in this plan.
2. Evaluate any proposed change to the urban service area with respect to applicable objectives and policies of the town plan.

3. Encourage the Village and other interested governmental units to consider this *Comprehensive Plan* and recommendation of the town officials in making future decisions about the service area.
4. 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.
5. Cooperate with other units of government on natural resources which are under shared authority or cross government boundaries.
6. Provide a copy of this comprehensive plan to all surrounding local governments.

## C. INTERGOVERNMENTAL COOPERATION RECOMMENDATIONS

Intergovernmental communication, coordination, and cooperation are critical in implementing many of the recommendations supported in this plan. This section attempts to coordinate recommendations for adjacent and overlapping jurisdictions, avoid inefficient or conflicting development patterns, and promote intergovernmental cooperation.

The State comprehensive planning law requires that this *Town of Dane Comprehensive Plan* identify existing and potential conflicts between the town and other governmental units, and describe processes to resolve such conflicts. This planning process has been designed to avoid and minimize potential conflicts. The following subsections address remaining or potential conflicts areas and potential resolution processes.

### 1. BETWEEN THE TOWN PLAN AND COUNTY PLANS

The *Town of Dane Comprehensive Plan* is generally consistent with existing Dane County plans and policies. This is not surprising as these County plans tend to form a framework for individual town plans. Specifically, this comprehensive plan is consistent with the primary focus of the *Dane County Land Use and Transportation Plan*, which advocates concentrating non-farm development in existing developed urban areas.

### 2. AMONG TOWN PLANS

The fact that two neighboring comprehensive plans (Towns of Roxbury and Springfield) were prepared simultaneously with the assistance of a single consultant aided in reducing conflicts between adjoining town comprehensive plans. In addition, the Town of Dane's Planned Land Use Map recommends that most all of the land adjoining neighboring towns be used for agricultural use. These recommended agricultural uses along the town borders are compatible with the recommended land uses in Roxbury, Springfield, and Vienna in Dane County and the Town of Lodi in Columbia County.

### 3. BETWEEN THE TOWN AND THE VILLAGE OF DANE

The Town of Dane's Planned Land Use Map recommends agricultural uses for all lands surrounding the Village of Dane's municipal boundary. Because the village's municipal boundary is large enough to accommodate 20 or more years worth of village growth, there was no need to plan for a "transition area" in the town. This plan does not anticipate that the village will need to expand its Urban Service Area boundary in the near future, which is

currently *inside* the village's municipal boundary. Any proposal to expand this boundary should involve the town.

### 4. BETWEEN THE TOWN AND THE VILLAGE OF WAUNAKEE

The Town of Dane's Planned Land Use Map recommends agricultural uses for most lands within the Village of Waunakee's 1½-mile extraterritorial jurisdiction (ETJ). The boundaries of the village's ETJ are shown on Map 5. Within this area, the village has the authority to review land divisions and plan for transportation facilities on its official map. The town should work with Waunakee to assure that extraterritorial powers reinforce town objectives. The village's master plan and official map adopted in 1998 do not suggest any future village growth or development into the Town of Dane. However, the village is scheduled to begin a process to update its comprehensive plan in 2001.

# CHAPTER NINE: IMPLEMENTATION

# IX. PLAN IMPLEMENTATION

Few of the recommendations of this comprehensive plan will be automatically implemented. Specific follow-up action will be required for the plan to become reality. This final chapter of the plan is intended to provide the Town of Dane 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

A first step in implementing the *Town of Dane Comprehensive Plan* is making sure that it is 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. Section 66.1001(4), Wisconsin Statutes, establishes the procedures for the adoption of a "Smart Growth" comprehensive plan. The town has followed this process in adopting this plan.

Because this plan will serve as a component of the Dane County Farmland Preservation Plan, it should be reviewed and approved by the county.

## B. IMPLEMENTATION RECOMMENDATIONS

Table 11 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—loosely based on the different chapters of this plan.
- *Recommendation*: The second column lists the actual steps, strategies, and actions recommended to implement key aspects of the comprehensive plan. The recommendations are for town actions, 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 2011.

## Table 11: Implementation Strategies Timetable

| Category | Recommendation | Implementation Timeframe |
|---|---|---|
| Agricultural, Natural, and Cultural Resources | 1. Follow this *Plan's* residential density polices in the "Agricultural Preservation Areas" to limit the amount of non-farm development in farming areas. Guide development away from productive agriculture soils, hydric soils and steep slopes. | On-going |
| | 2. Review site plans for all proposed CAFOs with 1,000 or more animal units. Submit a formal letter to WisDNR during the public comment period of the WPDES CAFO permitting process indicating whether or not the site plan was submitted for town review, along with any findings or concerns related to the proposed operation. Contact the regional DNR office to request that the Town be officially notified of all pending WPDES CAFO permit applications in the Town of Dane. | On-going |
| | 3. Work with the county in exploring programs to preserve farmland over the long term, such as purchase of development rights or land trusts. These programs could benefit landowners in the town's Farm Priority Area (FPA). | On-going |
| Land Use | 1. Follow the recommendations of this plan when considering all rezones, conditional use permits, and land divisions. | On-going |
| | 2. Work with neighboring towns and the county in supporting preservation and high-quality development and signage in the U.S. Highway 12 viewshed. | Start in 2002 |
| | 3. Support the creation of a new county zoning district to facilitate (exclusive) agricultural uses on parcels less than 35 acres. | 2002 - 2003 |
| Transportation | 1. Continue to update and implement the town's Local Road Improvement Program. | Annually |

| Category | Recommendation | Implementation Timeframe |
|---|---|---|
| Transportation | 2. Collect condition ratings for all town roads and submit this data to WisDOT. | 2001 |
| | 3. Maintain town road ditches to limit visual obstacles and encourage county to maintain road right-of-ways under its jurisdiction. | Annually (seasonal) |
| | 4. Support county plans to pave the shoulder of County Trunk Highway P to accommodate bicycle traffic. | 2006 - 2010 |
| | 5. Prepare and implement a town driveway ordinance. | 2002 - 2003 |
| Utilities and Community Facilities | 1. Require a special assessment on all properties where advanced pre-treatment waste disposal systems are proposed. | On-going |
| | 2. Support efforts to acquire land and easements from willing landowners to complete the Ice Age Trail. | On-going |
| | 3. Support the adoption of an updated communication towers ordinance by the county. | 2001 - 2002 |
| Housing & Economic Development | 1. Work with private property owners to follow the rural housing design guidelines contained in this plan. These guidelines are designed to promote the careful placement of homesites in an effort to preserve farmland, protect natural features, and reduce the visibility of development. | On-going |
| | 2. Identify local need and interest in the Dane County Community Development Block Grant (CDBG) program to maintain and rehabilitate housing. Pursue funding if there is an interest. | 2002 |
| Intergovernmental Cooperation | 1. Work with the Villages of Dane and Waunakee when these communities update Comprehensive Plans to meet the State's Smart Growth requirements. | Dane: Before 2010<br>Waunakee: 2002 |

## 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.

### 2. PLAN AMENDMENTS

Amendments may be appropriate in the years following initial plan adoption, particularly in instances where the plan is becoming irrelevant or contradictory to emerging policy or trends. "Amendments" are generally defined as minor changes to the plan maps or text. The plan should be specifically evaluated for potential amendments every three years. Frequent amendments to accommodate specific development proposals should be avoided, or else the plan will become meaningless.

The State comprehensive planning law requires that the town use the same basic process to amend 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 Section 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.

### 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, and 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 2011 (i.e., ten years after 2001), at the latest. 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." Because the various elements of the *Town of Dane Comprehensive Plan* were prepared simultaneously, there are no known internal inconsistencies between the different elements of chapters of this plan.