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# TOWN OF ROXBURY COMPREHENSIVE PLAN



Recommended by Town Plan Commission:

February 8, 2012

Adopted by Town Board:

April 10, 2012

Amended: July 15, 2013

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# Town of Roxbury Comprehensive Plan

## Plan Summary

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### A Snapshot of Roxbury

The Town of Roxbury, located in northwestern Dane County, is a small community anchored by its farming heritage. Farming dominates the landscape, provides a living for many residents, and forms the basis for its rural character. The Town boasts a variety of other landscapes, including wooded rolling terrain, scenic valleys and ridges, and Wisconsin River shoreline.

Residents enjoy the rural atmosphere of the Town; it is also attractive to new residents. Given the Town's proximity to Madison/Middleton and the widening of Highway 12, unplanned growth over the next 20 years could erode the Town's rural character.

Planning for development in a timely, orderly, and predictable manner is essential to preserving the Town's farmland, protecting its woodlands and other natural features, avoiding land use conflicts, providing appropriate housing and commercial opportunities, and protecting the Town's historic resources and rural character.

### Comprehensive Plan Purpose

The *Town of Roxbury Comprehensive Plan* is intended to update the Town's 2002 plan. This updated *Plan* will allow the Town to guide growth, development, and preservation by identifying appropriate development and preservation areas, recommending land uses for specific areas, and providing detailed strategies to implement the *Plan*.

The *Plan* covers the nine elements specified by Wisconsin's comprehensive planning law, including land use, transportation, agricultural, natural, and cultural resources, utilities and community facilities, housing, economic development, intergovernmental cooperation, and plan implementation.

The remainder of this summary is an overview of the key recommendations and directions of the 2012 *Comprehensive Plan*.



#### Overall Planning Goals

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

## Agricultural Preservation

The *Comprehensive Plan* emphasizes the importance of agriculture to the community. Agriculture is the Town's primary economic activity (based on the percentage of businesses that are farms), and is also the most prominent land use.

To preserve agricultural land and character, the Town will continue to limit new development to an overall density of one house per 35 acres, clustering of new homes on small residential home sites, use of development design guidelines, and careful development siting designed to maximize preservation of farming and natural resources.

To implement these recommendations, the Town will continue to use a Land Evaluation and Site Assessment System (LESA) to evaluate proposed developments in farming areas. The system rates the suitability of a certain site for agricultural use, and helps the Town to direct placement of new development away from the most productive soils.

## Natural Resource Protection

The protection of natural resources is key element of the *Comprehensive Plan*. Though the *Plan*, the Town seeks to preserve streams, drainageways, floodplains, wetlands, wildlife habitat, steep slopes, and areas of contiguous woodlands.

The *Plan* includes policies that protect resources by prohibiting new buildings in wetlands, floodplains, shoreland setback areas, eagle roosting areas, and slopes greater than 20 percent. Development on slopes between 12 and 20 percent, on hydric soils, and in areas with high groundwater levels is discouraged.

The Town may pursue new initiatives to preserve farmland, natural resources, and the current character of the Town. These may include nomination of much of the Town as an "Agricultural Enterprise Area," which would increase tax credit amounts to farmers interested in keeping their lands in farming. The Town will also explore adoption of an ordinance to increase local oversight over the siting of large-scale livestock operations. The Town will also monitor other towns' experience with transfer of development rights (TDR), for possible future implementation in Roxbury.



### Natural Resource Amenities

- ◆ Woodlands
- ◆ Wetlands
- ◆ Shoreland areas
- ◆ Crystal, Fish and Mud Lakes
- ◆ Roxbury Creek
- ◆ Numerous small streams
- ◆ Wisconsin River
- ◆ Steep slopes
- ◆ Hilltops and ridgetops
- ◆ Rare species and wildlife habitat, including eagle habitat near the Wisconsin River

## Rural Character Preservation

Historic resources in the Town include wineries, a battlefield, residences, farm buildings, commercial properties, a school house, and St Norbert's Church. Archeological resources include cabins and homesteads, cemeteries and mounds, and Native American community sites. The "Village" of Roxbury, located near the geographical center of the Town, is a unique example of an older crossroads hamlet, emblematic of rare Dorf-style community development.

These resources provide an important social and cultural continuity, and are a source of pride for Town residents. Policies to protect and enhance them are a component of the *Comprehensive Plan*. These include preservation of historic buildings and landscapes, careful design and placement of new development to respect historic styles and archeological sites, and support of local activities that celebrate the Town's heritage and rural way of life.



## Future Development Guidance

Balancing the preservation of agricultural, natural, historical, and cultural resources with new growth is the focus of the *Comprehensive Plan*. The *Plan* includes detailed policies and standards for new development siting that minimize physical and visual impacts. Grouping of new home sites is encouraged—to preserve agricultural land, protect natural resources, and reduce development visibility.

The Planned Land Use map included in the *Comprehensive Plan* identifies the Town's desired types of land uses envisioned for different areas. Most of the Town is identified within an Agricultural Preservation Area, where farming is the preferred activity and a maximum density of one home per 35 acres is permitted. Other areas, particularly within the triangle formed by Highways 12, 78, and Y, are identified for denser rural housing development, where larger subdivisions are allowed. This area will be developed according to conservation neighborhood design principles.



The "Village" of Roxbury, where public sewer service is available, is identified for more concentrated development. The "Village" is the Town's focal point and gathering place for civic, religious, and commercial activity. The *Comprehensive Plan* includes a concept de-

velopment plan map and unique development/conversion design guidelines for the “Village.” Replacement of aging sewer mains in the “Village” area and careful stormwater management will be necessary within the Village over the next decade.

## Transportation Planning

Roxbury is well connected through an extensive roadway network. The expansion of Highway 12 from two to four lanes occurred in the early 2000s. Additional study and possible further improvements to Highway 12 are probable over the 20-year planning period. These include possible conversion of Highway 12 to a limited-access freeway (currently under study in Springfield) and a possible south bypass around Sauk City (as planned by the Sauk Prairie communities that are west of the Wisconsin River). The Town will remain aware and involved in these studies. They have the potential to affect the highway network and land use pattern in the Town.

## Implementation

The Town of Roxbury *Comprehensive Plan* is not self-implementing. Instead, its success will depend on the completion of other initiatives, such as those illustrated to the right. Implementation will also depend on collaboration with other government entities with an interest in Roxbury. This includes Dane County, with which Roxbury shares planning, zoning, and land division review authority. Dane County also controls hundreds of acres of parks and open spaces in the Town, particularly near Crystal and Fish Lakes.

Perhaps most importantly, though, successful implementation will depend on how well the *Comprehensive Plan* is used by the Town Board and Town Plan Commission to guide day-to-day decisions on requests for new development.



### Implementation Priorities

- ◆ Update the Town’s subdivision ordinance to implement key plan recommendations and acknowledge state and county law changes
- ◆ Explore new initiatives related to farmland preservation, including an Agricultural Enterprise Area, livestock siting ordinance, and transfer of development rights
- ◆ Stay involved on matters regarding Fish and Crystal Lakes, including approaches to manage high water levels and master planning for Lussier County Park
- ◆ Remain attuned to pending and possible future Highway 12 studies regarding freeway conversion and a possible Sauk City bypass
- ◆ Pursue an intergovernmental agreement with the Villages of Sauk City and Prairie du Sac on boundary, land use, and transportation issues of mutual concern

**TOWN OF ROXBURY PLAN COMMISSION RESOLUTION 2013-1**

**RECOMMENDING AMENDMENTS TO THE  
TOWN OF ROXBURY COMPREHENSIVE PLAN**

WHEREAS, on April 10, 2012, the Town of Roxbury Board adopted the Town of Roxbury Comprehensive Plan (hereinafter "Plan"), under Section 66.1001(4), Wisconsin Statutes; and

WHEREAS, Section 66.1001(4), Wisconsin Statutes, establishes the required procedure for a local government to amend a comprehensive plan once adopted; and

WHEREAS, the Town of Roxbury Plan Commission has the authority and responsibility to recommend amendments to the Plan to the Town Board, under Section 66.1001(4)(b); and

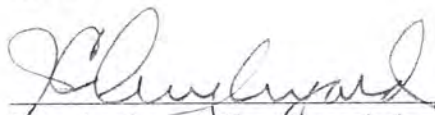
WHEREAS, the Town Board and Plan Commission have identified the need to amend certain policies guiding development within planned "Rural Development and Highway Crossroads" areas, as identified on Map 6: Future Land Use, to reflect the Town's intent.

NOW, THEREFORE, BE IT RESOLVED that the Plan Commission of the Town of Roxbury hereby recommends that, following a public hearing, the Town Board adopt an ordinance to constitute official Town approval of the amendments to the Town of Roxbury Comprehensive Plan identified in Exhibit A to this resolution.

Resolution Adopted: February 12, 2013

  
\_\_\_\_\_  
Nick Ganser, Plan Commission Chair

Attest:

  
\_\_\_\_\_  
John Appleyard, Plan Commission Clerk

**ORDINANCE 2013 - 04**

**AN ORDINANCE TO RESCIND APPROVAL OF TOWN ORDINANCE 2013-03  
AND TO ADOPT A REVISED SET OF AMENDMENTS TO THE  
THE TOWN OF ROXBURY COMPREHENSIVE PLAN**

WHEREAS, on April 10, 2012, the Town of Roxbury Board adopted the Town of Roxbury Comprehensive Plan, under Section 66.1001(4), Wisconsin Statutes; and

WHEREAS, per the required procedure to amend a comprehensive plan under Section 66.1001(4), Wisconsin Statutes, and following a February 12, 2013 recommendation from the Town Plan Commission, the Town Board on April 1, 2013 held a public hearing on Commission-recommended amendments to certain policies guiding development within planned "Rural Development and Highway Crossroads" areas that are mapped on Map 6: Future Land Use; and

WHEREAS, following such public hearing, the Town Board on April 1, 2013 adopted Ordinance 2013-03, which amended "Rural Development and Highway Crossroads" policies in the Town Comprehensive Plan in the manner indicated by Ordinance 2013-03; and

WHEREAS, following Town Board adoption of Ordinance 2013-03, the Town forwarded the Town Comprehensive Plan amendments to Dane County for their incorporation into the Dane County Comprehensive Plan; and

WHEREAS, on June 6, 2013, following a recommendation from the Dane County Zoning and Land Regulation Committee, the Dane County Board adopted the Town-forwarded amendments into the Dane County Comprehensive Plan, but with minor revisions to policy 4(b) compared to the Town-approved version, as now represented in Exhibit A to this ordinance; and

WHEREAS, the Town Board accepts the County's revised version of policy 4(b), and for the sake of consistency between Dane County and Town Comprehensive Plans, desires to amend policy 4(b) in the Town Comprehensive Plan to reflect the County-approved version of that policy.

NOW, THEREFORE, BE IT RESOLVED that the Town Board of Roxbury, Wisconsin, does hereby rescind its April 1, 2013 approval of Ordinance 2013-03.

BE IT FURTHER RESOLVED that the Town Board does ordain that the revised amendments to the Town of Roxbury Comprehensive Plan included as Exhibit A are hereby adopted and shall be incorporated into the Town of Roxbury Comprehensive Plan, pursuant to section 66.1001(4)(c), Wisconsin Statutes.



Enacted this 15 day of July, 2013.

Ervin Breunig  
Ervin Breunig, Town Chair

Attested By:

Robert Pings  
Robert Pings, Town Clerk

## ACKNOWLEDGEMENTS

### **TOWN BOARD:**

Ervin Breunig, Chair  
Tim Breunig  
Nick Ganser

### **TOWN PLAN COMMISSION:**

Nick Ganser, Chair  
John Appleyard, Clerk  
Jerome Ballweg  
Kathy Pielsticker  
Adam Steinberg  
LaVern Schoepp

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## **CHAPTER ONE: INTRODUCTION**



The Town of Roxbury, located in northwestern Dane County, is predominately a farming community. The Town has experienced modest population growth over the past decade. Of the businesses operating in the Town, farming is the primary economic activity.

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



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

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## A. PURPOSE OF THIS PLAN

The 2012 *Town of Roxbury Comprehensive Plan* is intended to update and replace the Town's 2002 Comprehensive Plan (as amended in 2004). Under Wisconsin Statutes, all units of government must prepare updates to their comprehensive plans at least once every ten years. This updated *Plan* will:

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

The Town prepared this *Comprehensive Plan* under Wisconsin's comprehensive planning legislation, adopted in 1999 and contained in §66.1001, Wisconsin Statutes. This *Plan* meets all of the statutory requirements of the legislation, and is organized in nine chapters, each addressing one of the State's required elements.

This *Comprehensive Plan* has also been prepared to serve as a component of Dane County's comprehensive plan. Dane County and Roxbury have shared planning, zoning, and land division review jurisdictions in the Town.



**B. GENERAL REGIONAL CONTEXT**

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

In 2001 and 2002, each of the five Dane County towns highlighted in Map 1 updated its Land Use Plan to meet then-new comprehensive planning requirements. Those town plan updates were one result of an intergovernmental agreement that allowed the expansion of Highway 12 to proceed, and were an attempt to anticipate and manage the growth-related impacts of the highway expansion. This updated *Comprehensive Plan* is a continuation of this effort.

**C. SELECTION OF THE PLANNING AREA**

The planning area covers all land within the Town's boundaries, which encompasses approximately 36 square miles. The Roxbury Sanitary District is located near the center of the Town (see Map 1 for co-terminus "Limited Service Area" boundary). The Roxbury Sanitary District provides sanitary sewer service. Portions of the Town are also within the 1½ mile extraterritorial planning area of the villages of Sauk City and Prairie du Sac.

## **CHAPTER TWO: ISSUES AND OPPORTUNITIES**



This chapter of the *Plan* gives an overview of the pertinent demographic trends and background information necessary to develop an understanding of the Town of Roxbury, including population, household, employment, age distribution, education and income characteristics and forecasts. It also includes a section on overall goals, objectives, policies, and programs to guide the future preservation and development in the Town over the 20-year planning period.

## A. POPULATION TRENDS AND FORECASTS

The Town of Roxbury experienced moderate population growth between 2000 and 2010. According to the 2010 U.S. Census, the Town grew from 1,700 residents in 2000 to 1,794 residents in 2010—a 5.5 percent increase (see Table 1). This growth rate is slightly higher than that of the surrounding towns. Based on 2008 estimates provided to the Capital Area Regional Planning Commission for the purposes of amending the Town’s Limited Service Area, population in the Roxbury Sanitary District grew by about 8.5 percent between 2000 and 2010. For comparison, Dane County as a whole grew by 14.4 percent over the same time frame, with most of that growth occurring in cities and villages closer to Madison.

**Table 1: Population Trends**

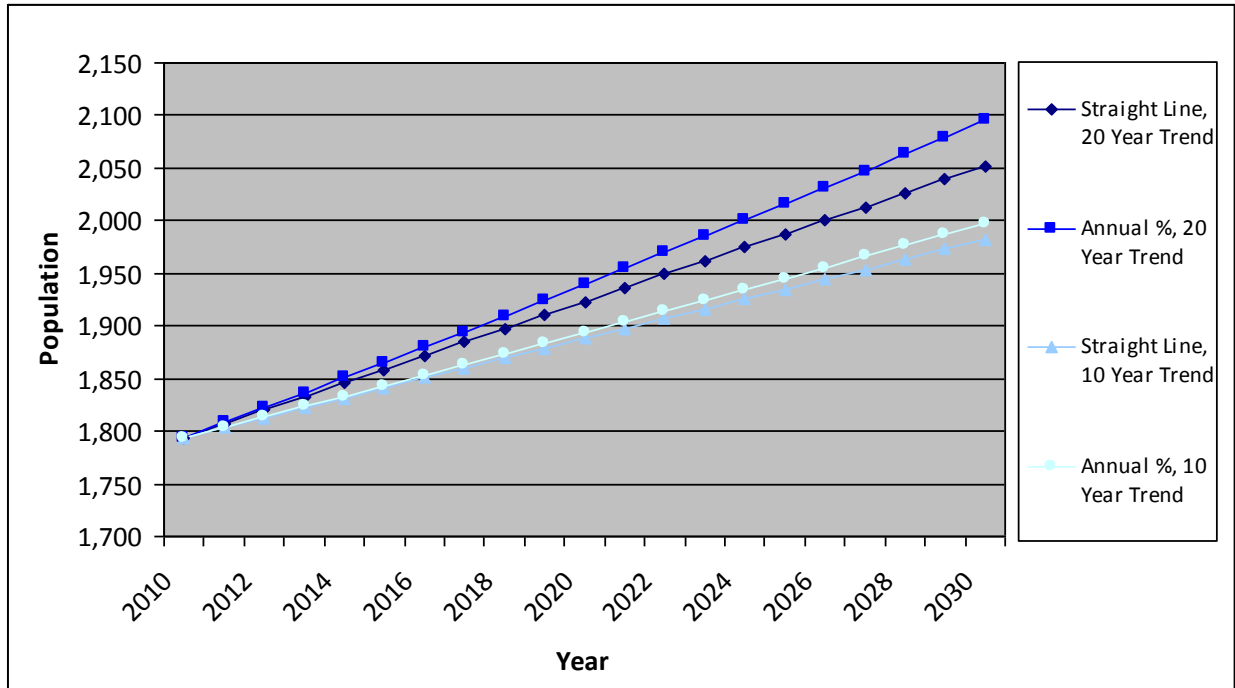
	1980	1990	2000	2010	Population Change 2000 - 2010	Percent Change 2000-2010
<b>Town of Roxbury</b>	1,491	1,536	1,700	1,794	+94	5.5%
Roxbury Sanitary District	217	217	260	282 <sup>1</sup>	+22	8.5%
Town of Dane	945	921	968	990	+22	2.3%
Town of Berry	1,116	1,248	1,084	1,127	+43	3.9%
Village of Sauk City	2,703	3,019	3,109	3,410	+301	9.7%
Village of Prairie du Sac	2,145	2,546	3,231	3,972	+741	22.9%
Dane County	323,545	367,085	426,526	488,073	+61,547	14.4%
Wisconsin	4,705,767	4,891,769	5,363,675	5,686,986	+323,311	6.0%

Sources: U.S Census

<sup>1</sup> Estimated based on the Town’s 2008 amendment to Limited Service Area, Capital Area Regional Planning Commission

To forecast population growth over the next 20 years, it is possible to use a number of methods, each of which will yield a different result. It is very difficult to predict future population growth. The actual future population will depend on market conditions, attitudes toward growth, and development regulations. Figure 1 shows the results of four different population forecast methodologies. Table 2 shows these future populations at five-year intervals to the year 2030. For the year 2030, the Town’s population is forecasted to be between 1,982 and 2,095. This represents an increase of between 188 and 301 people, or a percentage increase of between 11 and 17 percent.

**Figure 1: Town of Roxbury Population Forecast Scenarios, 2010-2030**



**Table 2: Town of Roxbury Population Forecast Scenarios**

	2015	2020	2025	2030
Straight Line, 20 Year Trend <i>(assumes average annual numeric change from the last 20 years will be carried forward for the next 20 years)</i>	1,859	1,923	1,988	2,052
Annual Percentage, 20 Year Trend <i>(assumes annual percent growth from the last 20 years will be carried forward for the next 20 years)</i>	1,865	1,939	2,016	2,095
Straight Line, 10 Year Trend <i>(assumes average annual numeric change from the last 10 years will be carried forward for the next 20 years)</i>	1,841	1,888	1,935	1,982
Annual Percentage, 10 Year Trend <i>(assumes annual percent growth from the last 20 years will be carried forward for the next 20 years)</i>	1,843	1,893	1,945	1,998

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

## B. DEMOGRAPHIC TRENDS

### 1. Age and Gender Distribution

Table 3 compares the age and gender distribution of the Town of Roxbury's population in 2010 to surrounding communities, Dane County, and the State. General trends in age distribution are an important factor when considering the future demand for housing, schools, park and recreational facilities, and the provision of social services.

In 2010, the Town's median age was comparable to surrounding towns but higher than the median age for Dane County and the villages of Sauk City and Prairie du Sac. The percentage of the Town's population aged 18 years and under was typical of surrounding communities and the state of Wisconsin as a whole. The percentage of the Town's population that was aged 65 years and older was slightly lower than that of other nearby communities. This suggests a large 2010 Town population in its 40s and 50s.

Following nationwide trends, the average age of Roxbury's population has grown older in the past twenty years. With prolonged life expectancy and a trend toward declining birth rates, the median age will likely continue to rise over the planning period. This suggests the need to consider different types of housing (e.g., for senior citizens), transportation options, and other services in the Town over the planning period.

**Table 3: Town of Roxbury Age and Gender Statistics, 2010**

	Town of Roxbury	Town of Dane	Town of Berry	Village of Prairie du Sac	Village of Sauk City	Dane County	State of Wisconsin
Median Age	43.9	42.6	49.4	36.2	39.3	34.4	38.5
% under 18	25.0%	23.7%	18.5%	25.8%	23.8%	21.7%	23.6%
% over 65	12.9%	14.0%	14.6%	13.0%	17.2%	10.3%	13.7%
% Female	48%	45.8%	50.4%	51.6%	52.8%	50.5%	50.4%

Source: U.S. Census

### 2. Educational Attainment

According to five-year estimates prepared by the U.S. Census Bureau for 2005 to 2009, about 90 percent of the Town's population age 25 and older had attained a high school level education. Approximately 28 percent of this same population had attained a college level degree (bachelor's degree or higher). These are higher educational attainment levels than reported 10 to 20 years earlier.

### 3. Income Data

Again according to U.S. Census estimates, the median household income in the Town of Roxbury for the years 2005 to 2009 was an estimated \$79,706 (in 2009 inflation-adjusted dollars).

More current income data is available from the Wisconsin Department of Revenue. Based on income tax returns filed between July 1, 2010 and June 30, 2011, the adjusted average gross income per tax return for Roxbury residents was \$65,551 (up from \$52,998 in 1998). For comparison, the adjusted gross income per tax return for all residents in Dane County was \$57,050. This data includes only income subject to tax and income of persons filing tax returns; it does not include non-taxable income and income of persons not filing returns. It does not directly reflect household incomes because tax returns do not necessarily correspond with households.

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## C. HOUSEHOLD TRENDS AND PROJECTIONS

Table 4 compares selected household characteristics from 2010 for the Town of Roxbury with surrounding communities, Dane County, and the State. The Town's average household size was higher than for all comparison communities (except for Dane), Dane County, and the state.

The Town's average household size has been steadily declining over the past two decades, from 2.97 in 1990, to 2.80 in 2000, and 2.71 in 2010. The average household size in Dane County in 2010 was 2.33, down from 2.37 in 2000 and 2.46 in 1990.

The rate of decline in the Town's average household size since 1990 is not projected to continue over the next twenty years. Instead, projected decreases in average household size are forecast to be approximately 2.65 in 2015, 2.61 in 2020, 2.58 in 2025, and 2.56 in 2030. These projected household sizes will be used in forecasting future housing unit development in the community over the next 20 years.

Dividing forecasted 2030 population (between 1,982 and 2,095) by forecasted 2030 average household size (2.67) yields the forecasted 742 to 785 Town households in the year 2030. Household forecasts are used to forecast future housing unit demand in the Town over the next 20+ years in Chapter Seven—Housing and Neighborhood Development.

**Table 4: Household Characteristic Comparisons, 2010**

	Town of Roxbury	Town of Dane	Town of Berry	Village of Prairie du Sac	Village of Sauk	Dane County	Wisconsin
Total Housing Units	806	370	494	1,733	1,508	216,022	2,624,358
Total Households	663	363	472	1,649	1,431	203,750	2,279,768
Average Household Size	2.71	2.73	2.39	2.41	2.30	2.33	2.43
% Single-Person Households	15.1%	15.7%	19.5%	28.6%	32.8%	30.5%	28.2%
% with Householder Age 65 and Over	23.8%	25.3%	23.3%	23.9%	26.1%	17.6%	24.0%

Source: U.S. Census

## D. LABOR FORCE AND EMPLOYMENT TRENDS AND FORECASTS

A community's labor force is the portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to five-year estimates prepared by the U.S. Census Bureau for 2005 to 2009, 97 percent of Town residents in the labor force were employed. These estimates, however, may not take into consideration the more recent national economic downturn. Town residents aged 16 and older were employed. Most of these residents are employed outside of the Town. According to the Wisconsin Department of Workforce Development, the unemployment rate for Dane County in 2011 was 5.3 percent, up from 2.3 percent in 2000.

The Town's primary economic activity is agricultural production and agricultural-based businesses. Still, according to five-year estimates prepared by the U.S. Census Bureau for 2005 to 2009, 5.6 percent of employed persons *living* in the Town of Roxbury were employed in the agricultural sector. This is down from 16 percent in 1990, suggesting a growing Town non-farm resident base, smaller farm households, and farm consolidations. The largest percentage of employed Town residents worked in the educational, health, and social services sector (20.3 percent). The estimated percentage of the Town's labor force employed by sector from 2005 to 2009 is shown in Table 5.



**Table 5: Occupation and Labor Force, 2005-2009**

<b>Occupational Group</b>	<b>Percentage of Labor Force</b>
Professional Services and Information	10.9%
Retail/Wholesale Trade	13.8%
Ag/Forestry/Fishing/Mining	5.6%
Manufacturing	12.9%
Finance, Insurance, Real Estate	9.2%
Construction	12.7%
Transportation/Warehousing/Utilities	3.8%
Educational, Health Care, and Social Services	20.3%
Arts, Entertainment, and Recreation	4.8%
Public Administration	2.7%
Other Services	3.3%

Source: U.S. Census of Population and Housing, 2005-2009 Estimates

Forecasting employment growth for establishments located within the Town of Roxbury is difficult because of the community's small labor force and reliance on the agricultural and regional economy. However, employment forecasts have been prepared for the region by with Wisconsin Department of Workforce Development According to these forecasts, hospital and education and health service sectors are projected to have the highest growth over through 2018 (12.6 percent and 12.3 percent, respectively). Manufacturing jobs were projected to *decrease* 23.1 percent over the same time period. Total employment in the region was projected to increase 3.9 percent through 2018 for all sectors other than agriculture.

## **E. KEY PLANNING ISSUES AND OPPORTUNITIES**

To guide the planning process that led to the Town's 2002 Comprehensive Plan, the Town Comprehensive Planning Committee—comprised of the Town Board, Town Plan Commission, and representatives from the Roxbury Sanitary District—directed a number of efforts to ensure that the 2002 *Comprehensive Plan* was based on a vision shared by Roxbury residents. The results of the 2002 participation efforts are summarized below.

In 2011, the Town Plan Commission led the process to update this *Comprehensive Plan*. Through its review, the Commission confirmed that the input and direction from the early 2000s planning pro-

cess remained valid. The Commission had several open-to-the-public meetings to update this *Plan*, and the Town Board held a public hearing near the end of the process.

## 1. Community Survey

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

- **Community Character:** Respondents were concerned with safeguarding the rural, agricultural atmosphere and appearance of the Town. "Rural atmosphere" was one of the top reasons cited as the reason residents chose the Town as a place to live. Other top reasons include farming opportunities, the natural beauty of the town, and being near family.
- **Land Use:** Most respondents were interested in better guiding future growth in order to preserve the rural, agricultural characteristics that they value in the Town. One method that was mentioned was guiding new development toward areas that are presently developed, such as the "Village" of Roxbury or in planned "cluster" developments.
- **Economic Development:** Most respondents to the survey supported some new non-farm business uses, mostly limited to the "Village" of Roxbury and certain limited areas focusing on Highway 12 crossroad areas.
- **Environment:** The natural environment is important to residents of the Town. Survey respondents indicated that preserving environmental areas—woodlands, wetlands, wildlife habitat—is important.



## 2. Vision Setting Workshop

The Town held a workshop on February 24, 2001. The purpose of the workshop was to identify a shared future vision for the Town, and strategies for achieving that vision. In total, 47 Town residents attended this workshop

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

- **Strengths:** Rural setting, natural beauty, low crime rate, friendly atmosphere, existing "Village" of Roxbury, good schools.

- **Weaknesses:** Vulnerable to development pressures, scattered building pattern, lack of strong land use plans, lack of participation from community.
- **Opportunities:** Chance to preserve rural character and agricultural land, balance residential and business growth with rural atmosphere, regulate development to control sprawl.
- **Threats:** Rising taxes, development pressures from Madison metro area, fragmentation of agricultural land, woodlands and sensitive environmental areas, strip development along Highway 12, change to character of Town.

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

- ***“Enhance viability and diversity of the agricultural community.”*** Strategies for achieving this vision statement included exploring marketing strategies for alternative crops, providing options such as purchase of development rights to enable landowners to retain agricultural land and remain economically viable, sponsoring seminars on alternative agricultural crops and practices, and encouraging cluster development to minimize farm/non-farm conflicts.
- ***“Preserve rural character.”*** Strategies for achieving this vision statement included restricting the scale of commercial development, requiring commercial development to provide a benefit to the community that outweighs the cost to the community, preserving an agricultural buffer along Highway 12 throughout the Town, promoting cluster housing, carefully siting homes to keep them off of hilltops and out of important viewscapes, exploring the use of purchase of development rights, and empowering the local government with the authority to implement plans.
- ***“Control threat of sprawl and haphazard subdivisions.”*** Strategies to achieve this vision included promoting cluster developments, promoting greater lot density in developments adjacent to the “Village” of Roxbury and existing subdivisions, maintaining a balance of development types, and using planning and zoning tools to define the type and placement of development and enforce development guidelines.
- ***“Develop clear, strong, fair standards for land use decisions.”*** Strategies included holding public informational meetings, educating Town elected officials and residents about planning and land use, providing specific guidelines for land use decisions, and making land use decisions less subjective with some kind of quantitative rating system for development approval (such as LESA as described later in this *Plan*).

### 3. Future Alternatives Open House

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

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

When asked to pick which scenario they preferred, more participants who responded preferred Scenario B (12 respondents) and Scenario C (10 respondents) than Scenario A (8 respondents). However, many more participants expressed a preference for Scenario A or Scenario B *with* siting and design guidelines (12 and 24 respondents, respectively) than Scenario A or Scenario B *without* siting and design guidelines (3 and 0 respondents, respectively).

#### 4. Draft Plan Public Meeting

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

#### 5. Public Hearings

The Town Board held a formal public hearing on the 2002 *Comprehensive Plan* and the adopting ordinance on April 1, 2002. The Town Board held a formal public hearing on the 2012 *Comprehensive Plan* on April 10, 2012.

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## F. OVERALL GOALS, OBJECTIVES, AND POLICIES

The Town developed a set of overall goals during the process that led to its 2002 *Comprehensive Plan*, and reaffirmed these during the 2012 update process. These overall goals provide the framework on which the Town built its more specific directions for future preservation and growth. Each subsequent chapter of this *Comprehensive Plan* includes more detailed goals, objectives, and policies that advance these overall goals.

Goals, objectives and policies are defined below:

- **Goals** are broad, advisory statements that express general public priorities about how the Town should approach preservation and development issues. These goals are based on key issues, opportunities and problems that affect the Town.
- **Objectives** suggest future directions in a way that is more specific than goals. The accomplishment of an objective contributes to the fulfillment of a goal. While achievement of an objective

is often not easily measured, objectives are usually attainable through policies and specific implementation activities.

- **Policies** are rules, courses of action, or programs used to ensure *Plan* implementation and to accomplish the goals and objectives. Town decision makers should use policies, including the “density policy,” on a day-to-day basis. Success in achieving policies is usually measurable.

#### **Overall Planning Goals**

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

## **CHAPTER THREE: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES**



This chapter of the *Town of Roxbury Comprehensive Plan* describes the Town's rich agricultural, natural, and cultural resources, and provides policies and directions for their future protection.

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## A. AGRICULTURAL RESOURCE INVENTORY

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

### 1. Character of Farming

Farming is the Town's primary economic activity, based on the percentage of business establishments that are farms. Farmers in the Town of Roxbury produce a variety of agricultural commodities including dairy, alfalfa, corn, soybeans, and grapes.

The State Farmland Preservation Program provides income tax credits to property owners who agree to keep their land in agricultural use. In 2010, nearly all of the Town's farmland was enrolled in this program.



### 2. Location of Farmland

Agriculture is the most prominent land use in the Town of Roxbury. According to a 2011 land use survey, cropland accounted for roughly 60 percent of the Town's land area. A picture of farmland locations in the Town may also be interpreted from Map 2: Soil Suitability for Agriculture and Map 5: Existing Land Use. Most land in the Town is zoned A-1 Exclusive Agriculture.

### 3. Assessment of Farmland Viability

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

As part of its 2002 comprehensive planning process, the Town developed a Land Evaluation and Site Assessment system (LESA), used to evaluate development proposals in farming areas. In general, the Land Evaluation (LE) of the LESA system rates the soil-based qualities of a site for agricultural use. The factors used to determine agricultural land suitability for Dane County towns were assembled by the Dane County Land Conservation Department (LCD), using data from the United States Department of Agriculture, Natural Resources Conservation Service (USDA-NRCS).



This numeric rating was based on three factors: prime and important farmland classification, soil productivity for corn, and land capability class. Prime farmland is land that has the best combination of physical and chemical characteristics for producing crops. It has the soil quality, growing season, and moisture supply needed to economically produce sustained high yields of crops when treated and managed according to acceptable farming methods. Land capability classification identifies the relative degree of limitations for agricultural use inherent in the soils, their risk of damage, and response to treatment. In general, the fewer the limitations, the more suitable the soil is for agriculture, and the lower the costs of overcoming limitations. The LCD divides the 65 soil series present in Dane County into eight groups, according to their agricultural suitability. Group I soils have few limitations that restrict their use for agriculture; Groups II-III soils have moderate limitations that may reduce the choice of crops, require special conservation practices, or both. Groups IV-VIII are similarly rated, in descending order of suitability for agriculture.

The Town of Roxbury's LESA system begins with the LCD soil groups, interprets them to address local conditions, then adds a site assessment component. A description of the system can be found in Attachment A. [Note: This Attachment is technically not a part of the *Comprehensive Plan* document; it is being included with the *Plan* document to provide a total picture of Roxbury's policies regarding land use]. The LE component of Roxbury's system slightly modifies the LCD LE component. For soils that are poorly and very poorly drained, Roxbury's LE rating assumes a "drained" classification, considering the quality of the soils as if they were drained. Mapped wetlands are not included for consideration as agricultural soils. Roxbury also uses both corn *and* alfalfa in considering soil productivity readings. Roxbury's LE component modifies the scoring used to place the soil series in groups, placing more land into the Group IV soil classification, and less land in the Group V classification. Map 2 summarizes the soil suitability for agriculture as has been determined by the Town of Roxbury.

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

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

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## **B. AGRICULTURAL RESOURCE GOALS, OBJECTIVES AND POLICIES**

**Goal: Preserve productive farmland and farming as an occupation.**

**Objectives:**

- a. Preserve productive farms for continued agricultural use.
- b. In agricultural areas, limit the amount of housing and non-farm-related commercial uses.

- c. Direct new homesites to smaller lots, among other homesites, and based on siting guidelines in agricultural areas.
- d. Support appropriate opportunities for farmers to obtain non-farm income.

**Policies and Programs:**

- a. Designate most of the Town in the planned Agricultural Preservation Area (see Map 6).
- b. Follow a “one home per 35 acre” density policy within the mapped Agricultural Preservation Area. The density policy is described in more detail in Chapter Four of this *Comprehensive Plan*.
- c. Direct non-farm-related commercial uses and major new subdivisions away from the Agricultural Preservation Area, except if consistent with the density policy.
- d. Utilize the Town’s LESA system to guide decisions on new development in the Agricultural Preservation Area. The Town’s LESA system is described in Attachment A.
- e. As determined by a site’s LESA score, direct the placement of homes, driveways, and other structures not used for agricultural production away from soil Groups I through III.
- f. Through use of LESA, direct building and driveway development to areas that will not create incompatibilities with surrounding farms and will not leave remnants that are difficult to farm.
- g. Promote the grouping of two or more homesites in the same general area (clustering) and the use of development design guidelines, to promote protection of rural character. See Chapter Four of this *Comprehensive Plan* for relevant standards, and Attachment B for visual representations of rural design guidelines.
- h. Promote the placement of dwelling units on small parcels of 1½ to 3 acres, in order to preserve as much land as possible in open land and agricultural uses.
- i. Allow home occupations and farm family businesses on farm parcels to supplement farming income.
- j. Support farmland tax credits, use value assessments, Agricultural Enterprise Areas, reform in federal farm laws, and other programs that encourage the continued use of land for farming.
- k. Consider techniques like transfer and purchase of development rights to permanently protect large tracts of agricultural land in the Town while compensating the farmer for these protections.

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**C. AGRICULTURAL RESOURCE RECOMMENDATIONS**

**1. Consider Nominating an Agricultural Enterprise Area in the Town**

An Agricultural Enterprise Area (AEA)—a creation of the State Working Lands Initiative as it existed in 2012—is defined as a contiguous land area devoted primarily to agricultural use and locally targeted for agricultural preservation and agricultural development. AEA’s preserve areas considered most valuable for current and future agricultural use, promote the development of agricultural businesses, and ensure eligibility of farm owners for enhanced tax credits through farmland preservation agreements. The State is authorized to designate up to one million acres total statewide. As of 2012, farmers within an Agricultural Preserva-

tion Area who sign a 15 year farmland preservation agreement may collect a tax credit of \$10 per acre (as opposed to the normal \$7.50 per acre credit).

The Town will support the creation of an AEA in all or part of the Town where the following criteria are met:

- The AEA is located within portions of the Agricultural Preservation Area particularly suited for long-term agricultural enterprise development.
- The AEA is consistent with DATCP criteria for such designation.
- The AEA is clearly consistent with this *Plan*.
- There is sufficient interest among area farmers.
- Town expenses in applying for AEA designation are kept to a minimum.
- The opportunities for a multi-town AEA have been explored. Given state and two-county planning and commitment towards agricultural preservation for Highway 12 communities, a multi-town AEA in this area would be an appealing opportunity.

## **2. Consider Adopting a Livestock Facility Licensing Ordinance**

Under §93.90, Wisconsin Statutes and ATCP 51, Wisconsin Administrative Code, a town has the ability to adopt a livestock facility licensing ordinance. This would provide a town with limited authority to approve or deny siting and/or expansion requests for livestock facilities, based on specific siting standards that must be used by the town when making such decisions. Under the law, siting standards apply only to new or expanding livestock facilities and only when such facilities will have 500 animal units or more and, for facility expansions, are expanding by at least 20 percent. A town ordinance does not have to be reviewed or approved by the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) prior to adoption. However, the town does need to notify DATCP that an ordinance has been adopted.

Adoption of a licensing ordinance would allow the Town of Roxbury to establish:

- Specific siting standards to protect air and water, including standards that address odor management, waste and nutrient management, waste storage, and runoff management;
- A predictable siting process, including a standard application and approval timelines;
- A means for the Town to independently monitor and enforce livestock operations, especially those aspects not adequately regulated by other jurisdictions or by other laws. For example, no other laws applicable to livestock facilities regulate odor.

When deciding whether or not to adopt of a livestock facility licensing ordinance, the Town will consider whether a local licensing ordinance is necessary to adequately protect the health, safety, and welfare of Town of Roxbury residents. Wisconsin has numerous laws and programs that apply to livestock facilities (see Table 6). The Town will consider what regulations already apply to livestock facilities in Roxbury, and evaluate where such regulations have fallen short in the past, to determine whether or not an additional livestock licensing program is appropriate to protect the character and quality of life in the Town.

The Town will also consider whether it wishes to devote the resources to administer the ordinance. The application and siting standards associated with ATCP 51 are complex and technical in nature, and require expertise to understand and evaluate. In addition to the initial review of a license application, ongoing monitoring of established livestock facilities and enforcement of the siting standards would also require a technical expert—either “on staff” or on a consultant basis. Under state law, the town may collect up to \$1,000 in application fees, which are intended to cover the costs of application review and ongoing monitoring/enforcement. However, if the town needs to hire an outside consultant to perform these tasks, actual costs often exceed this amount. Ultimately, the Town will have to weigh the benefits of having the ordinance against the potential costs associated with administration.

If the Town decides to move forward with adoption of an ordinance, a model ordinance is available online at:

[http://datcp.wi.gov/Environment/Livestock\\_Siting/Local\\_Implementation/index.aspx](http://datcp.wi.gov/Environment/Livestock_Siting/Local_Implementation/index.aspx)

Information on other towns in Wisconsin that have livestock facility licensing ordinances is available at:

<http://datcp.wi.gov/Livestock/Viewer.aspx?Site=Livestock>

**Table 6: Other Laws and Regulations that Apply to Livestock Operations**

<b>Regulation</b>	<b>Purpose</b>	<b>Who is Affected?</b>
Road weight limits and clean-up (349.16, Wis. Stats.)	Prevents road damage and protect safety	All vehicles using the road. Exemptions or limitations exist for public health and safety reasons.
Shoreland zoning (NR 115)	Limits building near waterways to prevent and control water pollution; protect spawning grounds, fish and aquatic life.	All activities located 1,000 feet from a lake, pond, or flowage; and 300 feet from a river or stream or to the landward side of the flood plain, whichever distance is greater.
Floodplain zoning (NR 116)	Limits building in floodplains for public health and safety	All activities located within a floodplain.

<b>Regulation</b>	<b>Purpose</b>	<b>Who is Affected?</b>
Manure storage structures	Protects water quality through proper design, construction, and closure of manure structures	Farms of all sizes that construct a new manure storage facility. May cover unused or existing manure storage facilities.
Feedlot	Protects water quality through proper design and construction of feedlots.	Farms of all sizes that construct a new feedlot.
Generally applicable building, electrical and plumbing codes	Ensures safe construction	Everyone
Well Codes (NR 812 and NR 811)	Protects groundwater through proper private well location, construction, and abandonment	All farms with well contamination sources
Construction site erosion/stormwater management (NR 152)	Reduces and prevents runoff of nonpoint sources of pollution to water resources	Agricultural construction that disturbs at least 1 acre.
Zoning Ordinances	Prohibits livestock operations in certain zoning districts and regulates the allowable size of livestock operations in certain districts.	Livestock operations of all sizes.
Performance standards (e.g. no direct runoff, spreading setbacks)	Protects water quality by controlling agricultural runoff pollution	Farms of all sizes and all cropland.
Concentrated Animal Feeding Operations	Ensures proper manure management to protect water quality	Farms with 1,000 or more Animal Units
Control of Hazardous Pollutants (Wis. Stats. NR 445.08 (6) (d))	Ensures clean and healthy air quality	All owners and operators of stationary air contaminant sources which may emit hazardous contaminants (includes agricultural waste in July 2007).
Malodorous emissions and open burning (NR 429)	Establishes standards for malodorous air containment sources	All owners and operators of air contaminant sources.

Source: Department of Agriculture, Trade, and Consumer Protection

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## D. NATURAL RESOURCE INVENTORY

Understanding the Town of Roxbury's natural features suggests possible locational advantages and challenges associated with particular land uses. This will prevent severe developmental or environmental problems that may be difficult or costly to correct in the future. Maintenance of natural features is also important for community appearance and wildlife habitat. Map 3 depicts the Town's environmentally sensitive areas, many of which are described in more detail below.

### 1. Landforms/Topography

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

### 2. General Soils Information

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

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

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

More specific information about soils in the Town can be found in the Soil Survey of Dane County (1978), conducted by the United States Department of Agriculture Soil Conserva-

tion Service. The suitability of the various soils in the Town for on-site waste disposal systems is described in Chapter Six, Section A(2), "On-Site Waste Disposal Facilities."

### 3. Drainage Basins

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

### 4. Groundwater

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

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

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

Manure storage presents a major risk to groundwater. Potential pollutants from livestock wastes are nitrates, chlorides, bacteria, oxygen-demanding materials and phosphorus. Many farm operators do not have adequate livestock waste storage facilities. During the summer, manure can be spread frequently. During the winter, however, many farms pile waste until spreading it prior to spring cultivation. Rain and snowmelt on unprotected manure stacks can generate runoff that degrades groundwater quality. Properly designed livestock manure

storage facilities reduce the potential for causing groundwater pollution. These facilities are shown on Map 3. Manure storage facilities must also be monitored for pollution potential. Although regional evaluations are helpful in defining target areas in the county that are at-risk for groundwater contamination, site-specific factors are most important in determining the threat of groundwater pollution from animal waste.

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

## 5. Rivers and Streams

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

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

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



## 6. Lakes

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

Crystal, Mud, and Fish Lakes are fed by groundwater and have no outlets. As such, notable increases in precipitation have caused water levels in the lakes to rise significantly. For example, over the past thirty-five years, Fish Lake has risen over eight feet. This has resulted in flooding problems for nearby residents and campers, and has also impacted roadways and the public boat landing.

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

Rising water levels in Crystal Lake have eliminated winterkill of fish. This has allowed for conversion from a bullhead/minnow fishery to one dominated by pan fish and largemouth bass. Crystal Lake now rates as one of the most popular fishing spots in southern Wisconsin. In a 1999 catch and harvest survey, the number of bluegill caught on Crystal Lake was more



than three times that of totals for Lake Monona. Monitoring the bass population and restrictive size limits on pan fish may be needed to ensure an abundance of large size fish, as well as the health of the population. The change in quality of the fishery has resulted in increased use of the fishery by eagles, osprey, kingfishers, big blue and small green herons, cormorants, and other fish-eating birds.

In recent years, state, local, and federal governments, including the Dane County and Columbia County Emergency Management Departments, have worked with the local Lake District to mitigate flooding in this area. Over the last several years, the Lake District, in collaboration with the Department of Natural Resources has been pumping excess water from the lakes and diverting it to the Wisconsin River and Roxbury Creek. This approach has helped minimize flooding. However, the long term success of this approach is dependent on the future precipitation patterns in the region. It is projected that precipitation for this part of the state will continue to increase with climate change. Therefore, the Lake District and its partners may want consider alternatives to pumping that may be more sustainable.

## **7. Floodplains**

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

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

Floodplain areas in the Town are located along Roxbury Creek, Fish Lake, Crystal Lake, and the Wisconsin River. FEMA floodplain maps were most recently updated in 2009. These maps, available at the County Planning and Development Department, should be referenced for official delineation and elevations of floodplain boundaries.

## **8. Wetlands**

Wetlands cover approximately two percent of the land in the Town of Roxbury. Wetlands areas are shown on Map 3. The Crane Lake Marshland, a relatively large area of wetland, is located in the east central portion of the Town, and drains to Roxbury Creek. Smaller wetlands are located in the extreme southwest corner of the Town (along Dunlap Creek), and in scattered spots throughout the Town. Wetlands are important for aquifer recharge, groundwater and surface water quality improvement, and wildlife habitat, especially for nesting sandhill cranes and other birds.

The Wisconsin DNR has identified and mapped wetlands of two or more acres in the Wisconsin Wetlands Inventory, with maps available at the County Planning and Development Department. County zoning does not permit development in these areas, if they are two acres in area or larger. Other wetlands fall under state or federal regulations. The property owner must obtain a state or federal permit before filling may occur.

## 9. Woodlands

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

The State's Managed Forest Land (MFL) program is available to landowners with 10 or more contiguous acres of forestland. Participating landowners must agree to a forest management plan that includes the practicing of forest management practices, including selective harvesting. In exchange, their land is taxed at a rate below the state average. As of December 2011, there were 1,200 acres of forestland in the Town enrolled in the MFL program (and 41 acres remaining in its predecessor Forest Crop Law (FCL) Program). About 47 percent of the total MFL acreage is open to the public for hunting, fishing, hiking, sightseeing, and cross-country skiing.

## 10. Steep Slopes

The Town is characterized by rolling hills separated by valleys and small plains. Steep wooded slopes provide wildlife habitat, enhance scenic beauty, and provide a natural barrier to development. As shown on Map 3, steep slopes exceeding a 12 percent grade occur quite frequently. Over one-third of the Town's acreage contains slopes greater than 12 percent, and about one of every five acres contain slopes greater than 20 percent. These areas are scattered throughout the Town.

Slopes of between 12 percent and 20 percent grade present challenges for building site development. Slopes that exceed a 20 percent grade are not recommended as development sites (see policies that follow). Disturbing soils and vegetation on steep slopes can result in severe erosion and soil degradation, which can have an impact on nearby water resources, and could result in landslides, causing damage to buildings, roads, and utilities.

## 11. Hilltops and Ridgetops

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

## 12. Rare Species Occurrences/Wildlife Habitat

WisDNR's Natural Heritage Inventory program maintains data on the general location and status of rare, threatened, or endangered plant and animal species. This data is obtained through field inventory. Map 3 shows general areas in the Town of Roxbury that were identified in the 2011 Natural Heritage Inventory as containing rare plant or animal species. These areas are focused around Fish Lake and Mud Lake, along the Wisconsin River, and in the southwest corner of the Town. More specific information on location and type of spe-

cies is available from the Prairie Bluff Eagle Council, the state's Bureau of Endangered Resources, and the Dane County Chapter of the Audubon Society.

Within the Town of Roxbury, areas of woodlands, wetlands, shoreland setback areas and open space and environmental corridors provide habitat for a diversity of wildlife. These areas are identified on Map 3, along with rare species occurrences. Of particular importance to the Town of Roxbury is the habitat of the Bald Eagle. According to the Ferry Bluff Eagle Council, about 198 eagles occupied the Sauk Prairie area wintering ground in 2006—much of it in the Town of Roxbury. Due to the presence of the hydroelectric dam at Prairie du Sac, the water just below the dam never freezes, providing a reliable opportunity for eagles to feed on fish. Critical foraging area is found on both sides of the Wisconsin River, downriver from the dam. A critical roosting area is found in the extreme northwest corner of Roxbury, in the area east of and surrounding Round Top Hill. This roosting area is identified on Map 3. Critical perching areas are located along both sides of the River, from the Prairie du Sac dam south. Human intrusion into foraging, roosting and perching areas can result in disruption of normal eagle activities.

### 13. Open Space/Environmental Corridors

Open Space/Environmental Corridors in the Town are shown on Map 6. Open Space/Environmental Corridors are continuous systems of open space that include environmentally sensitive lands, floodplains and wetlands, natural resources requiring protection from disturbance and development, such as eagle roosting areas, and land specifically designated for open space or recreational use. Within the Town, the most significant environmental corridor follows Roxbury Creek and the Wisconsin River. Environmental corridors are used in this *Plan* to address the multiple concerns of drainage, water quality, recreation, wildlife habitat, and open space.

The Ice Age Trail also runs through the Town (see Map 3). Although it is not classified as an environmental corridor, it is an important environmental and recreational amenity. The corridor may also be utilized as a wildlife corridor and habitat resource.

### 14. Nonmetallic Mineral Resources

There are several areas in the Town of Roxbury used for nonmetallic mineral extraction. Larger, long-term use areas are shown on Map 6 as *Extraction and Compatible Use Areas*.

The Town might receive requests for new or expanded extraction sites over the planning period. Nonmetallic mineral extraction uses are generally appropriate in the *Agricultural Preservation Areas* shown on Map 6, provided that they are properly sited, intended as a relatively short-term use (less than 20 years), reclaimed per new state and county rules, and are consistent with Town policies. New or expanded extraction sites that are intended for long-term use (more than 20 years) are appropriate for *Extraction and Compatible Use Areas*, as are currently shown on Map 6 or as may result from future amendments to this *Comprehensive Plan* and Map 6 in particular.

Wisconsin is in the midst of a sand mining boon. The natural gas and oil extraction industries use a method of hydraulic fracturing or “fracking.” A slurry of sand, water, and chemicals is injected into the shale formations, a process which creates fractures in the shale. The sand holds the fractures open so that the natural gas or oil can flow to the wellhead. This

new method of extraction has opened up petroleum reserves in other parts of the country. Wisconsin has no known petroleum deposits, but it does have lots of the right kinds of sand for the fracking process. Because of the large sand demand associated with fracking, Wisconsin has seen many recent proposals for the development and expansion of sand mines. At the time this *Comprehensive Plan* was written, there were about 60 frac sand mines operating in Wisconsin and about 40 more proposed.

Many Wisconsin communities, including Roxbury, are concerned about the implications of possible large sand mine proposals in their communities. Northwest Dane County has some of the sandstone formations that, in other locations, have supported frac sand mines. The Land Use chapter of this *Comprehensive Plan* includes the Town's policies towards future proposals for new and expanded sand and other mineral extraction operations, including but not limited to frac sand mines.

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## **E. NATURAL RESOURCE GOALS, OBJECTIVES AND POLICIES**

### **Goal: Protect the Town's important natural resources.**

#### **Objectives:**

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

#### **Policies and Programs:**

- a. Preserve environmentally sensitive areas by prohibiting new buildings in wetlands, floodplains and other locally-identified flood prone areas, 75 foot shoreland setback areas, critical eagle roosting areas, and slopes greater than 20 percent (together depicted as Open Space and Environmental Corridor on Map 6). Strongly discourage placement of new buildings on slopes between 12 percent and 20 percent and within hydric soils (together depicted as Soils with Building Limitations on Map 6), and in areas with groundwater at or near the surface, where other more appropriate sites are available. Steep slopes, wetlands, floodplains, and eagle roosting areas are individually shown on Map 3, and hydric soils and areas with high groundwater are available in the Dane County "DCiMap" interactive mapping system at <http://dcimap.countyofdane.com/> or from Dane County GIS staff. Support the more detailed mapping of these natural resources where it is apparent that a development proposal may impact these features, existing maps are in error, or changes have occurred to the features.
- b. Preserve special landscape features, including Fish, Crystal and Mud Lakes; Wisconsin River frontage (including eagle roosting areas); bluffs and hilltops; the Ice Age Trail corridor; and larger woodland habitats (see Maps 3, 4 and 6).
- c. Before approving any changes in land use, consider the impact on wildlife habitat, potential locations of rare plant and animal species, and archeological sites such as mound

- groups, and ensure that the land use changes meet all applicable criteria in the Town’s subdivision and land division regulations.
- d. Before approving any major subdivision (5+ lots), require the submittal of an environmental assessment as required under the Town’s subdivision regulations.
  - e. Protect and improve the quality of the surface water within the Town, particularly Fish, Crystal and Mud Lakes and Roxbury Creek.
  - f. Emphasize use of natural drainage patterns, construction site erosion control, and ongoing stormwater management measures that control the quality, quantity, and temperature of water leaving any site.
  - g. To protect groundwater quality, avoid the overconcentration of on-site waste disposal systems and require the submittal and implementation of nutrient and/or manure management plans for high-density agricultural operations expected to have large numbers of animals in any part of the Town. As described in the “Agriculture” section above, consider adoption of a Livestock Facility Licensing Ordinance.
  - h. Avoid intensive development within designated groundwater recharge areas and steep slope areas to protect groundwater quality. See the *Dane County Groundwater Protection Plan* for detailed information about groundwater recharge areas within the Town.
  - i. Support and remain engaged in ongoing efforts by the Lake District and other regional, state, and federal agencies to alleviate flooding around Fish, Mud, and Crystal Lakes, supporting sustainable and cost-effective solutions.

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## F. CULTURAL RESOURCES INVENTORY

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

### 1. Historic Resources

As of November 2011, there were four properties in the Town of Roxbury listed in the State or National Register of Historic Places.

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



Also included on the register are the Frey School, the Hornung effigy mound group (see description in “Archeological Resources” section below), and site of the Battle of Wisconsin Heights.

The site of the Battle of Wisconsin Heights was placed on the National Register of Historic Places in 2002. This site is located two miles southeast of Sauk City on land owned by the Wisconsin Department of Natural Resources. On July 12, 1832, the sixty-five-year old Black Hawk and sixty Sac, Fox, and Kickapoo warriors fought more than 700 soldiers, Winnebago, Menominee and Potawatomi guides to a standstill. Black Hawk's delaying tactics allowed several hundred women, children, and elders to escape across the Wisconsin River. His victory was short-lived. Army soldiers caught up with his tribe on August 2nd just below the confluence of the Bad Axe and Mississippi rivers. Few of Black Hawk's 1,000-member tribe survived that massacre. It is the only intact battle site from the Indian Wars in the U.S. Midwest.

In addition to these properties, the Town has a fine collection of historic or architecturally significant buildings and sites. The State Historical Society's Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the state—such as round barns, cast iron bridges, commercial buildings, schoolhouses, and turn-of-the-century homes—that create Wisconsin's distinct cultural landscape. The AHI includes 72 documented properties in the Town of Roxbury. These properties included older houses and outbuildings, farmsteads, and barns.

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

## **2. Archeological Resources**

According to the State Historical Society, 48 archaeological sites and cemeteries has been reported for the Town. This does not include all of the sites that might be present in the Town, as no systematic survey has been completed. Sites that have been identified in the Town include cemeteries (burial mounds, effigy mounds, and unmarked graves), a battlefield, a cabin/homestead, Native American community sites, corn hills/garden beds.

Few of the sites reported to the Society or noted by local interested parties have been evaluated for their importance, or eligibility for listing on the State or National Register of Historic Places. As of November 2011, one Native American archeological site, the Hornung Mound Group, had been placed on the National Register of Historic Places. The Mound group is located on private land, west of the Roxbury Sanitary District, about one-quarter mile east of the intersection of County Highway Y and U.S. Highway 12.

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

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## **G. CULTURAL RESOURCE GOALS, OBJECTIVES AND POLICIES**

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

#### **Objectives:**

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

#### **Policies and Programs:**

- a. Emphasize the value of remaining natural resource areas as focal points of natural beauty and recreation.
- b. Encourage the preservation of historically and architecturally significant structures/districts and archeological resources in the Town, such as the Hornung Mound Group, the core of the "Village," and historic residences. Continue to update records and mapping to fully document these resources (see descriptions of documented resources above).
- c. Encourage new development forms that celebrate the Town's history and agricultural heritage. Examples include grouping new residences together at the end of a driveway or road to look like an historic farmstead, incorporating existing farm outbuildings in a new development project, or promoting new building styles and materials consistent with historic styles (see also Chapter Seven, "Housing and Neighborhood Development", and Attachment B).
- d. In largely undeveloped areas, promote use of existing topography and vegetation to screen new development from public roads, and require viewshed analyses for all major new development projects (see Attachment B).
- e. Enhance the role of the "Village" of Roxbury as the Town's activity hub, using the neighborhood development plan included as Map 6a and described in the Land Use chapter of this *Plan* to guide the future development, redevelopment, and preservation of the "Village."
- f. Support local festivals, fairs, farm tours, farm breakfasts, and markets that celebrate the Town's farming heritage and rural way of life.
- g. For the Highway 12 corridor, work with the County to limit the placement of additional billboards, communication towers, and unplanned development.

## **H. COMMUNITY DESIGN**

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

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

As is evident from Map 4, the Town of Roxbury is a predominantly agricultural community. The one notable exception, the “Village” of Roxbury, is characterized by a mix of older and newer buildings, including residences, businesses and institutional uses. Historic focal points of the “Village” include the St. Norbert’s Catholic Church, Roxbury Tavern, and the Dorf House Restaurant. Issues of community design for the “Village” of Roxbury were considered in detail in the neighborhood plan for this area prepared in 2003.

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

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

The Town intends to work with the County, adjacent communities and the Wisconsin DOT to recognize and preserve this scenic corridor. Preserving farmland along the corridor will serve to protect some of the best agricultural lands, and to ensure that the Town retains its rural character.

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## **I. PARKS AND RECREATIONAL RESOURCES**

An inventory of parks in the Town of Roxbury is given in Chapter Six. These parks are also shown on Map 3 and Map 5. Currently, there are four County parks in the Town and three miles of the Ice Age National Scenic Trail are expected to run through the Town (see route on Map 3).

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



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

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

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## **J. PARK AND RECREATIONAL GOALS, OBJECTIVES AND POLICIES**

### ***Objectives:***

- a. Acknowledge the importance of parks, open spaces, and recreational areas to the community.
- b. Preserve and enhance park, open space, and recreational opportunities in the Town, often in collaboration with others.

### ***Policies and Programs:***

- a. Support County efforts to prepare a master plan for the future recreational development of Fish Lake and Lussier County Park, including the identification of opportunities to enhance the value of these recreational resources to local residents.
- b. Collaborate with the Wisconsin DNR and local property owners on the routing of the Ice Age Trail through the southeastern corner of the Town.
- c. Encourage other government and non-profit agencies who seek to acquire property or conservation easements in the Town to communicate with the Town before completing acquisitions.
- d. Require private property owners to consult with the Town before considering changing the use of their land from agricultural to private recreational uses.

## CHAPTER FOUR: LAND USE



This chapter of the *Plan* contains a compilation of background information, goals, objectives, policies and recommended programs to guide the future preservation and development of public and private lands in the Town of Roxbury. Map 5 shows existing land uses and Map 6 shows recommended future land uses over the 20 year planning period.

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## A. EXISTING LAND USE

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

### 1. LAND USE MAP CATEGORIES

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

1. **Agriculture and Rural/Vacant Land:** land used primarily for farming, farmsteads and support activities, along with other lands in open, non-wooded land cover;
2. **Woodlands:** privately-owned forest land;
3. **Surface Water:** lakes, rivers and perennial streams;
4. **Rural Single Family Residential:** single family residential development, with lot sizes between 1 and 35 acres in size (a density of between 1 dwelling unit per acre and 1 dwelling unit per 35 acres), and served by on-site waste treatment systems;
5. **Urban Single Family Residential:** single-family residential development, generally at densities up to 4 dwelling units per acre, and served by a public sanitary sewer system;
6. **Two Family Residential:** two-family and attached single-family residential development, generally at densities up to 8 dwelling units per acre;
7. **Mixed Residential:** a variety of residential units (including mobile home parks) at densities averaging above 8 dwelling units per acre;
8. **General Business:** indoor commercial, office, institutional, and controlled outdoor display land uses, with moderate landscaping and signage;
9. **General Industrial:** indoor industrial land uses and controlled outdoor storage areas, with moderate landscaping and signage;
10. **Landfill/Extraction:** sites in current use as a landfill, along with quarries, gravel pits, clay extraction, peat extraction and related land uses;
11. **Institutional:** large-scale public buildings, hospitals, and special-care facilities. Small institutional uses may be permitted in other land use categories;
12. **Recreation:** publicly- or privately-owned lands designated as county parks and recreation areas, town parks, or other recreational facilities.

### 2. EXISTING LAND USE PATTERN AND ZONING

Table 7 provides an estimate of the acreage within each existing land use category in the Town of Roxbury, and Map 5 shows the pattern. A vast majority of the Town of Roxbury remains in open space uses. Most of the land is in the *Agriculture and Rural/Vacant Land* category in Map 5, with scattered areas of *Woodlands*.

The Town's farm and non-farm residences are dispersed throughout the community—generally along Town and County roads. Clusters of residential development are located in the “Village” of Roxbury, and in the triangle formed by U.S. Highway 12, County Highway Y and State Highway 78. Development in the “Village” is generally on smaller lots, following the historic road pattern. The so-called “triangle” area along the western border of the Town is characterized by larger lots and less regular street patterns, such as cul-de-sacs and curvilinear streets.

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

- Balmoral Estates—Section 18, on south edge of “triangle” formed by U.S. Highway 12, State Highway 78 and County Highway Y.
- Bavarian Village—Section 20, on the west edge of the “Village” of Roxbury.
- Blackhawk Fields—Section 18, in the southeast corner of the “triangle” along County Highway Y.
- Black Hawk Highlands—Section 18, centered in the “triangle”; access from U.S. Highway 12.
- Burr Oak Estates—Section 7, northeast of U.S. Highway 12, west of State Highway 188.
- Privett Road subdivision—Section 7, north of “triangle”, between U.S. Highway 12 and State Highway 188.
- Bolton Road subdivision—Section 18, south end of “triangle”; access from State Highway 78 and County Highway Y.
- Carleton Woods—Section 18, central in triangle; access from U.S. Highway 12.
- Country Side Estates—Sec. 18, central in triangle; access from U.S. Highway 12.
- Crystal Lake Estates—Section 2, South of Crystal Lake.
- Fish Lake subdivision—Section 3, West of Fish Lake.
- Schoon Place—Section 21, at the south edge of the “Village” of Roxbury.
- Wexford Acres—Sections 29 and 28, north of U.S. Highway 12 and Herbrand Road.
- Woodland Acres—Section 36, south of U.S. Highway 12.

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

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

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

**Table 7: Town of Roxbury Existing Land Use Pattern**

Land Use Category	Acres	Percent
Agriculture & Rural/Vacant	14,051	61%
Woodland	6,162	27%
Surface Water	1,106	5%
Rural Single Family	485	2%
Urban Single Family	43	<1%
Two Family	0.4	<1%
Mixed Residential	37	<1%
General Business	15	<1%
General Industrial	12	<1%
Landfill/Extraction	150	<1%
Institutional	9	<1%
Recreation	149	<1%
Right-of-Way	869	4%
TOTAL	23,088	100%

Source: GIS Inventory, VANDEWALLE & ASSOCIATES, 2011

### 3. LAND DEVELOPMENT TRENDS

From 2000 to 2012, there were a total of 180 new parcels created in the Town of Roxbury—99 created through certified survey maps (“minor subdivisions” under Roxbury’s land division and subdivision regulations) and 81 created through final plats (“major subdivisions” under regulations). Nearly all of these lots were for residences. This averages about 15 new lots per year during this period. In comparison, between 1990 and 1999, about 17 new lots were created per year in the Town.

An important consideration for the Town is the number of parcels that are left to be created in planned *Agricultural Preservation Areas*, based on the Town’s density policy. That policy allows housing at a density of one lot per 35 acres owned as of 1978. Based on a general analysis of plat maps and historic building data, it appears that roughly 480 home sites are allowed under that policy in *Agricultural Preservation Areas* identified within the Town’s plan. As of January 2012, it appears that roughly between 180 and 250 (or between 38 percent and 52 percent) of all available home sites (or “splits”) have been used within planned *Agricultural Preservation Areas*.

## B. PLANNED LAND USE

The Planned Land Use map (Map 6) presents recommended future land uses over the 20-year planning period for different parts of the Town. Map 6, along with policies later in this chapter, will guide Town decision making on future land use changes. This map was prepared based on an analysis of development trends, location of areas logical for future development based on existing development, environmental constraints, public and property owner interests, and the Town’s overall

goals and objectives as presented in the “Issues and Opportunities” chapter. The Planned Land Use map categories are described in Chapter Four, Section C, below.

Map 6, the Town’s Planned Land Use map, and related policies described below should be used as a basis for all public and private sector development decisions, including rezonings, conditional use permits, subdivision and land division approvals, and other public or private investments. Changes in land use to implement the recommendations of this *Plan* will generally be initiated by property owners and private developers. In other words, this *Plan* does not automatically compel property owners to change the use of their land.

Not all land shown for development on the Planned Land Use map will be appropriate for rezoning and other land use approvals immediately following adoption of this *Plan*. Given market and service demands, careful consideration to the amount, mix, timing, and location of development to keep it manageable and sustainable is essential. The Town advocates the phased development of land in such a way that advances the Town’s overall goal and objectives.

Like other aspects of this *Comprehensive Plan*, a variety of different types of circumstances may compel the Town to amend Map 6 over time. These include, but are not limited to, changes in market demand, development trends, and available land supply.

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

The Planned Land Use map also indicates areas of the Town that are included in the Lower Wisconsin Riverway. The Lower Wisconsin Riverway Board administers a system of regulations, known as “performance standards”, which are designed to protect and preserve the aesthetic integrity of all points visible from the river. The regulations are not designed to prohibit development but, rather, to control land use and development to assure consistency with the objectives of the project. The Riverway Board requires permits for construction of new buildings, modification of existing structures, placement of mobile homes construction of utility facilities, walkways or stairways which provide access to the river, and timber harvests. For more information regarding lands in the Lower Wisconsin Riverway, refer to §30.42, Wisconsin Statutes, or contact the Lower Wisconsin Riverway Board.

Table 8 shows the acreage included in each planned land use category on the Planned Land Use map. The categories are described in greater detail in Section C below.

**Table 8: Town of Roxbury Planned Land Use Pattern**

Land Use	Acres	Percent
Agricultural Preservation Area	18,214	79%
Roxbury Limited Service Area	126	<1%
Limited Service Expansion Area	65	<1%
Rural Development Area	526	2.2%
Highway Crossroads	17	<1%
Extraction and Compatible Land Use	204	1%
Open Space and Environmental Corridor	1,961	8.5%
Surface Water	1,106	5%
Right-of-way (2011 acreage)	869	3.8%
<b>TOTAL</b>	<b>23,088</b>	<b>100%</b>

Source: GIS Inventory, VANDEWALLE & ASSOCIATES, 2011

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

## C. LAND USE GOALS, OBJECTIVES AND POLICIES

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

#### **Objectives:**

- Promote a desirable and compatible mix of rural land uses.
- Plan for a sufficient supply of land uses to meet Town objectives.
- Keep housing development densities in *Agricultural Preservation Areas* low.
- Direct new development in and around areas of existing development.
- Emphasize high quality and style compatibility in new development projects.
- Minimize the visual impact of new development on the landscape.

#### **General Policies and Programs:**

- When making detailed land use decisions, follow the land use recommendations mapped and described in this *Comprehensive Plan* (see Maps 6 and 6A).
- Assure that incompatible land uses are not located close to one another, and require appropriate separation and screening.
- Promote grouping or clustering of allowable development sites to preserve farmland, protect other natural resources, and reduce development visibility. The “Housing and Neighborhood Development” chapter of this *Comprehensive Plan* contains more detailed development siting standards.
- Direct development into the *Roxbury Limited Service Area* and limited *Rural Development Areas* as a way to relieve a certain amount of pressure to develop in *Agricultural Preservation Areas*.



- e. Use standards for building site design, commercial building architecture and materials, commercial landscape design, signage, and lighting to be applied to new development projects. The “Economic Development” chapter of this *Plan* contains recommended standards.
- f. Strongly encourage property owners desiring to rezone land or obtain a conditional use permit in the Town to consult with the Town Plan Commission before filing a formal rezoning or conditional use permit application with Dane County. Petitioners not desiring to follow this process run the risk of Town denial of their application during the formal Town-County review process.
- g. Do not allow changes in zoning that would permit development on a parcel of land within the Town in advance of a specific development proposal for the parcel. Instead, require the submittal and detailed understanding of a specific development proposal before approving the rezoning of land to the appropriate development-based zoning district. For “major subdivisions” (5+ lots), a sketch plan as described in the Town’s subdivision and land division regulations is required.
- h. Consider the adoption of a Town Transfer of Development Rights (TDR) program at a future date, in conjunction with the County’s TDR ordinance, tracking the experience of other towns in Dane County with such a program.

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

### **Objective:**

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

### **Policies and Programs:**

- a. Use the LESA system to guide placement of development within the *Agricultural Preservation Area*. The LESA system is outlined in Chapter Three, and provided in detail in Attachment A. [**Note:** This attachment is technically not a part of the *Comprehensive Plan* document. It is being included with the *Plan* document to provide a more complete picture of Roxbury’s land use policies].
- b. Within the *Agricultural Preservation Area*, limit new development to a density of **one residential dwelling unit per 35 acres** held in single ownership as of July 26, 1978. Prior to Town consideration of rezoning and land division approvals for new housing development, require the land owner/developer to request and obtain a density study from the Dane County Planning and Development Department.
- c. The following sub-policies guide the **interpretation** of the “one residential dwelling unit per 35 acres” policy:

1. **Data Sources and Definitions:** The 1979 Land Atlas and Plat Book for Dane County published by Rockford Map Publishers, Inc. should be used as a guide to the ownership and configuration of land as of July 26, 1978, unless the Town or applicant is able to develop more detailed legal information on ownership as of that date. Parcel size should be based on the net acres owned, determined using the most accurate source of net parcel size information available, with Dane County digital parcel data being the preferred source in the event of disagreement. The following definitions are applicable:
  - a. A “parcel” is defined as contiguous land held in single ownership.
  - b. A “lot” is as defined in the Town of Roxbury land division and subdivision regulations.
  - c. “Net acres” are defined as the number of acres in a parcel of land excluding streets and railroad rights-of-way, but including land under navigable waterways.
  - d. “Single ownership” is defined as any combination of lands singly owned by one individual, jointly owned by a married couple including that individual, or owned by a partnership or corporation in which the individual was a member.
  - e. “Contiguous single ownership” is defined as all parcels under single ownership on July 26, 1978 that share a common boundary (including lands in an adjacent *Open Space and Environmental Corridor* under the same contiguous single ownership). A public road, navigable waterway, or connection at only one point should not be considered to break up contiguity.
2. **Contiguity of Ownership Generally Required:** Except as may be allowed under sub-section 3 below, the number of dwelling units permitted shall be based on the acreage of net contiguous single ownership as of July 26, 1978.
3. **Transfers of Development Rights:** Transfers of development rights between July 26, 1978 single ownership parcels are not permitted. The Town Board will consider adopting a Transfer of Development Rights program as a future amendment to the *Comprehensive Plan*. Such a program should meet the following criteria:
  - a. Consistent with the countywide Transfer of Development Rights ordinance and implementation program adopted by Dane County.
  - b. Supports and complements any existing or future Purchase of Agricultural Conservation Easements (PACE) or Purchase of Development Rights (PDR) programs developed by the county, local, state or federal governments.
  - c. Provides for voluntary participation and flexibility for Town government and individual landowners.
  - d. Encourages inclusion of working farmlands, large woodlands and natural resource areas under permanent conservation easement.
  - e. Includes review and consideration of potential impacts to the town’s tax base and potential for collaborating with other municipalities.
4. **Rounding:** The Town will calculate the number of permitted dwelling units by taking the total net acreage of all affected properties in contiguous single ownership as of July 26, 1978 (including portions of the parcel that were underwater) and dividing by 35 (except for parcels to which permitted dwelling units are transferred, under subsection 3). Rounding is not allowed. The maximum number of dwelling units al-

lowed will be determined by dividing the number of net acres in contiguous single ownership as of July 26, 1978 by 35, with no consideration of fractions. For example, for a 90-acre parcel, a maximum of two dwelling units may be permitted ( $90 \text{ acres}/35 = 2.57 = \text{truncate to } 2$ ).

5. **Farm Residences:** All farm residences on July 26, 1978 parcels shall be considered one dwelling unit for the purposes of this density policy, regardless of when such residences were constructed. Any new residence for a landowner or family member earning income from the farm operation shall be considered one dwelling unit for the purposes of this density policy. In other words, each house will count against the one dwelling unit per 35 acres density policy, regardless of who is occupying the house.
  6. **Land Sales After 1978:** Land sales of over 35 acres occurring after July 26, 1978, do not result in new allotments of potential future dwelling units per the density policy. Landowners who combine portions of different July 26, 1978 farm parcels in order to obtain over 35 acres are not entitled to a dwelling unit. Landowners are encouraged to make clear in recorded documentation, such as a sales contract or warranty deed, how many potential future dwelling units are being transferred or retained when selling tracts of land over 35 acres. The Town may request that any supporting documentation be included with rezoning and land division proposals. Supporting documents may include, but are not limited to, sales contracts, warranty deeds, affidavits, and written agreements. When land sales of more than 35 acres occur after July 26, 1978 without clear documentation between buyer and seller, or subsequent/current owners, any remaining potential future dwelling units will be allocated on a proportional basis among current owners of the July 26, 1978 parcel in keeping with the Town's density policies.
  7. **Commercial Uses:** The only permitted commercial and industrial uses in the *Agricultural Preservation Area* are those allowed in agricultural zoning districts and the A-B Agriculture Business District, which allows businesses that support agriculture. Any use that requires rezoning away from A-1 Exclusive Agriculture will be considered the equivalent of one dwelling unit for the purpose of the density policy, except for cell towers provided that a deed restriction is recorded against the land to prevent residential use of the cell tower lot.
  8. **Number of Dwelling Units Remaining:** The Town intends, as part of the rezoning or land division approval, to require that a deed notice be added to the parent single ownership parcel indicating the number of remaining residences that will be permitted in the future under Town policies. All such deed restrictions shall be subject to removal or alteration only if approved by the Town Board in light of a relevant change to this *Comprehensive Plan* or additional development.
  9. **Land Under Water:** A portion of a parcel that was underwater as of July 26, 1978 shall be counted for purposes of calculating the number of permitted dwelling units.
  10. **Rezoning to A-4:** The number of permitted dwelling units conferred under this *Plan's* density policy shall not be reduced by rezonings to the County's A-4 Small Lot Exclusive Agriculture zoning district.
- d. Allow pre-existing uses on parcels of less than 35 acres as of July 26, 1978 (i.e., **sub-standard lots** in A-1 Exclusive zoning district) to continue under the provisions of the

- Dane County Zoning Ordinance. Allow for a total of one new dwelling unit on all such parcels that were less than 35 acres in size as of July 26, 1978 and do not contain an existing dwelling unit. Do not allow rezonings or land divisions of such substandard lots that would result in the right to construct a total of more than one dwelling unit on the 1978 parcel, unless such parcel is not designated within an *Agricultural Preservation Area* on Map 6 of this *Plan*.
- e. Allow dwelling unit(s) on all vacant parcels **created through right-of-way acquisitions for the four-lane Highway 12** and other public right-of-way acquisitions and remaining zoned A-1 Exclusive Agriculture, but **only in accordance with the density policy stated above**. The number of permitted dwelling units conferred under this *Plan*'s density policy shall not be reduced by the loss of private ownership caused by public right-of-way acquisition, but shall be reduced by other land sales, divisions, or easements transferred to public entities (e.g., Dane County, DNR).
  - f. Require a minimum lot size of 1 acre in the *Agricultural Preservation Area*. Discourage lots of greater than three acres in area, except where natural features or rural character objectives suggest a larger lot size.
  - g. For all new non-farm developments in the *Agricultural Preservation Area* utilize the **development siting standards and principles of conservation neighborhood design** included in the "Housing and Neighborhood Development" chapter of this *Comprehensive Plan*.
  - h. Prohibit the development of **major subdivision plats** (five or more lots within a five-year period starting with approval of the first lot) within the *Agricultural Preservation Area*, except where such development will be consistent with the density policy. For example, a landowner with 200 acres in the *Agricultural Preservation Area* is permitted to create five homesites under a "one dwelling unit per 35 acres" calculation. This *Plan* recommends that these five lots be clustered to one portion of the property so the remainder of the land can be used for farming. To create such a cluster within a period of five years, a major subdivision preliminary and final plat would be required.
  - i. Do not allow **duplexes or multiple-family residences** in the *Agricultural Preservation Area*.
  - j. Encourage **Small Acreage Farming** in appropriate areas where residential development is planned in close proximity to agricultural uses. Small Acreage Farms generally require less space than traditional farms, and therefore may be better able to blend with residential development by exhibiting less noise, smell, and other characteristics of traditional farming that can cause conflicts. These farms can function as a buffer between more intense farming operations and residential areas, and can provide an educational component and an opportunity for people in the community to purchase food grown in the Town. Examples of uses that might be included as Small Acreage Farms include fruit and vegetable farming, seed farms, rootstock and bulb farms, and small equine operations.
  - k. Consider **conditional use permit applications for non-metallic mineral extraction sites** provided that:
    1. All policies for the *Extraction and Compatible Use Area* below are followed, AND
    2. The extraction site and any associated buildings are not located on soils within the LE soil groups I-V range, as calculated by LESA analysis, AND

3. All driveways associated with the extraction site do not bisect farm fields and do not cross soils within the LE soil groups I-III range, AND
  4. The land will be restored to the historic use or another appropriate use following a pre-defined period of extraction, AND
  5. The establishment, maintenance or operation of the conditional use will not be substantially detrimental to or endanger the public health, safety, comfort or general welfare, AND
  6. The uses, values and enjoyment of other property in the neighborhood for purposes already permitted shall be in no foreseeable manner substantially impaired or diminished by establishment, maintenance or operation of the conditional use, AND
  7. The establishment of the conditional use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the area.
- l. Consider applications for **wireless telecommunication facilities** using the standards in the “Economic Development” chapter of this *Comprehensive Plan*, and provided that:
    1. The wireless telecommunication facility and any associated buildings are not located on soils within the LE soil groups I-III range, as calculated by a LESA analysis, AND
    2. Driveways associated with the telecommunication facility do not bisect farm fields or cross soils within the LE soil groups I-III range.
  - m. Consider applications for **commercial wind energy systems** (those systems generating power for off-site consumption, or with a rating in excess of 60 kW) provided they meet the standards that follow, except if otherwise preempted by county or state law. [Note: As of February 2012, Dane County was in the process of updating its zoning ordinance to more directly and comprehensively address larger scale wind energy systems, and the State was dealing with conflicting proposals for State oversight.]
    1. Commercial wind energy system structures are not located on soils within the LE soil groups I-III range, as calculated by a LESA analysis.
    2. Driveways associated with the commercial wind energy system do not bisect farm fields or cross soils within the LE soil groups I-III range.
    3. The wind energy system would be located on a parcel of at least 10 acres in area.
    4. All wind towers would be set back from the nearest property line and public road right-of-way not less than 1.1 times the tower’s total height.
    5. All wind towers would be located a minimum of 1,000 feet from the property line of a platted subdivision, park, church, or school.
    6. The minimum height of the lowest extent of a turbine blade would be 30 feet above the ground, or 30 feet above the maximum permitted height of a principal structure with 100 feet from the tower.
    7. Each tower and turbine would be sited in a manner that does not result in significant shadowing or flicker impacts. The applicant has the burden of proving that this effect does not have significant impact on neighboring or adjacent uses.

8. Clearing of natural vegetation would be limited to that which is necessary for the construction, operation, and maintenance of the wind energy system and its various components, and as otherwise prescribed by applicable laws, regulations, and ordinances.
9. The Town will require that, at such time that a wind energy system is scheduled to be abandoned or discontinued operation, that applicant will notify the Town Clerk by certified U.S. Mail of the proposed date of abandonment or discontinuance of operation and shall physically remove the wind energy system and all of its components within 120 days of abandonment or discontinuance of operation. This period may be extended at the request of the owner and the discretion of the Town Board. In the event that an applicant fails to give notice of abandonment or discontinuance of operation, and after the 120 days of inoperability, the Town may issue a Notice of Abandonment to the owner of the wind energy system. The owner will have the right to respond to the Notice of Abandonment within 30 days from notice receipt date. If the owner fails to respond to the Notice of Abandonment or if after review by the Town it is determined that the wind energy system has been abandoned or discontinued, the owner will remove the wind turbine, tower, and related above grade structures at the owner's expense within 90 days of receipt of the Notice of Abandonment. If the owner fails to physically remove the wind energy system after such time, the Town or its designee will have the authority to enter the subject property and physically remove the wind energy system.

### **3. Roxbury Limited Service Area & Limited Service Expansion Area (as shown on Maps 6 and 6A)**

#### **Objective:**

As shown on Maps 6 and 6a, the *Roxbury Limited Service Area* identifies all lands designated as such by the Capital Area Regional Planning Commission (CARPC) as of 2011. This is the only area that legally may be served by sanitary sewer service in the Town, via the Roxbury Sanitary District. This area is intended as the main concentration of housing and commercial development in the Town. The *Roxbury Limited Service Area* is generally sized to accommodate 20 years of anticipated growth.

Map 6 also shows a potential *Limited Service Expansion Area* beyond certain edges of the *Limited Service Area*, but generally within the limits of the Roxbury Sanitary District. The Town may petition for the expansion of the *Roxbury Limited Service Area* into parts of the potential *Limited Service Expansion Area*, or the swapping of lands within and outside of the *Limited Service Area*, to respond to development proposals. CARPC reviews such petitions with reference to its policies.

In 2003, the Town amended its *Comprehensive Plan* to include the results of a neighborhood planning process focusing on the *Roxbury Limited Service Area* and the potential *Limited Service Expansion Area*. The results of this planning effort are included in the policies and land use recommendations listed below and on Map 6a. These will provide guidance on future development proposals for landowners, the Town, the Sanitary District, and county and regional agencies.

Map 6a is a neighborhood development plan map that depicts a possible future arrangement for land uses around the historic "Village" center. It was prepared in 2003, but was not up-

dated as part of the 2012 *Plan* update process. Some of its recommendations may not be current, but it remains generally illustrative of the Town's intent for this area.

This arrangement aims to fill in the areas around the center with development served by new roads, rather than extending strips of development along current roadways. The goal is to retain the "Dorf" culture expressed in the current layout of this central area. The Dorf concept is expressed in the close spatial relationship of key community gathering areas (such as the church, town hall, and restaurant/tavern) to housing. Through Map 6, the Town seeks to continue this concept by planning small-scale commercial, institutional, and moderate-density residential uses in the central area, surrounded by single family residential uses. Additional development with this central area may be feasible south of the Dorf Haus and Roxbury Tavern, and north of the Town Hall, provided that area-wide stormwater issues are successfully addressed.

Auto and pedestrian/bicycle travel should be facilitated by providing all potential new residential areas with more than one vehicular access point, and low-impact (gravel, wood chip, or grass) pedestrian paths oriented toward the center of the "Village." Developers of new subdivisions should be required to provide easements or dedicate land for these paths. Pedestrian and bicycle access would also be enhanced through a wide, paved shoulder along County Highway Y, and Kippley and Inama Roads, which could most efficiently be added the next time these roads are resurfaced or reconstructed.

Flooding is a concern in the *Roxbury Limited Service Area*. To help manage this problem, Map 6a suggests future stormwater management methods in both the southwest and southeast quadrants. Stormwater basins, which may be one possible method, are indicated in conceptual locations and sizes on Map 6a; actual methods, locations, and sizes should be determined by a stormwater engineer, following the requirements of the Dane County Erosion Control and Stormwater Management Ordinance. Before the central area of the "Village" can be developed, the management of stormwater from the southeast will need to be addressed.

### **Policies and Programs:**

- a. Promote the design and layout of all development projects approved within the *Roxbury Limited Service Area* and potential *Limited Service Expansion Area* **in a manner that does not impede the orderly future development** of the surrounding area or future utility extensions, or negatively contribute to flooding problems in the area.
- b. Actively seek funds to plan for and implement a **flood mitigation program** in the *Limited Service Area*, working with the Dane County Emergency Management Department or via other approaches and agencies as may be appropriate.
- c. **Do not "pre-zone" lands for development** within the *Roxbury Limited Service Area* or potential *Limited Service Expansion Area* in advance of development proposals. Instead, require the submittal and detailed understanding of specific development proposals before approving the rezoning of lands to the appropriate development-based zoning districts. This may include a "sketch plan" and environmental assessment as required for major subdivisions (5+ lots) under the Town's subdivision and land division regulations, or a site plan for non-residential or multiple-family residential projects.
- d. **Discourage further extensions of strip residential and commercial development further out** along existing roads and highways; instead prioritize the infilling and "back-filling" of other lands within the *Limited Service Area*.

- e. Within the *Limited Service Expansion Area*, limit uses to mainly agricultural and open space in accordance with all policies applicable to the *Agricultural Preservation Area*, **until such time** when such land is included in the *Roxbury Limited Service Area*, via a successful Town petition to CARPC.
- f. Consider the **following types of uses** as appropriate within the *Roxbury Limited Service Area*—refer to Map 6a for the preferred location for these uses:
  1. Single family residences.
  2. Duplex residences (specific areas for duplexes are not indicated on Map 6a; they may be considered as secondary components of planned single-family residential areas).
  3. Housing specifically designated for senior citizens.
  4. Community-serving, human scale commercial development and building conversions designed primarily to serve town residents and possible tourist traffic. Highway and auto-oriented commercial uses, such as gas stations, are not appropriate in the *Roxbury Limited Service Area*.
  5. Institutional uses, such as St. Norbert’s Church and the Town Hall.
  6. Recreational uses, such as parks, trails, golf courses, and related accessory uses.



g. For planned **single-family and two-family residential development** in the *Limited Service Area*:

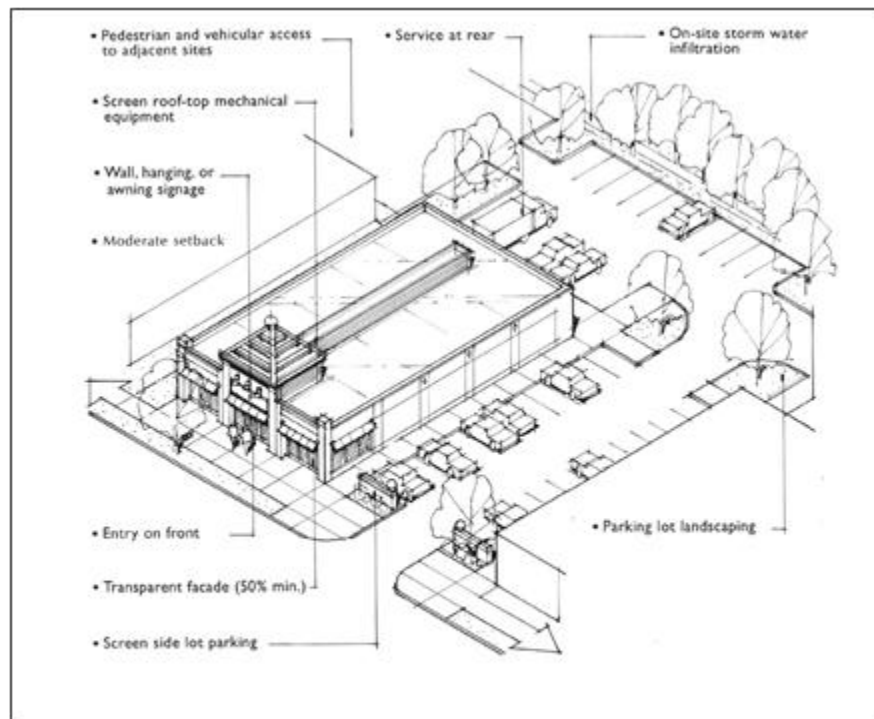
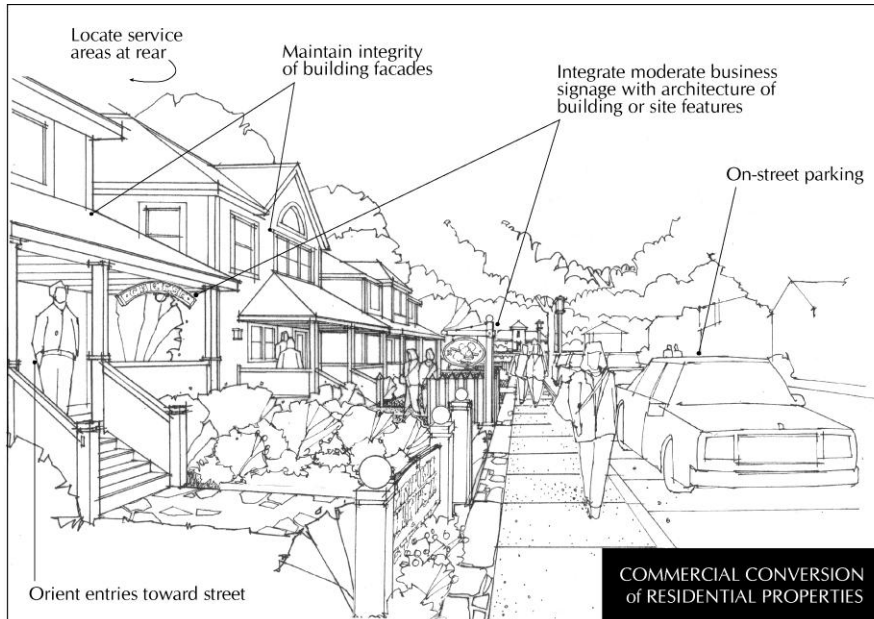
1. Require a minimum lot size of 12,000 square feet, with an additional 4,000 square feet per dwelling unit where more than one dwelling unit is planned on the lot
2. Encourage traditional “Dorf” neighborhood design concepts, including a carefully planned mixture of land uses arranged in a traditional or curvilinear grid pattern. They include predominantly single-family residential development, combined with two-family residential and neighborhood businesses and civic uses integrated or in close proximity. Elements that advance this character include modest building setbacks to create a human scale; use of front porches and stoops to facilitate social interaction; garages set behind or flush with the front façade of the home, and the use of public spaces such as parks to provide neighborhood focal points.



3. Incorporate architectural design that fits the context of the surrounding neighborhood, and the overall historic character of the “Village” and the overall agricultural heritage of the Town. Incorporate balconies, porches, varied building and façade setbacks, and varied roof designs (see below).
4. Utilize the R-2 Residential zoning district. R-3A zoning is appropriate for areas where duplex units are acceptable.



- h. For planned **commercial and institutional development** in the *Limited Service Area*:
1. Grant rezonings and other approval necessary for new development and conversions of existing buildings only if the application is accompanied by a detailed site plan, architectural plans, landscape plan, signage plan, lighting plan, and grading plan (if necessary). The site plan will be required to allow review of street access, parking areas, and compatibility with other uses.
  2. Limit building height to two stories, except for sensitively designed architectural elements such as spires.
  3. Strongly discourage strip commercial development along existing roads and highways. Limit such development to areas shown on Map 6a.
  4. Encourage high-quality building materials, such as brick, wood, stone, and tinted masonry, on all sides of the building.
  5. Avoid large, blank, unarticulated walls, metal siding, and concrete block on visible building façades.
  6. Orient intensive activity areas such as building entrances, service and loading areas, large parking lots, and trash receptacle storage areas away from less intensive land uses and public spaces.
  7. When converting residential structures to commercial uses, require applicants to integrate moderate business signage with the architecture of building or site features, such as small signs hung from porches or small wooden signposts in front yard; maintain integrity of building façades; locate service areas to the rear of the building; orient entryways toward the street; accommodate on-street parking in safe locations and/or improved shoulders; and require pedestrian access to adjacent commercial sites. See the first graphic below for an illustration of these standards.
  8. Require use of the following standards for new commercial and institutional development projects in the *Roxbury Limited Service Area*: orient entryways to the street; use a moderate street yard setback, reflecting the setback of existing buildings where possible; require at least 50 percent of the street face building façade to be composed of transparent surfaces (windows and doors); require landscaped parking lots and on-site stormwater infiltration; mount signs on a wall, hanging from the façade, or on an awning; screen rooftop mechanical equipment to hide it from adjacent streets; and require pedestrian access to adjacent commercial sites. See the second graphic below for an illustration of these standards.
  9. Follow the additional standards for commercial and institutional development proposals listed under the “Economic Development” chapter of this *Comprehensive Plan*.
  10. Utilize the B-1 Local Business zoning district for commercial and institutional areas wherever possible. The LC-1 or C-1 Commercial districts may also be appropriate with deed restrictions in most cases limiting unwanted future uses.



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

##### **Objective:**

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

##### **Policies:**

- a. **Definition.** For purposes of this *Plan*, “major subdivision” means a division of a lot, parcel, or tract of land for the purpose of transfer of ownership or building development where (1) a single act of division creates 5 or more parcels, lots, or building sites, each less than 35 acres in size; or (2) an act of division results in the creation of 5 or more parcels, lots, or building sites by successive divisions within a period of 5 years, where at least 5 of the parcels, lots, or sites are less than 35 acres in size.
- b. **Require a minimum lot size** for all new lots proposed as building sites in the Rural Development Area and Highway Crossroads area of **one acre**, unless the Town Board determines soil tests, topography, adjacent water features, or other conditions indicate that a larger minimum lot size is required to provide safe on-site waste treatment or to account for unique topographic or other unique conditions affecting the site. The Town Board will consider a minimum lot size of less than one acre where a group waste treatment system is approved, thereby eliminating the need for drain fields within individual residential lots that the group system serves. Lots for residential building sites should be **three acres or fewer**, except where the Town Board determines that this maximum is infeasible based on soil testing, topography, adjacent water features, or other unique conditions affecting the building potential of a lot of three acres or fewer.
- c. **Strongly discourage the rezoning of land for a new major subdivision, or approval of a new major subdivision plat, where** there are at least five years of supply of unsold rural lots in major subdivisions in the Town, or where the proposed major subdivision is not contiguous to existing major subdivision development.
- d. Limit residential uses to **single-family homes** in the *Rural Development Area*.

- e. Require that all new lots have **frontage on a public road**, unless County subdivision regulations are altered.
- f. Design all new lots to allow for the construction of **driveways** suitable in length, width, design, and slope for emergency vehicle travel, in accordance with the Town's residential driveway ordinance.
- g. Do not allow placement of new buildings within ***Open Space and Environmental Corridors*** on Map 6. Strongly discourage placement of new buildings on *Soils with Building Limitations* on Map 6, and in areas with groundwater near the surface.
- h. Require that placement of **on-site waste disposal systems** meets the standards expressed in the "Utilities and Community Facilities" chapter of this *Comprehensive Plan*.
- i. Require the submittal of **stormwater management and construction site erosion control plans** for new developments in accordance with Town, County and State requirements, including the Town's erosion control ordinance.
- j. Require **parkland dedication or collect fees** in-lieu-of parkland dedication for all new residential subdivisions in accordance with the Town and County subdivision ordinances.
- k. Before the rezoning of lands for development or a formal major subdivision plat approval process, **require the property owner or developer to submit a conceptual neighborhood development plan** (sketch plan) and environmental assessment for the property, showing environmentally sensitive areas that should not be developed (wetlands, stream banks, lakeshore riparian areas, floodplains, hydric soils, soils with low or very low potential for dwellings with basements, and steep slopes), a plan for water detention and runoff, proposed land use and lot pattern, existing and proposed street patterns including connections to neighboring properties, proposed parks or recreational spaces, and a development phasing timetable. Standards for submittal of a sketch plan and environmental assessment are included in the Town's subdivision and land division regulations.
- l. In the design of new major subdivisions, meet all requirements of the Town's subdivision and land division regulations, and use standards for achieving **"conservation neighborhood design"** to preserve rural character, protect environmental resources, promote interconnected road patterns, provide attractive development sites, and support recreational opportunities. Conservation neighborhood design techniques are described in the "Housing and Neighborhood Development" chapter of this *Comprehensive Plan*.
- m. In the design of new minor subdivisions (Certified Survey Maps) of four lots or fewer, meet all requirements of the Town's subdivision and land division regulations, and utilize the **development siting standards** included in the "Housing and Neighborhood Development" chapter of this *Comprehensive Plan*.

- n. Allow **commercial and institutional development projects** only within designated *Highway Crossroads* areas (as shown on Map 6), following the standards listed under the "Economic Development" chapter of this *Comprehensive Plan*.

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

### **Objective:**

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

### **Policies and Programs:**

- a. Refer to the policies of the *Agricultural Preservation Area* when considering applications for development other than mineral extraction sites that may be proposed in the *Extraction and Compatible Land Use* area.
- b. Allow non-metallic mineral extraction operations only where it is successfully demonstrated to the satisfaction of the Town that the operation will not impair the agricultural integrity of the Town, rural character, and public health.
- c. Use the following criteria when considering applications for conditional use permits or rezonings for non-metallic mineral extraction sites:
  1. Consider all relevant plan policies in the deliberation over new extraction sites, such as the area and quality of farmland to be lost in the operation. New extraction uses will not be allowed if they would substantially impair or diminish the value and enjoyment of other property in the area, impede the normal and orderly development and improvement of the surrounding property for uses permitted in vicinity, present a safety hazard, or impair significant or critical wildlife habitat.
  2. The petitioner shall submit directly to the Town copies of all project descriptions, site/operations plans, and reclamation plans required by the County Planning and Development Department.
  3. The Town shall provide for full public review of the proposal, at the expense of the proposed operator.
  4. The project shall be subject to the preparation of an erosion control plan prepared by a qualified engineer, meeting the County's erosion and sediment control ordinance, and prepared at the expense of the proposed operator. Additionally, as the Town determines necessary, the plan will be reviewed by the Town's engineer.
  5. The site shall be developed and operated according to the site/operations plan, with bonds posted to assure compliance.
  6. The date that operations are expected to cease shall be clearly expressed.
  7. Reclamation shall be addressed according to State requirements.

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

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

### Objective:

*Open Space and Environmental Corridors* are established to identify and protect generally continuous environmentally sensitive areas including wetlands; floodplains; the “shoreland setback area” within 75 feet of the ordinary high water mark of all rivers, streams, lakes and ponds; critical eagle roosting areas; slopes of 20 percent or greater; and public park and open space areas. Appropriate base zoning districts for planned *Open Space and Environmental Corridor* lands include the A-1 Exclusive Agricultural District and CO Conservancy District. Some of these areas are also subject to County wetland or floodplain overlay zoning. The *Soils with Building Limitations* area is mapped as an overlay designation on Map 6 over slopes of between 12 and 20 percent and hydric soils not in mapped wetlands. Areas where groundwater is near the surface is also a concern, though not mapped in this *Plan*.

### Policies and Programs:

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

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## D. PROJECTED LAND USE DEMAND

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

Land use demand projections for residential use are based on forecasts for population and housing needs made in Chapters Two and Seven of this *Plan*, and are shown in Table 9.



**Table 9: Projected Residential Land Use Demand**

Additional residential development demand by year:	2015		2020		2025		2030	
	Low	High	Low	High	Low	High	Low	High
Number of additional dwellings demanded, low to high	31	41	60	80	87	118	111	155
Number of additional acres demanded, low to high	62	82	120	160	174	236	222	310

Source: Vandewalle & Associates; assumes 2 acre average lot size.

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

## E. OTHER LAND USE ISSUES

### 1. Existing and Potential Land Use Conflicts

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

### 3. Opportunities for Redevelopment

This *Plan* does not specifically identify any particular area or parcel in the Town that is in need of redevelopment. The majority of land in the Town is undeveloped. *The Roxbury Limited Service Area* is the only area that provides for development with sanitary sewer service. There are limited opportunities for conversion of residential properties for commercial use in the *Limited Service Area*, and for redevelopment.

## CHAPTER FIVE: TRANSPORTATION



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

## A. EXISTING TRANSPORTATION NETWORK

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

### 1. ROADWAYS

U.S. Highway 12 runs diagonally through the Town from the southeast corner to the northwest. It serves as a principal arterial road. It is the main access road in the Town to the City of Madison and the Villages of Sauk City and Prairie du Sac. U.S. Highway 12 was expanded two four-lanes between Middleton and Sauk City in the early 2000s.

State Highway 78 runs through the western part of Roxbury and provides a route to Mazomanie. State Highway 188 runs from U.S. Highway 12 near the Sauk County border, north to State Highway 60 in Columbia County. This route provides an alternate access to Prairie du Sac, and around to Lodi and Portage. These highways serve as minor arterial roads, which typically have less traffic carrying capacity, slower speeds and more frequent stops than principal arterial roads. Between 2005 and 2009, traffic volumes increased by approximately 41 percent along State Highway 188 north of U.S. Highway 12.

County Highways Y, V, and KP serve as major traffic collectors from rural land uses and distribute the traffic to the arterial system. County Highway KP runs north from the southern border of the Town to the center of Town, where it intersects with County Highway Y in the Roxbury Sanitary District. Between 2005 and 2011, traffic volumes on County Highway KP north of U.S. Highway 12 increased by approximately 5 percent.

Numerous town roads complement this major roadway network.



## 2. AIRPORTS

There are no airports located in the Town of Roxbury. Larger air carrier and passenger facilities are located approximately 17 miles to the southeast in Madison at the Dane County Regional Airport, with small passenger and freight service available about 10 miles south in Middleton at Morey Airport. Morey Airport includes a 4,000 foot runway.

The Sauk Prairie Airport is a privately-owned, public use airport located at County Highway PF and U.S. Highway 12 in the Town of Prairie du Sac, designed for recreational and small business use. The runway and taxiways are leased to the Town of Prairie du Sac, which is responsible for its operation and maintenance. The Village of Prairie du Sac and Sauk County provide financial assistance. The airport has a paved, lighted 2,900 foot long runway suitable for recreational aircraft and small business aircraft. Privately owned hangars are on site, hangar lots are available for lease, outdoor airplane parking is available, and an airplane maintenance facility is on site.

## 3. RAIL

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

## 4. BICYCLES AND WALKING

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

State Highways 78 and 188 have paved shoulders (4 or more feet wide) to accommodate bicyclists. A separate bike path along Highway 12 extends from Dunlap Hollow Road into Sauk City.

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

## 5. ELDERLY AND DISABLED TRANSPORTATION

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

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

## 6. TRANSIT

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

## 7. TRUCKING AND WATER TRANSPORTATION

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

## 8. TRAFFIC SHORTCUTS

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

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## B. REVIEW OF STATE AND REGIONAL TRANSPORTATION PLANS

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

### 1. Regional Transportation Plan, 2030

The Regional Transportation Plan for the Madison Metropolitan Area and Dane County was intended to plan for integrated and balanced land use and transportation system that “provides for the efficient, effective, and safe movement of people and goods, promotes the regional economy, supports transportation-efficient development patterns and the regional land use plan, and provides mode choice wherever possible while enhancing and, where rel-

evant, preserving the character and livability of the neighborhoods and residential areas where transportation facilities are located.”

Plan recommendations are focused on major employment, activity, and growth centers in and around the City of Madison and the Plan does not have any Town of Roxbury-specific recommendations.

## **2. 2012-2016 Transportation Improvement Program**

The *Transportation Improvement Program for the Madison Metropolitan Area and Dane County 2012-2016* (TIP) provides the mechanism to list projects for federal funding. The TIP must be consistent with the region’s long-range transportation plan, include all transportation projects in the metropolitan area that are proposed for federal funding, and cover at least three years of programming.

No major projects are planned for the Town of Roxbury.

## **3. Wisconsin State Highway Plan**

The *Wisconsin State Highway Plan* focuses on the 11,800 miles of State Trunk Highway routes in Wisconsin. That 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.

That plan identifies U.S. Highway 12 as a major “Corridors 2020 Backbone” to the state highway network. WisDOT is currently working with a private consultant on a freeway conversion study for the portion of Highway 12 in the Town of Springfield to Roxbury’s southeast. This may involve removing additional at-grade intersections and converting others to interchanges, particularly in the Highway 19/P intersection area. WisDOT is unable to work on such a study in Roxbury, due in large part to its agreement to not propose a bypass of Sauk City until 2020 or later.

## **4. Translinks 21: A Multimodal Transportation Plan for Wisconsin’s 21<sup>st</sup> Century**

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

## **5. Wisconsin Bicycle Transportation Plan 2020**

The *Wisconsin Bicycle Transportation Plan 2020* 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. That plan reports that, according to a University of Wisconsin survey con-

ducted in August of 1998, more than one-third of all Wisconsin households included someone who took at least one bike trip in the previous week. The plan map shows existing state trails and future “priority corridors and key linkages” for bicycling along the State Trunk Highway system in Wisconsin.

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

## **6. Wisconsin Department of Transportation Connections 2030**

Connections 2030 is the long-range transportation plan for the state. That plan addresses all forms of transportation; integrates transportation modes; and identifies policies and implementation priorities to aid transportation decision makers when evaluating program and project priorities over the next 20 years. Connections 2030 policy recommendations call for a comprehensive multimodal transportation approach to safely move passengers and freight, system modernization to address outdated infrastructure designs and improve connections between modes, and activities that combine more traditional approaches with innovation and technology. The plan's themes and policies provide a dynamic and flexible multi-year framework that links statewide transportation policy to implementation, planning, project scheduling and other department activities.

## **7. Wisconsin Pedestrian Policy Plan 2020**

The Wisconsin Pedestrian Policy Plan 2020, created by the Wisconsin Department of Transportation, was established to make pedestrian travel a viable, convenient and safe transportation choice. The plan attempts to improve pedestrian traffic flow along State Trunk Highway expansions and improvements. The plan also provides guidance to communities on how to encourage pedestrian travel through the creation of pedestrian plans, increasing enforcement of pedestrian laws, adopting and implementing sidewalk ordinances, and addressing pedestrian issues through comprehensive planning. The plan does not include any Town of Roxbury-specific recommendations.

## **8. Sauk Prairie Comprehensive Plan**

In 2005, the Village of Sauk City, Village of Prairie du Sac, and Town of Prairie du Sac adopted the Sauk Prairie Comprehensive Plan. Among other recommendations, that plan includes advice regarding land preservation and future construction of a Highway 12 bypass in a preferred alignment south of Sauk City. That preferred alignment would rejoin with existing Highway 12 in Roxbury near the current intersection of Highway 12 with Highway 188. The recommended right-of-way width is 350 feet. Though the Sauk Prairie Comprehensive Plan, those communities also suggest that realigning Highway 188 to align with Highway 78 in Roxbury may be advisable. These ideas and alignments are represented on Map 6.



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## C. TRANSPORTATION GOALS, OBJECTIVES AND POLICIES

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

**Objectives:**

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

**Policies and Programs:**

- a. Continue to update and implement a **Town Road Improvement Program** to provide for the upgrading of town roads.
- b. Upgrade **existing Town roads** to current standards to the extent practical when repaving or reconstructing those roads.
- c. Discourage use of Town roads for **through traffic** by considering techniques such as signage, speed zones, and weight limits.
- d. Stay attuned to WisDOT's **freeway conversion plan** for Highway 12 in the Town of Springfield, and anticipate a similar study in Roxbury after 2020.
- e. Along **Highway 12**, work with the State to **prevent new direct access** points and reduce the number of private or single-use accesses wherever practical.
- f. Work with the Sauk Prairie communities and WisDOT on land preservation and **future study of a bypass of Highway 12 to the south of Sauk City**. As it affects Roxbury, the Sauk City/Prairie du Sac preferred bypass alignment is on Map 6, along with related intersecting highway arrangements. The Town accepts such an alignment if a bypass is necessary, instead of an alignment that would extend further south and east in the Town.
- g. Work with the County, adjacent communities, and WisDOT to preserve Highway 12 as a **scenic "image corridor."**
- h. Require a **minimum setback** for all buildings, parking, signs, and other improvements (aside from landscaping) of at least 50 feet along the Highway 12 right-of-way.
- i. Support access control and rural character objectives by discouraging **"side of the road" development** on main roadways.
- j. Require **interconnected new roads** in planned development areas.
- k. Require that all new roads meet the road design and layout standards in the Town's subdivision and land division regulations.
- l. Require new development projects that place a burden on or require the upgrade of Town roads fund the **upgrading off-site roads** as needed (such as through development agreements or an impact fee).
- m. Implement the Town's residential **driveway ordinance**, and promote **joint driveways** to achieve public safety and rural character goals.
- n. Accommodate **bicycle traffic** on less traveled town and county roadways.
- o. Support **additional transportation options** for those without access to an automobile, including the elderly, disabled, and children.

## **CHAPTER SIX: UTILITIES AND COMMUNITY FACILITIES**



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

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## **A. EXISTING UTILITIES AND COMMUNITY FACILITIES**

### **1. SEWER AND WATER SUPPLY**

The Town of Roxbury does not provide municipal water service. All residents receive their water via private wells. Since 1958, the Roxbury Sanitary District has provided sanitary sewer service within developed parts of the *Roxbury Limited Service Area*.

The District installed a new treatment plant in 1999. The treatment plant is located about one-half mile north of the Sanitary District, east of Inama Road. Treated water is discharged to Roxbury Creek. The system utilizes an open design, which means that additional treatment cells can be added to increase capacity. With the amount of land that is currently owned by the District, additional cells could be added to increase treatment capacity to more than 80,000 gallons per day. With the purchase of more land, more cells could be added to further increase capacity.

Most of the mains in the system were installed in the 1950s. Many of the mains are cracked, permitting significant ground water seepage into the system. This is especially problematic given that much of the “Village” is low and naturally collects stormwater, which has become particularly acute during this era of heavy rainfall. It is estimated that the amount of seepage is equal to the amount of sewerage coming from connected households. This additional inflow means the treatment plant is now approaching its design capacity. The mains will need to be replaced sometime in the next 10 years.

### **2. ON-SITE WASTE DISPOSAL FACILITIES**

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

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

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

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

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

### **3. SOLID WASTE DISPOSAL**

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

Maps 5 and 6 show two known closed landfills sites located in the Town of Roxbury. One landfill is located just north and west of the *Roxbury Limited Service Area*, and the second is near the southern shore of Crystal Lake. 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**

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

Dane County erosion control/stormwater management ordinance establishes countywide 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 Roxbury.

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

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

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

## **5. Town Hall/Garage**

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

## **6. Law Enforcement**

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

## **7. Fire Protection**

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

## 8. Library

The Town of Roxbury is served by the Dane County Public Library Bookmobile, which visits the Town Hall each Saturday. Residents also patronize the Village of Prairie du Sac Library, at 560 Park Avenue (to relocate to Water Street in 2012), and the Village of Sauk City Library, at 1015 Cedar Street, and the City of Lodi Library at 130 Lodi Street, due to their close proximity to the Town. Library patrons can use their Dane County Library card at any of the libraries in the seven-county South Central Wisconsin Library System.

## 9. Trash/Recycling Facilities

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

## 10. Wireless Telecommunications Facilities

Due to the proliferation of wireless communications, the construction of telecommunication towers is an issue that towns are addressing more and more often. Chapter Seven of this *Plan* includes the Town's policies for review of wireless telecommunications facilities. Approved tower sites are shown on Map 5.

## 11. Medical Facilities

There are no medical facilities located within the Town. Residents receive medical care at medical facilities in Madison or in the Sauk Prairie area. Pending completion of the neighborhood plan for the Roxbury Limited Service Area, these facilities appear sufficient to serve Town residents. The Sauk Prairie Memorial Hospital will be relocating and expanding in the 2012-2014 timeframe.

## 12. Educational Facilities

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

In the Sauk Prairie School District, students attend either Grand Avenue Elementary School, 225 Grand Avenue in Prairie du Sac, or Spruce Street Elementary School, 701 Spruce Street in Sauk City. All students attend Sauk Prairie Middle School, at 207 Maple Street in Sauk City, and Sauk Prairie High School, at 105 Ninth Street in Prairie du Sac. The K-12 enrollment of the district for the 2011-2012 school year was 2,766, up from 2,560 students in the 1999-2000 school year.

As of December 2011, the School District was not planning for any school expansions or the construction of any new schools. The District does own two pieces of land for potential future school construction, west of developed portions of the Village of Prairie du Sac.

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

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

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

Fish Lake Park is a 3-acre Dane County park located on the west side of Fish Lake, and features recreational facilities including a shelter house, play equipment, picnic areas and a boat launch.

Lussier Park, a 133-acre Dane County park, is located on the east side of Fish Lake. The recent purchase of this park was made possible by a significant donation by the Lussier Family, the Dane County Natural Heritage Foundation, the Wisconsin Department of Natural Resources, and hundreds of donors. This area was used as a resort for many years. Buildings and other infrastructure were removed from the site, and it has been restored to its natural wetlands/prairie state. The park offers passive recreation facilities (hiking trails), and Dane County intends to prepare a master plan for its future development.

Springfield Hill is a 198-acre natural resource area located in the southeast corner of the Town. The property was acquired by Dane County in 2001 and is currently open for archery hunting.

The Ice Age National Scenic Trail is designed to showcase Wisconsin's glacial features. Over 50 miles of the proposed 1,000-mile Ice Age Trail is planned to transverse Dane County following the terminal moraine of the Wisconsin ice sheet. About through miles of the trail are planned to run through the Town of Roxbury. Map 3 shows the proposed Ice Age Trail route in the southeastern part of the Town.

As of Fall 2011 there are no Town-owned park facilities in Roxbury. The Town owns an historic schoolhouse, "Joint School District #3", located within the "Village" of Roxbury at 9261 County Highway Y. The schoolhouse is operated as a museum.

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## **R. UTILITIES AND COMMUNITY FACILITIES TIMETABLE**

Table 10 shows a timetable for possible changes in utilities and community facilities.



**Table 10: Utility and Community Facilities Timetable**

<b>Town Utilities &amp; Community Facilities</b>	<b>Timeframe</b>	<b>Comments</b>
Water Supply	N/A	All water supplied by private wells.
Waste Disposal	2012-2021	Most homes in Town have private wastewater disposal systems. Sewer mains within the Roxbury Sanitary District's system will likely need replacing in the next 10 years. The Town will assist the District in obtaining outside funding support.
Solid Waste	N/A	All landfills in the Town are closed.
Stormwater Management	2012-2021	Investigate ways to better control surface drainage in the Limited Service Area so that stormwater can be routed away before it infiltrates sanitary sewers.
Town Hall/Garage	Beyond 2025	The Town Hall building and garage appear to meet current and forecasted needs over the 20-year planning period.
Recycling and Trash Services	Beyond 2025	The Town's recycling and trash service meets current and forecasted space needs over the planning period.
Law Enforcement Facilities	N/A	Dane County administers dispatch station in nearby community. This station meets current and forecasted needs over the 20-year planning period.
Fire Protection Facilities	N/A	The Town's fire protection services and related facilities, located in Sauk City, meet current and forecasted needs over the 20-year planning period.
Medical Facilities	N/A	Medical facilities serving the Town are located in nearby communities. These facilities appear to meet needs, and are in fact expanding.
Library	N/A	The public libraries serving the Town are located in nearby communities. These libraries meet current and forecasted needs over the 20-year planning period, and are expanding.
Schools	N/A	No schools are located in the Town. Likely future school needs are in the elementary school grades, but the Sauk Prairie District has no construction plans.
Wireless Telecommunication Facilities	N/A	Dane County regulates all wireless telecommunication facilities in the Town, with Town input in the conditional use permit process.
Park & Recreation Facilities	2012 – 2021	Participate on the recommended County process to prepare a master plan for Lussier Park, assuring that local interests are represented.

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

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

**Objectives:**

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

**Policies and Programs:**

- a. Continue to provide **basic services** for Town residents, including recycling collection, public road maintenance, snow plowing, and emergency services.
- b. Work with the **Roxbury Sanitary District** to ensure safe, cost-effective delivery of sanitary sewer service to all land development within the *Roxbury Limited Service Area*, work to resolve flooding issues, and determine when improvements to the wastewater treatment plant may be required (such as sewer main replacement, with active solicitation of outside funding).
- c. Require **stormwater management plans** meeting County and Town requirements for all projects covered under the Dane County Erosion Control and Stormwater Ordinance and the Town of Roxbury Erosion Control Ordinance. Careful stormwater management is particularly critical within the *Roxbury Limited Service Area*.
- d. Require **erosion control plans** meeting County and Town requirements for all major subdivisions, Certified Survey Maps (minor subdivisions) and other projects which disturb an area of 4,000 square feet or greater by excavation, filling, or other earthmoving activities, resulting in the loss or removal of protective ground cover or vegetation.
- e. Direct rural development away from areas with limited **suitability for on-site waste disposal systems**, as depicted in Map 7.
- f. Work with the County Sanitarian to ensure the proper approval process and placement of **new on-site wastewater systems**, and appropriate maintenance and replacement of older systems as a means to protect ground water quality.
- g. Allow the use of **holding tanks and new biological and chemical wastewater treatment** technologies only where other systems are not feasible, placement is consistent with the land use objectives of this *Plan*, and the property owner pays a special assessment on the property for monitoring and maintenance.
- h. Carefully evaluate **proposed large on-site systems, or groups of more than 10 individual on-site systems on smaller lots** (0.5 to 1 acre) in the same general area, to ensure that groundwater quality standards are not impaired. The Town may require that the

property owner or developer fund the preparation of an analysis from an independent soil scientist or other related professional.

- i. Policies for park and recreational uses are included in Chapter Three.





## **CHAPTER SEVEN: HOUSING AND NEIGHBORHOOD DEVELOPMENT**



This chapter of the *Plan* contains a compilation of background information, goals, objectives, policies and recommended programs aimed at providing an adequate housing supply that meets existing and forecasted housing demand in the Town of Roxbury.

## A. HOUSING FRAMEWORK

### 1. HOUSING STOCK CHARACTERISTICS

Nearly all of the Town's permanent dwelling units are single family residences.

In 2010, the U.S. Census reported 806 total housing units in the Town, up from 640 units in 2000. This substantial increase may have been more a function of the reclassification of places of human habitation, perhaps near the riverfront, than of new housing development in this ten year period. The Town's population only increased by 94 persons over that same period. Further, the same 2010 U.S. Census reports that the Town had 663 households, which suggests that many of the housing units "found" between 2000 and 2010 may have been seasonal dwellings that were vacant at the early-Spring time of the Census count.

Table 11 compares housing stock characteristics for the Town of Roxbury with the Towns of Berry and Springfield, as well as Dane County. In 2010, the Town had a vacancy rate of 17.7 percent (up from 5.8 percent in 2000—again supporting the "found" housing theory). Seasonal, recreational, or occasional use units or units are rented out to others accounts for 90 percent of that vacancy, leaving the "true" vacancy rate of 1.7 percent. Nearly nine of ten homes in the Town were owner-occupied. The Town's median housing value of \$255,900, based on U.S. Census 2005-2009 estimates, was lower than the towns of Berry and Springfield, but comparable to the County value.

**Table 11: Housing Stock Characteristics, 2010**

	Town of Roxbury	Town of Berry	Town of Springfield	Dane County
Total Housing Units	806	494	1,040	216,022
% Vacant	17.7%*	4.5%*	2.5%*	5.7%*
% Owner Occupied	89.1	89.6%	87.8%	59.6%
Median Housing Value (5-year estimate for 2005-2009 period)	\$255,900	\$327,000	\$309,000	\$226,900

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

Note: \* includes seasonal, recreational, or occasion use units and rented units

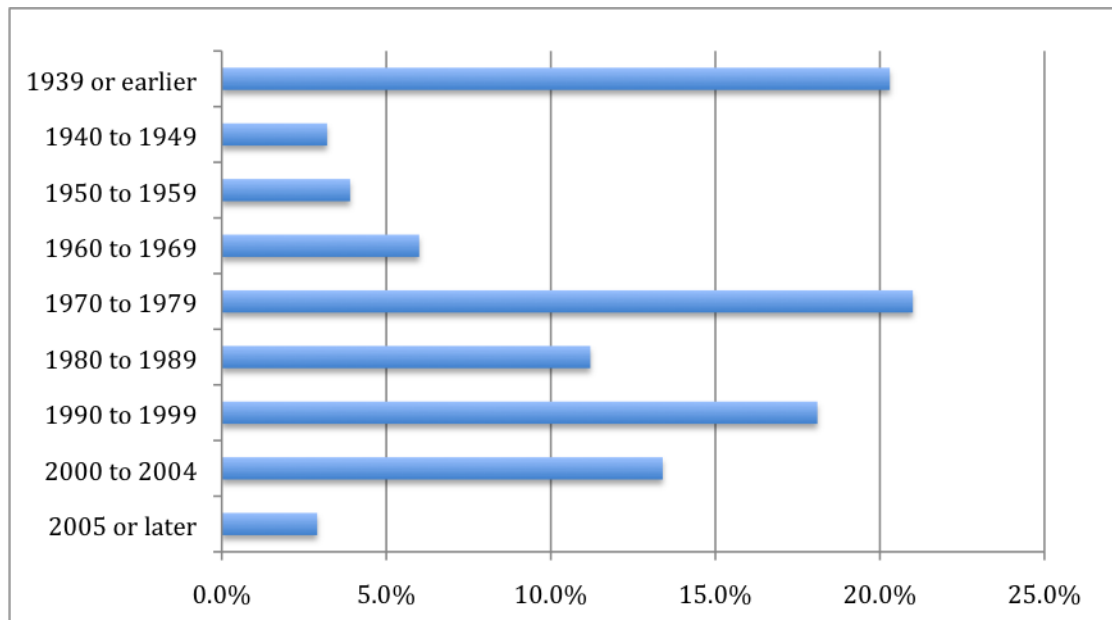
### 2. HOUSING CONDITION AND AGE

Figure 2 illustrates the age of the Town of Roxbury's housing stock based on recent Census 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. More than half of the Town of Roxbury's housing stock is over 30 years old. Around 20 percent of the Town's homes were built before 1940. Roughly one-third of the Town's housing supply was built between 1940 and



1980. Over the planning period, owners of these older homes will likely be interested in rehabilitation, particularly to meet the needs of the aging baby boom population. Others may need to leave some of these homes based on mobility and other issues associated with aging.

**Figure 2: Age of Town of Roxbury Housing as a Percent of the Total Housing Stock\***



\* Based on U.S. Census 2005-2009 estimates

### 3. PROJECTED HOUSING NEEDS

Projected future housing unit demand in the Town of Roxbury is based on population forecasts shown in Table 2 and the forecasted average household size over the next 20 years as presented in Chapter Two. Based on this methodology, expected housing demand in the Town is between 694 and 704 full-time housing units in 2015, between 723 and 743 full-time units in 2020, between 750 and 781 full-time units in 2025, and between 774 and 818 full-time units in 2030. There were 663 occupied housing units in the Town in 2010. Projected land use demand associated with the housing demand is presented in Chapter Four.

### 4. HOUSING PROGRAMS

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

In 1998, 43 Dane County communities—including the Town of Roxbury—joined together to establish the Dane County Community Development Block Grant (CDBG) program. This 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 hous-

ing, economic development, and community service initiatives that benefit low- to moderate-income residents. Approximately \$1.7 million annually in CDBG funds are available for eligible projects in participating communities. Eligible projects related to housing include rehabilitation, minor home repair, handicapped accessibility modifications, down-payment assistance for first-time homebuyers; and housing education, training and counseling.

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

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

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## **B. HOUSING AND NEIGHBORHOOD DEVELOPMENT GOALS, OBJECTIVES AND POLICIES**

**Goal: Encourage safe, affordable housing and neighborhoods.**

**Objectives:**

- a. Support the provision of housing in the Town to meet the needs of persons of all income levels, age groups, and special needs.
- b. Encourage high quality construction and maintenance standards for housing.
- c. Encourage home siting in areas that will not result in property or environmental damage, or impair rural character or agricultural operations.
- d. Encourage neighborhood (subdivision) designs and locations that protect residential areas from infringement by incompatible land uses, promote connectivity of road and environmental systems, and preserve rural character.

**Policies and Programs:**

- a. Plan for a sufficient **supply of developable land for housing**, in areas consistent with Town wishes, at a pace consistent with recent development trends, and of densities and types consistent with the Town's rural setting (see Map 6).
- b. Promote the future development of **elderly housing** in the *Roxbury Limited Service Area*.
- c. Direct **most residential development** to the *Roxbury Limited Service Area*, which shall be the only area where duplex and elderly housing shall be considered. Prohibit expansions to existing mobile home parks.
- d. Consider use of **Community Development Block Grant** (CDBG) funds to provide, maintain, and rehabilitate housing for all incomes and ages.
- e. Guide housing **away from *Open Space and Environmental Corridors*** and *Soils with Building Limitations*, as depicted on Map 6.

- f. For all major subdivisions (5+ lots), require subdividers to **follow the plat review and approval procedures** contained in the Town's land division and subdivision regulations.
- g. Use the following **principles of conservation neighborhood design** in laying out new residential subdivisions with five lots or more (major subdivisions), where permitted:
  1. Before laying out lots, identify and map in the required sketch plan open space areas potentially worthy of preservation, including woodlots, wetlands, stream banks, lakeshore riparian areas, floodplains, hydric soils, soils with low or very low potential for dwellings with basements, slopes greater than 12 percent, and slopes greater than 20 percent, and meet all environmental protection standards in the Town's subdivision and land division regulations.
  2. Attempt to "hide" development from main roads to the extent possible through natural topography, vegetation (e.g., tree lines, wooded edges), and setbacks. Minimize placement of lots in open fields.
  3. Preserve mature trees, stone rows, fence lines, and tree lines. New buildings and driveways should be located adjacent to tree lines where available and at the edge of open fields rather than the middle.
  4. Arrange lots so that houses are not placed on exposed hilltops or ridgelines. Rooflines shall not be higher than ridgelines.
  5. Incorporate existing farm roads into subdivision design.
  6. Include interconnected network of streets meeting Town road standards, included in the subdivision and land division regulations.
  7. Design streets and lot layouts to blend with natural land contours.
  8. Design residential lots having frontage on a limited access highway (major thoroughfare) with the residence facing away from the highway, with deep lots and landscape bufferyards on the highway side to help hide development. Only in such instances will double-frontage lots generally be considered appropriate. The Town's subdivision and land division regulations contain standards for planting in such landscape bufferyards.
  9. Discourage creation of cul-de-sacs except in limited situations, such as where topography, environmentally sensitive areas, or the pre-existing development pattern in the area necessitates their use.
  10. Integrate natural resources into the subdivision design as aesthetic and conservation landscape elements.
  11. Restore the quality and continuity of degraded environmental areas within the subdivision, such as streams and wetlands.
  12. Encourage stormwater management treatment systems that focus on Best Management Practices (BMPs) rather than conventional engineering strategies. BMPs may include overland transfer, natural landscaping to increase infiltration and reduce runoff, bio-infiltration systems, residential roof runoff directed to pervious yard areas, and maximum impervious surface ratios for development sites.
  13. Provide vegetative buffers between building sites, wetlands, and streams.

14. Provide wide areas for public access to parks and common open spaces.
  15. Maximize preservation of common open space in the neighborhood through public dedication and/or conservation easements over open space, managed through a homeowner's association or non-profit land trust.
  16. Create pedestrian trails through common open space areas.
- h. In addition to meeting the Town's standards of the subdivision and land division regulations, apply the following **development siting standards** to all other residential developments of four lots or less (minor subdivisions) in the Town. The Town may require submittal of a site plan as per the Town subdivision ordinance showing the relationship of the proposed building(s) and lot(s) to applicable natural features prior to granting development approval. **Many of these standards are illustrated in the visual guidelines included as Attachment B.**
1. The Town's Land Evaluation and Site Assessment (LESA) system, described in Attachment A, shall be used to help guide the placement of building sites within the *Agricultural Preservation Area*.
  2. Within the *Agricultural Preservation Area*, no buildings or driveways, or other structural non-farm uses shall be placed on soils within the LE groups I-III on Map 2 of this *Plan*, as determined by the site's LESA score. Siting buildings and driveways on soils within the LE groups IV-V should be discouraged when it is possible to site these on soils with a classification of LE groups VI-VIII.
  3. Flag lots will be allowed only where advisable to achieve rural character objectives of this *Plan* (e.g., hiding of development).
  4. Buildings shall be sited to minimize visibility from public roads through proper placement with respect to existing vegetation and topographic changes, retention of existing vegetation and topography, and/or planting of new vegetation or berming. New buildings and driveways should be located adjacent to tree lines where available and at the edge of open fields rather than the middle.
  5. Buildings shall not be located on top of exposed hilltops and ridgelines, and rooflines should not be higher than ridgelines. In advance of development approval, the Town may require a site visit in which the elevation of the proposed roofline is clearly presented (e.g., flagged) to demonstrate compliance with this standard.
  6. In wooded hillside areas, only enough area for the house, immediate yard, and driveway should be cut.
  7. Existing vegetation, stone rows, fence lines, and tree lines should be preserved where possible.
  8. Where existing vegetation and changes in topography would not adequately screen the development from public roads, and new plantings would be insufficient, consider arranging development sites in a pattern resembling historic farm building placements (e.g. group of houses set back from road, tree lined single drive or street, fence rows).
  9. Within the *Agricultural Preservation Area*, promote the use of exterior colors on new houses that minimize their visual impact by harmonizing with the natural surroundings during times when deciduous trees are in leaf.

10. All new lots should allow for the construction of driveways suitable in length, width, design, and slope for emergency vehicle travel. New streets or driveways should be placed along existing contours, property lines, fence rows, lines of existing vegetation, or other natural features wherever possible. The LESA system evaluation of the development site should be used to help guide placement of streets and driveways. Shared driveways meeting these criteria are preferred over driveways serving a single use.
11. Minimize the number of driveway openings onto existing public streets, instead promoting shared driveways, loop streets, or cul-de-sac streets where the number of building sites is limited. Except within the *Roxbury Limited Service Area* when consistent with Map 6a, avoid placing multiple homesites side-by-side along existing roads with multiple driveways.

## **CHAPTER EIGHT: ECONOMIC DEVELOPMENT**



This chapter contains background information, goals, objectives, policies and recommended programs to promote the retention and stabilization of the economic base in the Town of Roxbury.

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## **A. ECONOMIC DEVELOPMENT FRAMEWORK**

### **1. ECONOMIC DEVELOPMENT FOCUS**

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

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

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

### **2. ENVIRONMENTALLY CONTAMINATED SITES**

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

As of Fall 2011, there was one site containing leaking underground storage tank(s) in the Town of Roxbury listed in the Bureau for Remediation and Redevelopment Trading System. Specific location, property ownership information, and status of remediation efforts for the site are available from the DNR. This property will need special attention for successful redevelopment/reuse to occur. The locations of these environmentally contaminated sites were considered when making the land use recommendations in this *Plan*. The Town promotes appropriate clean-up and reuse of this site.

### **3. ECONOMIC DEVELOPMENT PROGRAMS**

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

The state's Community Based Economic Development Program (CBED) provides funding assistance to local governments and community-based organizations that undertake planning, development and technical assistance projects that support business development. Us-



ing CBED program funds, local governments can finance economic development plans, small business and technology-based incubator grants, revolving loan programs, and entrepreneur training programs for at-risk youth. Any Wisconsin city, village, town, county, tribe or community-based organization is eligible to apply for grant funding. Funds are available on an annual basis through a competitive application process. Some grants must be matched by local funds. Application materials are available from the Wisconsin Department of Commerce.

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

#### **4. STRENGTHS AND WEAKNESSES FOR ECONOMIC DEVELOPMENT**

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

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

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

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### **B. ECONOMIC DEVELOPMENT GOALS, OBJECTIVES AND POLICIES**

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

**Objectives:**

- a. Focus economic development efforts on farming and farm-related businesses, except within the "Village" area.
- b. Prevent unplanned, continuous strip commercial development.
- c. Do not allow intensive commercial and industrial (i.e., manufacturing) uses.
- d. Promote careful placement of wireless telecommunication facilities.

**Policies and Programs:**

- a. Plan for a **sufficient supply** of developable land for community-serving commercial use.

- b. Support the economic health of **production agriculture** in Roxbury.
- c. Support **other forms of agriculture**, such as vegetable and fruit farms and other small-acreage farms, research farming, community-supported agriculture, equine centers, businesses supporting hunting, fishing, and other outdoor recreational activities, and production of artisanal products such as wine and cheese. Consider ways to promote and market such farms and products, such as seminars, markets, “farm days”, and festivals.
- d. Support private landowners interested in designating an **Agricultural Enterprise Area** in the Town, subject to more detailed explanation and criteria in Chapter Three of this *Plan*.
- e. Support opportunities for **farm family businesses**, home occupations, and agricultural-related businesses to assist farm families.
- f. **Focus commercial development and rehabilitation in the *Roxbury Limited Service Area***, in accordance with the concept plan map (Map 6a) and the associated policies in the Land Use chapter.
- g. **Prevent unplanned, continuous strip commercial development** along major roadways, particularly Highway 12 and within the *Roxbury Limited Service Area*.
- h. Direct a limited amount of highway-oriented commercial development to the **planned *Highway Crossroad areas*** (as shown on Map 6) of Highways 12 and KP, Highways 12 and 78, and Highways 12 and 188, where commercial development already exists. This development will require careful site design and transportation planning.
- i. Require the **disclosure of any soil or groundwater contamination** on sites before approving commercial development proposals.
- j. Work with private landowners to **clean up contaminated sites** that threaten the public health, safety, and welfare.
- k. Use the following criteria when considering applications for conditional use permits or rezonings for **wireless telecommunications facilities**:
  1. The petitioner shall submit directly to the Town copies of all project descriptions, site plans, and engineering reports required by the County Planning and Development Department. A pre-application meeting with the Town is recommended before petitioner contacts the County.
  2. The petitioner shall submit all necessary authorizations or proofs of “no hazard” from the FAA and/or the State Bureau of Aeronautics.
  3. The Town does not intend to take action on the rezoning or conditional use permit until it receives and reviews the results of an independent engineering report and staff report from the Dane County Planning and Development Department.
  4. The Town does not intend to approve wireless telecommunication facilities that would require the installation of lighting.
  5. The Town supports co-location of multiple antennas on a single tower and the use of alternative support structures such as silos, light poles, billboards, electrical poles, and other tall structures.
  6. All freestanding telecommunication towers shall be set back a minimum of 1000 feet from the right-of-way of Highway 12 to manage aesthetics in this “image corridor.”
  7. Facility locations that maximize the screening of the tower structure through topography or vegetation are preferred. All support equipment and the base of the tower

shall be fully screened from adjacent properties and public roads with fencing or evergreen vegetation.

8. The Town may use County zoning criteria in reviewing the application.
1. The following policies shall guide consideration of **commercial and institutional development** proposals in the *Roxbury Limited Service Area* and designated *Highway Crossroad* areas shown on Map 6:
  1. The Town requires submittal of a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater plan, and signage plan prior to rezoning or conditional use permit approval.
  2. All commercial and institutional developments must meet the minimum standards of all Town, County and Sanitary District ordinances, be consistent with the rural character of the Town, and in the *Roxbury Limited Service Area* follow the guidance under Map 6a and associated policies in the “Land Use” chapter of this *Comprehensive Plan*. If one or more new lots must be created, all applicable requirements of the Town’s subdivision and land division regulations must be followed.
  3. The proposed development should not have substantial adverse effect upon adjacent property, the character of the area, or the public health, safety, and general welfare.
  4. Within the *Roxbury Limited Service Area*, maximum building size and height will be limited per the recommendations of Map 6a and associated policies in the “Land Use” chapter of this *Comprehensive Plan*. The B-1 Local Business Zoning district is the preferred commercial zoning district within the *Roxbury Limited Service Area*.
  5. Appropriate limitations preventing unacceptable future commercial or industrial uses of the site may be applied through a deed restriction, including limitations for future billboard placement.
  6. The Town encourages redevelopment of aging or obsolete commercial properties before the development of “greenfield” sites in the same area.
  7. Commercial developments in *Highway Crossroads* areas will be limited to the areas mapped on the Planned Land Use map (Map 6).
  8. New lot sizes for commercial development sites shall meet the Town’s subdivision and land division regulations, and be sufficient in area to provide for both primary and secondary drainage fields, except where redevelopment sites do not allow for this.
  9. Rezoning for industrial development (e.g. manufacturing) should not be considered.
  10. High-quality signage based on the area of building frontage, road frontage, or façade area should be required. The use of monument signs should be encouraged instead of pole signs. Requests for new billboards will be carefully reviewed.
  11. Existing vegetation should be retained and high quality landscaping treatment of bufferyards, street frontages, paved areas and building foundations should be provided.
  12. Intensive activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas should be oriented away from less intensive land uses.
  13. Average daily vehicle trips should not exceed 1,000 trips per day, as calculated through use of Institute of Traffic Engineers data supplied by the petitioner.

14. Parking lots should be landscaped with perimeter landscaping and/or landscaped islands, along with screening (hedges, berms, trees, and decorative walls) to buffer views from public roads and residential uses.
15. Parking should be to the sides and rear of buildings wherever possible, rather than having all parking in the front.
16. Interconnected parking lots and driveways should be provided to facilitate on-site movement.
17. Loading docks, dumpsters, mechanical equipment, and outdoor storage areas should be behind buildings and complete screening of these facilities should be promoted through use of landscaping, walls, and architectural features.
18. Illumination from lighting should be kept on site through use of cut-off, shoebox fixtures. Except for security lighting, the Town will require that all exterior lighting be turned off after 11 p.m. for new commercial uses.
19. High-quality building materials, colors, and designs reflecting the Town's desired image should be required. New commercial and institutional buildings in the *Roxbury Limited Service Area* should reflect the historic character of the surrounding area.
20. Canopies, awnings, trellises, bays, windows, and/or other architectural details should be incorporated to add visual interest to facades.
21. Variations in building height and rooflines are desirable on larger buildings.



## **CHAPTER NINE: INTERGOVERNMENTAL COOPERATION**



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

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## A. EXISTING REGIONAL FRAMEWORK

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

### 1. VILLAGES OF SAUK CITY AND PRAIRIE DU SAC

The Villages of Sauk City and Prairie du Sac lay just across the Wisconsin River from the Town of Roxbury. The northwestern portion of the Town of Roxbury is located within the one and one-half mile extraterritorial jurisdiction (ETJ) of the villages. In 2005, the Villages of Prairie du Sac and Sauk City, along with the Town of Prairie du Sac, adopted the joint Sauk Prairie Comprehensive Plan. That plan makes recommendations for land use, transportation, natural resources, and recreational planning for the Sauk Prairie area.

Wisconsin State Law specifies that land contiguous to a municipality and not located in an incorporated area can be annexed by petition of a majority of the electors in the area in the area to be annexed, and a majority of the landowners. A Wisconsin court decision has suggested that land can be considered contiguous if it is separated by a body of water, such as the Wisconsin River. However, in recent years, the State Legislature enacted a statute that prevents villages and cities from annexing land from counties in which they are not currently located, unless the affected town and county board both agree to the annexation.

Regardless, the 20-year urban growth boundary shown in the Sauk Prairie Comprehensive Plan does not extend into the Town of Roxbury, with Village expansion instead planned mostly to the west.

During the preparation of the joint Plan, the villages and Town of Prairie du Sac also communicated with the Town of Roxbury on various issues of mutual concern. The Intergovernmental Cooperation chapter of the Plan includes a recommendation for both villages to explore an intergovernmental agreement with the Town of Roxbury. Potential topics to discuss during this process include:

- Long-range consistency between comprehensive plans, and zoning and subdivision decisions related to these plans. This is especially critical for lands along and near Highway 12.
- Establishing a 20-year Village growth boundary, likely at the River.
- Achieving consensus on an Official Map over the preferred south bypass route around Sauk City. See the "Transportation" chapter and Map 6 for additional information about the recommended bypass and its locally-desired (at least west of the River) alignment.



- Long-range use and restoration opportunities for the Lycon quarry site, with one goal of preserving and enhancing the natural environmental, wildlife habitat, and scenic views.
- Setting the framework for tools and strategies to accomplish jointly held objectives, such as extraterritorial zoning, official mapping, and consistent subdivision ordinances.
- Agreeing on habitat and view preservation.

While the planning for and construction of a Sauk City Highway 12 bypass would certainly affect the Town, there are no known conflicts between this *Town of Roxbury Comprehensive Plan* and the Sauk Prairie Comprehensive Plan.

## **2. TOWN OF WEST POINT**

The Town of Roxbury shares its northern boundary with the Town of West Point, in Columbia County. The Town of West Point Comprehensive Plan was adopted in 2007. The Town's future land use map indicates the majority of land abutting the Town of Roxbury will remain in agricultural preservation. Some commercial development is planned for the northwest side of the shared lakes and the acquisition of new parkland is recommended for the northeast side of the lakes. There are no apparent conflicts between the West Point Plan and the *Town of Roxbury Comprehensive Plan*.

## **3. TOWN OF SPRINGFIELD**

The Town of Springfield Comprehensive Plan was adopted in 2002, updated in 2005, and amended in 2007. The Town of Springfield is located southeast of Roxbury. Highway 12 bisects both towns. The Town of Springfield's plan includes a policy of working with the County, WisDOT, and adjacent communities to preserve Highway 12 as a "scenic image corridor", and all of the land in Springfield that is close to Roxbury is planned for agricultural preservation. There are no apparent conflicts between the Springfield Plan and the Town of Roxbury Comprehensive Plan.

Springfield is also actively exploring a Transfer of Development Rights program. If adopted, Roxbury will benefit from careful observation of that program, and one also being considered in nearby Berry.

## **4. TOWN OF MAZOMANIE**

The Town of Mazomanie Comprehensive Plan was updated in 2010. The majority of land bordering the Town of Roxbury is planned for agricultural preservation. There are no apparent conflicts between the Mazomanie Plan and the *Town of Roxbury Comprehensive Plan*.

## **5. TOWN OF DANE**

The Town of Roxbury shares its eastern boundary with the Town of Dane. The Town of Dane Comprehensive Plan was adopted in 2002. The majority of all land in that town is planned for agricultural preservation, and no land that abuts the Town of Roxbury is planned for development. There are no apparent conflicts between the Dane Plan and the *Town of Roxbury Comprehensive Plan*.

## 6. TOWN OF BERRY

The Town of Roxbury shares its southern boundary with the Town of Berry. The Town of Berry Comprehensive Plan was updated in 2010. The majority of the land in the Town is planned for agricultural preservation, and no land that abuts the Town of Roxbury is planned for development. There are no apparent conflicts between the Berry Plan and the *Town of Roxbury Comprehensive Plan*.

## 7. DANE COUNTY

Dane County is contending with increasing growth pressure. The County's population is projected to increase from 426,526 in 2000 to 579,976 in 2030, which represents a 36 percent increase. Most of this growth pressure is generated by employment growth throughout the region.

In recognition of the stress that such growth places on both natural and human systems, the *Dane County Comprehensive Plan* was adopted by the County in 2007. That plan advocates strong growth management, with a focus on concentrating non-farm developing in existing developed urban areas and in historic hamlet locations.

There are no known conflicts between the *Town of Roxbury Comprehensive Plan* and the adopted Dane County Plan, except that the Dane County plan suggests a larger area of planned parkland around Fish, Crystal, and Mud Lakes than represented on the Town's Planned Land Use map.

## 8. SAUK COUNTY AND COLUMBIA COUNTY

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

## 9. REGIONAL PLANNING JURISDICTIONS

The Town of Roxbury is located within planning jurisdiction of the Capital Area Regional Planning Commission's (CARPC). CARPC was established in the spring of 2007, and, like the Dane County Regional Planning Commission before it, encompasses all of Dane County, including all towns, cities, and villages. The Commission serves as the regional planning and area-wide water quality management planning entity for Dane County, consistent with §66.0309, Wis. Stats. and Wisconsin Administrative Code NR 121.

CARPC has the function and duty of preparing and adopting a master plan for the physical development of the region and maintaining an area-wide water quality management planning process to manage, protect, and enhance the water resources of the region. The following are the adopted plans which were part of the regional master plan at the time of writing:

- *Dane County Comprehensive Plan* (adopted 2007)
- *Dane County Water Quality Plan* (2004)
- *Dane County Parks and Open Space Plan 2006-2011* (adopted December 2006)
- *Dane County Solid Waste Plan* (adopted October 1988)

- *Dane County Farmland Preservation Plan* (being updated at the time this *Plan* was written)
- *Bicycle Transportation Plan* (adopted August 2000)

## 10. IMPORTANT STATE AGENCY JURISDICTIONS

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

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

## 11. SCHOOL DISTRICT PLANS

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

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## B. INTERGOVERNMENTAL GOALS, OBJECTIVES AND POLICIES

**Goal: Develop mutually beneficial relations with nearby governments.**

**Objectives:**

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

**Policies and Programs:**

- Provide a copy of this *Comprehensive Plan* to all surrounding local governments.
- Work to resolve any differences between the *Town of Roxbury Comprehensive Plan* and plans of adjacent communities, particularly with the Village of Sauk City.
- 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.
- Promote consistent standards among local and county governments in the Highway 12 "image corridor" to assure that private development is of the same high quality regardless of the jurisdiction in which it is located, in particular through working with Springfield and Dane County.

- e. Consider joint services and facilities where consolidating, coordinating, or sharing services or facilities will result in better services or cost savings.
- f. Cooperate with other units of government on natural resources, places of recreation, transportation facilities, and other systems that are under shared authority or cross governmental boundaries.
- g. Seek Dane County adoption of the recommendations of this *Comprehensive Plan* in the County's comprehensive plan and farmland preservation plan.
- h. As also advised in the Sauk Prairie Comprehensive Plan, pursue an intergovernmental boundary and land use agreement with the Villages of Sauk City and Prairie du Sac.
- i. Fully participate in all future discussions regarding the official mapping or construction of a U.S. Highway 12 bypass around Sauk City, and of the potential conversion of Highway 12 to a freeway in western Dane County.



## **CHAPTER TEN: IMPLEMENTATION**



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

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## A. PLAN ADOPTION

The 2012 *Town of Roxbury Comprehensive Plan* must be adopted in a manner that supports its future use for more detailed decision-making. The Town has included all necessary elements for this *Plan* to be adopted under the State's comprehensive planning statute. This has included a Town Plan Commission recommendation, distribution of the recommended *Plan* to affected local governments, a formal public hearing, and Town Board adoption of the *Plan* by ordinance.

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

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## B. IMPLEMENTATION RECOMMENDATIONS

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

- **Recommendation:** The second column lists the actual actions recommended to implement key aspects of the *Comprehensive Plan*. The recommendations are for Town actions that might be considered in an annual work program, recognizing that many of these actions may not occur without cooperation from others.
- **Implementation Timeframe:** The third column responds to the 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 2022 at the latest. Town time and budgetary constraints may affect this time frame, especially if other unforeseen issues emerge (as they will).



**Table 12: Recommended Implementation Actions**

Recommendation	Implementation Timeframe
1. Consider adoption of a Town Livestock Siting License ordinance	2013-2014
2. Consider nomination of parts of the Town as an Agricultural Enterprise Area.	2013-2014
3. Monitor nearby towns' emerging transfer of development rights programs and apply lessons to a possible future TDR program in Roxbury.	2012-2015
4. Continue to collaborate on a sustainable solution to the water issues in and around Crystal and Fish Lakes.	2012-2021
5. Continue to update records and mapping of historically and archeologically significant structures, districts and resources within the Town (see Map 3).	2012-2021
6. Amend the Town's subdivision and land division regulations to conform to the recommendations of this <i>Comprehensive Plan</i> .	2012-2013
7. Review the zoning map for the Town and Dane County's comprehensive plan future land use map to identify and resolve any discrepancies between those maps and this <i>Plan</i> .	2012-2013
8. Participate on the County's proposal to prepare a master plan for Lusser County Park.	2012-2015
9. Work with the Roxbury Sanitary District to secure funding and implement a plan to replace 60+ year old sewer mains in the district, and to address stormwater management and flooding issues.	2012-2021
10. Consider creation of a central Town park through use of park fees on new development.	2016-2021
11. Pursue an intergovernmental boundary agreement with the Villages of Sauk City and Prairie du Sac.	2014-2016
12. Update this <i>Comprehensive Plan</i> .	2021-2022

## 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 AND USE

The Town Plan Commission will, on an annual basis, review its decisions on private development proposals over the previous year against the recommendations of this *Plan*. This will help keep the *Plan* a "living document."

The Town will constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this *Comprehensive Plan*. The Town of Roxbury intends to use this *Plan* to inform such decisions under the following guidelines:

- **Rezoning:** The Town Board and County Board have shared authority to approve, conditionally approve, or reject requested changes to the zoning of any property in the Town. Town Board action on a rezoning request is preceded by a recommendation of the Town Plan Commission. The Town will generally not approve speculative rezoning of lands in the absence of a specific development proposal and site plan.

Proposed rezonings must be consistent with the recommendations of this *Plan*. Specifically, the Planned Land Use map and the detailed policies associated with that map will be used to guide the application of the general pattern of zoning districts. However, the precise location of zoning district boundaries may vary, as judged appropriate by the Plan Commission and Town Board. Departures from the exact land use boundaries depicted on the Planned Land Use map may be particularly appropriate for projects involving a mix of land uses and/or residential development types, properties split by zoning districts and/or properties located at the edges of Planned Land Use areas. In their consideration of rezoning requests, the Plan Commission and Town Board will also evaluate the specific timing of the rezoning request, its relationship to the nature of both existing and planned land uses, and the details of the proposed development. Therefore, this *Plan* allows for refinement of the precise planned land use boundaries and Town discretion on the timing of rezonings to implement the *Plan*.

- **Zoning Ordinance Text Amendments:** Changes to the text of the County zoning ordinance will be approved or rejected/vetoed by the Town Board, following a recommendation by the Town Plan Commission. Dane County may not approve a zoning ordinance text amendment if a majority of town boards in the County reject/veto that amendment. The Town will rely on this *Comprehensive Plan* and may rely on the advice of professionals before deciding whether to approve, reject/veto, or take no action on a proposed zoning ordinance text amendment.
- **Conditional Use Permits:** The County Zoning and Land Regulation (ZLR) Committee has the authority to approve, conditionally approve, or reject requests for conditional use permits. Prior to ZLR Committee action, the Town Plan Commission will make a recommendation to the Town Board on a conditional use permit request, and the Town Board will make a recommendation to the ZLR Committee.

Proposed conditional use permits should be consistent with the recommendations of this *Plan* to the extent applicable. In their consideration of conditional use permit requests, the Plan Commission and Town Board will also evaluate the specific timing of the conditional use permit request, its relationship to the nature of both existing and planned land uses, and the details of the proposed development.

- **Land Divisions and Subdivisions:** Both the Town and County review all proposed land divisions and subdivisions against the standards of their respective and independent subdivision regulations. At the Town level, the Town Board will act to approve, conditionally approve, or reject all requested land divisions and subdivisions, following a rec-

ommendation from the Town Plan Commission. Separate applications for both the Town and County reviews are required. Frequently, a request for land division or subdivision approval is submitted in tandem with a rezoning request.

Proposed land divisions should be generally consistent, but not necessarily precisely consistent, with the recommendations of this *Plan*. Specifically, the Planned Land Use map and the policies related to this map will be used to guide the general pattern of development and the general location and design of public streets and parks. Departures from the exact locations depicted on these maps will be resolved through the land division process involving certified survey maps, preliminary plats and final plats. In their consideration of land divisions, the Plan Commission and Town Board will also evaluate the specific timing of the land division request, its relationship to the nature of both existing and planned land uses, and the details of the proposed development. This *Plan* allows for the timing and the refinement of the precise recommended boundaries, development patterns, and public roads and parks provided through the land division process, as deemed appropriate by the Plan Commission and Town Board.

- **Building and Zoning Permits:** Prior to the erection or remodeling of any non-farm building in the Town, the petitioner must obtain a building permit from the Town and a zoning permit from the County.
- **Driveway Permits:** Prior to the installation of a driveway to a Town road, the petitioner must obtain from the Town a driveway permit.
- **Other Land Use Actions:** In general, the Town Board, following a recommendation from the Plan Commission, will take all other actions related to land use. These include amendments and updates to this *Plan*; annexations, incorporations, or consolidations affecting the Town; amendments to Limited Service Areas affecting the Town; and potential Town acquisitions or sales of land.

Before submitting a formal application to the Town and/or County for approval of any of the requests listed above, the Town urges petitioners to discuss the request conceptually and informally with the Town Plan Commission. Conceptual review almost always results in an improved development product and can save the petitioner time and money.

## 2. PLAN AMENDMENTS

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

The State comprehensive planning law requires that the Town use the same basic process to amend or add to the *Plan* as it used to initially adopt the *Plan*. This means that the procedures defined under §66.1001(4), Wisconsin Statutes need to be followed. Before Town adoption, any *Plan* amendment should be forwarded to County staff for review and com-

ment. 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, an update is often a substantial re-write of the *Plan* document and maps. The Town must update its *Comprehensive Plan* by the year 2022 (i.e., ten years after 2012). The Town will continue to monitor any changes to the language or interpretations of the State law over the next several years.

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## **D. CONSISTENCY AMONG PLAN ELEMENTS**

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

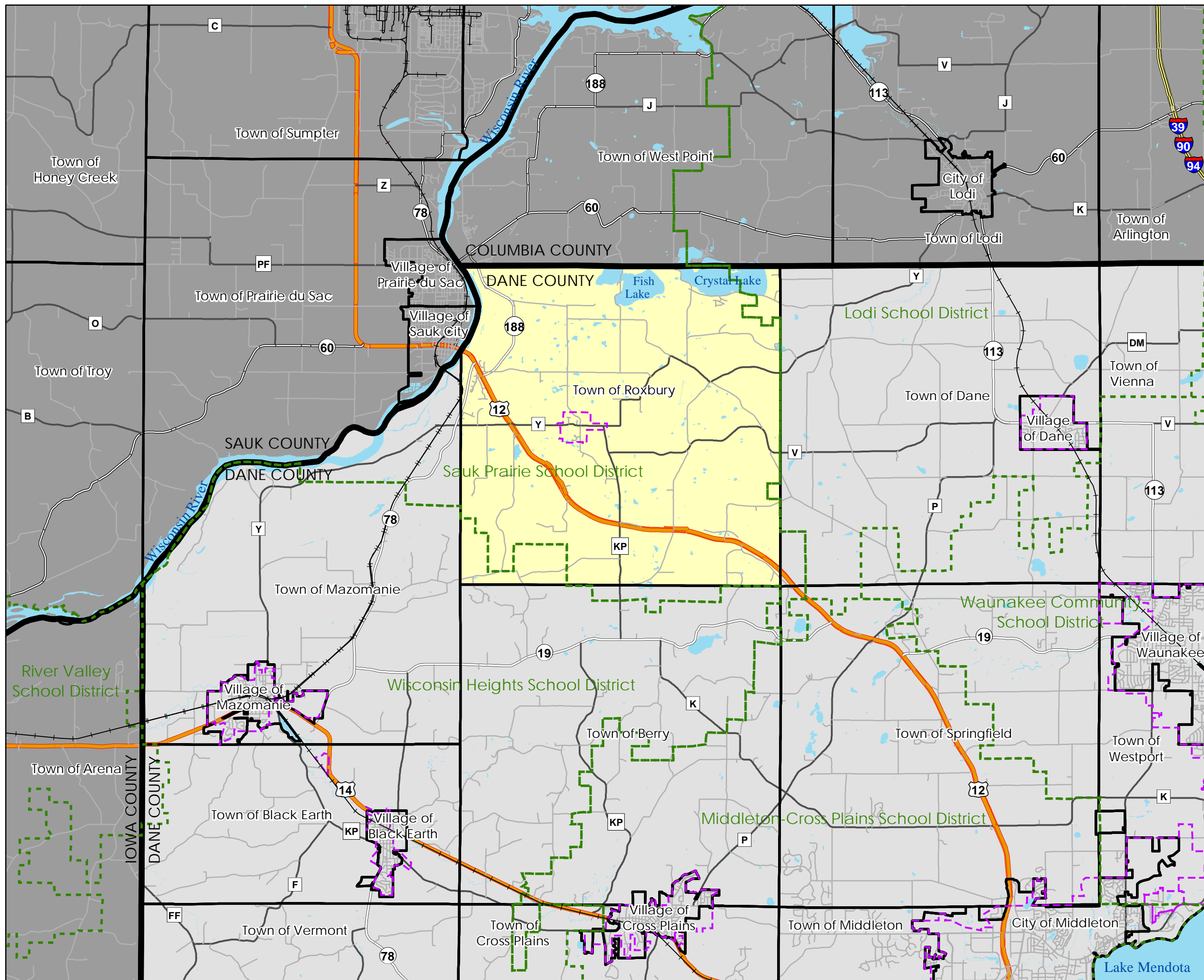


## **COMPREHENSIVE PLAN MAPS**



### Jurisdictional Boundaries

- County Boundaries
- Municipal Boundaries
- Urban and Limited Service Areas
- School District Boundaries\*
- US Highway
- State Highway
- County Highway
- Local Road
- Rail
- Surface Water



\* School District Boundaries are from a statewide 2010 US Census Bureau dataset and are likely generalized in some areas.

0 0.5 1 2  
Updated: 1/6/2012 Miles






Sources: Dane County, Sauk County, Columbia County, US Census Bureau






Soil Suitability for Agriculture

Soil Capability Class  
(Most Productive to Least)

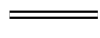
-  Group I - III Agricultural Soils\*
-  Group IV and V Agricultural Soils\*
-  Group VI - VIII and Other Lands\*


 Wetlands (2008)

 Municipal Boundaries


 Roxbury Limited Service Area

 US Highway

 State Highway

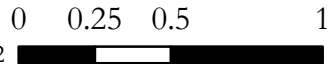
 County Highway

 Local Road

 Surface Water

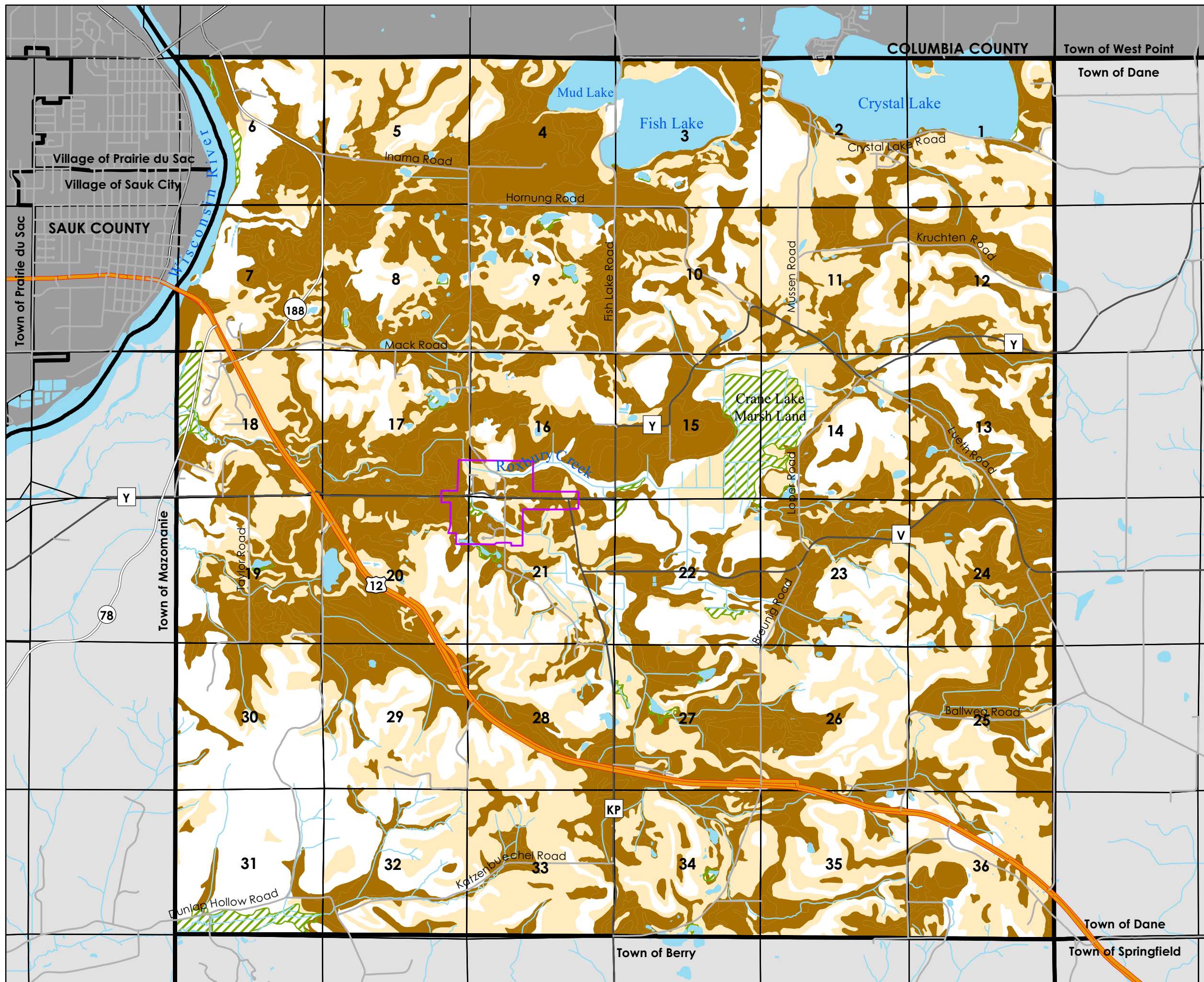
Note: This map is for general informational use only, and is not to be used to obtain detailed site information.

\*Grouping of soils derived from the Town of Roxbury's adaptation of the Dane County Land Conservation Department's Land Evaluation System. The system uses three factors to determine a numeric rating for Group I to VIII prime farmland, soil productivity for corn and alfalfa, and land capability class. Refer to the Soil and Water Conservation Society's publication titled "Land Evaluation and Site Assessment: A Guidebook for Rating Agricultural Lands, Second Edition" for further explanation.

Updated: 1/6/2012  Miles

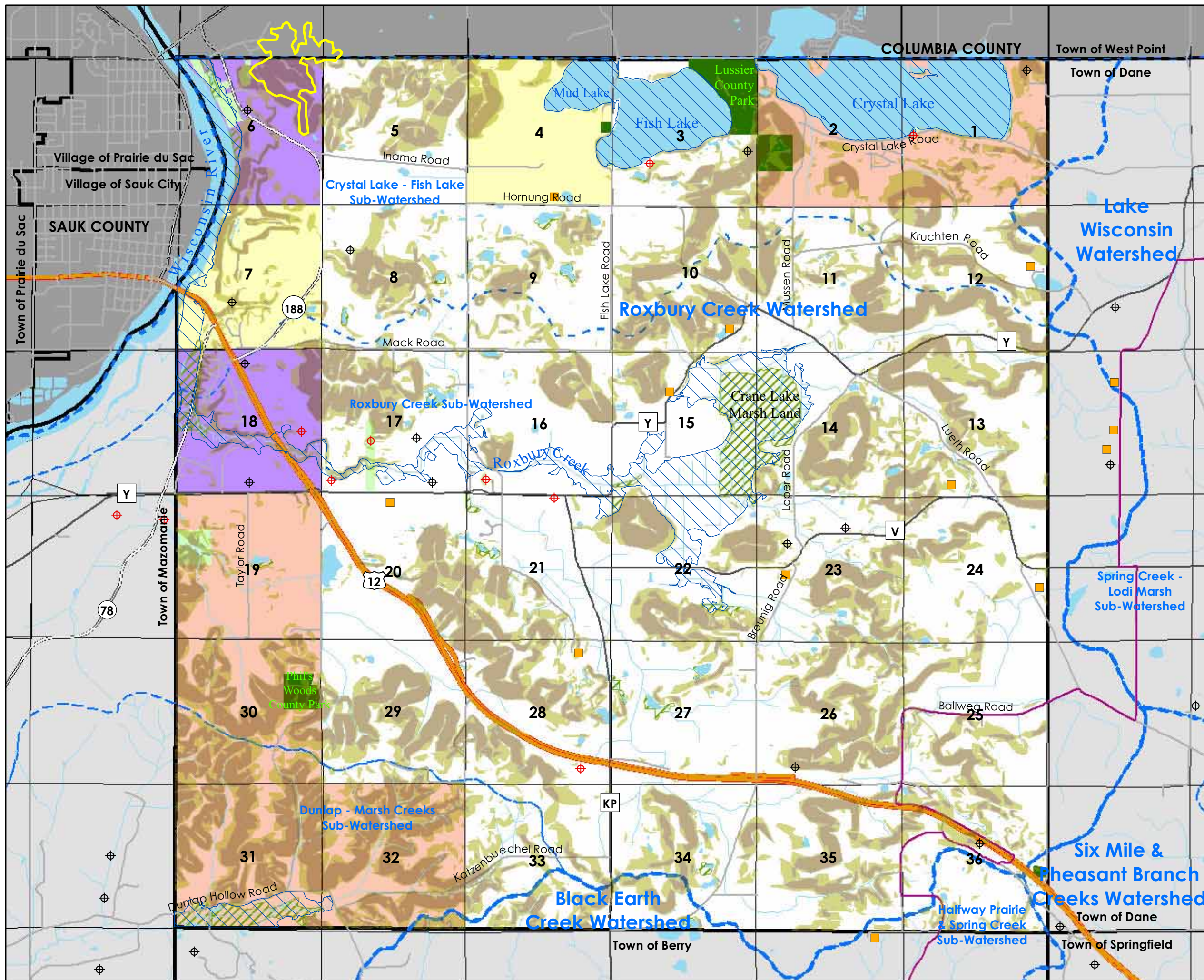
 **VANDEWALLE & ASSOCIATES INC.**  
Shaping places, shaping change

Sources: Dane County LIO, WI DNR, CARPC, Vandewalle & Associates, USDA



Environmentally Sensitive  
Areas & Public Lands

- Dane County Parks
  - State Natural Resource Areas
  - Ice Age Trail Route
  - Critical Eagle Roosting Area
  - Major Watershed Boundaries
  - Sub-Watershed Boundaries
  - Slopes 12 to 20%
  - Slopes > 20%
  - Approx. FEMA 100 Year Floodplain (2009)
  - WisDNR Wetlands (2008)
- Sections Containing Rare or Endangered Species**
- Aquatic
  - Terrestrial
  - Both
- State Identified Archaeological and Historical Sites
  - Locally Identified Archaeological and Historical Sites
  - Manure Storage Facilities
- Municipal Boundaries
  - US Highway
  - State Highway
  - County Highway
  - Local Road
  - Surface Water



Updated: 1/6/2012






0 0.25 0.5 1 Miles

**VANDEWALLE & ASSOCIATES INC.**  
Shaping places, shaping change

Sources: Dane County, WI DNR, CARPC, USDA, FEMA  
Vandewalle & Associates, Ferry Bluff Eagle Council,  
Wisconsin Natural Heritage Inventory, Ice Age Trail Alliance

Visual Character  
Analysis

Highway 12 Image Features

-  Four Lane Highway 12
-  Approximate Extent of View From Highway 12\*
-  Expansive Views From Highway 12
-  Specific Point Views From Highway 12\*\*
-  Ridge Faces Near Highway 12

Landscape Town Character Areas

- Driftless Area**
  -  Ridges & Valleys
- Hill Country**
  -  Agricultural Hill Country
  -  Scenic Bowl
  -  Wooded Ridges & Agriculture
  -  Lakes & Recreation
  -  Marsh
- Wisconsin River Corridor**
  -  River Bluffs

\*"Approximate Extent of View" is a generalized depiction of a viewshed analysis created in a geographical information system program. The GIS used a countywide digital elevation model to perform the calculations involved with the viewshed analysis. The digital output of the GIS was then field verified.

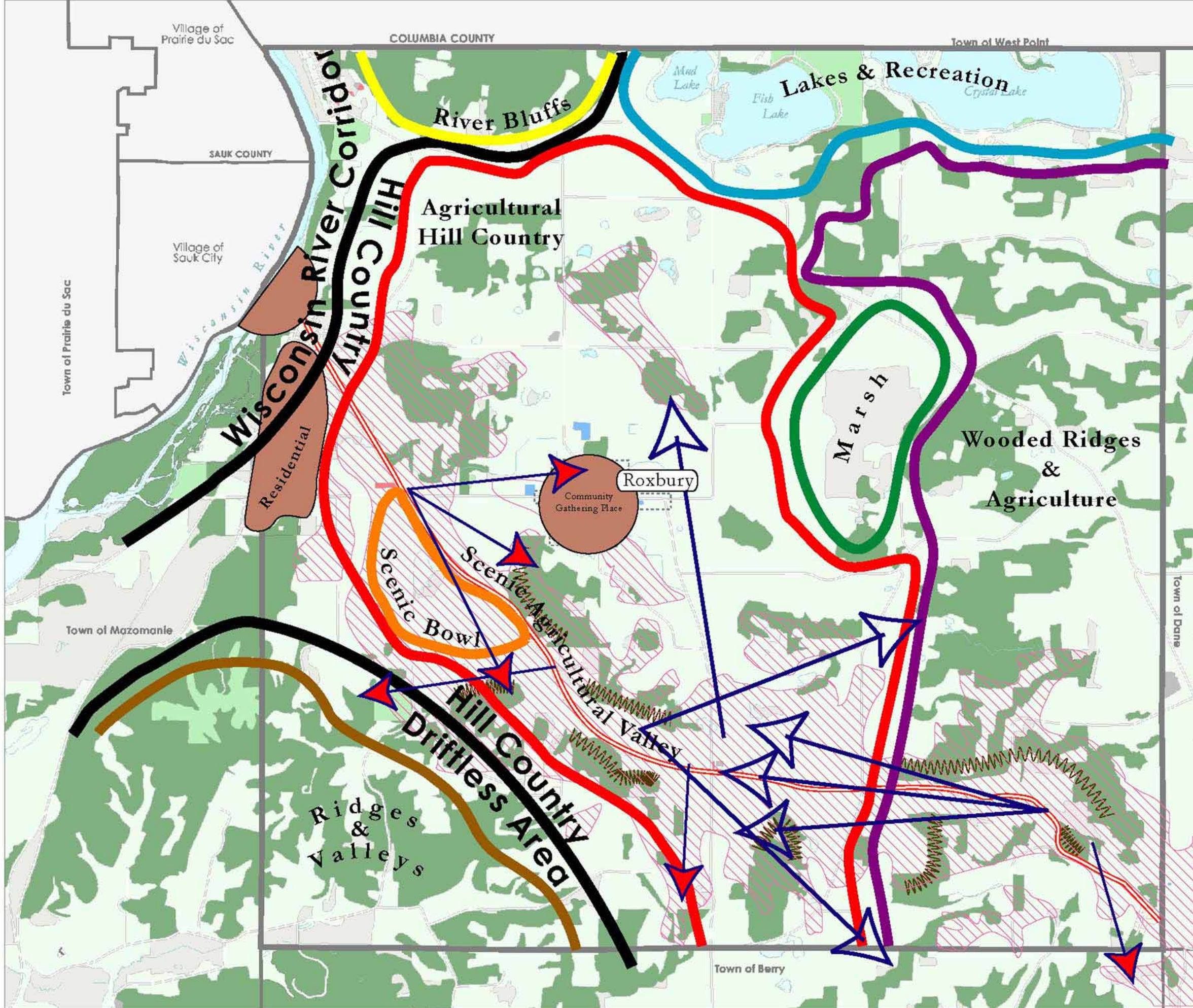
\*\*Specific points include, but are not limited to: hilltops or ridges, valleys, scenic buildings, farms, and churches. They tend to be distant views.

3500 3500 Feet



January 2002

Sources: Dane County Land Information Office &  
Dane County Regional Planning Commission.



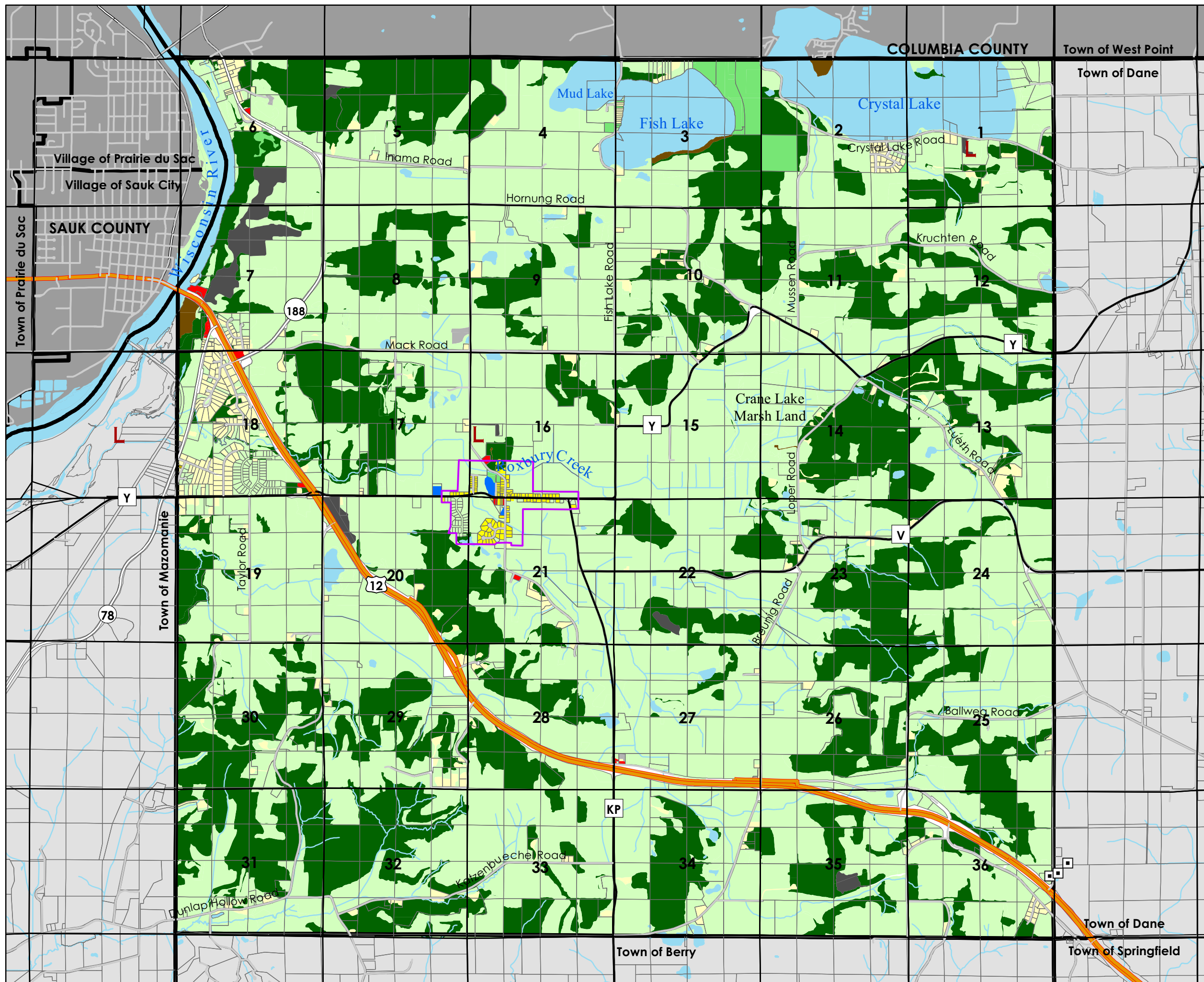
Existing Land Use

- Agriculture and Rural/Vacant Land
- Woodlands
- Surface Water
- Rural Single Family Residential
- Urban Single Family Residential
- Two Family Residential
- Mixed Residential
- General Business
- General Industrial
- Landfill/Extraction
- Institutional
- Recreation
- Tax Parcel Boundary
- Municipal Boundaries
- Roxbury Limited Service Area
- Telecommunication Towers
- Landfills (Closed or Inactive)
- US Highway
- State Highway
- County Highway
- Local Road

Updated: 1/6/2012  0 0.25 0.5 1 Miles



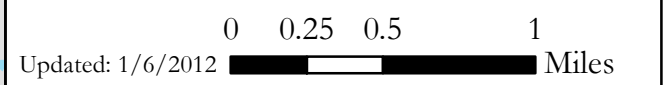
Sources: Dane County LIO 2005 ELU,  
Madison Area Transportation Planning Board,  
Vandewalle & Associates



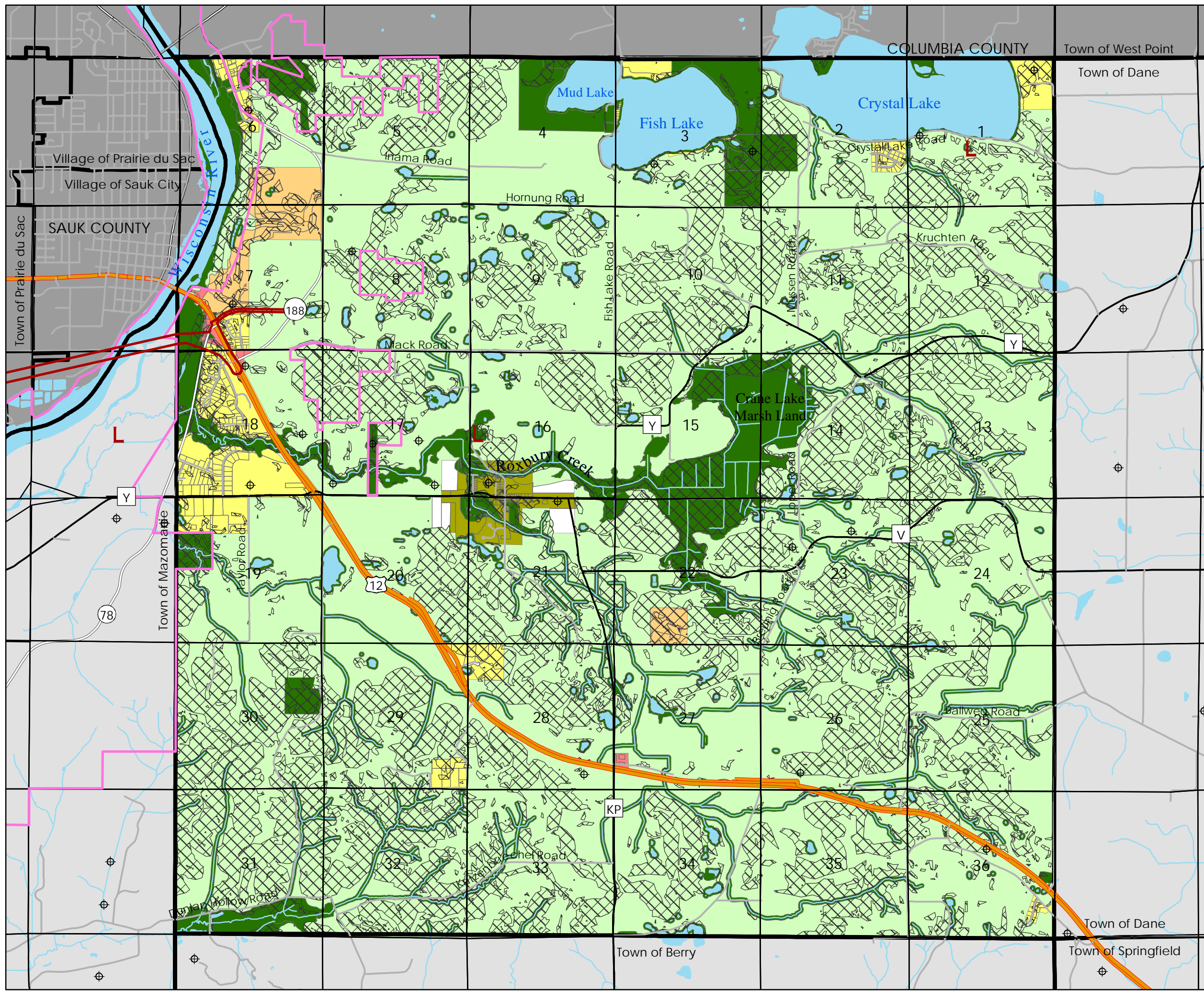
Planned Land Use  
& Transportation

- Agricultural Preservation Area
- Roxbury Limited Service Area
- Limited Service Expansion Area
- Rural Development Area
- Highway Crossroads
- Extraction & Compatible Land Use
- Open Space & Environmental Corridor\*
- Soils with Building Limitations Overlay
- Surface Water
  
- Municipal Boundaries
- Lower Wisconsin Riverway Boundary
- Landfills (Closed or Inactive)
- US Highway 12
- Sauk Prairie Preferred Highway 12 Bypass Route
- State Highway
- County Highway
- Local Road
- ⊕ Archaeological and Historical Sites

\*Open Space & Environmental Corridor is comprised of Wetlands, 100 Year Floodplain, Critical Eagle Roosting Areas, Surface Water, areas within 75 feet of Surface Water, Public Parks and Open Space, Slopes greater than 20%, and Other Flood Prone Areas



Sources: Dane County, WI DNR, CARPC, USDA, Vandewalle & Associates, Ferry Bluff Eagle Council, Wisconsin Natural Heritage Inventory, LWSRB, FEMA



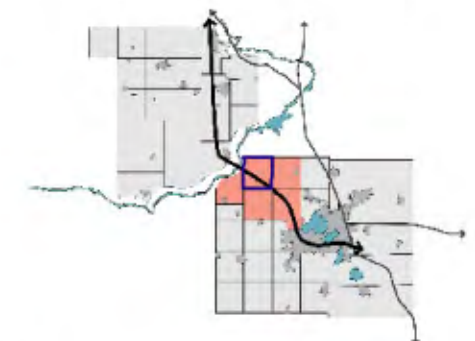
Planned Land Use  
"Village" of Roxbury

- Single Family Residential
- Multi-family Residential
- Commercial
- Institutional
- Potential School Site

- Open Space Corridor
- Environmental Corridor
- Floodplain
- Other Flood Prone Areas \*

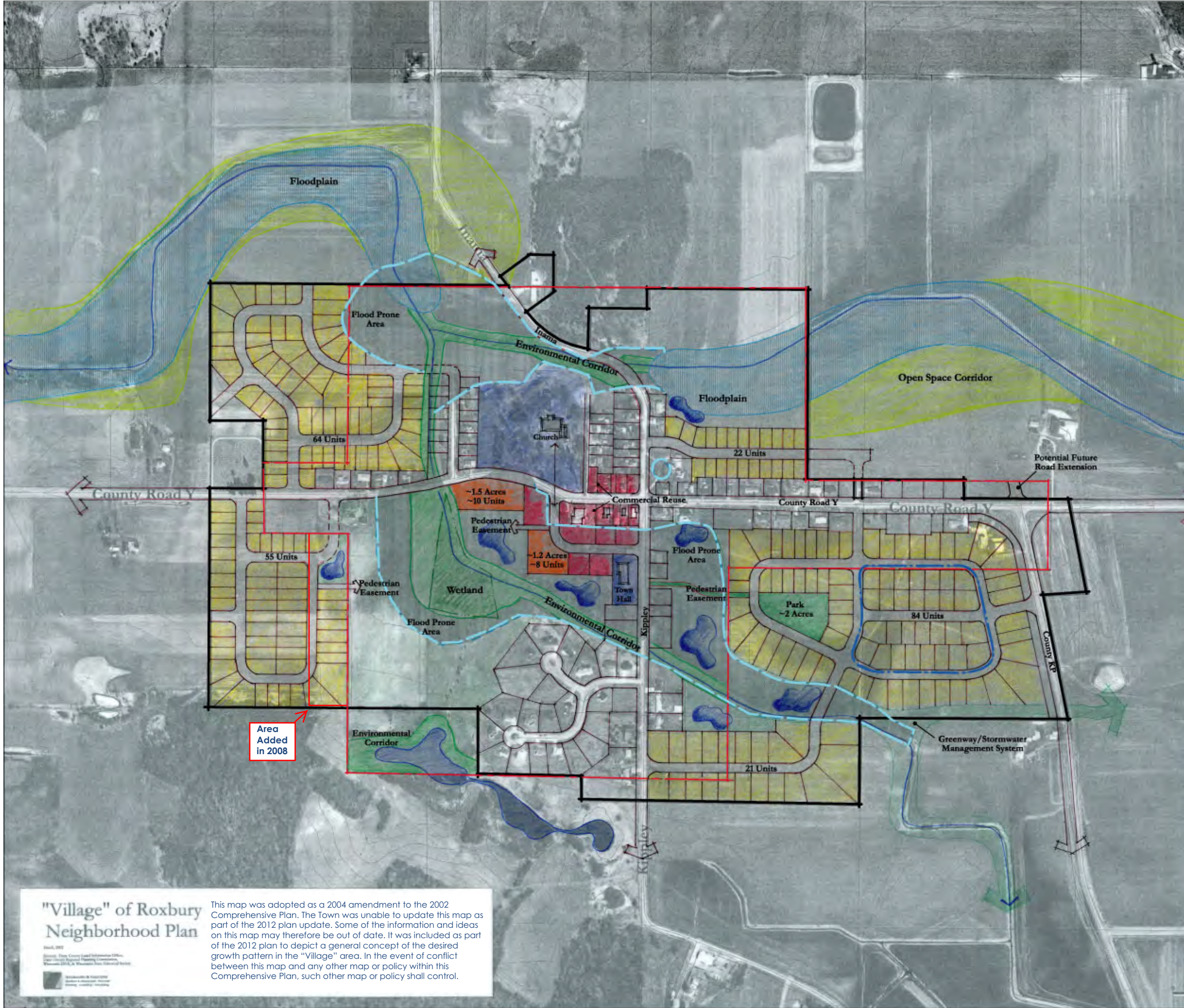
- Sanitary District Boundary
- Urban Service Area Boundary

Note: \* There should be no development within the boundaries of "Flood Prone Areas" until the threat of flooding those properties, or other properties as a result of such development has been removed or mitigated.



December, 2003  
Orthophoto: Dane County Land Information Office &  
Dane County Regional Planning Commission

**Vandewalle & Associates**  
Madison, Wisconsin  
Planning - Creating - Rebuilding



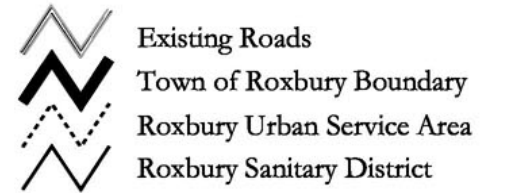
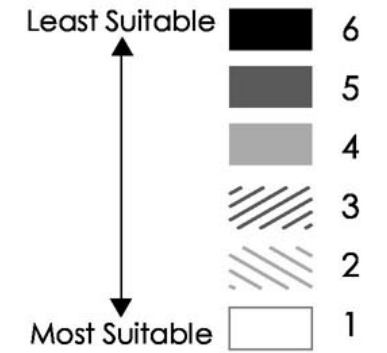
"Village" of Roxbury  
Neighborhood Plan

This map was adopted as a 2004 amendment to the 2002 Comprehensive Plan. The Town was unable to update this map as part of the 2012 plan update. Some of the information and ideas on this map may therefore be out of date. It was included as part of the 2012 plan to depict a general concept of the desired growth pattern in the "Village" area. In the event of conflict between this map and any other map or policy within this Comprehensive Plan, such other map or policy shall control.

Map 6a  
Source: State County Land Information Office,  
Dane County Regional Planning Commission,  
Wisconsin DNR, & The Madison Area Historical Society.

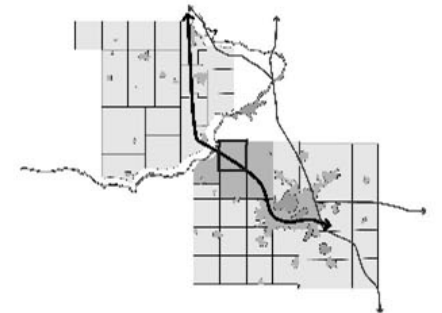


Soil Suitability for On-Site  
Waste Disposal Systems



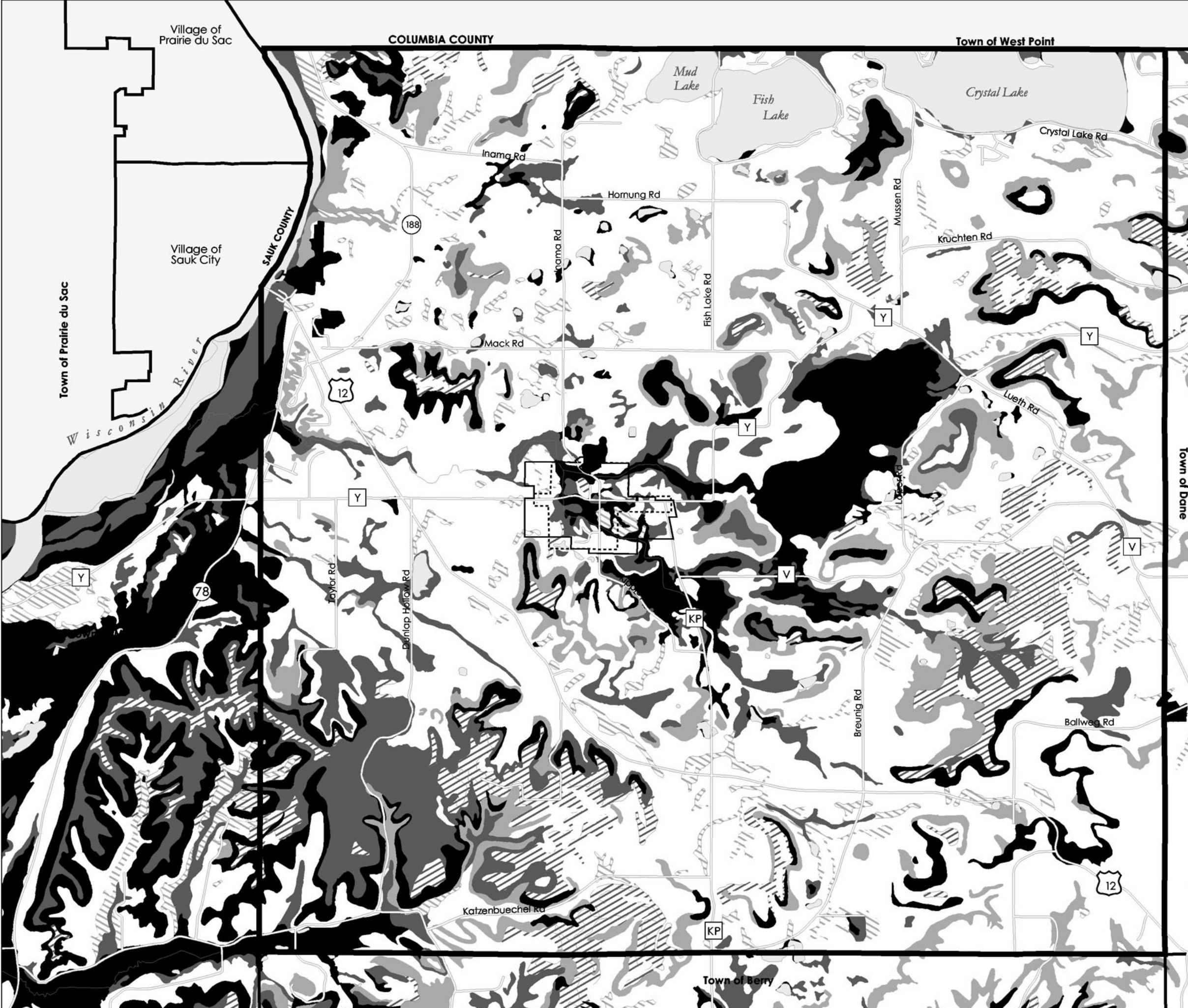
Note: This map is for general informational use only, and is not to be used to obtain detailed siting information.

Note: Classifications derived from the Dane County Land Conservation Department's Land Evaluation System. They are only to be used for general information, not for detailed siting decisions. Ratings of soil suitability do not indicate public policy of where new development may be appropriate. Refer to Map for this information. Classifications are based on average slope, depth to soil saturation, average depth to bedrock, and flooding potential. Soil series categorized as marsh, alluvial, water, gravel, or stony are also classified least suitable for any type of system development.



February, 2002  
Sources: Dane County Land Information Office,  
Dane County Regional Planning Commission, &  
Dane County Land Conservation Department.

Vandewalle & Associates  
Madison & Milwaukee, Wisconsin  
Planning - Creating - Rebuilding



## **ATTACHMENT A: TOWN OF ROXBURY LESA SYSTEM GUIDELINES**



## **Town of Roxbury: Land Evaluation and Site Assessment System April 2002**

### **Background:**

Early in the process of developing a new land use plan, the Town of Roxbury Board decided to consider a numeric rating system for rating sites based on their value as farmland. In January of 2001, a citizen Land Evaluation Advisory Group, composed of landowners and land users in the Town was appointed to help the Planning Committee with this process. The starting point for developing the rating system was a tool called LESA.

The Land Evaluation Site Assessment (LESA) system was developed by the USDA-Natural Resource Conservation Service in collaboration with land use planners from Arizona State University and Oregon State University. It is a numeric rating system for scoring sites to help in formulation policy or making land-use decisions on farmlands. The system is designed to take into account both soil quality and other factors affecting a site's importance for agriculture. Currently, there are over 200 LESA systems being used in 26 states.

LESA is an analytical tool, not a farmland protection program. Its role is to provide the Town with systematic and objective procedures to rate and rank sites for agricultural importance in order to help the Town Planning Commission and Town Board make decisions.

Soil quality factors are grouped under Land Evaluation (LE). The other factors are grouped under Site Assessment (SA). The SA factors that may be included are of three types: non-soil factors related to agricultural use of a site, factors related to development pressures, and other public values of a site.

The Land Evaluation (LE) component of the LESA system rates the soil-based qualities of a site for agricultural use. The factors used to determine the basic "example" agricultural Land Evaluation for Dane County townships were developed by the Natural Resources Conservation Services (NRCS) in cooperation with the Dane County Land Conservation Department. The Town of Roxbury's local Advisory Group for LESA reviewed the basic Land Evaluation factors and then revised and reformulated them based upon their knowledge of the Town.

Site Assessment (SA) factors that are part of the LESA system identify criteria other than soils that contribute to the quality of a site for agricultural use. The Site Assessment component can include social, economic, and geographic factors that affect land-use decision making. The SA criteria are used with the LE criteria to determine which sites, if converted, would be least disruptive to the agricultural economy, assuming some agricultural land is needed for development. The Site Assessment factors were selected by the Roxbury Town Board and Planning Commission, using recommendations from the Land Evaluation Advisory Committee. Those site assessment factors selected were limited to the most easily quantified and to factors related to agricultural use of the site.

### **The Land Evaluation Component:**

The Land Evaluation (LE) component of the LESA system rates the soil-based quality of a site for agricultural use. The three classifications used for the Land Evaluation are soil productivity ratings, land capability classes, and important farmland classes. These land classification systems are based upon interpretation of soil survey information. Tables 1 and 2 (attached) include the values for each soil mapping unit (SMU) for each of the following factors.

- *Soil Productivity Ratings* use the estimated yields for specified indicator crops, this factor is taken from the USDA-NRCS Wisconsin Technical Guide for Dane County. Roxbury’s Land Evaluation Advisory group recommended that the Town calculate this factor using the yields for both corn and alfalfa. They also recommended that land use productivity be used to determine 45% of the LE rating.
- *Land Capability Classification* identifies the relative degree of limitation for agricultural use inherent in the soils of a given area. The fewer the limitations, the more suitable the soil is for agriculture and the lower the costs of overcoming limitations. The Roxbury’s Land Evaluation Advisory committee chose to formulate this factor by using only “drained” conditions for all soils in the Town, including “poorly” and “very poorly” drained soils. They also recommended that land capability classification be used to determine 45% of the LE rating.
- *Important Farmland Classification* uses the national criteria for definition of prime farmland and unique farmland to provide a consistent basis for comparing state and local farmland with other areas of the country. Roxbury’s Land Evaluation Advisory Group also recommended that important farmland classification be used to determine 10% of the LE rating.

Town of Roxbury soils consist of 104 different soil mapping units. For the Land Evaluation portion of the LESA system, the Town Board, with the help of the Land Use Advisory Group and the Planning Commission, placed these soils in a number category from 1 to 8. Group 1 represents the best soils for crop production, and Group 8 the poorest. **The Land Evaluation Group calculated for each soil mapping unit (SMU) is listed in Tables 1 and 2 (attached).** Parcels containing higher percentages of Group 1 soils will rate higher on the overall LESA score while those containing higher percentages of group 8 soils will rate a lower overall LESA score.

### Land Evaluation Groups

(using *drained* conditions for poorly and very poorly drained soils; and calculations based on *corn and alfalfa* yields)

LE Group	Number of Acres	Final LE Calculation Ranges
Group 1	5070	93-100
Group 2	1255	85-92
Group 3	3464	74-84
Group 4	4385	59-73
Group 5	2789	54-58
Group 6	938	40-53
Group 7	310	21-39
Group 8	3002	0-20
Other Lands	1762	0
Total	22,975	

**Site Assessment:**

Site Assessment (SA) rates non-soil factors affecting a site’s relative importance for agricultural use. In order to assess the viability of continued farming on the land, the SA used by Roxbury considers the area and shape of the entire land area being considered for development, not just the area that will be separated off for development.

The first set of site assessment factors considered by the Roxbury Board and Planning Commission were those non-soil site characteristics impacting potential agricultural productivity. Four of these were selected for inclusion in Roxbury’s LESA system. They are as follows:

**Size of the site:**

A scale was devised to recognize the typical size for the type of commercial farming dominant in this area. Agricultural productivity can be high on small, intensively farmed operation, such as grape or berry farms. In evaluating the site the entire land area under contiguous single ownership at the time of the original application as defined in Chapter IV, Section C2 of the Town of Roxbury Comprehensive Plan will be considered when determining the size of the site. A weighting factor of 35% will be used when determining the total SA score. The scale developed for this evaluation is as follows:

- more than 75 acres 100
- 50 to 75 acres 80
- 30 to 50 acres 60
- 15 to 30 acres 40
- 5 to 15 acres 20
- less than 5 acres 0

**Compatibility with adjacent non-farm residences:**

Generally, adjacent non-farm residences are likely to be in conflict with surrounding agribusinesses. To provide ease of measurement all home sites adjacent to the site being evaluated that are zoned for residential use will be counted. A weighting factor of 35% will be used when determining the total SA score. The scale developed for this evaluation is as follows:

- 0 to 1 home sites 100
- 2 to 3 home sites 80
- 4 to 5 home sites 60
- 6 to 7 home sites 40
- 8 to 9 home sites 20
- 10 or more home sites 0

**Compatibility with non-farm residences located within a ½ mile:**

The character of surrounding uses also affects the ability of a farmer to change crops or conduct agricultural operations. For example, a rural residential development or village boundary within a one-quarter mile distance could impede a farmer from certain livestock operations, spraying activities, night operations, or moving equipment on highways. Conversely, it could increase problems of trespass or dogs harassing livestock. To provide ease of measurement all home sites zoned for residential use within a ½ mile radius of the center of the site being evaluated will be counted (note that this also includes the adjacent home sites). A weighting factor of 15% will be used when determining the total SA score. The scale developed for this evaluation is as follows:

- 0 to 4 home sites 100
- 5 to 9 home sites 80
- 10 to 14 home sites 60
- 15 to 19 home sites 40
- 20 to 24 home sites 20
- 25 or more home sites 0

**Shape of the site:**

Oddly shaped sites are inefficient to farm. To develop a scale for this factor the ratio of the perimeter of the site to its area is compared to the ratio of a 2:1 rectangle of the same area. For this evaluation the land area considered will be the remaining tillable portion of the land directly affected by the home site(s). Natural and manmade boundaries such as woodlands, waterways, wetlands and roads will be used to define this land area. Woodland and wetland areas will be determined using Dane County 1995 aerial photography records. A weighting factor of 15% will be used when determining the total SA score. The scale developed for this evaluation is as follows:

- Less than 1.30 100
- 1.30 to 1.49 80
- 1.50 to 1.79 60
- 1.80 to 2.09 40
- 2.10 to 2.39 20
- 2.40 or more 0

### **Decision Process using LE and SA scores:**

The LE score is the primary factor in determining farmland viability.

1. No homes, driveways, or other structural non-farm uses may be placed on agricultural land with soil mapping units that are in LE Groups 1, 2 or 3 according Roxbury's LESA system detailed in this document and its attached tables. This does not prohibit development elsewhere on the proposed site. Suitability for the whole proposed development site will be determined based on steps 2 through 4 listed below.
2. If the LE score is over 74 for the proposed development site, then on average the soils fall into Groups 1-3, and the development will *not be allowed* as proposed unless the site is within an area already designated for potential residential development in Roxbury's land use plan or if the site is entirely in a mature woodland as revealed on Dane County's aerial photography record from 1995. Note, the SA does not need to be calculated for this situation unless the exceptions are applied.
3. If the LE score is between 54 and 74 for the proposed development site, then on average the soils fall into Groups 4 and 5, and the development *is in a "gray area"*. The SA will be used to further evaluate the site's suitability for development.
4. If the LE score is below 54 for the proposed development site then, on average, the soils fall into Groups 6, 7 or 8, and the development will be supported provided all other policies in the Roxbury's land use plan are met.
5. If the SA score of a proposed development is over 80, with a LE score in the "gray area", then the Town will oppose the development unless the site is within an area already designated for potential residential development in Roxbury's land use plan or if the site is entirely in a mature woodland as revealed on Dane County's aerial photography record from 1995.
6. If the SA score of a proposed development is between 80 and 60, with a LE score in the "gray area", then the Town will consider any other factors that detract or add to the site's value to agriculture to assist in making a decision.
7. If the SA score of a proposed development is under 60, with a LE score in the "gray area", then the Town will support development provided all other policies in Roxbury's land use plan are met.

## Town of Roxbury Soils - Ranked by LE Rating

Land Evaluation using corn yeild, alfalfa yield, and a combination corn/alfalfa yield.

**DRAINED conditions for poorly and very poorly drained soils.**

LE factors		LE groups	
SMU	PRIME	corn/alf group	acres in twp
BbA	1	1	230.0
BbB	1	1	172.3
EgA	1	1	1.7
GsA	1	1	9.5
PnB	1	1	5.2
PoA	1	1	123.8
PoB	1	1	62.2
PrB	1	1	6.7
ScA	1	1	27.4
ScB	1	1	97.8
SmB	1	1	3082.4
TrB	1	1	752.6
VrB	1	1	33.1
VwA	1	1	465.2
ChB	1	2	46.9
DnB	1	2	242.7
DsB	1	2	34.8
GsB	1	2	29.6
HuA	1	2	8.9
HuB	1	2	150.0
KeB	1	2	174.8
MdB	1	2	258.8
NeB2	1	2	15.4
Or	1	2	21.2
RaA	1	2	252.9
RnB	1	2	18.5
BbC2	0	3	39.4
DkB	1	3	119.6
HaA	1	3	20.4
KcB	1	3	244.6
KdB	1	3	11.3
MdC2	0	3	886.9
PnC2	0	3	30.2
PrC	0	3	11.4
ScC2	0	3	20.4
SeB	1	3	20.1
ShA	1	3	16.6
SmC2	0	3	1927.7
SnC2	0	3	24.8
WxB	1	3	90.5
BoB	1	4	98.6
DnC2	0	4	820.2
DsC2	0	4	564.0
GaC2	0	4	2.0

## Town of Roxbury Soils - Ranked by LE Rating

Land Evaluation using corn yeild, alfalfa yield, and a combination corn/alfalfa yield.

**DRAINED conditions for poorly and very poorly drained soils.**

LE factors		LE groups	
SMU	PRIME	corn/alf group	acres in twp
KdC2	0	4	259.8
NeC2	0	4	44.5
Os	0	4	168.8
ScD2	0	4	29.7
SeC2	0	4	25.1
SmD2	0	4	654.2
SnD2	0	4	43.6
WrC2	0	4	5.3
WxC2	0	4	405.0
BoC2	0	5	135.1
Co	0	5	74.9
DkC	0	5	2.8
DoC2	0	5	82.0
DrD2	0	5	214.3
EhC2	0	5	21.1
Ev	0	5	77.4
GaD2	0	5	10.5
Ho	0	5	282.9
KdD2	0	5	1196.2
KrD2	0	5	15.1
MdD2	0	5	1089.5
MhC2	0	5	15.5
NeD2	0	5	1.9
Ot	0	5	3.7
SaA	0	5	101.8
Wt	0	5	1.7
WxD2	0	5	726.3
Ad	0	6	38.3
BoD2	0	6	42.0
BrA	0	6	13.0
DmA	0	6	0.1
DuC2	0	6	171.2
EhD2	0	6	8.7
Gn	0	6	68.8
HbD2	0	6	7.4
Mc	0	6	56.9
MhD2	0	6	8.8
Pa	0	6	146.7
PfB	0	6	60.2
SpB	0	6	77.9
SpC	0	6	68.2
Wa	0	6	169.9
Af	0	7	18.1
DuD2	0	7	210.9

## **ATTACHMENT B: RURAL DESIGN GUIDELINES**



# EXISTING CHARACTER

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## Rural Development Guidelines

Three landscape personalities, including the Hill Country, Driftless Valleys (southwest portion) and the Wisconsin River Corridor (northwest portion), characterize the Town of Roxbury.

The predominant upland area of the Town (Hill Country) includes scenic agricultural valleys, agricultural and wooded rolling terrain, and wooded ridges and ridge-top agriculture. This area also includes a large marsh and several lakes. The northwest corner of the Town borders the Wisconsin River and is characterized by steep wooded terrain and bluffs. The southwest portion of the Town (Driftless Valleys) contains long ridges and valleys of the driftless area.

Highway 12 traverses the Town through a scenic agricultural valley. County roads primarily follow valley and ridge patterns connecting Highway 12, lake and river-oriented development, and nearby communities. The Town has one small rural community (the "Village" of Roxbury), scattered farmsteads and single-family residences, and several rural subdivisions with between five and thirty-five homes.



# TOWN CHARACTER PRESERVATION PRINCIPLES

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## Rural Development Guidelines

Goals of the Rural Development Guidelines:

- Preserve the existing agricultural character of the Town's landscape
- Preserve valuable farmland and productive agricultural areas
- Preserve wildlife habitat
- Protect ground and surface water quality

Strategies to accomplish these goals:

- Careful siting of proposed development
- Sensitive treatment of the development site (landscaping, location of drive, etc.)

Examples of the specific strategies include:

- Optimize the shape and configuration of farmable parcels
- Minimize visual impact of development from roadsides
- Integrate development with existing landscape patterns (fields, fencerows, farmsteads, natural features)
- Use existing vegetation to screen new development
- Use new landscaping to screen and enhance development
- Minimize visual impact of development through sensitive home siting on hillsides and limiting placement of development on hilltops
- Retain wooded areas
- Minimize number of driveways, and regulate placement and grade
- Integrate development with existing topography and vegetation pattern
- Mimic typical farmstead features for "exposed" new development clusters
- Concentrate new development at edge of existing developed area
- Concentrate new development in compact configurations
- Avoid placement of buildings in groundwater infiltration and recharge areas
- Provide a mechanism to permit Transfer of Development Rights (TDR) from areas with high agricultural value to those with less agricultural value

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TOWN OF ROXBURY



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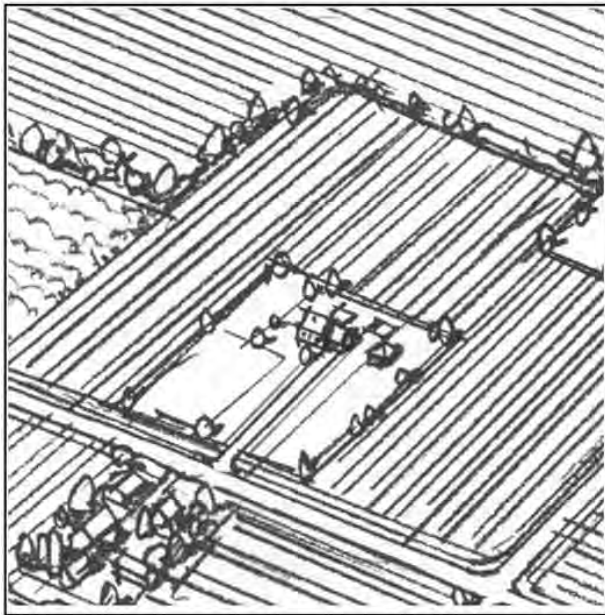
# SINGLE LOT RESIDENTIAL

## Rural Development Guidelines

The siting and treatment of a **single residential lot** in the Town's **agricultural lands** according to the policies included in this Comprehensive Plan will have an impact on valuable farmland and the existing visual character of the Town. Utilize the following strategies and case study below to guide proposed residential development. Case study assumes that existing fence row does not divide land ownership.

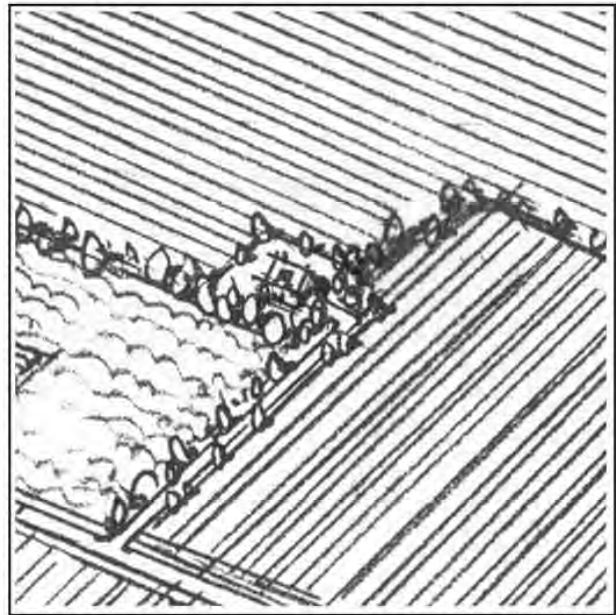
- Minimize loss of valuable farmland
- Optimize the shape and configuration of farmable parcels
- Minimize visual impact of development from roadsides
- Integrate development with existing landscape patterns (fields, fencerows, farmsteads, natural features)
- Use existing vegetation to screen new development

### Typical



- Large isolated lot
- Homes and outbuildings visible from roadside
- Fragmented farmland and wildlife habitat

### Preferred



- Cohesive farm fields
- Home and outbuildings set back from road
- Development located at edge of farmland
- Driveway located along fencerow
- Home screened with existing vegetation or new landscaping

# TOWN OF ROXBURY



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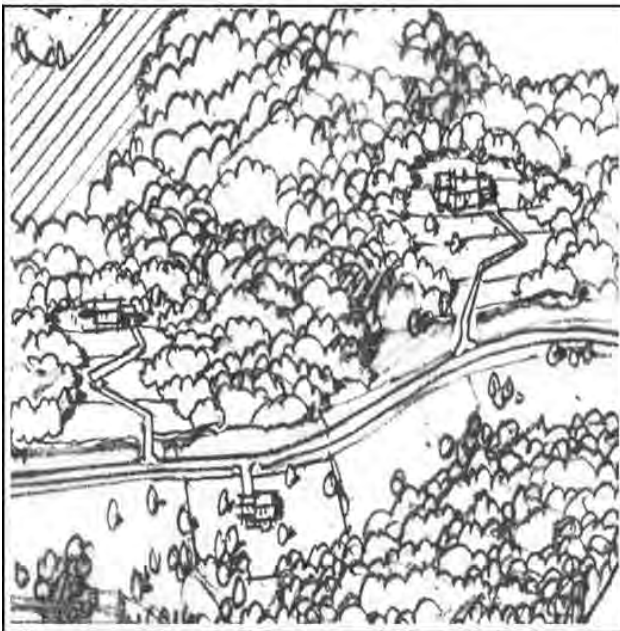
# HILLSIDE RESIDENTIAL

## Rural Development Guidelines

The siting and treatment of **residential lot(s)** on the Town's **hills and steep slopes** will have a substantial visual impact on the existing character of the Town. Utilize the policies included in this Comprehensive Plan pertaining to steep slopes, the following strategies, and the case study below to guide proposed residential development.

- Minimize visual impact of development through hillside siting below ridge
- Minimize visual impact of homes from adjacent roadside
- Retain wooded areas
- Minimize number of driveways
- Use existing vegetation to screen new development
- Integrate development with existing topography and vegetation pattern

### Typical



- Home built on hilltops
- Multiple driveways, each serving a separate home
- Vegetation removed from hillside

### Preferred



- Homes built on hillside, not on the hilltop
- Homes set back from road
- Development screened with existing vegetation or new landscaping
- Walls and roofs of structures to blend with hillside
- Driveway shared by residences; across from others
- Vegetation cleared only for drive, house and immediate yard
- Driveway configuration minimizes views of development and meets requirements of Town driveway ordinance

# TOWN OF ROXBURY



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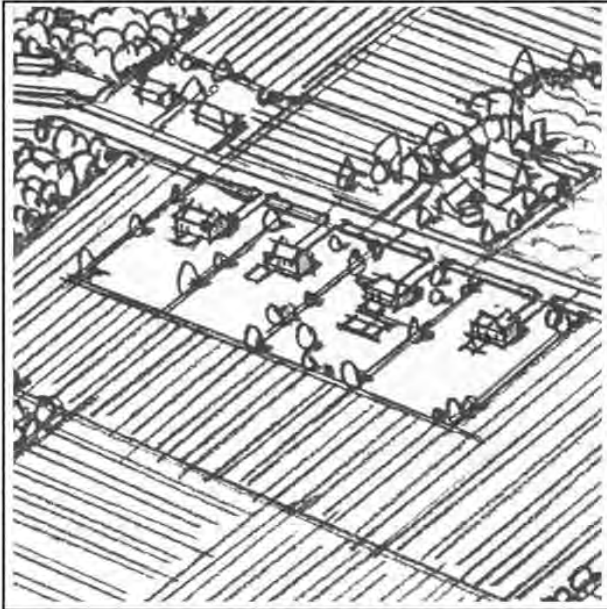
# MULTIPLE LOT RESIDENTIAL ("FARMSTEAD" OPTION)

## Rural Development Guidelines

The siting and treatment of **multiple residential lots** in the Town's **agricultural lands** according to the policies included in this Comprehensive Plan will have an impact on valuable farmland and the existing visual character of the Town. The following guidelines are **modeled after a typical farmstead building arrangement**. Utilize the following strategies and case study (typical siting pattern versus preferred siting pattern) below to guide proposed residential development.

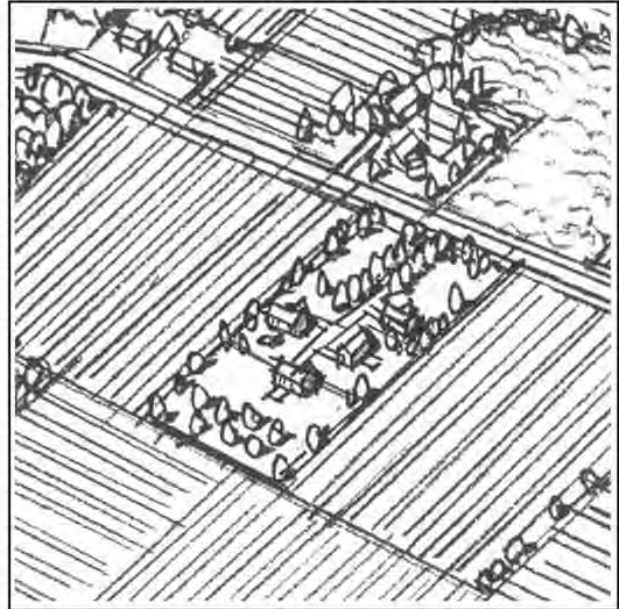
- Mimic typical farmstead pattern
  - Clustered buildings
  - Single drive or road
  - Fence rows and formal landscaping
- Minimize loss of valuable farmland
- Optimize shape and configuration of farmable parcels

### Typical



- Roadside lots with all homes visible from roadside
- Multiple driveways, each serving a separate house
- Long stretch of road interrupted by driveways

### Preferred



- Residences clustered in the form of a typical Roxbury farmstead
- Shared driveway or cul-du-sac road (Tree-lined)
- Development set back from road
- Residences screened with new "farmstead" vegetation
- Cohesive farm fields
- Fence rows define farmable parcels and developed area
- Reduced perimeter of developed area adjacent to farmland

# TOWN OF ROXBURY



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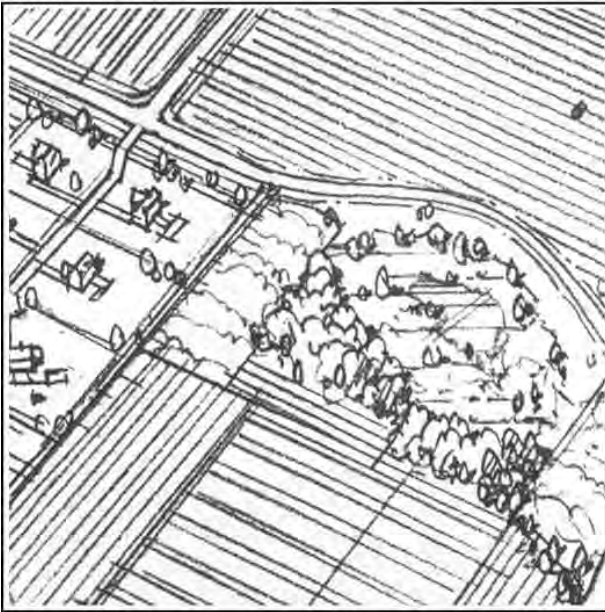
# MULTIPLE LOT RESIDENTIAL (NATURAL FEATURE)

## Rural Development Guidelines

The siting and treatment of **multiple residential lots** in the Town's **agricultural lands** according to the policies included in this Comprehensive Plan will have an impact on valuable farmland and the existing visual character of the Town. The following guidelines are based on the strategy of sensitive **integration with a natural feature** (woods, pond, etc.). Utilize the following strategies and case study below to guide proposed residential development.

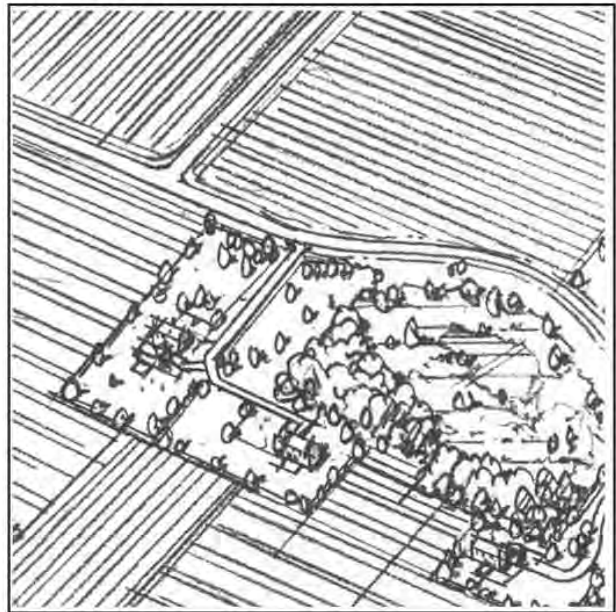
- Integrate development with existing landscape patterns (fields, fencerows, farmsteads, natural features)
- Use existing vegetation to screen new development
- Minimize loss of valuable farmland
- Optimize shape and configuration of farmable parcels
- Minimize visual impact of development from roadside

### Typical



- Roadside lots
- Multiple driveways, each serving a separate house
- Development visible from roadside
- Fragmented farmland and wildlife habitat

### Preferred



- Cohesive farm fields
- Homes set back from road
- Development located at edge of farmland and natural feature
- Shared driveway or road located along fencerow or natural feature
- Minimize the amount of developed land adjacent to farmland
- Residences screened with existing vegetation or new landscaping

TOWN OF ROXBURY



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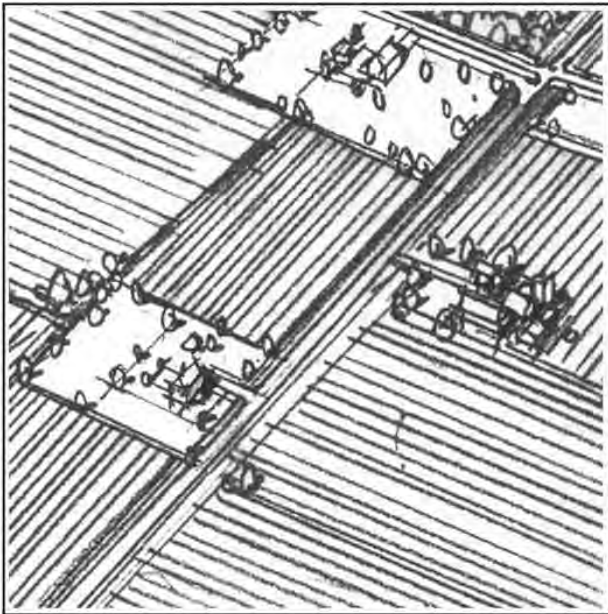
# "HOMESTEAD ADDITION" RESIDENTIAL

## Rural Development Guidelines

The siting and treatment of a **residential lot being added to an existing homestead** in the Town's **agricultural lands** will have an impact on valuable farmland and the existing visual character of the Town. Utilize the policies included in this Comprehensive Plan, the following strategies, and the case study below to guide proposed residential development.

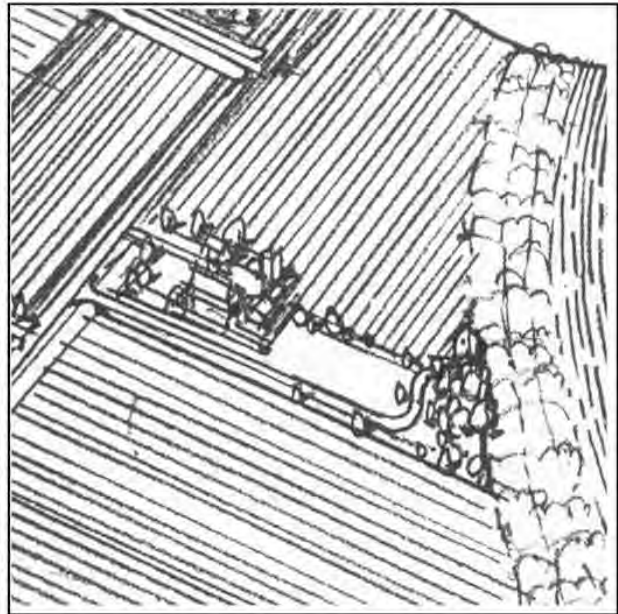
- Minimize loss of valuable farmland
- Optimize shape and configuration of farmable parcels
- Minimize visual impact of development from roadsides
- Integrate development with existing landscape patterns (fields, fencerows, farmsteads, natural features)
- Use existing vegetation to screen new development
- Identify sites on the homestead to site a new home

### Typical



- Large isolated lot
- Development visible from roadside
- Fragmented farmland and wildlife habitat

### Preferred



- Cohesive farm fields
- Homes set back from road
- Development located at edge of farmland
- Driveway located along fencerow
- Homes screened with existing farm buildings, vegetation or new landscaping
- Attempt to minimize driveways

TOWN OF ROXBURY



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*Dane County USH 12*

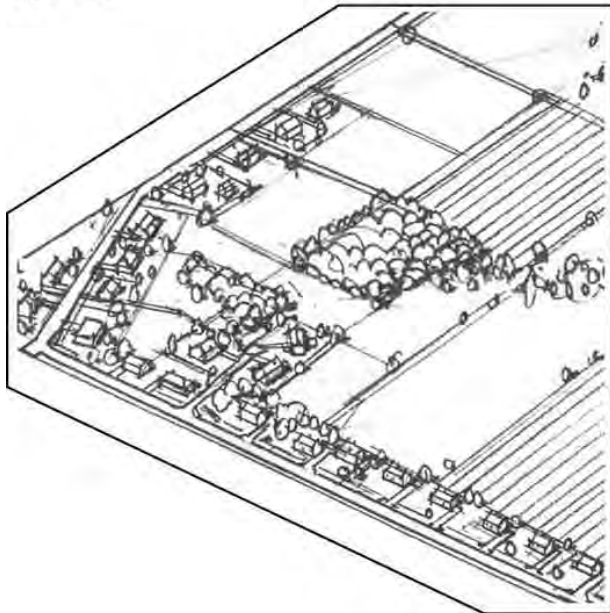
# RURAL COMMUNITY EDGE RESIDENTIAL

## Rural Development Guidelines

The siting and treatment of **multiple residential lots on the edge of the "Village" of Roxbury** will have an impact on valuable farmland and the existing visual character of the Town. Utilize the policies included in this Comprehensive Plan, the following strategies, and the case study below to guide proposed development.

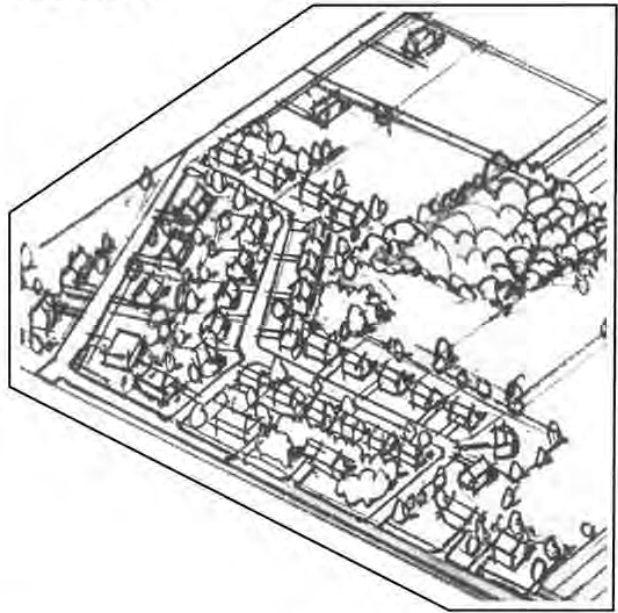
- Concentrate new development in existing developed area
- Avoid endless strips of houses on sides of roads
- Make wise use of deep parcels
- Emphasize connectivity of road system for future

**Typical**



- Larger scattered lots arranged on individual cul-de-sacs
- Strips of houses on sides of roads
- Fragmented development edge
- Dispersed lot arrangement

**Preferred**



- Compact network of streets or local roads
- Compact lot arrangement
- Well-defined development edge
- Cohesive farm fields remain
- Accessible open spaces and public areas

**TOWN OF ROXBURY**



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