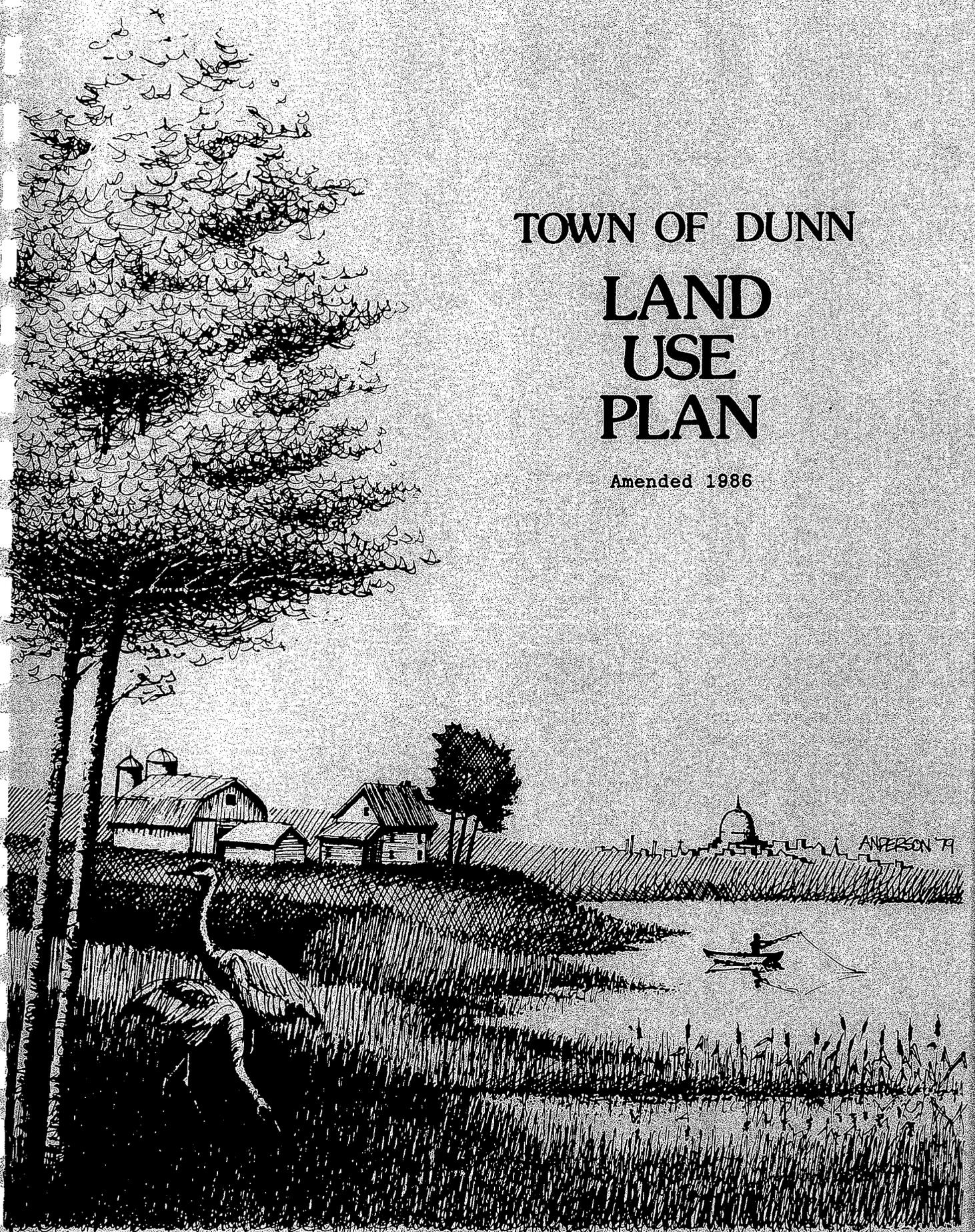


Official Copy

**TOWN OF DUNN
LAND
USE
PLAN**

Amended 1986



AMENDMENT TO THE LAND USE PLAN
OF THE TOWN OF DUNN

Approved by the Plan Commission on February 9, 1987.
Approved by the Dunn Town Board on February 17, 1987.

On page 25 - delete the 6th goal for Growth and Development and insert the following revision:

"Minimize population density by prohibiting new zoning for duplexes or multi-family residential dwellings, without respect to whether the form of ownership is condominium or otherwise. This provision shall be construed and applied so as: 1) not to alter the rights of location of community living arrangements; and 2) not to discriminate against low-income housing. This provision will not apply in such areas as may become officially designated as full range urban service areas. Rezoning to R-3A for duplexes may be permitted in areas otherwise suitable for residential use on the condition that the density of dwelling units per acre does not exceed the maximum permissible density that the Town would approve for new R-1 zoning."

TOWN OF DUNN LAND USE PLAN

Amended 1986

June 1986

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Prepared by the
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I. INTRODUCTION

PREFACE

The basis for the following land use plan lies in the belief that the people of the Town of Dunn have the ability and the right to guide their own destiny. Our Town is rich in its history, its natural resources, and its agricultural resources. These assets contribute generously to a way of life that has made the Town of Dunn a special place to live. It is essential that the wise use of these resources be planned so that they are preserved for the present and future generations.

PURPOSE OF THE PLAN

The purpose of this Town of Dunn Land Use Plan is twofold. First, it is a document which provides a bench mark for future revision and change as further information is gained. Second, it provides a basis for making decisions for approximately the next 15 years, to the year 2000. The plan sets a course to follow and provides guidelines to assist local officials in maintaining that course.

ELEMENTS OF THE PLAN

Community Resource Information: The first step of a planning process is to gain a thorough knowledge of where and what our Town presently is. The community resource information catalogues, in a complete and thorough fashion, the past and present of our Town.

Goals and policies: Following extensive public contributions, a series of goals have been set which will preserve the valuable characteristics of our Town. In addition, a set of policies is presented which, if followed, should assist in reaching the stated goals.

Master Land Use Plan: The Master Land Use Plan represents the summary of the goals and policies and expresses the direction the Town of Dunn will take in the next 15 years.

Implementation: Plan implementation is equally as important as the plan itself. A program of complementary subdivision, zoning, and other ordinances will dovetail with and be supportive of the plan.

Appendices and Bibliography: Several graphs and charts are presented which have provided the basis for decisions. In addition, various references used in the planning process are listed as a bibliography.

The Map: Inserted into a pocket in the back cover is a map which visually represents the plan which will govern land use decisions from now through the year 2000.

THE PLANNING PROCESS

In response to intense development pressures and clear public mandate, the Dunn Town Board created a Plan Commission in May of 1977, and directed it to prepare a land use plan consistent with the values of the people of the Town of Dunn. Upon the recommendation of the Plan Commission, the Town Board adopted a moratorium on the division and subdivision of land which would allow for stability while the planning process took place. That moratorium expired June 14, 1979.

The Plan Commission arranged a cooperative planning program with the University of Wisconsin Environmental Awareness Center and the Dane County Regional Planning Commission. Much of the technical expertise in preparing maps and drafts was generously provided by these groups. In addition, a Dunn Agricultural Committee and a Dunn Open Spaces Committee were formed to assist and provide direction to the Plan Commission. The following Plan reflects the dedicated work of these groups.

Beginning in May of 1977, the Plan Commission met on a weekly basis in open, public meetings to listen to public input and discuss the plan contents. In the summer of 1978, a series of three special public information meetings were held to present to the people of the Town the work of the Commission and to ask for further direction. In general, the response at those meetings indicated that there was broad public support for the direction the Commission was taking in defining the Plan.

The months during the autumn of 1978 were spent drafting and refining the goals and policies portion of the plan. It was imperative that these be clearly stated since they provide the framework for future decisions. A draft of the Land Use Plan as an entire document was then drafted and revised several times as more information and public input was gained.

At this point, during the winter of 1978-79, another series of special public information meetings were held and the particulars of the Land Use Plan were presented verbally, visually, and in written form. Again, the direction the Commission was taking was given broad public support.

Finally, the Commission worked on preparing the final draft of the Plan for public review. After receiving comments, a final Plan was adopted by the Commission. This plan was later amended to deal specifically with multi-family dwellings and commercial zoning in 1984 and 1985. (See Goals and Policies in Chapter III and Amendments in Chapter V.)

PLAN SUMMARY

A summary of the Land Use Plan is printed on the Land Use Map. The Plan basically deals with three areas which are intertwined but dealt with separately for the purposes of this document:

first, agricultural lands; second, open space areas; third, future population growth; and fourth, business, commercial and recreational.

The Plan provides for preservation of agricultural lands and open spaces and allows for a stable, steady population growth.

The single most important point to keep in mind in the discussion of population growth is that the Town of Dunn has been seriously overplatted. That is, at present approximately 400 vacant lots existed in our Town in 1979.

It is the intent of this plan that these lots be built upon before any future large scale land divisions are approved. At a normal growth rate, this would keep the Town of Dunn at a greater rate of population growth than Dane County up to about the year 2000.

In addition to filling vacant lots, two further areas of growth would be allowed:

The first would be within sewerred platted areas where large lots exist and are surrounded by smaller lots. A land division would be allowed if it were compatible with the surrounding neighborhood. The minimum lot size in a sewerred area is 20,000 square feet, about 1/2 acre.

The second area for growth would be in agricultural areas where the splitting of one lot per 35 acres owned would be allowed; this limitation runs with the land and is irrespective of ownership; and the minimum lot size is 1 acre in these areas. The purpose of this is to allow some flexibility for farmers or large land owners. Allowing the splitting of some land may, in fact, foster the maintenance of the agricultural character of the remainder.

Following these growth policies should assist in preserving our valuable agricultural land and open spaces, in enhancing the water quality of our lakes, and enriching the way of life for the people of our Town.

CHANGING THE PLAN

A land use plan should be a growing, changing, living document. As more information is gathered, and as public values change, a plan should change to reflect current feelings. As a means of assuring this, a formal yearly period for review is included as part of the plan. Each year from January 1 through January 31, a formal notice will be prominently posted at the Town Hall and two other public places in the Town. Petitions to amend the plan should be submitted to the Plan Commission on or before January 31. These petitions will be placed before the Plan Commission. The Plan Commission will consider all submitted petitions by the end of February. The Plan Commission on its own motion may

consider revisions to the plan at any time. This plan has been changed on two occasions. Once it was changed to amend urban service areas and environmental corridors and once to formally amend the Land Use Plan regarding commercial and recreational zoning. (See Goals and Policies in Chapter III and Amendments in Chapter V.)

The plan is a living document and will be updated as needed to reflect changes in the community's needs and goals.

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II. COMMUNITY RESOURCE INFORMATION

An extensive program analyzing the community resources of the Town was completed in 1977 by the Land Use Planning Assistance Team of the Environmental Awareness Center of the University of Wisconsin, under the direction of Tom Lamm, UW Extension Specialist.

A series of fact sheets accompanied 12 different maps that described the following:

1. History of the Town
2. Agricultural Activities for 1977
3. Soil Capability for Agriculture
4. Parcel Size and Ownership
5. Topography and Drainage
6. Environmental Resource Areas
7. Open Space Information
8. Public and Nonprofit Lands and Facilities
9. Soil Limitation for Septic Systems
10. Extraterritorial Plan Review and Urban Service Area Boundaries
11. District Boundaries
12. Population and Development Trends

All of these maps may be reviewed in the Town Hall and several more important maps are reproduced in this plan report. All the fact sheets are included in this report for easy reference. This material was invaluable and was used extensively in the preparation of the Town Plan.

In 1985 a review of commercial and recreational zoning in and around the Town of Dunn was also undertaken. Information from this endeavor was used to clarify policies related to these zoning categories.

HISTORY OF THE TOWN OF DUNN

The earliest known residents of the Town of Dunn were groups of woodland Indians of the effigy mound culture. They lived near the lakes and waterways and their burial grounds are still in evidence in the town. These Indians buried their dead in low mounds constructed of soil, often in the shapes of animals and birds.

Later Indian groups inhabiting the areas included the Winnebagos. Indian Agent John H. Kinzie, in 1829, mentioned the existence of a Winnebago village on Lake Waubesa containing four lodges and 76 inhabitants. Its Chief was Spotted Arm. In 1832, Kinzie listed a Winnebago village on the east shore of Lake Waubesa containing 94 inhabitants.

Chief Blackhawk, while being pursued by U.S. government troops, is reputed to have crossed the Town of Dunn in his flight, and a skirmish is said to have occurred between Blackhawk and the

pursuing troops not far from the junction of Schneider and Greene Roads. As late as the year 1875, groups of Winnebago on their way from the Rock River region camped on the shore of Lake Kegonsa.

Many settlers came to the Town in the 1840's attracted by the fertile land, abundant hardwood timber, and ample supply of water. Land at that time was selling for \$1 an acre. The Town of Dunn was a beautiful, wild land with large expanses of bur-oak openings interspersed with marshes, lakes, and woodlands. Two especially large lakes, Waubesa and Kegonsa, border the Town on the north and east, and several smaller lakes were found within it's borders. Fish, ducks and geese were found in abundance.

The western part of Dunn was settled mostly by Yankees and settlers from Ireland and Scotland, while the eastern part had many Norwegian immigrants, perhaps because of the thriving Norwegian community of Stoughton, just southeast of the Town.

The early settlers were an industrious group and soon the Town of Dunn was a prime agricultural area, first producing wheat, then corn, hay, tobacco, cattle, hogs, and sheep. Even today a drive along almost any town road reveals hundreds of acres of excellent crops being produced on well-cared-for soil. The lakes, springs, wetlands, waterways, woodlands, and agricultural land contribute much to the beauty of the area.

In the early 1900's, the rich farmland bordering Lakes Waubesa and Kegonsa was platted for residential use. Within a short time, the shorelines of both lakes were dotted with summer cottages. Most of these cottages were converted into permanent year-round homes, thus starting the trend that has resulted in dense tiers of homes encircling the lakes. Rural subdivisions began to appear in the 1960's. For example, Waubesa Heights was platted in 1964. A mobile home park and single homes scattered around the Town comprise the other non-farm residential areas.

The estimated population of the Town of Dunn at the present time is 5,117 (a low estimation) as compared with the 1980 census tabulation of 4,966.

The Town is fortunate to have many features and areas of historical significance still extant. Many of these are recorded in the Town of Dunn Bicentennial Tour Guidebook and other sources listed in the bibliography. The Guidebook contains background information on the settlement of the town and the location of specific sites in the Town. Among the unique and irreplaceable sites would be the Indian trails and burial mounds, the stage-coach route, original prairies, marshes and springs, farmsteads, houses, roads, cemetery, and others.

A search of the State Historical Society's map holdings turned up the original surveyor's maps (1832-34) of the area including what is now the Town of Dunn. These maps indicated the areas that

were prairie and marsh at that time, and indicated Indian trails. A modern-day composite of these early maps has been made.

W.G. McLachlan, a medical doctor who practiced in Dunn and the surrounding area in the early 1900's, was an amateur archeologist who did studies of the pre-historic Indian earthworks that were then quite common in the area. Two of his studies were published in the Wisconsin Archeologist in 1914 and 1925. The articles indicate the location and other pertinent facts relating to Indian mounds, villages and trails located within his study area. From McLachlan's work, working maps were made for present-day study.

The Town of Dunn Bicentennial Tour Guidebook and the Town of Dunn Bicycle Tour Guide continue to be available and are a valuable guide for Dunn residents desiring to see the Town in its entirety and to see for themselves the old homes, natural areas, and Indian sites.

AGRICULTURAL ACTIVITIES

The Town of Dunn has historically been a good area for agriculture. Most of the land was originally prairie or thinly timbered and hence was in great demand because of the ease of converting to agricultural production. Most of the soils are very suitable for crop production and result in good yields without overly intensive management. Nearness to an urban market (Madison) for the farm commodities produced has contributed to the vitality of the farming activities, which are quite diversified: beef, dairy, hogs, corn, tobacco, oats, alfalfa, soybeans, and canning crops, among others.

Agriculture, like other aspects of the Town of Dunn, has changed over the years. The average age of active farmers has steadily risen as the sons and daughters have left for other areas and occupations. Crops and livestock raised have changed as the economics of producing one crop or animal versus another have changed. Farms are sold for reasons such as retirement, inability to make a profit given the increasingly tight cost-price squeeze, and high prices offered by non-farming interest.

With fewer farmers and farms, the active farms have become larger and often include as part of their operation land rented from other farms. However, both numbers of farms and total acreage in farms has decreased reflecting land bought for other purposes. Selected data on the Town of Dunn reflect some of these changes.

Our 1977 study showed the major cash crops in the Town of Dunn appeared to be corn and tobacco. Corn acreage was dispersed throughout the Town, but tobacco seemed to be concentrated in the eastern and southern parts. It is interesting to note that these are also the areas where many families of Norwegian descent live. In Wisconsin, most tobacco is raised by people of Norwegian ancestry. Our 1977 study also showed 10 farms involved in

dairying as a major source of income, 15 farms with cattle (beef and dairy heifers) and nine farms with hogs. The agricultural activities map (following page 12) for the Town of Dunn indicates the general character of farming in the Town in 1977. Areas in woodland are shown as being within the irregular lines indicated in the map legend. Similarly, wetlands are within the smooth lines as indicated by the legend. Farmsteads actively involved as centers of agricultural operations (the farmer-owner or farmer-operator lives on the farmstead and uses the buildings as an integral part of his/her farming activities) are considered active farmsteads and are indicated on the map as cross-hatched circles with an "A" within each. The major crops and livestock raised on each farm (the major sources of income to the farmer) are listed for each farm. Not every farm will have the same crops and livestock every year, due to crop rotation and varying economic considerations. However, the crops and livestock indicated were identified as the major agricultural enterprises in 1977.

The agricultural activities map should be useful for examining the status of farming in the Town. The major crops and livestock types can be identified and related to their location within the Town. Areas of more exclusive agricultural use of the land, evidenced by the presence of active farmsteads, can be identified and separated from those areas not in exclusive agricultural use, as evidenced by the lack of active farmsteads.

Perhaps the most valuable use of this map is when it is compared with the other maps of the series. Compared with the Soil Capability for Agriculture map, crops and livestock can be related to the underlying capabilities of soil upon which they are raised. Compared with the Parcel Size and Ownership map, the presence or absence of active farming operations may be related to the size and location of land holdings. In the future, the Agricultural Activities Map may be referred to for the purpose of noting changes in agriculture over a period of time and how these changes were affected by other actions, such as consolidated or fragmented land holdings, rural housing, relative prices for agricultural products, environmental constraints, drainage of wetlands and cutting of forest, etc.

The first step in the preparation of this map was to identify all farmsteads. Aerial photographic coverage of the Town of Dunn was obtained from the State Agricultural Stabilization and Conservation Service (ASCS) office. These photographs, taken in 1976, are at a scale of 1:40,000 and consequently needed to be enlarged. This was accomplished on the Saltzman projector in the U.W. Cartography Laboratory. Enlarged to the proper scale, farmsteads could be identified and transferred to a base map.

Several meetings were held with the Town Agricultural Committee. They identified the major crop and livestock enterprises and told us whether or not each farmstead would be considered active according to our criteria. Milo Schneider, a member of the

Agriculture Committee, also met with us several times in his home, and his additional assistance was invaluable. This information was checked for accuracy and completeness, and transferred to the final map.

Although a complete new inventory was not completed, there probably have been significant changes in agricultural activities in the Town. Declining farmland values, high interest rates, high international value of the U.S. dollar, increased foreign products, easy credit, and changes in the government's dairy program have all added to the complexity of the agricultural picture throughout the State, including the Town of Dunn.

SOIL CAPABILITY FOR AGRICULTURE

The soils in the Town of Dunn have been mapped according to their agricultural capability as defined by the U.S. Soil Conservation Service, USDA. Two categories are identified: 1) Prime farmland is land with the soil quality, growing season and moisture supply needed to produce sustained high yields of crops economically when managed and worked according to modern farming methods. 2) Farmland of statewide importance is land which is not identified as prime farmland on a nationwide basis but which is important in Wisconsin for the production of various food, feed, fiber and forage crops.

The map reveals that the majority of the land in the Town of Dunn is classified as Prime farmland, and only a small portion is neither prime nor statewide importance land. The wetlands associated with the lakes, streams and rivers are the major areas that have limitations for agriculture.

The nature of the soils in the Town of Dunn are of prime importance when planning for the future. One of the most important soils features to consider is capability for agriculture. Good, productive farmland is a limited resource that cannot be reclaimed once it is built upon or paved over. Therefore, Town residents should be aware of where good farmland exists before development decisions are made.

The Town of Dunn contains a high percentage of productive farmland. Because the Town is located near the end point, or terminal moraine, of the last glacier that passed over Wisconsin, the soils patterns in the Town are very irregular. Thus, each area of the Town contains a mix of soils types and capabilities.

The soils have been mapped according to the capability group into which they fit. Capability group classification is an interpretative grouping of soils made by the Soil Conservation Service primarily for the agricultural purposes. The soils are grouped according to their potentialities and limitations for the sustained production of the common cultivated crops and permanent vegetation. The risk of soil damage or limitations becomes

progressively greater from Class I to Class VIII.

The less suitable soils are of less importance to agriculture in their present state. They have limitations such as being susceptible to excessive erosion, excessive wetness, excessive prolonged drought, or are shallow or unusually low in fertility. Although some of these limitations can be removed or lessened by proper management techniques, the cost of such techniques often renders the soils less profitable for agriculture than the more suitable soils. If non-agricultural use of land is appropriate, it is preferable that it be on these low capability soils.

PARCEL SIZE AND OWNERSHIP

In 1977 the parcel size and ownership of agricultural land gave a good indication of the strength and vitality of the family farm in the Town of Dunn. Parcels of agricultural land were divided into the following five categories:

<u>Category</u>	<u>Percent in Town of Dunn</u>
1. Land owned and worked by resident owner	33.1
2. Land owned and worked by non-resident farm operator	4.4
3. Land owned by Town resident, but leased to farm operator, seed corn company, or canning company	38.0
4. Land owned by non-resident of Town	22.1
5. Public land or owned by non-profit group	2.4

As shown in the table, only a third of the agricultural land in the Town was owned and worked by the resident owner. These lands contained the working farm units that remain in the Town. These lands could be considered the least likely to be developed for non-farm uses in the near future. The second category, land owned and worked by non-resident farm operators, was also considered fairly stable agriculturally, because the landowner was also the same person that worked the land.

Category three includes all the land that was rented out by resident landowners. There is more land in this category than in any other and indicates a stronger potential for development than the first two categories. Much of this rented out land was owned by retired or widowed farm family members. Other land in this category has been purchased by non-farmers who live on the land, but have no intention of farming it.

Category four, land owned by non-residents of the Town, contains land that was likely to be developed because the owners of the land own it almost entirely for speculative purposes. A large concentration of this land is found in the center of the Town south of Lake Waubesa and Mud Lake.

The last category includes only a small percentage of land in the Town and consists of 40 acres owned by the town and 240 acres owned by the University of Wisconsin.

In conclusion, these ownership patterns indicated that agriculture was declining in vitality in recent years. Almost two-thirds of the agricultural land was rented out. The availability of rental land allowed the family farmer to expand his operation without making a large capital investment in additional land. However, as the number of working farm units in the Town declined, the pressure mounted to sell rental land for development.

TOPOGRAPHY AND DRAINAGE

The Town of Dunn has relatively few extremes in elevation. Dunn was at the terminal end of the last Pleistocene glaciation and the land and water forms reflect this fact. The hills are rounded, and few, if any, jutting rock ledges are present. A number of gravel pits exist, reflecting the debris in the form of small stones left behind by the glacial ice as it receded to the North. The lack of well-defined dendritic (tree-like) drainage patterns and the extensive lowland areas of wet soils and water also indicate the presence of relatively recent glaciation.

The Topography and Drainage map of the Town of Dunn on file at the Town Hall contains several groups of information. Contour lines (lines which indicate equal elevation at all points along any specific line) are shown for every 10 feet of difference in elevation and the numbers on the lines indicate feet above sea level. In effect, the contour lines indicate the third dimension of the land elevation on the flat two-dimensional paper.

The boundaries of the minor drainage basin divide is indicated by a heavy line. All surface water within a drainage basin remains within these boundaries until it finds an outlet and drains into a larger drainage basin system. The boundaries of the drainage basin generally indicate a ridge of land of higher elevation than the interior of the basin.

Much useful information can be gathered from the topography and drainage map. High and low points are easily determined. "V" shapes point up a valley and upstream. Closed lines encircled by more closed lines indicate a hill or depression. Certain glacial forms, such as drumlins and eskers, are readily identifiable by their shape as defined by their contour lines. Drainage patterns can be determined by noting where the streams and rivers are

located and where higher and lower elevations exist within an area. Low areas which might be subject to flooding and excessive wetness can be easily delineated by following certain contour lines of low elevation. The flatness or steepness of an area may be determined by examining the distance between contour lines. The closer the lines are to one another, the steeper the slope at that point. This has great relevance to location of building sites and to soil erosion potential.

Surface water pollution or water pollution abatement techniques on one side of a drainage basin boundary will have no effect on the surface water on the other side of the boundary, except when they both flow into a larger drainage basin. Knowing where the drainage basin boundaries are located, therefore, can facilitate water quality standards planning.

Topography maps are useful in determining whether new sewered development will need expensive lift pumps and force mains or can be served by gravity flow sewers.

Streams and rivers show from where flooding originates and are useful in planning for flood abatement and water pollution control measures.

In preparing this map, we obtained a topographic map at a scale of 1" = 1,000' from the Dane County Regional Planning Commission. As this map was at the same scale as the final map, no enlarging or reducing was necessary. The map was redrawn for greater clarity to give us a final map.

Drainage basin boundary information was also obtained from the Dane County Regional Planning Commission, at a scale of 1" = 2,000'. This map was enlarged to appropriate scale and the boundaries transferred to the final topographic map.

Stream and river information was obtained from surveyor's map available at the Dane County Surveyor's office. This map was at the current final map scale (1" = 1,000") so the information was transferred directly to the final map.

ENVIRONMENTAL RESOURCE AREAS

The Town of Dunn is fortunate to have been included in an intensive wetlands study published in 1974, Wetlands of Dane County, Wisconsin. In this study, the various wetlands areas were named and mapped by a team of professionals, and recommendations were given for their retention. The Town of Dunn includes parts or all of the following named areas: Island Lake, Hook Lake, Lower Mud Lake, Grass Lake, South Waubesa Wetlands, and Door Creek. In this study, all the wetlands in Dane County were put into priority groups, I-V, based upon ecological uniqueness or rareness, value as watershed protection, recreational and educational value, largeness of size, scenic value, lack of disturbance, etc. Those with the lower numerals

were judged to be the most valuable wetlands in Dane County and should receive first priority in preservation planning. The following are the priorities for the major wetlands in the Town of Dunn.

South Waubesa Marsh - I
Lower Mud Lake Marshes - I
Hook Lake - I
Grass Lake - I
Door Creek Marsh - II
Island Lake - II

As one can see, Dunn's wetlands were judged to be of great value within Dane County. A short description of each major wetland mentioned here follows.

South Waubesa Marsh: Large complex of wetland types. The marsh is valuable for its diversity of plant communities, for research and educational use, and as a wildlife area. It is an important discharge area.

Lower Mud Lake Marshes: Deep marsh, shallow marsh, sedge meadow, and shrub carr. The open water is outstanding for waterfowl migration use, especially in spring when other areas are still frozen. Yellow headed blackbirds. This is an important discharge area.

Hook Lake: The only large high quality tamarack bog in Dane County. Its uncommon bog plants, clean, soft water, and scenic beauty make it outstanding.

Grass Lake: Presumably one of the very few good deep marshes in the County. Nesting ducks and gallinule were noted. It appears to be similar to Dunn's Marsh.

Door Creek Marsh: Large expanse of shallow marsh, sedge meadow, and some shrub carr. A large north-south channel crosses the center of the Marsh, carrying silt and nutrients from Upper Door Creek into Lake Kegonsa. The Marsh is important because of its size and potential watershed protection value, if rehabilitated.

Island Lake: Good sized deep marsh, shallow marsh, and sedge meadow, good waterfowl use. The water quality appears to be good. Sponges and pickerel weed were found. The edges are grazed.

The Town of Dunn Open Space Committee and the U.W. Environmental Awareness Center have collected detailed information for each environmental area in the Town. This study is available in a separate report, Town of Dunn Open Space Preservation Handbook.

PUBLIC AND NONPROFIT LANDS AND FACILITIES

Transportation

The Dane County road and highway network is distinctive in Wisconsin because of its relatively large size and its numerous, improved local roads. The county's dairy based agriculture has traditionally required fast and dependable milk hauling, accounting particularly for the high quality of local transportation.

Ease of transportation to surrounding communities has contributed to development pressure in the Town. The City of Fitchburg is one of the most accessible rural areas from the City of Madison. When Fitchburg imposed stricter controls, development pressure shifted to the Town of Dunn. Every time transportation improvements are made between the Town and the City of Madison, pressure for development in the Town increases.

The Town currently has about 80 miles of roads and highways, including 6.4 miles of state highways, 9.7 miles of county highways, and 63.7 miles of Town roads. All Town roads built in new subdivisions must be paid for by developers. However, the roads must be maintained and eventually resurfaced at Town expense. A major portion of the Town budget is spent on road maintenance, repair and resurfacing. Revenues have not kept pace with the increasing costs of road materials and additional road mileage.

In fiscal year 1985, the town paid \$91,058 for road maintenance and resurfacing--about \$1,452 per mile. The Town received \$38,522 in state road aid, an average of \$612 per mile. Therefore, the net road costs per mile to the Town was about \$840. There are 63.7 miles of Town roads.

Public Utilities

A number of public utility facilities traverse the Town, including two high voltage transmission lines, two gas lines, a long distance telephone trunk cable, a fiber optical cable, the Madison Metropolitan Sewerage District effluent pipe and ditch, and sewer mains which serve the development around Lake Waubesa. These facilities primarily serve the surrounding communities of Madison, McFarland, Stoughton and Oregon.

It is important for Town residents to be aware of and involved in future plans for these facilities. Nobody likes to have these facilities cross their land. However, if they are absolutely necessary, they should be designed with sensitivity to local conditions. A poorly planned power line, for example, can hamper agricultural operations and destroy wildlife habitat. The proliferation of linear utility corridors in Dane County is producing a cumulative effect, resulting in increasing

impediments to the efficient operation of the farm. As many as seven linear corridor easements on individual farms have been reported. This situation comes at a time when farmers are hard pressed by other factors to maintain the family farm as an economically viable unit.

During the inventory of public facilities, it was discovered that the Madison Gas and Electric Co. plans to link the 138 kv power line that runs across the center of the Town with a substation north of the Town. The projected installation date of this facility is 1989. It is speculated that this line will pass through sections 18, 7 and 6 of the Town.

Public and Nonprofit Lands

A number of public agencies and nonprofit groups own land in the Town, including the Department of Natural Resources, Dane County, the Town of Dunn, the Nature Conservancy of Wisconsin, the Madison Retriever Club, the Oregon Sportsmen's Club, and the University of Wisconsin.

Most of this land is relatively free from the threat of development. Much of the South Waubesa wetlands are owned by either the DNR or Nature Conservancy. Very little of the wetlands south of Mud Lake or along Door Creek are in public ownership. It is doubtful whether much development could occur in these wetland areas. However, unwise development along their perimeters would seriously reduce their quality.

A 1985 survey of existing public and recreational lands in and around the Town of Dunn also indicated that further recreational development through rezoning in the Town would not be necessary.

SOIL LIMITATION FOR SEPTIC SYSTEMS

The soil limitations for septic systems map identifies those areas in the Town that have soils that are acceptable for the installation of septic tank systems. Without other controls, these are the areas that will most likely be developed in the future.

Private septic systems are rarely a permanent solution in areas where much development is occurring or anticipated. Therefore, when looking at where septic tank systems are proposed, it helps to consider where public sewers should go in the future.

An average of 29 septic systems have been installed in the Town of Dunn every year over the past eleven years. The following table shows how many sanitary permits have been issued in the town during this period.

Permits Issued for Septic Systems in the Town of Dunn

<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>
49	90	59	41	19	17	8	8	10	11	4

It is important to look at where these systems are being located in the Town. Many septic systems in one area eventually might lead to a demand for public sewers. If an area of good farmland lies between a developed area and the existing sewer lines, chances are that the farmland will be lost to development when the sewer lines cross it. The farmer will have to pay assessments for "improvements" he neither asked for nor wanted. Often the only way to pay assessments is by selling the farmland for development.

A well located, properly installed, and properly maintained septic tank system can last for many years. However, in many cases they fail prematurely. There are several reasons for these failures. One reason is related to sites allowed by the present permit system. This is particularly the case with the percolation, or "perc" test. Although it is probably the most feasible test for site selection considering the wide variation in soils, it is not a precise measure of the soil's ability to purify and dispose of liquid wastes. Also, septic systems often fail because of the way they are installed and the way homeowners use them after they are in place.

When a landowner in the Town of Dunn decides to build in an area where public sewers are not available, he must install a septic tank system. A sanitary system permit is required from the county sanitarian's office before installing the system. The Dane County Sanitary Ordinance outlines where septic tank systems can be used, and the procedures that must be followed in order to obtain a permit.

Proposed subdivisions that will not be served by public sewage systems must follow a separate approval process before developers can apply for individual septic systems. The process is based on section H65 of the State Code. It is supposed to be set up to check whether:

- 1) the area covered by the subdivision is generally suitable for septic tank systems;
- 2) lot sizes are going to be large enough to handle the drainage field without contaminating the groundwater.

Soil survey maps, prepared by the Soil Conservation Service, play a major role in determining whether an individual permit is granted. For this purpose, soils are classified according to whether they have slight, moderate, severe, or very severe limitations for septic tank filter fields. If a proposed site

contains soils with very severe limitations, the county sanitarian must deny the permit application. If a soil has severe limitations, the applicant must satisfy the county public health committee that proper corrective measures have been taken--such as provision of larger absorption areas, protection from runoff, and terracing of steep slopes. Septic systems are generally not approved for areas with severe limitations. Filled areas are rarely approved by the county sanitarian, and the placement of septic systems on flood plains is not allowed. (see Map of Soils Limited for Septic Tank Absorbtion Fields on the following page.)

Sites with soils having slight or moderate limitations for septic systems are approved or denied on the basis of the results of an on-site investigation performed by the county sanitarian or his staff. This investigation consists of a review of the soils tester's site description and evaluation contained in the permit application and the soil borings and perc test report. In the past, an on-site investigation was made only if a site was located in severe or very severe areas. Current policy requires that an investigation be performed at each site.

EXTRATERRITORIAL PLAT REVIEW BOUNDARIES, URBAN SERVICE AREAS, AND ZONING DISTRICTS

Extraterritorial Plat Review Boundaries (see Map following Page 19)

Significant areas of the Town of Dunn are included within the extraterritorial plat review boundaries of Madison, McFarland, Stoughton, Oregon and Fitchburg. A city or village whose extraterritorial plat approval jurisdiction includes the sites of a proposed subdivision plat or certified survey in the Town can choose to deny it. Under the plat approval jurisdictions, subdivision proposals and certified surveys can be approved or denied by the appropriate municipality if the subdivision is within three miles of the boundaries of a first, second, or third class city or within one and a half miles of a fourth class city or village. A municipality can exercise this jurisdiction if it has its own subdivision ordinance or has adopted an official map.

The City of Madison exercises its extraterritorial plat approval powers more vigorously than most communities in the county. Some communities do not use this power, or use it only when a specific proposal arouses considerable interest.

Extraterritorial plat jurisdiction is not the same as extraterritorial zoning power. The first concerns specific proposals for subdivisions; the second concerns proposals for changes within county zoning districts. Extraterritorial zoning powers are rarely used in Dane County. The Town exercises concurrent plat review jurisdiction within extraterritorial boundaries. The City of Fitchburg currently does not exercise extraterritorial plat review.

Urban Services Area (Municipally Associated)

An urban service area is the area within which a city or village provides a full range of urban services. Such services include, but are not limited to, public sanitary and storm sewers, water supply and distribution systems, and streets and highways. The urban service area concept is useful when designing physical service facilities. For example, when designing a sewer system, the Regional Planning Commission will help a community designate an urban service area, which is then used by an engineer to design the sewer system.

Note that McFarland's urban service area boundary runs right along its Village limits. No communities extend their urban service areas into the Town of Dunn.

Zoning Districts

Dane County has a zoning ordinance which is intended to regulate location, dimension and position of building, lot sizes, locations of industries, trades and residences, and sizes of open spaces and parking spaces. Copies of the ordinance are available from the Dane County Zoning Office in the City-County Building. Questions about zoning specifications, legal requirements, etc., can be answered by the county zoning administrator.

Although the county zoning ordinance appears long and complicated, most of it simply lists specific types of construction and land use activities permitted within each of the 22 different zoning district classifications. The County Agriculture-Environment-Land Records Committee supervises administration of the ordinance, holds public hearings when necessary and makes recommendations to the county board for zoning ordinance amendments.

The Town has some influence in county zoning. Changes in the county ordinance require the approval of the majority of the town boards in the county. If a town board vetoes a zoning change within its boundaries, the change cannot be made. The county zoning ordinance has been changed to promote more control over rural development by removing the single family home as permitted use in the A-1 agricultural district through exclusive agricultural zoning.

Floodplain zoning regulations apply to all lands adjacent to each navigable extension of river or stream that would be inundated by a regional flood (a flood which occurs on an average of once every 100 years). On shorelands, as with floodplains, it is illegal to build or add fill on a water front except as permitted by the zoning ordinance.

DISTRICT BOUNDARIES

Sanitary Districts (see Map on the following page)

- Sanitary District #1: Located along the west shore of Lake Waubesa;
- Sanitary District #2: Kegonsa Joint Sanitary District, located along the shore of Lake Kegonsa;
- Sanitary District #3: Located along the southeast shore of Lake Waubesa; and
- Sanitary District #4: The Meadowview Sanitary District located in the northwest corner of the Town.

Districts #1, #3, and #4 are members of the Madison Metropolitan Sewerage District (MMSD). MMSD transports sewage from these districts to the Nine Springs Treatment Plant. Not all homes found within these districts are served by the public sewer system.

District #2, after efforts spanning many years, will be installing a public sewer system to be in place by the end of 1988.

School Districts

The Town of Dunn contains parts of the Oregon, McFarland, and Stoughton Districts. School costs make up the largest share of the property taxes paid by town residents. In 1985, the percentage of tax paid to school districts per tax dollar was as follows: 71% in McFarland, 69% in Oregon, and 69.8% in Stoughton. The property tax levy of each school district is distributed among the government units within that jurisdiction on the basis of equalized value.

State school aid formulas play a significant role in the tax consequences of new development. The state has financed an increasingly large share of local school costs in recent years. During the 1960's and early 1970's when the state aids system was changed, the state assumed about 40% of public education costs. Under the new system, the state guarantees a certain property valuation assessment for each student. If a district falls short of this guaranteed valuation, the state will pay the remainder.

Fire Districts

The Town of Dunn does not have its own fire department. It relies on the fire protection services provided by Stoughton, McFarland, and Oregon. With increased development, the Town

would probably have to provide this service. For example, the City of Fitchburg formed its own volunteer fire department in 1971 when it reached a population of approximately 5,900. The Town of Dunn's current population is approximately 5,117.

Emergency Medical Service District (EMS)

The Town of Dunn is also served by three emergency medical service (EMS) districts. The district lines are the same as the fire district boundaries, but the emergency vehicles are dispatched by Dane County Traffic Police. The EMS units, located in McFarland, Oregon and Stoughton, provide emergency medical assistance and ambulance service. The Town pays for these services from its general funds.

POPULATION AND DEVELOPMENT TRENDS

A study of the population is essential in the planning process. Knowledge of the number, characteristics, location and future changes in the population is particularly useful in projecting future land requirements, public service demands and other needs.

The Town of Dunn is one of the faster growing towns in Dane County. As shown in the Table below, Dunn's growth rate has exceeded Dane County's rate. However, more recent trends indicate that while the county's growth rate has decreased considerably, the Town rate is still high--three times that of the county.

POPULATION TRENDS

<u>Year</u>	<u>Dunn</u>		<u>Dane County</u>	
	<u>Population</u>	<u>% Incr.</u>	<u>Population</u>	<u>% Incr.</u>
1950	1,793		169,357	
1960	2,433	36%	222,095	31%
1970	3,391	39%	290,272	30%
1980	4,966	46%	323,545	11%

There are several other indicators of growth in an area; these are residential building permits and residential lot creations. The Dane County Regional Planning Commission monitors this activity for all units of government and publishes an annual report. The following Tables provide a general picture of overall development trends in the Town.