

Town of Primrose Comprehensive Plan



Adopted by the Town of Primrose
Board of Supervisors
May 18, 2010

INTRODUCTION

Town Profile

The Town of Primrose is located in the southwestern portion of Dane County. The town lies in Wisconsin's Driftless Zone, a rolling landscape with steep river valleys that escaped glaciation during the last Ice Age 50,000 years ago. Primrose Brook, Deer Creek and Mount Vernon Creek, all coldwater fisheries, flow from west to east through the town, eventually joining the West Branch of the Sugar River east of the town line in the neighboring Town of Montrose. At the 2000 census, the town had a population of 682 people. The town retains a very rural character, with agricultural, woodland, grassland and open space uses predominating.



Planning History

The town adopted its first land use plan in 1981, and completed adoption of Dane County's exclusive agricultural zoning ordinance in 1985. In 1994, the town adopted a rewrite of its land use plan and adopted its own land division and building permit ordinances.

To meet the requirements of the state's new comprehensive planning law, the Town undertook the task of updating and expanding their Land Use Plan. With the assistance of Dane County Planning and Development, the Town gathered public input and crafted the goals, objectives and policies to guide the Town over the next twenty years. This comprehensive plan is intended to aid the Plan Commission and Town Board in matters related to the growth and development of the Town.

Plan Updates

As per Wisconsin's comprehensive planning legislation, the Town will review and update the *Comprehensive Plan* at least every ten years. Changing conditions and experiences in the Town will be noted and adjustments will be made to the *Plan* text and maps.

CHAPTER 1: ISSUES AND OPPORTUNITIES

Background and Existing Conditions

Population Trends and Projections

The Town of Primrose experienced losses in population from 1970-1990. However, from 1990-2000, the Town saw a 14% increase in population (Table A). As of the 2000 census, the Town had rebounded past its 1970 population. Population as calculated by the Wisconsin Department of Administration, is projected to increase over the next twenty years (Table B).

Table A: Population

Municipality	1970	1980	1990	2000
Town of Primrose	664	654	595	682
Town of Montrose	962	1,024	1,032	1,134
Town of Springdale	1,132	1,279	1,258	1,530
Town of Perry	664	632	646	670
Town of New Glarus	552	510	571	943

Source: The Applied Population Lab, Department of Rural Sociology, U. of Wisconsin, Madison, 2008

Table B: Population Projections

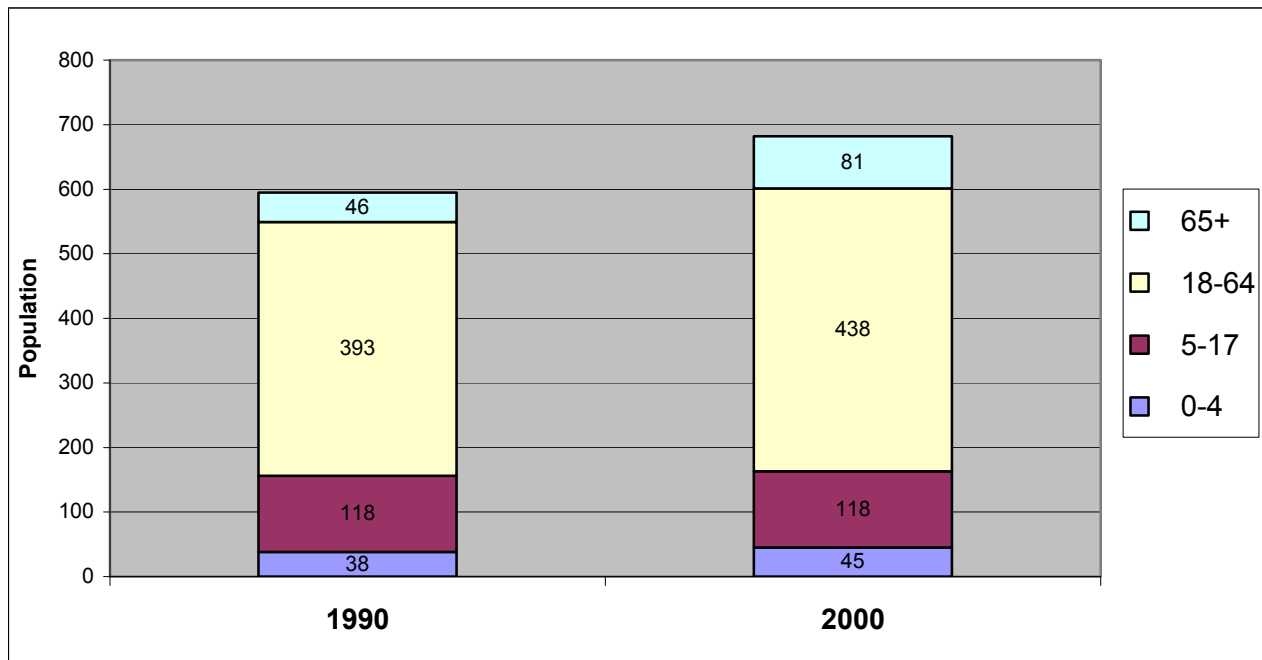
Municipality	2005	2010	2015	2020	2025
Town of Primrose	713	737	758	782	811
Town of Montrose	1,168	1,191	1,209	1,234	1,265
Town of Springdale	1,674	1,799	1,916	2,039	2,173
Town of Perry	674	671	672	672	676
Town of New Glarus	1,087	1,228	1,367	1,507	1,265

Source: The Applied Population Lab, Department of Rural Sociology, U. of Wisconsin, Madison, 2008

Demographic Trends

The median age in the Town has increased over the last decade from 35 in 1990 to 39.6 in 2000. The median age of Dane County increased less dramatically during the same period from 30.7 to 33.2 years old. As the population of the Town ages, housing and services to meet older citizens' needs will see a rise. Chart 1 shows the changes in population from 1990 to 2000 according to age groups in the Town.

Chart 1: Age Group as Proportion of Population, 1990-2000

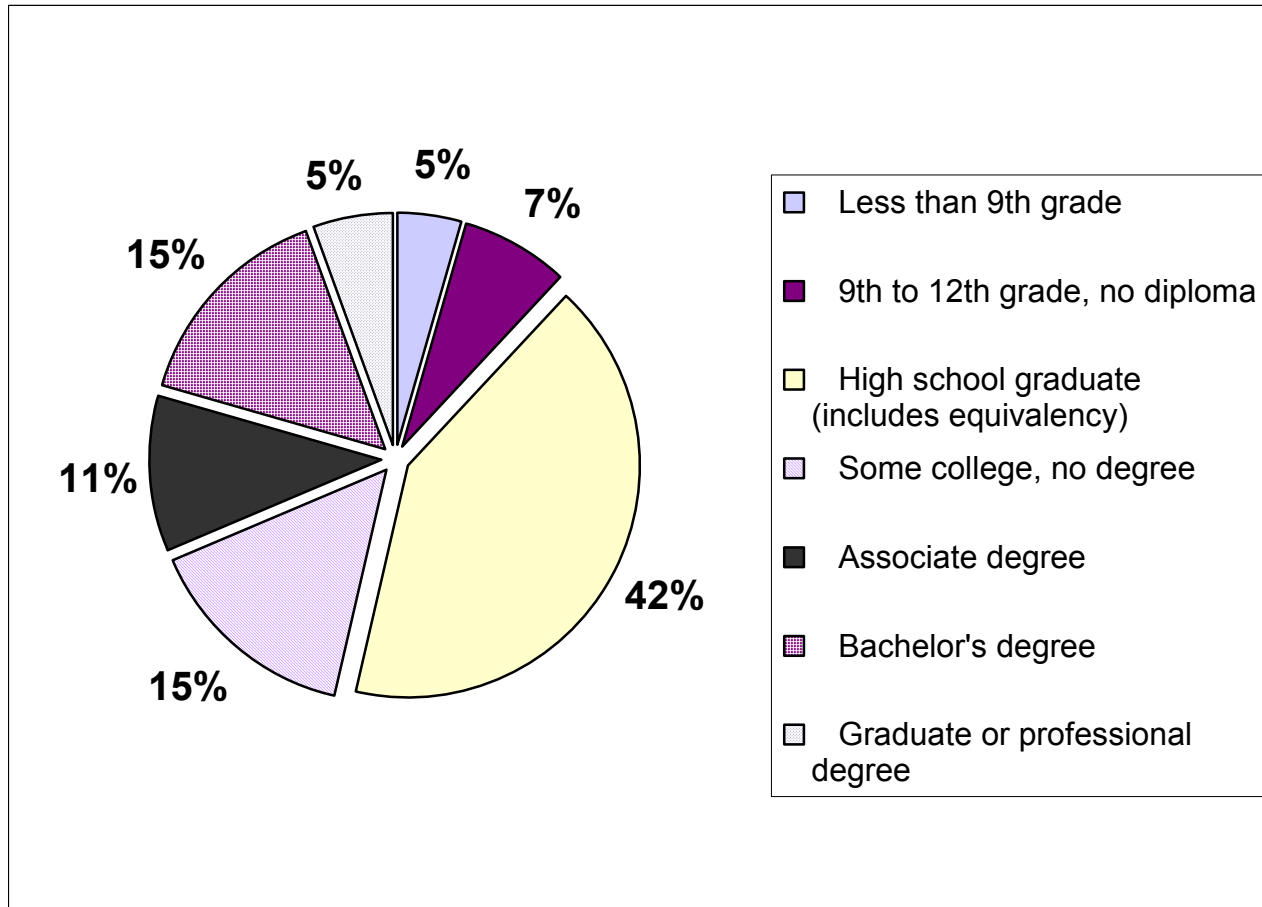


Source: U.S. Census Bureau, Census 1990, Census 2000

According to the 2000 Census, the Town’s racial minority population comprises 1.3% of the total population. Of the Town’s 10 racial and ethnic minority citizens, the largest group identified themselves as mixed racial or ethnic minority background.

Educational attainment figures for the Town are similar to Dane County as a whole. 88% of Town residents, age 25 or older, hold a high school diploma or higher (Chart 2). Dane County reports 92% of residents with at least a high school diploma.

Chart 2: Educational Attainment, 2000



Source: U.S. Census Bureau, 2000 Census

Income

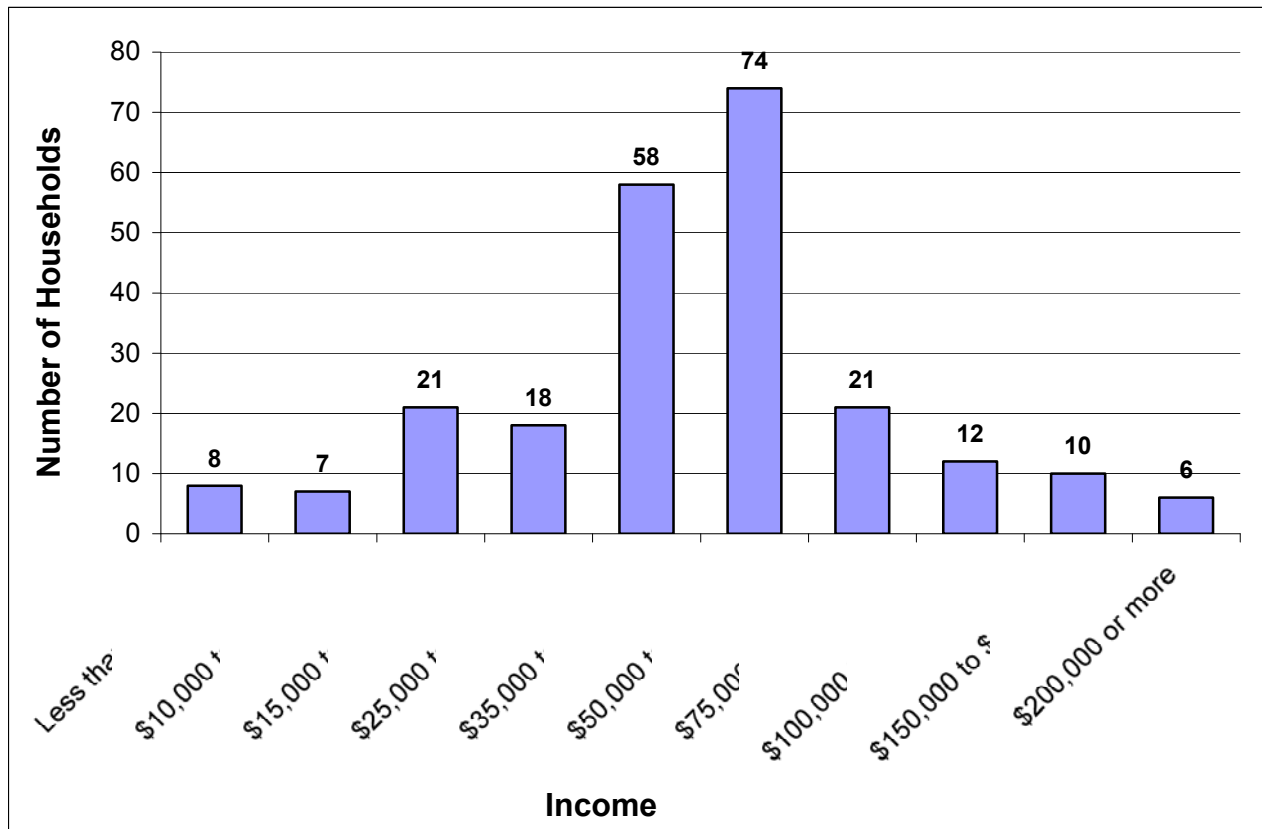
Income levels in the Town are comparable to other similar towns in Dane County. The Town of Primrose’s median household income in 1999 was \$51,964 (Table C). Chart 3 further depicts the Town’s household income dispersal. Income levels are a major determinant in the type of housing a household selects.

Table C: Median Household Income, 1999

Municipality	Median Household Income
Town of Primrose	\$51,964
Town of Montrose	\$59,821
Town of Springdale	\$65,655
Town of Perry	\$57,125
Town of New Glarus (Green Co.)	\$63,667
Dane County	\$49,223

Source: U.S. Census Bureau, 2000 Census

Chart 3: Household Income, 1999



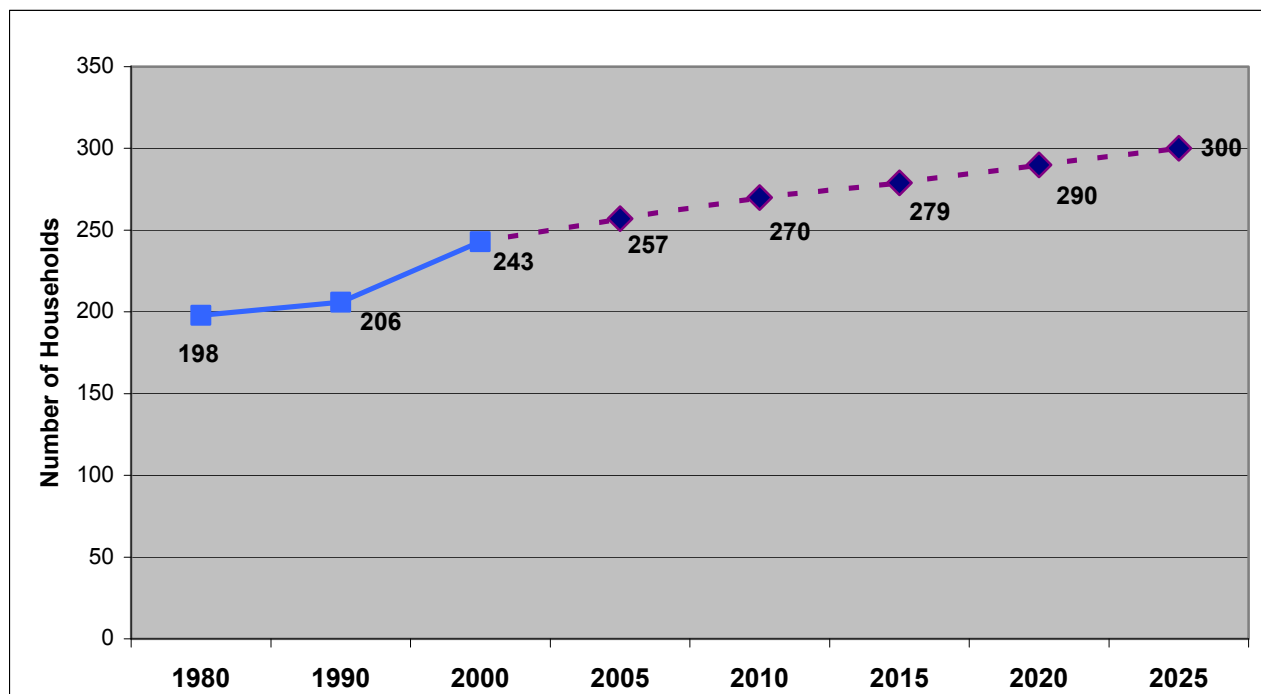
Source: U.S. Bureau of the Census, 2000 Census

Housing and Household Trends

The number of households in the Town increased from 206 in 1990 to 243 in 2000, an 18% increase. Conversely, the average household size in the Town decreased from 2.89 persons per household in 1990 to 2.79 in 2000. The trend toward smaller household sizes is mirrored nationwide and is due in part to increases in divorce, decreases in the birth rate, and a larger proportion of the population age 65 and older.

The projected number of households in the Town is expected to increase by 23.5% to 300 total households by 2025, according to the Wisconsin Department of Administration (Chart 4). Household projections are useful in planning for future housing development.

Chart 4: Number of Households, 1980-2025



Source: *The Applied Population Lab, Department of Rural Sociology, U. of Wisconsin, Madison, 2004, and the Wisconsin Department of Administration, 2004.*

Labor Force and Employment Trends

The Town’s labor force is comprised of residents who are employed or available for work. This includes those over the age of 16 who are in the armed forces, employed, unemployed, or actively seeking employment. Therefore, the total labor force in the Town equals 376 people. Of the Town’s total labor force, 3.3% were unemployed at the time of the 2000 Census. This is a decline from the Town’s 1990 unemployment rate of 4.9%. In comparison, the Dane County average town unemployment rate was 2.6% in 2000.

During the 1990 to 2000 period, the Town experienced a significant loss of employment in the “Farming, Fishing and Forestry” sector (Table D). Over the same period, however, increases occurred in most other sectors, with the “Management, Professional, and Related” sector seeing the largest gain in jobs. The Town is not unique in its employment losses in the “Farming, Fishing and Forestry” sector, this trend is reflected in the county and state data as well.

With planned limited non-agricultural development, the employment forecast for the town is expected to remain similar to what is shown in Table D. Those occupying the new housing are expected to fall into the management, professional and service fields, as they commute into surrounding communities such as the cities of Madison and Verona, and the Villages of Mount Horeb and Belleville.

Table D: Occupation

Occupation	1990	2000	% Change
Management, professional, and related occupations	64	156	143.8
Service occupations	31	39	25.8
Sales and office	77	105	36.4
Farming, fishing, and forestry	79	5	-93.7
Construction, extraction, and maintenance	52	31	-40.4
Production, transportation, and material moving	8	40	400.0
Total Labor Force	311	376	20.9

Source: U.S. Census Bureau, 1990 Census, 2000 Census

Key Planning Issues and Overall Goals

Public Participation Process

At the very beginning of the planning process, the town adopted a public participation plan (see Appendix 3). This plan included development of a plan steering committee, and various methods of ensuring participation, including a newsletter, website, community survey, an open house and a public hearing.

Over 80% of survey respondents somewhat agreed or strongly agreed that “maintaining rural character,” “woodland and wetland preservation” and “maintaining traditional farming and current practices” were important to them. Similar majorities ranked “protection of water resources,” “farmland conversion and disappearance,” “protection of scenic beauty” and “preservation of rural look and character” among their top five land use concerns.

Overall Goals

- Encourage land uses that are consistent with and contribute to the Town’s agricultural, rural and scenic character.
- Promote the long-term preservation of farmland, woodlands, wetlands, hillsides, air quality, rural character, steep slopes, floodplains, wild life habitat, streams, open space, historic resources, scenic views, hills and bluffs within the Town.
- Preserve the Town’s unique and sensitive natural resources to ensure a high-quality environment for the benefit of future generations.
- The Town should support and facilitate the intelligent development of additional community utilities, facilities, and activities that benefit the Town so long as they are consistent with the Town’s other goals

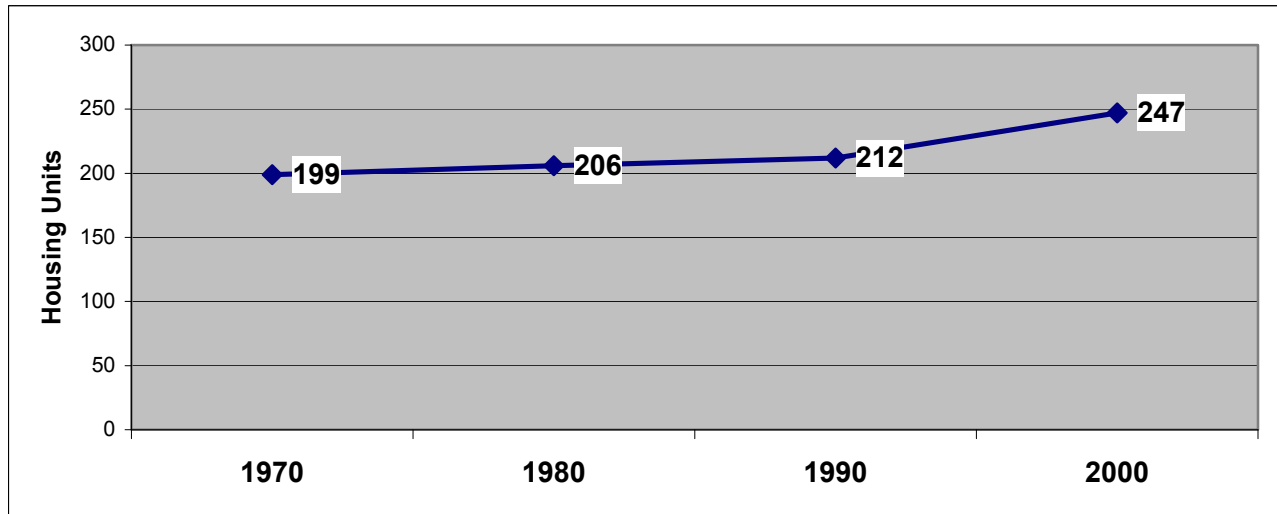


CHAPTER 2: HOUSING

Existing Housing Conditions

- *Housing Stock Characteristics:* The number of housing units in the town has increased 24% during the 1970-2000 period (Chart 2-1). The county as a whole has seen a 95% rise in the number of housing units over the same period, with the bulk of increases occurring in villages and cities.

Chart 2-1: Number of Housing Units in Primrose, 1970-2000



Source: *The Applied Population Lab, Department of Rural Sociology, U. of Wisconsin, Madison, 2008*

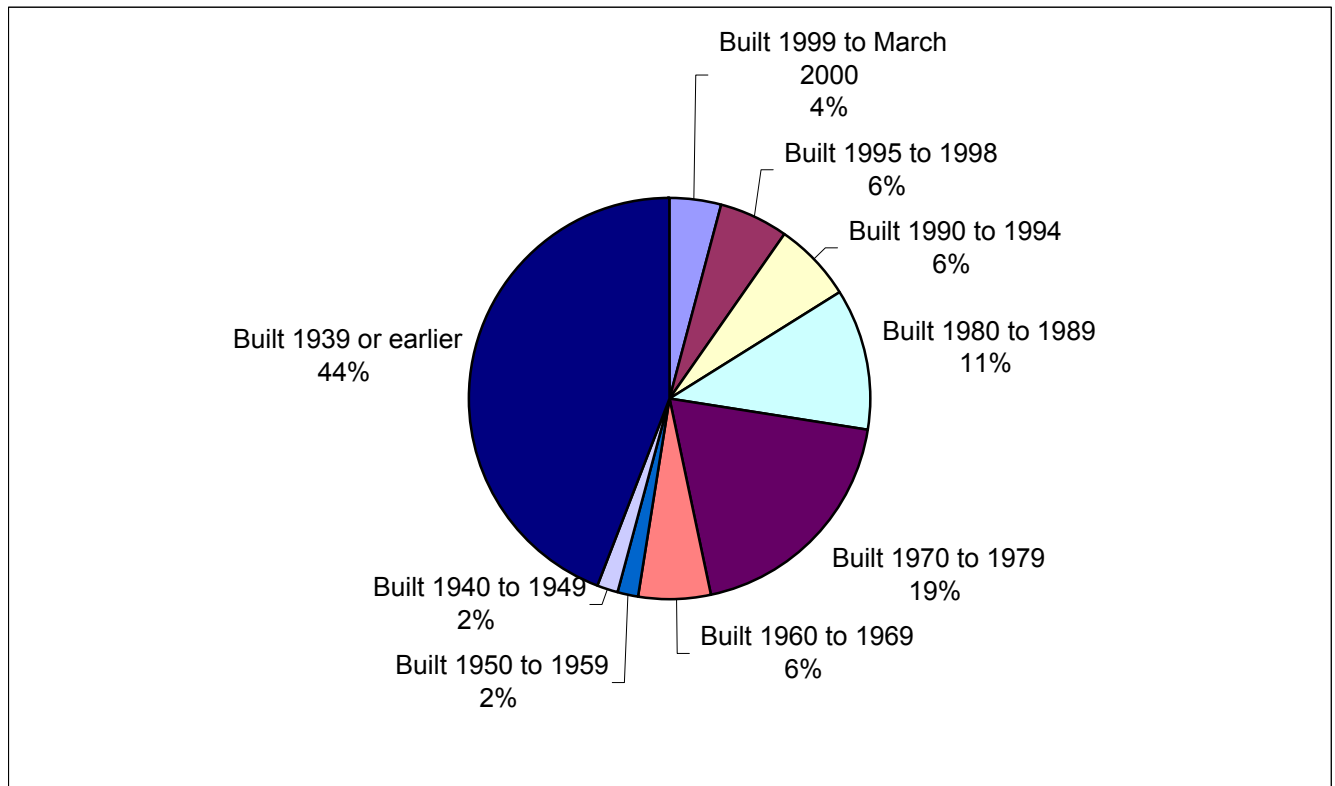


Overwhelmingly, the housing stock in the town is dominated by single-family homes. There has been little diversification of housing type over the last 10 years. In 1990, the town contained 5 two-family units, 0 multi-family units, and 7 mobile homes. In 2000, there were 7 two-family units, 0 multi-family

units, and 7 mobile homes.

Forty six percent of the houses in the town were built before 1949 (Chart 2-2). In comparison, the county overall reports that one-third of its housing was built more than 40 years ago. Since much of the housing stock in Primrose is more than fifty years old, much of the town's housing will need repairs and upgrading in the coming years.

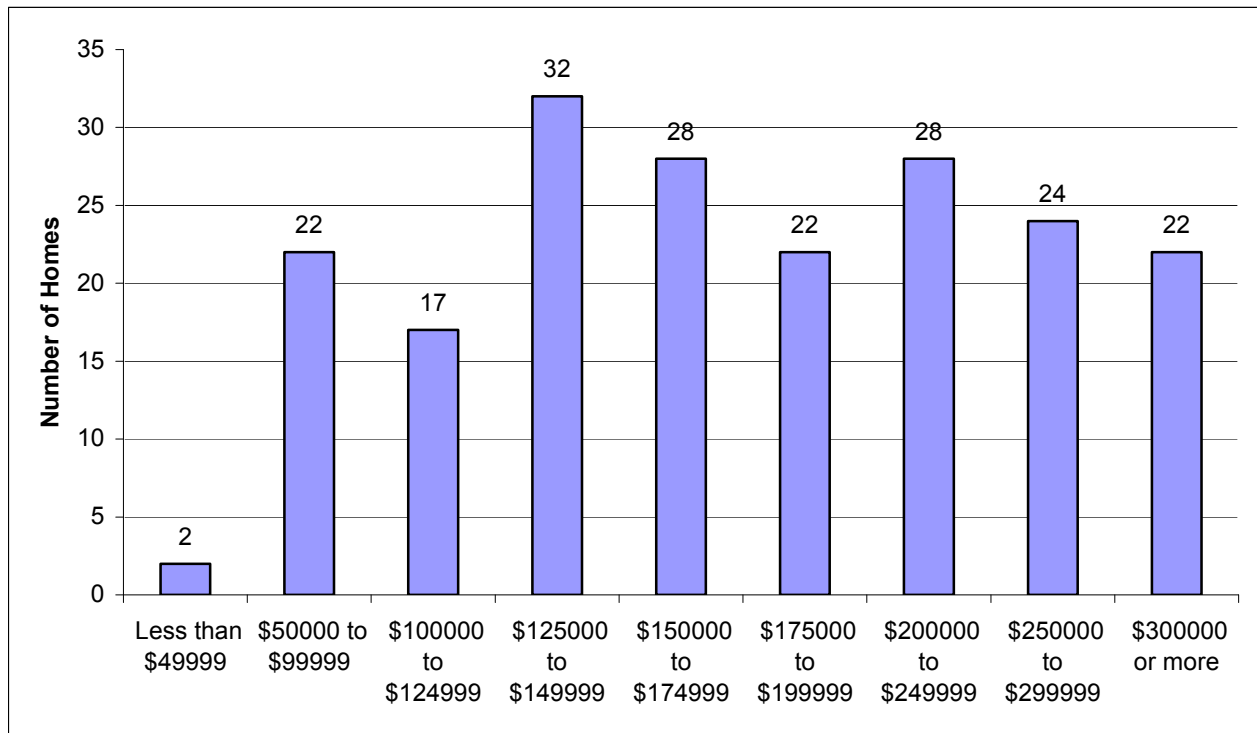
Chart 2-2: Age of Housing Stock, 2000



Source: *The Applied Population Lab, Department of Rural Sociology, U. of Wisconsin, Madison, 2008*

- **Occupancy Characteristics:** Renter households comprised about 18% of Primrose's total households in 1990. This percentage had decreased to 15% by 2000. The vacancy rate in the town was 3.6% in 2000. According to the U.S. Department of Housing and Urban Development (HUD), a healthy owner-occupied vacancy rate is around 1.5% because it allows residents adequate housing choice.
- **Value Characteristics:** The majority of Primrose home values in 2000 fell within the \$125,000 to \$250,000 range (Chart 8). This is similar to the rest of Dane County, which had a median home value of \$146,900 in 2000 (U.S. Bureau of the Census). As of 2007, Dane County's median home value was estimated to have risen to \$222,200 (U.S. Bureau of the Census, 2007). Town-level estimates are not available, but it is likely home prices followed a similar trend to the county as a whole.

Chart 2-3: Housing Values, 2000



Source: *The Applied Population Lab, Department of Rural Sociology, U. of Wisconsin, Madison, 2008*

Projected Need for Housing

The Wisconsin Department of Administration projects that there will be 300 households in the Town of Primrose by 2025 (see Chapter 1, Issues and Opportunities). Assuming the bulk of those households continue to reside in single-family residences, this suggests the town will need to accommodate 53 additional homes between the 2000 census and 2025.

Housing Programs

- *Rural Development- USDA:* A federal program with state offices that provides a variety of housing and community development programs for rural areas. Some programs cover, support for rental housing development, direct and guaranteed mortgage loans for home buyers, and support for self-help and cooperative housing development. (<http://www.rurdev.usda.gov/wi/index.htm>)
- *Wisconsin Housing and Economic Development Authority (WHEDA):* Provides mortgage financing for first-time homebuyers, grants for home repair, and financing for multifamily housing. Specific programs change with the needs and demands of the housing market. (<http://www.wheda.com/index.asp>)
- *Community Development Block Grant Program:* Dane County receives CDBG funds on an annual basis for housing, economic development and community service initiatives that benefit people with low to moderate incomes. Approximately \$1 million in CDBG funds are available annually for eligible projects. (<http://www.co.dane.wi.us/plandev/cdbg/index.htm>)

- *Project Home*: Organization committed to improving the quality and affordability of housing for low- to moderate-income individuals and families in Dane County. Weatherization, minor home repair, and a home loan program are services offered to income eligible customers. (<http://www.projecthomewi.org/>)

Housing Goals, Objectives and Policies:

Goals:

1. Assure a variety of quality housing opportunities for town residents.

Objectives:

- a. Maintain current variety of housing types to suit projected demand.
- b. Encourage upkeep of existing housing stock.
- c. Avoid future land use conflicts by carefully siting new residential development.
- d. Provide adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for housing.

Policies and Programs:

1. Follow town density policy as outlined in the Land Use Goals, Objectives and Policies (see Chapter 8: Land Use).
2. Educate town residents about housing rehabilitation and affordability programs available through:
 - a. US Department of Agriculture Rural Housing Service (<http://www.rurdev.usda.gov/wi/programs/rhs/index.htm>)
 - b. Dane County Department of Human Services (<http://www.danecountyhumanservices.org/cdbg.shtm>).
3. Support conditional use permit applications for dependency living arrangements, when appropriate guidelines are developed, provided that they are not converted into permanent third-party apartments (See Chapter 8: Land Use).
4. Consider alternative options for maintenance of aging housing, to supplement or substitute for assistance and/or loan programs.
5. Work with Dane County to amend the county zoning ordinance to allow repair or reconstruction of existing farm residences without farm income determination.
6. Re-evaluate housing and land use policies on a regular basis to make sure policies allow for adequate housing to meet the needs of all residents of the town, including seniors, young families and migrant farm workers
7. Redirect high-density development requiring public transportation, public sewer or public water to an appropriate Urban Service Area.

CHAPTER 3: TRANSPORTATION

Existing Transportation Network

- **Roadways: Arterials:** State Trunk Highway 92 runs generally north and south through the eastern half of the town and moves traffic northward to U.S. Highway 18 and toward Mount Horeb and Verona, and southward to State Trunk Highway 69 and Green County. **Collectors:** County Trunk Highway A runs generally east to west through the center of the town, providing linkages to U.S. Highway 78 in the Town of Perry and to County Trunk Highway PB in the Town of Montrose. County Trunk Highway G runs north to south, providing connections to State Trunk Highway 92 and to Green County.
- **Bicycles and Pedestrians:** The Town does not contain any specified bicycle trails, but roads on which bicycles are easily accommodated have been identified on the Bicycle Trails and Shoulder Elevations map.
- **Rail:** The Town is currently not served by rail transport.
- **Transit and Services for the Disabled:** Because of its low population density, there are no transit services in the Town. Madison Metro in the City of Madison provides the closest public transportation services. The Dane County Health & Human Services Department supports a number of specialized transit services that are available countywide.
- **Trucking and Water Transportation:** Truck traffic utilizes the many highways that run through the Town. Because no significant water bodies exist in the Town, water transportation is not available.
- **Airports:** There are no private or public airports within the Town. Three private airstrips, Torgerson Field in the Town of Montrose, Cardinal Ridge Airport in the Town of Perry and Sugar Ridge Airport in the Town of Verona, are all within 2 miles of the town line. The closest commercial air service is available at the Dane County Regional Airport, in the City of Madison.

Applicable State and Regional Plans

- **Regional Transportation Plan 2030 (2007):** Developed to provide an integrated all-mode approach to transportation in Dane County. A planning horizon until 2030 is considered in the plan. While the plan focuses on the more urbanized areas of the county, mention of plans and goals for neighboring areas may be useful when the Town considers transportation issues.
- **Dane County Bicycle Plan (2000):** Recommends bicycle facility improvements for Dane County.



- *Transportation Improvement Program (TIP) (2005)*: Although the town of Primrose does not fall entirely within the metropolitan planning boundary, this 5-year transportation system improvement plan developed by the Madison Metropolitan Planning Organization (MPO), will indirectly impact the town as it includes improvements for the systems in the cities of Madison and Verona.
- *The Dane County Comprehensive Plan (2007)*: This plan contains goals, objectives and policies for transportation countywide.
- *Wisconsin State Highway Plan (currently being updated)*: This plan will include state highway facilities located in the town (State Highway 92).
- *Dane County Regional Airport Master Plan*: This plan shows planned changes to the airport and preservation of the surrounding area.
- *State Rail Plan*: The Wisconsin Department of Transportation is currently in the process of updating the State Rail Plan.

Transportation Goals, Objectives and Policies

Goals:

1. *Ensure safe and efficient transportation.*
2. *Accommodate multiple modes of transportation, as appropriate.*
3. *Plan for anticipated traffic demand.*

Objectives:

- a. Ensure adequate town road capacities and conditions to safely and efficiently accommodate automotive, trucking, agricultural equipment, bicycle and pedestrian traffic.
- b. Establish and sustain an ongoing road maintenance program with limited funding.
- c. When reconstructing roads the Town will consider multiple users and incorporate provisions to enhance the safety of these users. Multiple users may include bikers, farmers and snowmobiles. Such provisions may include, but is not limited to adding bike lanes, signage or increasing width to accommodate farming equipment.
- d. Work with Dane County and the Wisconsin Department of Transportation to make sure improvements to County Trunk Highways and State Highways support the goals and objectives of this plan.
- e. Evaluate traffic impacts on all development projects and require road improvements where appropriate.
- f. Recognize all applicable state and regional transportation plans.
- g. Recognize all transportation policies and programs defined in the *Dane County Comprehensive Plan*.

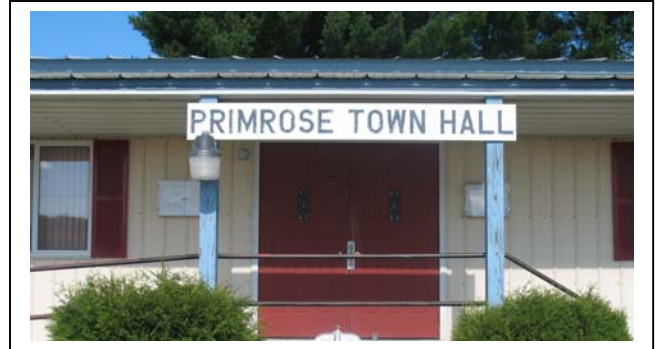
Policies and Programs:

- 1) The Town shall create an inventory of historical road maintenance and a ten year plan for road maintenance including an assessment of increased usage by farm related equipment.
- 2) Address vehicular safety concerns on town roads and county and state highways.
 - i. Encourage safety by installing signs to alert drivers to stops and slower speeds.
 - ii. Work with WISDOT and County Highways to improve safety to accommodate wider farm equipment and heavy automobile traffic.
 - iii. Work with the Dane County Sheriff and the State Patrol to enforce traffic regulations and reduce automobile/farm equipment safety problems, and ask the Sheriff for written reports of specific kinds of accidents in the Town..
- 3) Improve bicycle, pedestrian and agricultural equipment safety on shoulders of town and county roads.
 - i. Work with the Dane County Public Works, Highways and Transportation Department to improve shoulders on State and County roads..
 - ii. Work with biking organizations to identify biking routes and where possible to expand notification to Town residents..

CHAPTER 4: UTILITIES AND COMMUNITY FACILITIES

Existing Utilities and Community Facilities

- *Town Hall:* The town hall is located on County Trunk Highway A (Map 4-2).
- *Water Supply:* Residents in the town receive their water from private wells. Currently, the town does not offer municipal water service, and does not anticipate offering water service over the 20-year planning period.
- *On-Site Wastewater Treatment:* Disposal of residential and commercial wastewater is handled through on-site wastewater treatment techniques, which include conventional, mound, pressure distribution, at-grade, holding tank, and sand filter systems. The town's building suitability map (Map 4-1) delineates areas most and least suitable for on-site waste disposal systems. Because of the low population density in the town, there is no municipal sewer service. The town believes this will continue to be the case over the next twenty years.
- *Solid Waste Disposal/Recycling Facilities:* The town contracts with Town and Country to provide waste pickup. In addition, alternate yard waste and compost sites, (accepting non-woody materials), operated by the Dane County Department of Public Works are open to all Dane County municipalities and residents.
- *Stormwater Management:* The town follows Dane County's Erosion Control and Stormwater Management Ordinance (Chapter 14 Dane County Code of Ordinances). The Ordinance sets standards for the quality and quantity of runoff from areas under construction in urban, rural and farm areas where alterations in the landscape may result in changes in the amount and quality of water running off a site.
- *Law Enforcement:* The town falls entirely within the West William 4 Dane County Sheriff District .
- *Fire Protection and Emergency Medical Service (EMS):* The Mount Horeb Fire District, Mount Horeb Volunteer Fire District and Mount Horeb EMS primarily serve the northwestern portion of the town, while the New Glarus Fire Department and New Glarus EMS serve the southeastern portion (Map 4-3). The Town has a contract with the Belleville Fire and EMS District to provide services to a portion of the eastern part of the town. Other fire and medical and rescue services may also respond to emergencies in the Town of Primrose under mutual aid compacts
- *Cemeteries:* There are three cemeteries in the town, East and West Primrose and a small cemetery near County Trunk Highway U.
- *Libraries:* As is typical in towns, no libraries exist in the Town of Primrose. However, town residents have access to the libraries in the City of Verona and the



villages of Mount Horeb, Belleville and New Glarus. All of these local libraries participate in the South Central Library Service which provide shared collection access.

- **Schools:** The town is served by three school districts: Mt. Horeb, Belleville and New Glarus (Map 4-4).
- **Parks and Recreational Facilities:** The Wisconsin Department of Natural Resources (WDNR) operates the 395-acre Mount Vernon Creek Fishery Area, south of Highway 92. Other recreational facilities include Forest and Fame Park in Mount Vernon, operated by Dane County Parks, and the privately-owned Deer Creek Sportsman and Conservation Club.
- **Health Care Facilities:** The town does not contain any health care facilities. Nearby hospitals include the Monroe Clinic Hospital in the City of Monroe, and several hospitals in the City of Madison. Clinics in the Villages of Belleville, Mount Horeb and New Glarus also serve Town of Primrose residents.
- **Child Care Facilities:** At this time there are no childcare centers in the town. Small, in-home childcare services may exist from time to time.
- **Churches:** The town has one church, Primrose Lutheran Church, located at 8770 Ridge Drive.
- **Senior Services:** Southwest Dane Services, a consortium with representatives from area communities, provides outreach services to area senior citizens (people over 60), including case management, meals on wheels, nutrition sites and transportation.
- **Other Community Services:** The Belleville Food Pantry provides donated food to town residents in need who have a Belleville mailing address. The Mount Horeb food pantry serves the Mount Horeb School District. Area churches operate the Community Clothes Closet in Mount Horeb.
- **Telecommunications Facilities:** There is one cellular telecommunication tower on Spring Rose Road in the town (Map 4-2).
- **Power Plants and Transmission Lines:** There are no power plants, substations or major transmission lines located in the town. Although current and anticipated needs are met for town, needs for the county as a whole has resulted in major projects planned for Dane County between 2011 and 2015 (Map 4-2).
- **Forecasted needs for utilities and community facilities:** Because the population projections for the Town of Primrose anticipate flat or little growth, town residents will not require increased utility or community facility capacity over the next twenty years.



Utilities and Community Facilities Goals, Objectives and Policies

Goals:

1. Provide effective and efficient governmental facilities and services for town residents.

Objectives:

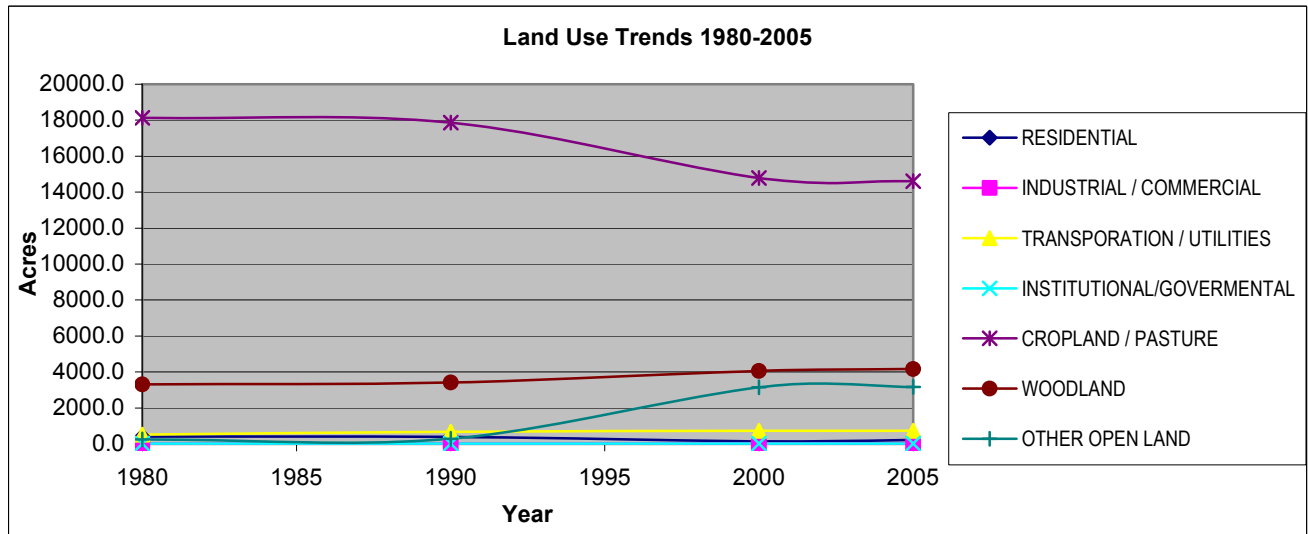
- a. Provide convenient solid waste and recycling services.
- b. As feasible, accommodate recreational facilities of interest to town residents.
- c. Cooperate with other municipalities and governmental agencies to maximize cost-efficient delivery of services.
- d. Recognize objectives of the Dane County Comprehensive Plan for utilities and community facilities, including those for sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technology, recycling facilities, parks, telecommunication facilities, power plants and transmission lines, cemeteries, health care facilities, child care facilities, police, fire, rescue, libraries, schools and other governmental facilities.

Policies and Programs:

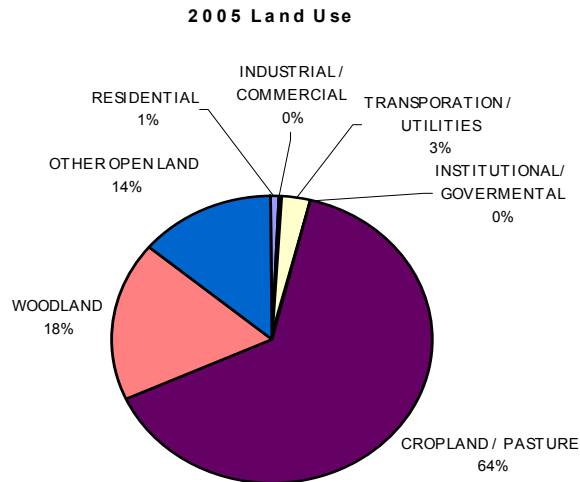
1. Limit development of residential and commercial/industrial uses to densities that are cost-effective to serve.
2. Recognize policies and programs of the Dane County Comprehensive Plan for utilities and community facilities, including those for sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technology, recycling facilities, parks, telecommunication facilities, power plants and transmission lines, cemeteries, health care facilities, child care facilities, police, fire, rescue, libraries, schools and other governmental facilities.
3. Work to improve uniformity and availability of telecommunication and high-speed internet services to town residents. Develop policies to manage placement of cell towers to provide more uniform service, while minimizing impacts to rural character and the environment. The town should consider pre-planning and pre-approving new cell tower locations.
4. Support and expand relationships with regional cooperative organizations, such as South West Dane Outreach, to deliver needed services to town residents.
5. Support development of alternative energy, heat or cooling sources, including solar, wind, geothermal, biomass and wood. Make sure land use plans do not place unnecessary impediments to alternative energy projects.
6. Explore future options to manage manure within the town. Consider potential for a manure digester in the town.

CHAPTER 5: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

Agricultural Resource Inventory



- Historical Trends:** The Town of Primrose has a strong agricultural history. Over the last 25 years, the predominate trend has been conversion of marginal cropland and pasture into other open land categories, which includes federal set-aside programs such as the Conservation Reserve Program. Woodlands have also expanded in the town. (Table 5-1). Despite these trends, cropland and pasture remain the predominant land use, accounting for 64% of the land area in 2005. Primrose benefits from Dane County’s strong agricultural economy. Among Wisconsin counties, Dane County was first with \$287.6 million in agricultural sales (Marathon County was a distant second at \$205.4 million). In spite of this productivity, the State of Wisconsin has lost one third of its agricultural lands to other uses since 1950 (Wisconsin Working Lands Initiative, Aug. 2006, WDATCP).



Farming Today: Over 64% of the Town’s land was agricultural in 2005. This includes row crops, pastures, and idle farmland. Because farming is the Town’s primary activity, land uses that are not compatible with farming operations are discouraged in agricultural areas. Experience has shown that routine agricultural activities often cause noises, dust, odors and hazards to nearby residential development.



- **Farm Size, Scale, and Type:** The town has a diverse agricultural base, including commodity crops such as corn and soybeans, traditional dairy farms, other livestock such as sheep and goats and a growing organic sector. Because of the Town’s location in the Driftless Area, there are many steep slopes not suited to row crops, and these slopes are forested or in pasture. According to county level data provided by the USDA Census of Agriculture 2002, a small decrease in the number of farms and the number of acres of farmland in Dane County occurred from 1997-2002 (Table F). Unfortunately, Town level farm summary data are not calculated. However, because the agricultural sector is regionally dependent, the status of agriculture in the county is useful information for making Town level decisions.

Table 5-B: Dane County Farm Summary, 1997-2002

	1997	2002	Percent Change
Number of Farms	3,179	2,887	-9.2%
Land in Farms (acres)	559,476	515,475	-7.9%
Average Farm Size (acres)	176	179	+1.7%

Source: USDA Census of Agriculture, 2002

- **Future Prospects:** Because of the Town’s strong density policy, agricultural practices will likely continue over the next twenty years. National and regional market factors may affect the type of farming in the Town.

Natural Resources Inventory

- **Environmentally Sensitive Areas:** The Town of Primrose sits at the northeastern edge of the Southwest Savanna ecological landscape. The Wisconsin Land Legacy Report (WIDNR, 2006) describes the Southwest Savanna as an area “characterized by deeply dissected, unglaciated topography with broad open hilltops, flat fertile river valleys and steep wooded slopes.” Conservation concerns for the area include the steep decline of native grassland bird species, such as prairie chicken, Bell’s vireo and loggerhead shrike. Remnant tallgrass

prairie and oak savanna communities persist in Primrose, particularly on steep hillsides. The Wisconsin DNR has designated the Town of Primrose as part of a proposed 274,000-acre Southwest Grassland and Stream Conservation Area (SGSCA). Once funding is approved by the state legislature, the DNR and its governmental and nonprofit conservation partners will work with private landowners to support voluntary conservation, restoration and stewardship of critical grassland habitat. The project hopes to conserve a total of 12,000 acres throughout the project area through fee-title and conservation easement purchases from willing landowners.

The northern two-thirds of the town lies within the watershed of the Mount Vernon Creek / West Branch of the Sugar River, Class 2 coldwater trout streams. The Mount Vernon Creek Public Fishery Area, operated by the Wisconsin DNR, sits south of Highway 92, near the Primrose / Springdale town line. The southern third of the town lies in the watershed of the Little Sugar River, another coldwater community and a DNR-designated Exceptional Resource Water. The town also includes a small portion of the Gordon Creek watershed to the west (Maps 5-2 and 5-3).

- **Soils:** Under the Soil and Water Conservation Society's Land Evaluation and Site Assessment classification, Class I and Class II agricultural soils in the Town of Primrose are limited to the valley floors. Many of these soils also fall into hydric soil categories and may be prior drained or converted wetlands. The relatively flat area near the confluence of Mount Vernon Creek and the West Branch of the Sugar River in Sections 13, 14, 23 and 24 have a high concentration of Class III agricultural soils in upland areas.
- **Wetlands:** Because of the town's topography, all the wetlands in the Town of Primrose are associated with the two major river systems, the West Branch of the Sugar River and the Little Sugar River. Most of the town's wetlands are smaller than two acres. Larger emergent marshes are limited primarily to floodplains and valley floors (Map 5-2).
- **Groundwater:** In Dane County, groundwater supplies nearly all the water for domestic, commercial and industrial uses. Therefore it is extremely important to protect the quality of our groundwater. Excessive use of road salts, fertilizers, and pesticides and poor maintenance of some animal waste and septic systems can hurt groundwater quality.
- **Wildlife and Endangered Species:** The Wisconsin DNR inventories endangered species and records data on their Natural Heritage Inventory website. State endangered and threatened species occurring in the Town of Primrose include Loggerhead Shrike (*Lanius ludovicianus*), Henslow's Sparrow (*Ammodramus heslowii*), both grassland birds, and Yellow Gentian (*Gentiana alba*), a woodland/savanna plant. Other species of special concern include:
 - Redside Dace (*Clinostomus elongates*), a coldwater fish;

- Innocence (*Houstonia caerulea*), a prairie/woodland wildflower;
- Large Roundleaf Orchid (*Platanthera orbiculata*) a wildflower associated with moist hardwood woodlands;
- Prairie Fame-flower (*Talinum rugospermum*), a sandy prairie wildflower;
- Purple-stem Cliff-brake (*Pellaea atropurpurea*), a plant associated with sandstone and dolomite cliffs;
- Wilcox Panic Grass (*Panicum wilcoxianum*), a prairie grass associated with dry, gravelly hillsides, and;
- Yellow Wild-indigo (*Baptisia tinctoria*), an oak barrens wildflower.

In addition, Primrose's oak woodlands and coldwater streams are both identified by the Wisconsin DNR as ecological communities of special concern (Map 5-3).



- **Woodlands:** In 2005, the Town of Primrose had almost 4,300 acres of woodland, including 3,400 acres (79%) in contiguous blocks of 20 acres or larger. Forested land comprises 18% of the land area in the Town, second only to agriculture in area of land use. Woodlands tend to follow uncultivated steep slopes of the town's

river valleys, forming corridors scattered throughout the town. Forested lands are particularly concentrated in the Lower Sugar River watershed.

- **Metallic/ Non-Metallic Mineral Resources:** There are no known metallic mineral resource deposits in the Town. Soils likely to contain significant sand and gravel deposits underlie the valley bottoms, but may be inaccessible due to environmental and hydrologic constraints, such as wetlands and floodplains (Map 5-4). While there are no active, permitted extraction sites in the town, Dane County Zoning data show four legal, nonconforming, inactive mineral extraction sites in Primrose.

Cultural Resources Inventory

- **Historic Sites:** The Wisconsin Historical Society's Architectural Heritage Inventory (AHI) identifies fifteen existing structures of historic interest in the Town of Primrose (Table 5C). No sites are listed on the National and State Register of Historical Places, but some sites in the Town may be eligible and many are of regional or local significance.

Significant historic landmarks include the Primrose Lutheran Church, which still has an active congregation, and the Ingebrit Peterson log home, constructed in 1857. Many of the resources in the AHI were last surveyed in 1979. Resurveys of the town would be needed to determine which buildings are still standing, and to identify any other historic resources that should be added to the AHI. For example, the Town of Primrose is the birthplace of former Wisconsin Governor

and U.S. Senator Robert “Fighting Bob” LaFollette, and the foundations of the original LaFollette farm buildings are still visible. The Wisconsin Historical Society provides grants to communities for historic survey research.

Table 5C: Historic Architectural Resources in Town of Primrose

AHI#	Section#	¼ / ¼	Building Type	Status
4405	02	SW / SW	Italianate clapboard house	Private owner
4406	04	SW / SW	Barn	Private owner
4407	04	NW / NE	Silo	Private owner
4408	10	NE / SW	Eichelkraut House	Private owner
4409	09	SW / SW	Octagon barn	Private owner
4413	19	SE / SE	Barn	Private owner
4414	23	SE / SE	Craftsman brick building	Private owner
4415	25	NW / NW	Stone house	Private owner
4416	25	NE / NE	Gabled ell house	Private owner
4417	28	NE / NE	Primrose Lutheran Church	Active church
4418	29	SW / NW	Limestone house	Private owner
4419	34	SW / SW	Clapboard gabled ell house	Private owner
4420	34	NW / SE	Limestone house	Private owner
4421	35	SE / SE	Barn	Private owner
87162	08	NE / SW	Ingebrit Peterson House	Private owner



- **Archaeological and Burial Sites:** Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. The Wisconsin Historical Society maintains a list of archaeological sites and cemeteries referred to as the Archaeological Site Inventory (ASI). The Archaeological Site Inventory (ASI) is the most comprehensive list of

archaeological sites, mounds, unmarked cemeteries, marked cemeteries, and cultural sites available. The ASI does not include all of the sites and cemeteries present in the state, however. It includes ONLY those sites that have been reported to the Wisconsin Historical Society.

Detailed ASI information is confidential and is not subject to Wisconsin’s open records law (Wis. Stats. §§ 44.48 and 157.70). This information is also protected by Federal law (Section 304 of the National Historic Preservation Act, Section 9(a) of the Archaeological Resources Protection Act of 1979). This caution not only helps protect archaeological sites but also protects landowners since private landowners own the majority of archaeological sites in the Town.

Since only a small portion of the Town has been surveyed for the presence of archaeological sites and cemeteries, the sites listed in the inventory represent only a fraction of the sites that are actually present. Local residents and American Indian communities who have and do live and work in the area possess much additional

information on other archaeological sites and cemeteries. Steps should be taken to have this information incorporated into future updates of the *Town of Primrose Comprehensive Plan*.

Up to this point in time, twenty-one (21) archaeological sites and cemeteries have been reported for the Town (Table 5D). The following types of sites have been identified:

- Twelve (12) Campsites/Villages; eight of unknown age, one belonging to the Archaic Tradition (8000 BC-500 BC), one belonging to the Woodland Tradition (500 BC-1200 AD), and two yielding both Archaic and Woodland materials (8000 BC to 1200 AD).
- One (1) find of a mammoth or mastodon bone, possibly in association with a cluster of tools found around a nearby spring. If the mammoth/mastodon bone is related to the artifacts, then the site dates ca. 11,000-9,000 BC.
- Three (3) Native American burial mound groups (ca. 500 BC to 1200 AD)
- One (1) rockshelter that has produced Native American artifacts, age unknown.
- Three (3) Euro-American cemeteries.
- One (1) Cultural Site/Quarry; significant to Ho-Chunk populations.

Clearly this sample of sites does not reflect the rich history of the area. Many more sites are present in the area, but have not been reported to the Wisconsin Historical Society and thus are not included in this table. These 'missing' sites include farmsteads, homesteads, and gravesites associated with the earliest settlers, post-Contact Native American sites and cemeteries, and may include Native American cemeteries and rock art sites. We encourage the Town to speak with local residents to see what other archaeological resources may be present in Primrose Township.

No sites are listed on the National and State Register of Historical Places, but many sites in the Town certainly may be eligible and are important.

Table 5D: Archaeological Resources

State # /Burial Code #	Site Name	Site Type	Cultural Study Unit	Section(s)
DA-0773	MT. JULIA SITE	1. Campsite/village	1. Unknown Prehistoric	13
DA-0772	DEVILS CHIMNEY CAMP	1. Campsite/village	1. Archaic	10
DA-0774	LITTLE SUGAR SITE	1. Campsite/village	1. Unknown Prehistoric	32
DA-0226	MUELLER	1. Campsite/village	1. Unknown Prehistoric 2. Woodland	8
DA-0227	Unnamed Site	1. Campsite/village	1. Unknown Prehistoric	18
DA-0332	Argue Mammoth	1. Campsite/village 2. Paleontological	1. Unknown Prehistoric	9
DA-0333	AMUNDSEN	1. Campsite/village	1. Unknown Prehistoric	15, 10
DA-0334	HOBBS	1. Campsite/village	1. Unknown Prehistoric	10
DA-0771	Mount Vernon Creek	1. Mound(s) - Other/Unk 2. Campsite/village	1. Woodland 2. Historic Indian	Multiple
DA-0857	Emma Pierce Mound Group	1. Mound(s) - Linear 2. Mound(s) - Conical	1. Woodland 2. Late Woodland	4 4
BDA-0093	WEST EVANGELICAL LUTHERAN CEMETERY	1. Cemetery/burial		28
BDA-0094	EAST EVANGELICAL LUTHERAN CHURCH CEMETERY	1. Cemetery/burial		28
BDA-0240	MT. HOPE CEMETERY			36
DA-0935	Kahl Farm	1. Mound(s) - Conical 2. Mound(s) - Linear 3. Mound(s) - Other/Unk	1. Woodland	14
DA-1025	ESSER ROCKSHELTER	1. Cave/rockshelter	1. Unknown Prehistoric	11
DA-1114	LUCILLE O'CONNOR	1. Campsite/village	1. Unknown Prehistoric	13
DA-1115	FRANCIS O'CONNOR	1. Campsite/village	1. Archaic 2. Woodland	12
DA-1116	F & L O'CONNOR	1. Campsite/village	1. Archaic 2. Woodland	12
DA-1180	Meadow Creek site	1. Lithic scatter	1. Unknown Prehistoric	8
DA-1181	Haag site	1. Lithic scatter	1. Unknown	8
DA-1313	Devil's Chimney	1. Cultural Site 2. Quarry	1. Historic Indian	11

- **Community Design:** The town incorporates community design guidelines. When reviewing development proposals, the Town and property owners will consider the following objectives of the Town:
 - Avoid disturbance of productive agricultural land;
 - Avoid disturbance of floodplains, wetlands and steep slopes;
 - Minimize number and length of driveways, and;
 - Avoid fragmentation of existing contiguous wood lots of 20 acres or more.

See *Chapter 8: Land Use* for detailed design and siting criteria.

Agricultural Resource Goals, Objectives and Policies:

Goals

1. Preserve productive farmlands in the town for continued agricultural use.
2. Keep farming economically viable in the Town of Primrose through the 21st century.
3. Maintain the rural character of the town.

Supporting Objectives:

- a) Discourage land uses which conflict with agriculture.
- b) Support efforts to expand economic opportunities for farmers.
- c) Limit nonfarm development consistent with town density policies.
- d) Direct nonfarm development away from productive agricultural lands.
- e) Protect farm operations from incompatible land uses and activities which may adversely affect the capital investment in agricultural land, improvements and equipment.



Policies

1. Limit nonfarm uses in agricultural preservation districts to one unit per 35 acres owned as of April 28, 1981 (see *Chapter 8: Land Use*).
2. Allow rezones for nonfarm development only on lands that meet town siting, lot design and driveway criteria (see *Chapter 8: Land Use*).
3. Direct development incompatible with agricultural use away from farming areas and toward areas with appropriate public services.
4. Cooperate with other units of government to make local farmers eligible for farmland preservation tax credits and other programs that encourage continued farming.
5. Town ordinances that restrict noise, odors, keeping of animals, etc. shall not apply to farming activities in agricultural preservation districts.
6. Encourage farmer participation in cost-share and other programs as described in the *Dane County Land & Water Resources Plan*.

7. Encourage and participate in farmer education programs provided through UW Extension.
8. Consider new tools, such as TDR and PDR, to help protect agricultural lands and provide financial alternatives to developing farmland (See *Chapter 8: Land Use*).
9. Work with Dane County to revise county zoning and land division ordinances to support farm operations and agriculture-related businesses.

Mineral Resource Goals, Objectives and Policies:

Goals

1. Make sure mineral extraction operations protect public health, safety and the environment and are consistent with the goals and objectives of this plan.
2. Limit conflicts between mineral extraction and incompatible uses.

Supporting Objectives:

- a. Establish clear, consistent policies for conditional use permits for mineral extraction operations.
- b. Work closely with Dane County to review and provide appropriate conditions for proposed mineral extraction operations.
- c. Discourage development that would conflict with existing mineral extraction operations.

Policies

1. Work with Dane County to revise the county zoning ordinance to establish objective criteria for mineral extraction operations.
2. Help identify significant mineral deposits within the town and inventory inactive unreclaimed mineral extraction sites.
3. Review conditional use permits for new or expanded mineral extraction sites and develop recommended conditions based on the nature of the proposed operation, the location, topography, environmental features of the site, and public comment received. Work with Dane County as necessary to develop specific conditions related to, at a minimum:
 - Hours of operation;
 - Conditions on schedule, notification and nature of blasting (if any);
 - Truck traffic and safe routes for material hauling;
 - Other uses on the site, such as crushing or asphalt production;
 - Fencing, screening and warning signs on the site, and;
 - Final use of any reclaimed sites, consistent with other goals, objectives and policies of this plan.

Natural Resource Goals, Objectives and Policies:

Goals

1. Protect important natural features such as significant woodland and grassland areas, floodplains, wetlands, endangered species habitat and steep slopes.
2. Provide sufficient parks and outdoor recreation areas to meet the needs of town residents.

3. Preserve the rural and scenic character of the town.
4. Protect and where possible, improve surface and groundwater quality.
5. Provide for sustainable, diverse hunting, fishing, wildlife observation and other outdoor activities within the town.
6. Support and encourage voluntary stewardship of private and public lands and respect private property rights.

Supporting objectives

- a. Establish a resource protection district, with policies to help protect sensitive environmental areas, including floodplains, wetlands and steep slopes.
- b. Establish a public lands district, with policies to help foster cooperation with public agencies owning lands in the town and promote consistency with this plan.
- c. Make sure development uses best practices to minimize impacts to natural land and water resources.
- d. Direct development requiring public sewer and water to designated Urban Service Areas.
- e. Where possible, limit fragmentation of valuable natural resources and try to connect separated wildlife habitats to maintain robust viable populations.



Policies

1. Guide the location and design of development in a manner that will minimize any adverse impact on the quality of surface waters, aquifers, wetlands, woodlands, and agriculture.
2. Support and coordinate with Dane County on erosion control, stormwater, floodplain, wetland and shoreland regulation.
3. Support cost-share, farm conservation plans and other efforts described in the *Dane County Land & Water Resources Plan*.
4. Work cooperatively with municipal, county, state and federal public agencies and nonprofits owning land in the Town to,
 - participate in public acquisition planning processes;
 - develop agreements on future use of existing public lands;
 - assure input from Town officials and citizens, and;
 - provide a better understanding of financial resources and funding mechanisms available for land acquisition and management.
5. Consider TDR, PDR and other programs to protect natural resources and give landowners alternatives to development. Give priority to tools and incentives that

complement and support other voluntary conservation efforts in the town, such as the DNR's Southwest Grassland and Stream Conservation Area.

6. Review town siting criteria, design and development guidelines to make sure they adequately protect the rural character of the town, and avoid environmental impacts. The town should consider whether future amendments to the *Town of Primrose Comprehensive Plan* should address issues such as:
 - Development, landscaping or design guidelines for ridgetops to reduce impacts to scenic vistas and prevent erosion.
 - Establishing limits on tree removal to protect woodlands and avoid fragmentation of habitat.
 - Using downward-directed lighting to protect dark skies and avoid unnecessary light pollution.

Cultural Resource Goals, Objectives and Policies:

Goals and Objectives:

1. Encourage identification, protection, interpretation and maintenance for all significant archaeological sites in the town.
2. Encourage identification, protection, preservation and restoration of buildings, structures and sites which represent or reflect elements of the town's cultural, social, economic, political and architectural history.
3. Help increase public awareness and appreciation of the town's historic and archaeological resources.



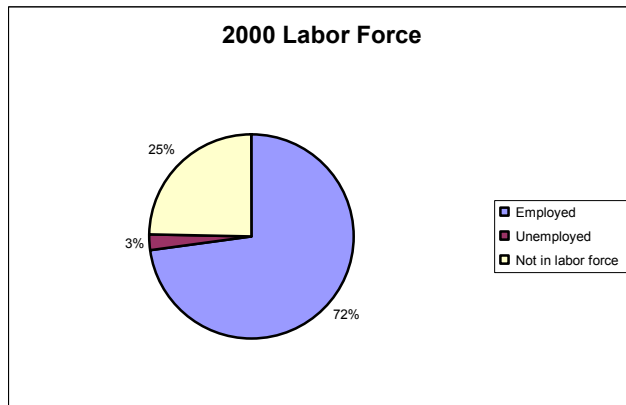
Policies and Programs:

1. Support local, county, state and federal historic preservation efforts.
2. Support efforts to help provide restoration grants to willing owners of historic properties. Provide information about grants, technical assistance and recognition programs to town residents.
3. Consider potential for providing modest incentives for landowners to maintain or restore historic properties.
4. Support efforts to document and research historic and archaeological sites in the town. Work with the Wisconsin Historical Society to provide interpretative materials, plaques or markers for Town of Primrose sites of statewide or regional interest.
5. Work with the Village of Mount Horeb Historical Society, other historical societies, the Primrose Lutheran Church, Native American tribes and residents to educate and provide interpretation of town historic sites, rural schools, and document the written and oral history of the town.

6. Consider whether the town should appoint a town historian and/or help establish a Town of Primrose Historical Society. Make meeting space available in the Town Hall.
7. Support local festivals, ethnic celebrations, farm tours, farm breakfasts, and markets that celebrate the town's history, heritage and rural way of life.

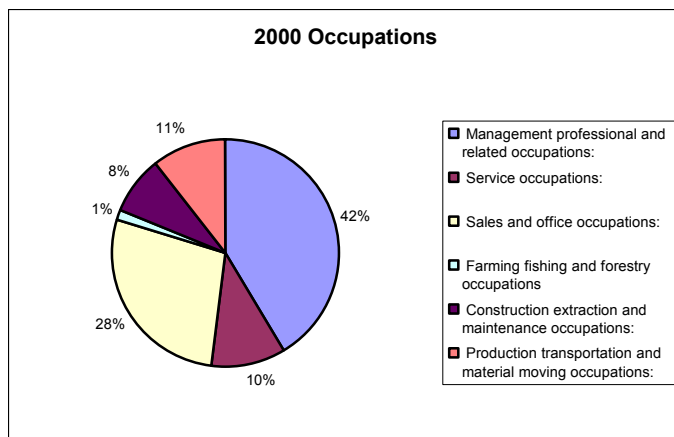
CHAPTER 6: ECONOMIC DEVELOPMENT

Economic Base



- Labor Force and Hours Worked:** According to the 2000 Census, of the Town of Primrose’s 517 work-age residents, 389 (75%) were employed, 13 (2.5%) were unemployed and looking for work, and 128 (25%) were out of the labor force. Of the town’s 517 work-age residents: 311 (60%) worked 35 hours per week or more in 1999; 71 (14%) worked between 15 to 34 hours per week

in 1999; 25 (5%) worked between 1 and 14 hours per week in 1999; and 110 (21%) did not work in 1999.



- Major Industries and Occupations:** As of the 2000 Census, 42% of Town of Primrose residents were employed in the “Management, Professional and Related Occupations” sector, compared with only 23% in 1990. In contrast, employment in the “Farming, Fishing & Forestry” sector declined from 21% of the town workforce in 1990 to 2% in

2000. Over the same period, jobs in the “Service” and “Production, Transportation and Material Moving,” “Sales and Office” and “Construction, Extraction and Maintenance” sectors grew as well.

Based on 2002 data, there were 14 businesses scattered throughout the Town of Primrose. Of those, 13 employed ten employees or less (Map 6-1).

- Economic Vitality:** The unemployment rate was 2.5% in 2000. In 1999, 4.4% of individuals in the Town were below the poverty level. Compared to the other towns in Dane County, the Town of Primrose’ percentage of residents below the poverty level is less.

Environmentally Contaminated Sites

According to the Wisconsin Department of Natural Resources Bureau of Remediation and Redevelopment, there are no contaminated sites in the Town of Primrose.

Types of Business Desired by Town

Based on the comprehensive plan survey, Town residents identified farm-based businesses, and small home-based occupations as types of businesses they would like to see in the future.



Strengths and Weaknesses for Economic Development

Because agriculture is the most important economic activity in the town, the many challenges facing modern agriculture could be considered a weakness for economic development. However, the level of agricultural land preservation the town has achieved over the years is an economic strength by keeping agriculture viable in the town. The town's proximity to the Madison Metropolitan Area and access to employment centers such as the State of Wisconsin government, the University of Wisconsin and Madison-area health, financial and business sectors are a clear strength.

Applicable Economic Development Programs

- *Tax Increment Financing (TIF)*: Recently made available to towns, TIF is a tool for financing local economic development projects. As outlined in Wis. Act 231, town governments may utilize TIF to encourage agricultural, forestry, manufacturing, or tourism projects within their jurisdictions. Details about the specific requirements of the law can be found at: <http://www.dor.state.wi.us/slf/tif.html>.
- *Dane County Community Development Block Grant Program*: This program provides funds for eligible economic development projects such as business counseling, education for small business owners, and loans. (<http://www.co.dane.wi.us/plandev/cdbg/index.htm>)
- *Community-Based Economic Development Program (CBED)*: Provides assistance to local governments in the form of grants for incubator projects, economic development plans, and revolving loan programs. Funds are available through a competitive application process on an annual basis. (<http://commerce.wi.gov/CD/CD-bcf-cbed.html>)

Economic Development Goals, Objectives and Policies

Goals:

1. Consider a variety of home-based, independent contractor and limited family businesses in farming areas where there will be at most a minimal impact on agricultural activities and enterprises within the Town of Primrose.

Objectives:

- a) Allow only those commercial uses that will not cause environmental degradation or conflict with farming operations or the rural character of the town.

- b) To allow such business development as is needed to support existing or new agricultural, forestry or passive recreational activities.
- c) Support a wide variety of home-based, independent contractor and limited family businesses in farming areas where there will be no impact on surrounding properties to expand options for town residents to earn income.
- d) Allow for flexibility and creativity for farmers and agriculture-related businesses to expand, diversify or add value to their products to meet changing market needs.

Policies and Programs:

1. Any commercial development must comply with the siting, lot size, scale, density and operational requirements described in the Land Use Chapter of this plan.
2. Support limited small, home- or farm-based businesses that provide a service to town residents and can supplement town residents' income.
3. Develop policies to support sustainable "green-energy," biotechnology and organic farming projects, while protecting the environment, natural resources and rural character of the town.
4. Support local, county, state and federal programs to reinvest in agriculture, promote new agricultural products and create added value for farm, forestry and related operations in the town.
5. Support and increase public awareness of alternative agriculture enterprises, such as organic farming, community supported agriculture and farmer's markets.
6. Work with Dane County to amend the county zoning ordinance to allow a wider range of uses in agricultural, agricultural-business, limited commercial and rural homes zoning districts. Include standards and guidelines to make sure such uses remain compatible with agricultural and rural areas and do not create traffic, parking, noise, pollution or environmental impacts. Consider guidelines and standards for such uses as:
 - home-based businesses and cottage industries;
 - agricultural-related businesses, such as veterinary clinics and implement dealers;
 - offsite contractor operations;
 - small-scale agricultural processing facilities, such as cheese factories, wineries, or direct-to-market packaging, and;
 - large-scale agricultural product processing operations, such as manure digesters, biomass generators and green energy projects.
7. Survey and inventory road conditions and work out conditions with new commercial uses to make sure they pay their fair share of maintenance and repair to town roads

caused by heavy vehicle traffic. If necessary, consider seasonal road postings to limit vehicle weights, particularly in spring.

8. Require regular review of commercial or business operations permitted under conditional use permits, and consider expiration date on conditional use permits and require operators to reapply after a certain length of time.
9. Work with University of Wisconsin Extension, local schools, 4-H and other groups to help interested town residents learn new skills.
10. Continue to work with Dane County, the Capital Area Regional Planning Commission, the Department of Agriculture Trade and Consumer Protection and the University of Wisconsin to monitor the status and economic health of agricultural and other businesses in the town.

CHAPTER 7: INTERGOVERNMENTAL COOPERATION

Regional Context

- *Adjacent Towns:* The Town of Primrose shares borders with the Dane County Towns of Perry, Springdale and Montrose, and with the Green County Town of New Glarus.
- *Unincorporated Hamlets:* A small portion of the unincorporated community of Mount Vernon falls within the Town of Primrose.
- *Adjacent Cities and Villages:* The Town of Primrose shares no borders with any incorporated city or village. The Town is approximately three and a half miles from the City of Verona to the northeast, three miles from the Village of Mount Horeb to the northwest, and two miles from the Village of Belleville to the east. Town residents often commute to the City of Verona, the Villages of Mount Horeb, Belleville or New Glarus or the Madison Metropolitan Area for shopping, jobs, and entertainment.
- *Dane County:* The Town relies on a number of Dane County ordinances to regulate land use in the Town. Currently, the Town uses Dane County's zoning ordinance, floodplain zoning ordinance, land division ordinance, subdivision ordinance, erosion control and stormwater management ordinance, and shoreland/wetland zoning ordinance. The Town continues to maintain a good relationship with Dane County departments.
- *School Districts:* The town is served by three school districts: Mt. Horeb, Belleville and New Glarus (Map 4-4).
- *Capital Area Regional Planning Commission:* The Capital Area Regional Planning Commission (CARPC) was created on May 2, 2007 to serve as the regional planning and areawide water quality management planning entity for the Dane County region. Its responsibilities include approval of urban service areas and delineation of environmental and open space corridors. The Commission is composed of thirteen Commissioners appointed by the Mayor of the City of Madison (4), the Dane County Executive (3), the Dane County Cities and Villages Association (3), and the Dane County Towns Association (3).
- *Relevant State Agencies:* The Wisconsin Department of Natural Resources (DNR) owns a substantial amount of land in the town (see Public Lands District in Chapter 8: Land Use), and has regulatory authority over stream crossings and other work in navigable streams. The Wisconsin Department of Transportation (WISDOT) manages State Highway 92, which runs through the eastern portion of the town, and State Highway 69, which crosses the southeastern corner of the town. The town also participates in the Department of Agriculture Trade & Consumer Protection (DATCP)'s Farmland Preservation Program.



Existing or Potential Conflicts:

Adopted comprehensive plans for the Town of New Glarus, in Green County, and the Town of Springdale, in Dane County, would both allow for higher densities of nonfarm development than does the *Town of Primrose Comprehensive Plan*. The Town of Primrose Board and Planning Commission should cooperate with their counterparts in neighboring towns to make sure proposed residential developments across town lines do not negatively impact ongoing farm or conservation activities in Primrose.

The adopted comprehensive plans for the City of Verona and the Villages of Mount Horeb, Belleville and New Glarus do not show any projected expansion into the Town of Primrose within the next 20 years (Map 7-1). Consequently, no potential conflicts are anticipated with these municipalities.

Intergovernmental Cooperation Goals, Objectives and Policies:

Goals:

1. Facilitate and encourage cooperation and communication between all levels of government.
2. Establish a process for mutually beneficial intergovernmental relations with other governmental jurisdictions to promote cooperation and communication.

Objectives:

- a. Maintain good working relationships with adjoining municipalities and other governmental jurisdictions.
- b. Explore opportunities for joint planning and cooperation with other towns, villages, cities, Dane County, and state and federal agencies, including intergovernmental land use, service, and boundary agreements.
- c. Actively seek opportunities for shared public service agreements that improve services and lower costs.

Policies and Programs:

1. Continue to actively participate in intergovernmental organizations such as the Dane County Towns Association and events sponsored by the Capital Area Regional Planning Commission, and explore other opportunities to meet with representative from other governments.
2. Continue to actively participate in formal public hearings, workshops, committees and other outreach opportunities sponsored by other governmental units, including Dane County, the Capital Area Regional Planning Commission, nearby cities and villages, surrounding towns and state and federal agencies.

3. Provide formal comments and recommendations on proposed municipal, county or state plans, regulations or infrastructure improvements that have the potential to affect the Town of Primrose.
4. Work with the Dane County Board of Supervisors to have the *Town of Primrose Comprehensive Plan* formally adopted as part of the *Dane County Comprehensive Plan*.

CHAPTER 8: LAND USE

Existing and Forecasted Land Use

Existing land uses and historic trends are described below and listed in Table 8-A. Over the past 25 years, cropland and pasture in the town have declined, while woodlands and single family residential uses have expanded.

- *Agriculture:* In 2005, cropland and pasture accounted for 63.75% of the land area of the town. Since 1980, cropland and pasture has declined by 3,530 acres (-19%), while “other open lands” have increased by 2,918 acres. This is likely due to farmers reducing operations on marginal lands, including lands set aside under the federal Conservation Reserve Program.
- *Woodlands:* Woodlands account for 4,158 acres (25.47%) of the land area of the town. Woodlands have also been expanding in Primrose, growing by 844 acres (24.5%) between 1980 and 2005.
- *Residential:* The Town maintains a very low density population, with less than 1% of the Town’s land occupied by residential use. Single-family residential is the prevalent housing type. Land devoted to residential use has grown by 47 acres (29%) since 1980.
- *Commercial:* According to the *2005 Land Use Inventory*, there are no commercial retail, services or industrial uses within the Town of Primrose. This is unchanged since 1980. There are agricultural enterprises, home occupations and limited family businesses within the town, but such uses are not identified in the *Land Use Inventory*, and are normally considered secondary to the principal agricultural or residential use.
- *Other Public Uses:* The predominant public use is roadway right of way, which consumes 735 acres in the Town, 222 acres more than in 1980.

Table 8-A

Town of Primrose					
Acres of Land Use	1970	1980	1990	2000	2005
RESIDENTIAL	310.6	413.3	393.0	144.4	210.6
Single Family	20.2	139.4	137.5	140.8	206.8
Two Family	0.0	3.9	5.0	1.3	1.3
Multi Family	0.0	0.0	0.0	0.0	0.0
Farm Dwelling	283.4	249.8	243.0	0.0	0.0
Group Quarters	0.0	13.5	0.0	0.0	0.0
Mobile Home	7.0	6.7	7.5	2.3	2.5
INDUSTRIAL	0.0	16.5	22.0	22.2	20.4
Manufacturing	0.0	1.1	0.0	0.0	0.0
Wholesale	0.0	0.0	4.8	4.3	4.7
Extractive	NA	15.4	17.2	17.9	15.7

TRANSPORTATION	NA	518.2	676.4	737.1	736.5
Right of Way	517.8	513.8	674.9	736.4	735.8
Railroad	NA	0.0	0.0	0.0	0.0
Other	NA	4.4	1.5	0.7	0.7
COMMUNICATION/UTILITIES	2.8	0.0	0.0	0.0	0.0
Generating Processing	NA	0.0	0.0	0.0	0.0
Transmission	NA	0.0	0.0	0.0	0.0
Waste Processing	NA	0.0	0.0	0.0	0.0
Other	NA	0.0	0.0	0.0	0.0
COMMERCIAL RETAIL	0.0	0.0	0.0	0.0	0.0
General Repair & Maintenance	NA	0.0	0.0	0.0	0.0
Transportation Related	NA	0.0	0.0	0.0	0.0
Other	NA	0.0	0.0	0.0	0.0
COMMERCIAL SERVICES	0.0	0.2	0.5	0.4	0.4
Lodging	0.0	0.0	0.0	0.0	0.0
Other	0.0	0.2	0.5	0.4	0.4
INSTITUTIONAL/GOVERNMENTAL	15.0	10.5	11.3	9.3	9.3
Education	NA	4.1	5.0	4.2	4.2
Administrative	NA	1.1	1.1	0.6	0.6
Cemetery	NA	2.3	3.9	2.9	2.9
Other	NA	3.0	1.3	1.6	1.6
OUTDOOR RECREATION	304.8	2.3	0.0	0.0	0.0
TOTAL DEVELOPED AREA	1,151.0	961.0	1,103.2	913.4	977.2
AGRICULTURE & UNDEVELOPED	21,512.9	21,703.0	21,560.8	21,996.5	21,934.5
Woodlands	NA	3,314.6	3,411.2	4,058.9	4,158.7
Other Open Lands	NA	243.8	282.1	3,157.0	3,162.1
Vacant Unused Lands	NA	0.0	0.0	0.0	3.1
Water	0.0	6.6	1.6	2.8	3.5
Cropland Pasture	NA	18,138.0	17,865.9	14,777.8	14,607.1
TOTAL AREA	22,663.9	22,664.0	22,664.0	22,909.9	22,911.7

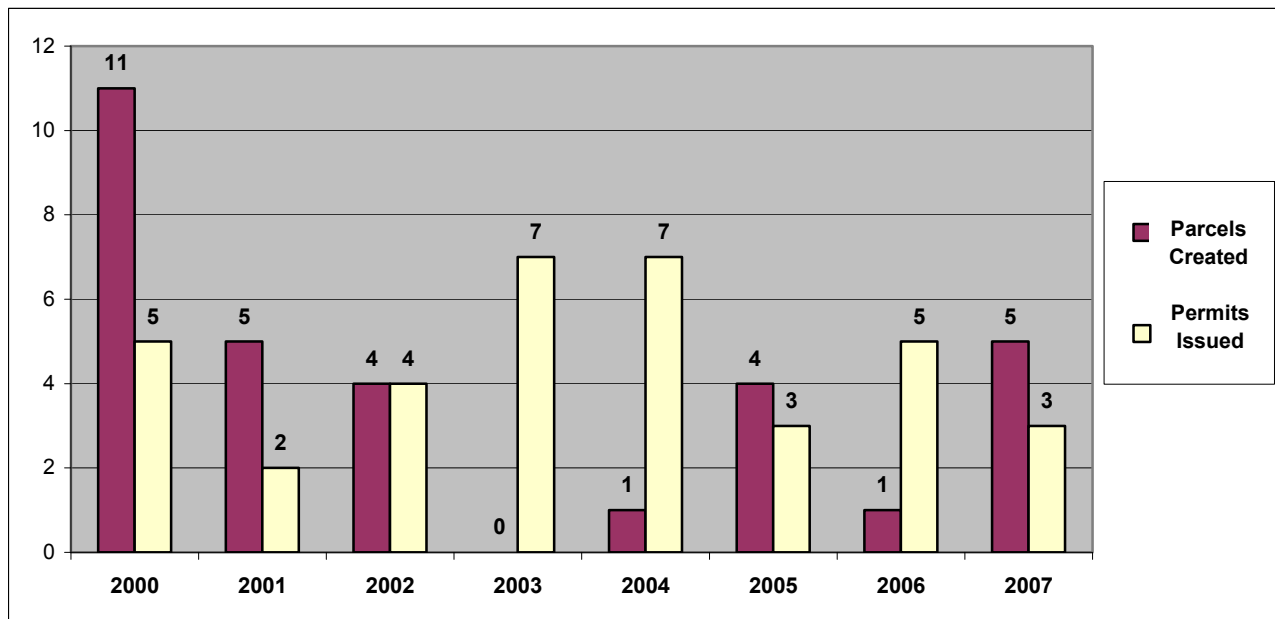
Source: Dane County Regional Planning Commission, 2005

*In 2000, the RPC changed the way agricultural, farm residential and other rural land uses were reported. This causes some discrepancies in farm residences trend data. For a description of these changes, see: Farmland Mitigation Loss Report (CARPC, 2009).

Supply, Demand and Price of Land

The number of parcels created each year determines the rate of development in the Town. The Town has a density policy that allows 1 split per 35 acres of land owned as of April 28, 1981. Between 2000 and 2007, there was an average of 4 new parcels created each year. Creation of parcels has been by certified survey map, rather than subdivision. See Chart 9 for parcel creation during 2000-2007.

Chart 8-1: Parcel Creation and Housing Permits Issued, 2000-2007.



Source: CARPC Regional Trends Report, 2007

The number of parcels created and housing permits issued has fluctuated from year to year, but aside from a peak of 11 lots created in 2000, has been relatively stable each year (Chart 9). The statistics indicate that demand for non-agriculture related residential development will continue to be satisfied by rural densities permitted under the town’s one unit per 35-acre density policy. Therefore, it is unnecessary for the Town to provide a full range of municipal services now or in the foreseeable future.

The average value of all agricultural land sold in Dane County in 2007 was \$11,430 per acre, down from \$15,754 in 2006. The value of land sold for continued agricultural use averaged \$8,218 per acre, down from \$9,029 in 2006. The value of land sold for non-agricultural use averaged \$23,896 per acre compared to \$18,974 in 2006.

Land Use Projections

Table 8-B shows land use projections for the Town of Primrose from 2010 through 2025. Residential land use projections are based on Wisconsin Department of Administration household projections and single family residential acreage per housing unit as reported in the 2005 Dane County Land Use Inventory and the Regional Trends Report, both published by the Capital Area Regional Planning Commission. Agricultural, commercial and other non residential land uses are based on historic trends between 1980 and 2005.

Table 8-B: Land Use Projections in 5-Year Increments

Land use acres	2010	2015	2020	2025	2030
Cropland / Pasture	13,840	13,078	12,324	11,577	11,545
Woodland / Other Open Space	8,038	8,748	9,452	10,150	10,131
Residential	221	233	243	253	263
Commercial	-	-	-	-	-
Industrial	-	-	-	-	-
Transportation	777	817	856	895	936
Institutional / Governmental	9	9	9	9	9

Source: WI DOA Household Projections, Dane County Regional Trends Report, Dane County Land Use Inventory 2005.

Land Use Conflicts

Land use conflicts in the town can arise from poorly planned residential development that is incompatible with nearby agricultural and open space uses.

The *Town of Primrose Comprehensive Plan* seeks to minimize such conflicts by:

- limiting the overall density of non-farm residential development in agricultural areas;
- establishing siting and design guidelines;
- redirecting more intensive uses to areas with appropriate municipal services, and;
- supporting intergovernmental cooperation and planning.

Opportunities for Redevelopment

Approximately 4% of the town is developed, so there are very limited opportunities for redevelopment.

Land Use Goals, Objectives and Policies:

The Town of Primrose is blessed with a diverse rural landscape that includes farms, woodlands, natural river valleys and hillsides. Residents value the rural lifestyle and environmental resources such as Mount Vernon and Door Creeks, and Primrose Brook. Over 70% of respondents to the town comprehensive plan survey felt that it was “essential” or “very important” to protect streams, air quality, wildlife habitat, farmland, wetlands and woodlands. The following land use goals, objectives, and policies reflect these desires and are designed to ensure the long term quality of life in the Town by preserving farmland, protecting environmental resources, and respecting the property rights and responsibilities of landowners.

I. General Land Use

A. Goals:

1. Preserve the productive farmlands in the town for continued agricultural use.
2. Prevent conflicts between incompatible uses.
3. Protect the natural environment.
4. Maintain the rural character of the town.

B. Objectives:

- a) Discourage land uses which conflict with agriculture and the rural character of the town.
- b) Limit nonfarm development according to density and siting criteria described in this plan.
- c) Protect, maintain and restore unique natural resources such as wetlands, floodplains, hydric soils, steep slopes, woodlands and productive farm soils.
- d) Recognize the environment as an integrated system of land, water and air resources, the destruction or disturbance of which can adversely affect the community by creating hazards, destroying important public resources, or wasting productive lands and renewable resources.
- e) Control public costs for roads and services associated with development.

C. Policies & Programs – General Land Use

1. Provide a sufficient supply and mix of land uses to satisfy Town land use objectives.

2. Follow the recommendations and requirements of this Plan when making land use decisions.
 3. Redirect high-density residential land uses, or other commercial or industrial development usually associated with an urban land use pattern to a designated Urban Service Area .
 4. Minimize development impacts on productive agricultural lands, or those lands with a history of productive farming activity.
 5. Limit non-farm residential development to those areas that are not classified as productive farmland.
 6. Require agencies and bodies responsible for the location of public improvements such as roadway corridors, pipelines, or power lines to recognize and comply with the agricultural land preservation objectives of the Town.
 7. Promote state and local programs that encourage farming, or investment in farming, within the Town.
- D. **Town Land Use Planning Areas (Map 8-1):** The Town has adopted the following 3 proposed planning areas to meet the Town's land use goals and objectives over the 20 year planning period:
- Agricultural Preservation Area
 - Resource Protection Corridor
 - Public Lands Area

II. **Agricultural Preservation Area**

A. **Purpose:**

The Town has established the Agricultural Preservation Area, as shown on the Planned Land Use Map (Map 8-3), as a means of preserving agricultural lands and rural character throughout the Town while providing opportunities for limited non-farm development. This designation will also serve to promote continued investment in agricultural operations by ensuring that



incompatible land uses are directed to areas that will minimize interference with farming activities. The primary land use policy within this district is the density policy, which limits the density of residential development to one dwelling unit per 35 acres. This district encompasses the most land within the town and includes productive farmlands, farm dwellings and other agricultural land uses, pastureland, woodlots, and scattered non-farm single-family dwellings. The policies for this district allow for a limited amount of non-farm residential and commercial development in keeping with the overall goals and objectives of the Town to preserve agriculture and rural character.

B. **Objectives:**

- a) Continue to maintain and encourage production agriculture, agricultural-related businesses, forestry, open space, and compatible uses.
- b) Protect farm operations from the encroachment of incompatible uses.
- c) Limit nonfarm development consistent with town density policies.
- d) Direct nonfarm development away from productive agricultural lands.
- e) Maintain and promote eligibility for county, state and federal programs, grants, incentives, cost-share funding and tax credits designed to support farming and maintain land in agricultural use.

C. **Appropriate Zoning Districts:**

- A-1[ex] (Exclusive Agriculture)
- A-4 (Small-Acreage Agriculture)
- A-B (Agricultural Business)

- CO-1 (Conservancy)
- RE-1 (Recreational)

For nonfarm development permitted under town density & siting policies:

- A-2, A-2(1), A-2(4), A-2(8) (Agriculture)
- RH-1, RH-2, RH-3 (Rural Homes)
- LC-1 (Limited Commercial), with appropriate conditions as needed to meet the objectives of this plan.

D. Policies & Programs – Agricultural Preservation Area:

1. **Density Policies** – Within the Agricultural Preservation Area, the density policies will serve as the primary tool for meeting the town’s land use objectives to maintain rural character and preserve agricultural land. The density policy limits the amount of non-farm development and will be used to guide Town decisions when considering rezones out of the A-1EX district. Density limitations shall apply to residential development, and to other forms of development, including;
 - non-farm commercial development created after the date of adoption of this comprehensive plan, and;
 - sales of land or easements to public entities unless otherwise indicated in sales contracts, deeds, or recorded agreements.

After the adoption of the *Town of Primrose Comprehensive Plan*, when proposing nonfarm development, landowners may choose from one, but not both, of the following density options:

- a) **Density Option A:** The density of non-farm development is limited to one non-farm use (also referred to herein as, “split” or “density unit”) per 35 contiguous acres held in single ownership as of April 28, 1981.

Example: The density standard of one dwelling unit or non-farm use per 35 acres of land owned as of April 28, 1981 means that a 140-acre farm as of that date would be eligible for up to 4 new lots for non-farm development if all other plan policies were met. This policy is not meant to require or encourage 35-acre dwelling unit lots; rather landowners are encouraged to create smaller clustered dwelling unit lots that meet the siting criteria of this plan.

- (1) **Option A Siting Criteria:** All new or expanded building sites, driveways and public or private roads developed under Density Option A must comply with all of the following:

- (a) Be entirely on pasture or woodlands as determined as of 1981, and such lands cannot have been cropped since 1981.
 - (b) Minimize conflicts with existing agricultural use.
 - (c) Avoid any disturbance of lands determined appropriate for long term agricultural preservation based on:
 - (i) Dane County LESA Group I, II, or III soils;
 - (ii) Historical cropping activity;
 - (iii) Commitment of owner to continued agricultural use;
 - (iv) Degree of investment in agricultural operations
 - (v) Natural features, such as significant native woodlands or grasslands, and;
 - (vi) Adjacent land uses.
 - (d) All general siting criteria described in 2. below.
- b) Density Option B: The density of non-farm development is limited to one non-farm use (also referred to herein as, “split” or “density unit”) per 70 contiguous acres held in single ownership as of April 28, 1981.

Example: The density standard of one dwelling unit or non-farm use per 70 acres of land owned as of April 28, 1981 means that a 140-acre farm as of that date would be eligible for up to 2 new lots for non-farm development if all other plan policies were met. This policy is not meant to require or encourage 70-acre dwelling unit lots; rather landowners are encouraged to create smaller clustered dwelling unit lots that meet the siting criteria of this plan.

- (1) Option B Siting Criteria: Landowners may cross historically cropped lands to reach pasture or woodlands with a residential driveway if all of the following criteria are met:
- (a) The landowner records with the Dane County Register of Deeds either a deed restriction document or a conservation easement that prohibits nonfarm development on 70 acres of agricultural land for each nonfarm lot created. The town will also record deed notice documents on the entire 1981 farm indicating that further nonfarm development on the original farm is limited to no more than one unit per 70 acres.
 - (b) Deed restrictions or conservation easements must run in favor of, at a minimum, both the Town of Primrose and Dane County Boards of Supervisors.
 - (c) Additional, restricted, density units not used for proposed nonfarm development may be transferred to other properties if the town develops a Transfer of Development Rights (TDR) program, or may be sold as part of a future town Purchase of Development Rights (PDR)

program, but may not be used for additional development on the original farm.

- (d) Driveways shall not cross more than 300 linear feet of historically cropped lands to access an appropriate building site.
 - (e) All new or expanded building sites, driveways and public or private roads developed under Density Option B shall comply with all general siting criteria described in 2. below.
- c) **Subdivision Plats:** Subdivision plats (defined in Chapter 75, Dane County Code as 5 or more lots less than 35 acres in size created within 5 years) are not permitted in Agricultural Preservation Areas.
- d) **Rounding:** The town's density limitation is meant literally, with no rounding up of fractional density units permitted. For example, a 4/28/1981 farm unit totaling 56 acres would be eligible for no more than one nonfarm development site ($56 / 35 = 1.6$, truncated to 1).
- e) **Determining original 4/28/1981 farm units:** The Town will utilize the 1981 Land Atlas and Plat Book for Dane County by Rockford Map Publishers, Inc., as a guide to determining original farm ownership and acreage as of April 28, 1981. Parcel size will be based on gross acreage, which includes road and other public rights of way, as calculated by the Dane County GIS system. Landowners or applicants for rezoning proposals may submit more detailed information for consideration, such as recorded deeds or surveys.

An original farm unit, or base farm tract, is defined as contiguous lands in single ownership as of April 28, 1981. For the purposes of this policy, single ownership is defined as parcels owned by one individual or by a married couple, partnership, or corporation including that individual. Parcels interrupted by roads, other public rights-of-way, or by navigable waterways shall be considered contiguous for the purposes of calculating allowable density. Parcels meeting at a single point shall be considered contiguous.

For A-1(exclusive) zoned parcels determined by the Dane County Department of Planning and Development to qualify for a building site under s. 10.16(3)(a), Dane County Code, Policy (j) below will apply. Acreage of nonconforming parcels under s. 10.16(3)(a), Dane County Code, shall be deducted from the total acreage of the original farm unit, or base farm tract,.

- f) **Eligible lands:** When calculating original farm acreage and eligible density units, all property under single ownership within the Agricultural Preservation Area shall be included. This includes land under water, within mapped wetlands, floodplains, or environmental corridors.

g) **Farm residences:**

- (1) Existing primary farm residences built before April 28, 1981 and on A-1 (exclusive)-zoned parcels 35 acres or larger shall not count against this density policy. A primary farm residence is the main farm house on an original farm unit, or base farm tract, usually with the buildings, that was occupied by someone who was farming the land that he or she owned as of April 28, 1981. There will be no more than one primary farm residence per original farm unit, or base farm tract.
- (2) All existing residences, other than primary farm residences, shall count against this density policy.
- (3) Separation, by certified survey map and rezone, of residences, including separated primary farm residences, built prior to April 28, 1981 shall count against this density policy.
- (4) All residences built after April 28, 1981, including residences for farm owners or operators under sections 10.123(3)(b) and (bm), Dane County Code, shall count against the density policy.

h) **Duplexes:** Zoning for the construction of new duplex or two-family homes or for the conversion of existing large houses to duplex use will be considered, if the following criteria are met:

- (1) Any existing house must have a total floor area of at least 1,800 square feet.
- (2) The Public Health agency of Madison and Dane County confirms that the private onsite wastewater treatment system is adequately sized, installed and maintained to accommodate duplex use.
- (3) The duplex structure will count as two density units under the density limitation.

“Dependency living arrangements,” as defined in ss. 10.01(19a) & (19b), Dane County Code, and allowed under a conditional use permit, are not considered a duplex under this policy and do not count as an additional density unit.

i) **Land transfers after April 28, 1981 and allocation of density units:** Land sales of over 35 acres occurring after April 28, 1981, do not result in new allotments of density units. When land sales of more than 35 acres occur after April 28, 1981 without *clear documentation* or recorded agreement between buyer and seller, or subsequent/current owners, regarding any transfer of splits or density units, the Town shall utilize the following guidelines when considering allocation of any remaining density unit(s):

- (1) Landowners are encouraged to make clear in recorded documentation, such as a sales contract or warranty deed, that a density unit is being transferred or retained when selling tracts of land over 35 acres. The Town may request that any supporting documentation be included with development or rezone proposals. Supporting documents may include, but are not limited to, sales contracts, warranty deeds, affidavits, and written agreements.
 - (2) Landowners who combine portions of different April 28, 1981 farm parcels in order to obtain over 35 acres are not entitled to a nonfarm density unit.
 - (3) Proportional allocation: In the absence of clearly understood supporting documentation, any remaining splits will be allocated on a proportional basis among current owners of the April 28, 1981 farm unit in keeping with the Town's density policies. Under no circumstances shall the density standard be exceeded on the April 28, 1981 farm unit.
- i) **Transfers of development rights:** Transfers of density units between original April 28, 1981 farm units are not permitted. The town board and planning commission will consider adopting a permanent, comprehensive Transfer of Development Rights program as a future amendment to the *Town of Primrose Comprehensive Plan*. Such a program should meet the following criteria:
- Consistent with any countywide Transfer of Development Rights ordinance and implementation program adopted by Dane County.
 - 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.
 - Provides for voluntary participation and flexibility for town government and individual landowners.
 - Encourages inclusion of working farmlands, large woodlands and natural resource areas under permanent conservation easement.
 - Includes review and consideration of potential impacts to the town's tax base and potential for collaborating with other municipalities.
- j) **Substandard A-1EX parcels under 35 acres as of April 28, 1981:** The following policies apply to parcels zoned A-1EX less than 35 acres in size that meet the criteria for a building site under s. 10.16(3)(a), Dane County Code. The town will require a Parcel Status Determination report from the Dane County Department of Planning and Development before approving rezones, land divisions or building permits on any substandard parcel.
- (1) Existing uses on substandard parcels less than 35 acres as of April 28, 1981 shall be permitted to continue as non-conforming uses. The Town may permit rezoning of such parcels to bring the pre-existing use into compliance with the county zoning ordinance, provided that such use is consistent with the overall goals and objectives of this Plan.

- (2) Vacant, legal, substandard (sometimes referred to as “non-conforming”) A-1EX zoned parcels between 4 and 35 acres in size in existence since April 28, 1981 are permitted to rezone to an appropriate district to allow for one single-family home, providing siting criteria are met. Such parcels may not be divided.
 - (3) Substandard, legally created A-1EX zoned parcels between 4 and 35-acre parcels, with an existing residence, may not be divided.
 - (4) Illegally created substandard parcels are not permitted to divide.
 - (5) Illegally created substandard parcels with an existing residence may be permitted to rezone to an appropriate district to bring the parcel into compliance, provided the parcel complies with all density and siting criteria of this plan.
- k) **When density units are exhausted:** When eligible density units for an original April 28, 1981 farm have been exhausted, the town shall require the recording of a deed restriction that prohibits further residential development on the balance of the property. Portions of the property intended to remain in agricultural use shall be zoned A-1EX or A-4.
2. **Development siting standards & criteria:** The Town shall use the following siting standards and criteria when reviewing proposed non-farm rezones or development, land divisions under county and town land division ordinances, and building siting under the town building permit ordinance.
- a) **Site plan review:** The Planning Commission must approve a site plan for all proposed nonfarm development within the Agricultural Preservation Area. Site plans should show the layout of the proposed lot(s), the location and use of proposed buildings, parking area(s), significant natural features, existing and proposed vegetation and driveway access. Site plans must, in the opinion of the Planning Commission, meet all of the following objectives:
- (1) Agricultural lands, woodlands and other natural resources are to be protected. Site plans should minimize the break-up of contiguous tracts of agricultural land, woodlands or environmentally sensitive land.
 - (a) Unless exempted under d) below, residential buildings shall not be located on historically cropped lands.
 - (b) Residential buildings, driveways, public or private roads and out buildings shall be located on pastures, woodlots, or on the edge of woodlots.
 - (c) No more than 30% of existing woods on a lot can be cut for the building site and driveway.
 - (d) New buildings, driveways and public or private roads must comply with Resource Protection Corridor policies.

- (2) Siting should protect the rural character of the township.
 - (a) Proposed buildings and uses create minimal conflict with neighbors.
 - (b) New driveways, houses or outbuildings will be located a minimum of 500 feet away from adjacent farm buildings and residences, unless the adjacent residence is the property of the person proposing the new building or is a new residence that is part of a “cluster development.” At the discretion of the town board and planning commission, balancing various competing goals and objectives of the town plan, exceptions to this rule may sometimes be allowed. Such exceptions might include situations such as the following:
 - (i) where the enforcement of the rule is impossible because the parcel is too small;
 - (ii) where the placement of the new driveway in accordance with the rule would disturb important natural resources such as agricultural land, or;
 - (iii) if the adjoining landowner has no objection to the structure being placed close to his or her property than the rule would require.
 - (c) Buildings are to be sited and designed to minimize visual impact when viewed from existing houses and public roads. Buildings are to be hidden from Town roads whenever possible.
 - (d) On properties with exposed hilltops or ridges, roof lines cannot extend above the hilltop or ridge line, if possible.
 - (e) Natural vegetation should be left in place to screen new buildings. Where natural vegetation is not present, screening by plantings, berms, or other features may be required to mitigate the impact of residential development.

b) Lot size:

- (1) Within the Agricultural Preservation Area, the minimum parcel size for proposed new lots shall be 2 acres. Nonfarm zoning parcels shall be the minimum size necessary to accommodate the proposed use, while meeting town driveway standards, minimum road frontage and other criteria of the town comprehensive plan. *NOTE: The town’s density policy does not require 35-acre or 70-acre residential lots.*
- (2) Nonfarm development in woodlands of greater than 20 contiguous acres existing as of 1981, requires a lot size of at least 10 acres.

c) Driveways and roads:

- (1) New driveways and roads shall be the minimum length necessary to access the site.
- (2) All driveways shall be designed and located to be suitable for emergency vehicle access and safe access onto existing roadways.
- (3) Driveways must comply with the Town Driveway Ordinance, County or State Highway access requirements, as applicable.
- (4) Contractors shall be required to use erosion control measures and return lands to a near normal setting after completion of construction. The Town may require an erosion control and/or stormwater management plan or a preliminary review letter meeting county ordinance standards as a condition of approval. For driveways longer than 125 feet in length, the town will require proof of compliance with county erosion control and stormwater regulations before a driveway permit will be issued.

d) Exceptions for Farmer Retirement Homes:

If a farmer has owned and operated a farm in the Township of Primrose for at least 10 years and wants a lot for retirement and as of the adoption of the *Town of Primrose Comprehensive Plan* has density units available, but would have no feasible buildable lots under these siting criteria, the farmer can have one lot for retirement in agricultural land, or a driveway that crosses agricultural land to reach a suitable building site. All other siting criteria, ordinances, policies, etc. must be met.

e) Additional Criteria: At the discretion of the Planning Commission, additional standards may be required for certain types of development, such as, but not limited to, proposed commercial development, or horse boarding facilities. Additional criteria may include, as appropriate:

- (1) Manure storage plans and/or farm conservation plans approved by the Dane County Land Conservation Division
- (2) Existing or proposed sanitary systems must be adequately sized to meet the proposed use and meet all current requirements of COMM 83, Wisconsin Administrative Code and Chapter 46, Dane County Code.
- (3) Erosion control and stormwater permits under Chapter 14, Dane County Code.

3. **Commercial Development:** The Town shall follow the following policies regarding proposed new, or expansion of existing, commercial development within the Agricultural Preservation Area:

- a) To allow limited commercial development as is needed to support existing agricultural activities, provide supplemental income for farm families or provide agricultural-related services. Commercial development must not result in environmental degradation, inappropriate traffic volumes or conflict

with farming operations. Commercial uses will be limited to those allowable under the A-B district, LC-1 district or as conditional uses in the Agricultural or Rural Homes Zoning Districts.

- b) To limit rezoning to that portion of land which is necessary for the commercial use contemplated.
- c) To avoid any substantial expenditure of public funds and the incurrence of municipal debt for the construction or provision of municipal improvements and services usually associated with commercial development.
- d) To avoid speculation and ensure compliance with previous policies, the applicant must request a specific use. Due to the permitted uses in the A-B Agri-Business and LC-1 Limited Commercial districts, the Town may require a condition on the rezoning to allow only the specific use as delineated on an approved site plan. This allows the Town to set specific limits and to review any expansion or new uses.
- e) Any rezone to allow nonfarm commercial use shall count against the town density policy.

3. **Mineral Extraction** – Within the Agricultural Preservation Area, the town will consider Conditional Use Permits for new or expanded mineral extraction operations that:

- are consistent with the goals and objectives of the *Town of Primrose Comprehensive Plan*;
 - are consistent with agricultural use and farmland preservation, and;
 - adequately protect public safety, rural character and the environment.
- a) Applicants for a new or expanded mineral extraction operation must meet with the town Plan Commission prior to filing a Dane County Zoning conditional use permit (CUP) application. Contact the town Plan Commission secretary to have the proposal placed on the agenda for the next available Plan Commission meeting.
 - b) At least two weeks prior to the scheduled meeting with the town Plan Commission, applicants should complete and provide to the town Plan Commission secretary and the Town Clerk the following documents:
 - (1) all completed application materials, including site plans and reclamation plans, required by the Dane County Department of Planning and Development for a mineral extraction CUP, and;
 - (2) the Town of Primrose Mineral Extraction Questionnaire.
 - c) Prior to the scheduled Plan Commission meeting, applicants should review and understand the list of standard conditions for mineral extraction CUPs provided by the Dane County Department of Planning and Development, as well as the reclamation standards required under Chapter 74, Dane County Code. Proposed land uses after reclamation must be consistent with the Town of Primrose Comprehensive Plan, including density policies.

- d) Copies of required application materials, the town questionnaire and standard conditions are contained in Appendix 1.
- e) After the applicant files a conditional use permit with Dane County, the Plan Commission may recommend appropriate conditions to the town board based on the Mineral Extraction Questionnaire, county standard conditions and any public input received. At its discretion, the Plan Commission may choose to delay making a recommendation to the town board until after the county public hearing.
- f) The town will work with owners of old extraction sites, neighbors and the Dane County Zoning Division to encourage clean-up and reclamation of abandoned and nonconforming mineral extraction sites.

III. Resource Protection Corridors

A. Purpose:

The Town has established Resource Protection Corridors, as shown on the Planned Land Use Map (Map 8-3), to preserve and enhance unique and sensitive natural resources within the Town.

This district applies to:

- 100-year floodplains,
- wetlands,
- hydric soils,
- Groups I & II Farm Soils under the Dane County Land Evaluation and Site Assessment classification (LESA), and;
- steep slopes exceeding 25% grade.

Non-farm development within the Resource Protection Corridor, as shown on the Planned Land Use Map, is generally prohibited, except as specifically provided below.



Where there are disputes over mapped wetlands, floodplains or onsite soil conditions, the town plan commission and town board may refer to detailed studies derived from onsite field conditions to determine actual Resource Protection Corridor boundaries. Any such study must be reviewed and approved by the Wisconsin Department of Natural Resources, the Federal Emergency Management Agency, the Dane County Zoning Administrator, or the Dane County Land Conservation Division, as appropriate. Developers bear the burden of proof that mapped Resource Protection Corridors are in error.

B. Objectives:

- a) Protect and improve the quality of the surface and ground waters within the town.
- b) Protect important local resources such as: floodplains, wetlands, significant woodlands, steep slopes and historic and archaeological sites.
- c) To encourage the use of soil conservation practices and the sustainable management of woodlands.
- d) Protect health, safety, welfare and the natural environment.
- e) Encourage sustainable management, enhancement and restoration of resource corridors and their ecological function.

C. Appropriate Zoning Districts:

- CO-1 (Conservancy)
- A-1[ex] (Exclusive Agriculture)

- A-4 (Small-Acreage Agriculture)
- RE-1 (Recreational)

D. Policies & Programs – Resource Protection Corridor

1. Maintain in agricultural, conservation or open space use.
2. Require erosion control and soil and water conservation practices for all land-disturbing activities.
3. Prohibit new structures, buildings or urban development and limit impervious surfaces. Provided all applicable county and state erosion control, stormwater, shoreland, wetland, floodplain and stream crossing regulations are met, the following may be permitted in the Environmental & Resources Protection District:
 - a) Expansion or improvement of existing accesses or driveways, if necessary to meet current town driveway standards.
 - b) Replacement of existing structures, unless prohibited by Dane County ordinance, or by state or federal law.
4. Support county shoreland & wetland zoning, floodplain, erosion control and stormwater ordinances.
5. Support programs to restore natural vegetation, remove invasive species and improve habitat.

IV. Public Lands Area

A. Purpose:

The Town has established the Public Lands Area, as shown on the Planned Land Use Map (Map 8-3), to coordinate with public and nonprofit entities owning land in the town. The Town of Primrose contains lands owned by the Wisconsin Department of Natural Resources and Dane County.



B. Objectives:

- a) Guide future decision-making with regard to lands owned by public agencies or purchased with public funds.
- b) Ensure town input on future land use decisions, acquisitions or dispensations of public lands.
- c) Coordinate with local, county, state, federal and nonprofit agencies purchasing lands in the town.

C. Appropriate Zoning Districts:

- CO-1 (Conservancy)
- A-1[ex] (Exclusive Agriculture)
- A-4 (Small-Acreage Agriculture)
- RE-1 (Recreational)

D. Policies & Programs – Public Lands Area

1. Work with public agencies owning land in the Town and develop agreements on future use of existing public lands.
2. Actively participate in future updates to the Dane County Parks and Open Space Plan, and state and federal public lands programs.
3. Develop procedures for future land acquisitions by public agencies that provide opportunities for adequate input from citizens and recognition of the goals, objectives, and policies of this Plan.
4. Encourage land uses that are compatible with natural resource preservation and protection.
5. Encourage public recreational opportunities for Town residents on publicly owned lands.

CHAPTER 9: IMPLEMENTATION

Implementation Tools

The Town of Primrose will regulate land use through the following mechanisms:

- 1) **Town of Primrose Land Division Ordinance:** This town ordinance governs the division of land into parcels between 35 and 80 acres of land. Approval of any certified survey map will require full compliance with the Ordinance and with the *Town of Primrose Comprehensive Plan*.
- 2) **Town of Primrose Driveway Ordinance:** This ordinance regulates the creation, reworking or expansion of roads that ultimately connect to a public right-of-way. Applications for any driveway permit must comply with all of the provisions of this ordinance and must be consistent with the *Town of Primrose Comprehensive Plan*.
- 3) **Town of Primrose Building Permit Ordinance:** This ordinance regulates the placement of residential and residential accessory buildings on land in the Town of Primrose. Building sites must comply with the requirements of the ordinance and with the *Town of Primrose Comprehensive Plan*.
- 4) **Dane County Zoning Ordinance (Chapter 10, Dane County Code):** Through zoning maps and text, the ordinance governs the use of publicly and privately owned land in the town. The town will not recommend approval of rezone petitions under s. 59.69(5)(e), Wis. Stats., or on Conditional Use Permits under s.10.255(2), Dane County Code, unless they are consistent with the *Town of Primrose Comprehensive Plan*.
- 5) **Dane County Land Division Ordinance (Chapter 75, Dane County Code):** The town falls under the Dane County subdivision ordinance (Chapter 75 of the Dane County Code of Ordinances) which outlines provisions for subdividing parcels of land into smaller parcels. This ordinance applies to any division of land that creates a parcel of 35 acres or less in size. Approval of any plat or certified survey maps will require full compliance with the Ordinance and with the *Town of Primrose Comprehensive Plan*.
- 6) **Exclusive Agricultural Zoning:** The town adopted the agricultural exclusive (A-1 EX) zoning district allowed by the Dane County Zoning Ordinance as part of the *Dane County Farmland Preservation Plan*. The town will not approve of any zoning change that will enable land uses that are inconsistent or conflict with the objectives and policies of the *Town of Primrose Comprehensive Plan* or the *Dane County Comprehensive Plan*.
- 7) **Dane County Erosion Control and Stormwater Management Ordinance (Chapter 14, Dane County Code):** To ensure environmental protection of natural resources and features, the town has adopted the Dane County ordinance.

- 8) **Dane County Shoreland Zoning Ordinance (Chapter 11, Dane County Code):** Dane County administers this ordinance to regulate development within 1,000 feet of a lake and within 300 feet of a stream to protect water quality, fish and wildlife habitat and natural scenic beauty.
- 9) **Dane County Floodplain Zoning Ordinance (Chapter 17, Dane County Code):** Dane County administers this ordinance to control development within floodplains to reduce flood hazards and protect the environment.
- 10) **Conservancy Zoning:** Conservancy zoning is contained within the Dane County Zoning Ordinance, Chapter 10 of the Dane County Code of Ordinances, (DCCO).
- 11) **Sign Regulations:** Sign regulations are contained within the Dane County Zoning Ordinance, Chapter 10 of the Dane County Code of Ordinances, (DCCO).
- 12) **Building and Mechanical Codes:** The town falls under the state Uniform Dwelling Code (UDC).
- 13) **Density Policy:** The town's residential density policy limits the number of lots that may be created by certified survey to one parcel for each 35 acres, or portion thereof, owned as of April 28, 1981. To prevent the occurrence of multiple divisions by successive landowners, this limitation runs with the land; is cumulative; and applies to those persons owning land within the town on April 28, 1981, and to their grantees, heirs, successors and assigns. For further details, please refer to the Land Use policies found in Chapter 8.
- 14) **Sanitary Codes:** The town is covered by the Dane County Private Sewage System Ordinance and Health Ordinance (Chapter 46 of the DCCO)

Adoption, Evaluation, Amendments and Updates

Following the requirements of Wisconsin's comprehensive planning legislation, the town board adopted the *Town of Primrose Comprehensive Plan* by ordinance after receiving recommendation from the town's plan commission and holding a formal public hearing. In addition, the *Town of Primrose Comprehensive Plan* was approved by the Dane County Board of Supervisors for inclusion in the *Dane County Comprehensive Plan*.

Ongoing evaluation of the *Town of Primrose Comprehensive Plan* will occur while being utilized by the town. Progress toward goals will be reported, and changes in conditions that affect elements of the plan will be noted. When changing conditions in the town warrant minor modification of the *Town of Primrose Comprehensive Plan* text or maps, an amendment shall be made. Reasons for an amendment may include:

- Changes in state or federal law(s) affecting comprehensive planning,
- Changes to goals, objectives, policies, or recommendations in the *Town of Primrose Comprehensive Plan*,
- Changes in community demographics,
- Instances where the *Town of Primrose Comprehensive Plan* becomes inconsistent with other policy goals.

The town board and town plan commission will review the *Town of Primrose Comprehensive Plan* every year, to see if amendments or updates are necessary. At least every five years, the plan commission will recommend, if needed, minor updates or amendments of the *Town of Primrose Comprehensive Plan* for consideration by the town board.

At least every ten years, the town will perform a major update of the *Town of Primrose Comprehensive Plan*, in accordance with the State comprehensive planning law. Different than an amendment, an update may accommodate significant changes and modifications to the plan text and maps.

Integration of Plan Elements

In accordance with the State's comprehensive planning law, each element of the *Town of Primrose Comprehensive Plan* is integrated and consistent with the other elements. Elements have been carefully prepared so as to collectively achieve the Town of Primrose' vision and goals.

Implementation Timeline

In order to carry out the objectives of the *Town of Primrose Comprehensive Plan*, a timetable for action was created (Table I). Each year progress toward achieving the recommendations listed below will be monitored and evaluated by the town plan commission. As is evident from the table, most of the activities are, and will continue to be, ongoing.

Table 9-A: Action Plan and Timeframe

ELEMENT	RECOMMENDATION	TIMEFRAME
Agricultural, Natural and Cultural Resources	Follow the plan's residential density policy in the Agricultural Preservation District.	Ongoing
	Continue to implement the town driveway ordinance.	Ongoing
	Work with the county in exploring programs to preserve farmland, such as purchase of development rights and transfer of development rights programs.	Ongoing
Housing & Economic Development	Allow for limited commercial uses appropriate to a rural town, consistent with land use policies in Chapter 8.	Ongoing
	Follow the residential density policy contained in the Comprehensive Plan.	Ongoing
	Promote the careful placement of homesites in an effort to preserve farmland and protect natural features.	Ongoing
	Identify local need and interest in the Dane County Community Development Block Grant (CDBG) program for maintenance and rehabilitation of existing housing stock.	Ongoing
Transportation	Continue to maintain town local roads.	Ongoing
Utilities and Community Facilities	Work with Dane County to develop policies and guidelines for wind turbines, communication towers, and management of solid and liquid manure.	Ongoing
Land Use	Follow the recommendations of the Town of Primrose comprehensive plan when considering all zoning petitions and land divisions.	Ongoing
Intergovernmental Cooperation	Share information with neighboring towns and villages as comprehensive plans are developed and/or amended.	Ongoing

Acknowledgements

Town of Primrose Board of Supervisors

Dale Judd, Chair

David Garfoot, Supervisor

Alex Elkins, Supervisor

Winne Losenegger, Clerk

Patty Peltekos, Treasurer

Town of Primrose Comprehensive Plan Steering Committee

F. Joshua Dein, Steering Committee Chair

Dale Judd, Town Chair

William Haack, Planning Commission Chair

David Garfoot, Supervisor

Alex Elkins, Supervisor

Martha Gibson, Planning Commissioner

Gretchen Hayward, Planning Commissioner

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