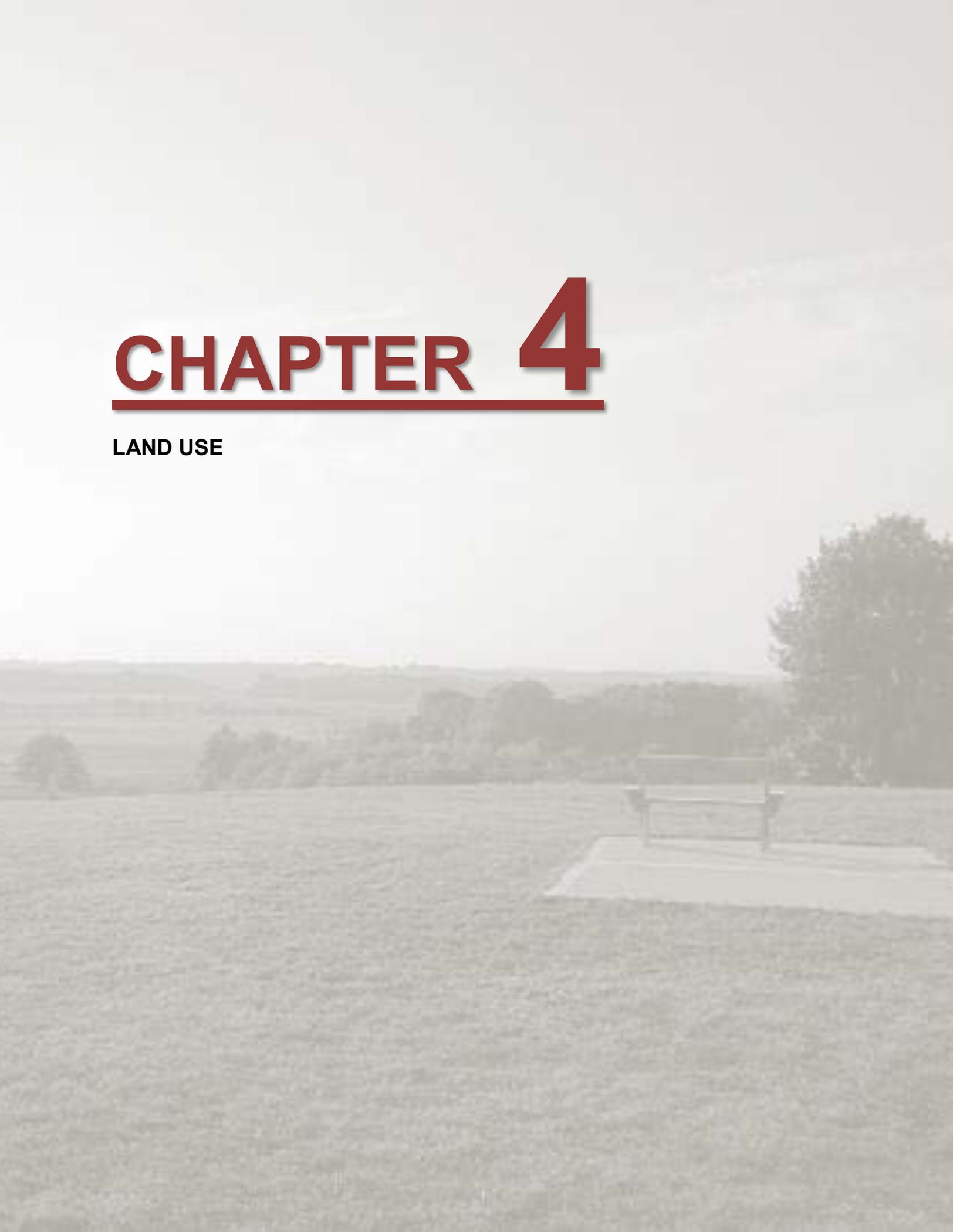


# **CHAPTER 4**

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**LAND USE**





## LAND USE

The land use element is a compilation of goals, objectives, policies, recommendations, programs, and maps intended to guide the future development and redevelopment of public and private property. This chapter contains a listing of the amount, type, intensity, and net density of existing uses of land in the Town including agricultural, residential, commercial, industrial, and several other public and private uses. Based on the background information, this chapter also analyzes trends in the supply, demand, and price of land; makes projections of future demands; and outlines opportunities for redevelopment and existing and potential land-use conflicts.

According to the 2010 CARPC *Farmland Loss in Dane County* report, annexation by cities and villages totaled 24,000 acres between 1980 and 2000. Cities annexed twice as much land, roughly 16,000 acres, as villages which annexed about 8,000 acres. While some annexed land remains under cultivation, typically annexed land is intended for eventual development, unless preserved as urban agriculture.

**TABLE 13: CITY, VILLAGE AND TOWN ANNEXATION, 1980 - 2000**

| Annexation 1980 - 2000 <sup>1</sup>             | 1980 - 1990    | 1990 - 2000     | Total<br>1980 - 2000 |
|---|----------------|-----------------|----------------------|
| Change in city acreage                          | + 4,109        | + 11,857        | + 15,966             |
| Change in village acreage                       | + 1,363        | + 6,685         | + 8,048              |
| Change in city and village acreage <sup>2</sup> | + 5,472        | + 18,542        | + 24,014             |
| <b>Change in town acreage<sup>2</sup></b>       | <b>- 5,471</b> | <b>- 18,543</b> | <b>- 24,014</b>      |

Source: *Farmland Loss in Dane County, CARPC 2010.*

<sup>1</sup> Values for 1980 and 1990 are adjusted based on year 2000 Total Acreage for Dane County. The year 2000 acreage is based on more accurate digital data.

<sup>2</sup> Discrepancy between land gained in cities and villages compared to land lost in towns is due to rounding error.

According to the 1999 Land Use Plan, the total area in the Town of Burke in 1970 was 17,513 acres. This total has steadily declined to 17,269 acres in 1980, 15,777 acres in 1990 and 10,450 acres in 2013.

### EXISTING LAND USE MAP CATEGORIES

Map 7: Existing Land Use, organizes existing land uses by the land use categories listed below. These categories indicate how land is currently being used, which does not necessarily reflect the current zoning designations or desired future used. Some categories of use are not present within the Town but are found in neighboring communities and elsewhere in the County.

**Agriculture** uses include cropland/pasture (including cultivated farm fields, livestock grazing areas and farm primary farm residence and farm building, animal husbandry (including buildings), farm building/accessories (located separate from primary farmstead), commercial forest, fishing, and related other agriculture. Of these uses, the Town only contains cropland/pasture and farm building/accessories.

**Single-Family Residential** uses include single-family detached residential development.

**Multi-Family Residential** includes two-family residential development and multi-family residential with three or more units per building.

**Mixed Residential** includes mobile homes, mobile home parks, farm units (separate from cropland/pasture), group quarters (dormitories, retirement facilities), and seasonal residential uses, occupied less than six months of the year. There are no mixed residential parcels within the Town.

**Industrial** uses include food and kindred; textile and mills; apparel and related uses; lumber and wood products manufacturing; furniture and fixtures manufacturing; paper and allied products manufacturing; printing, publishing, and allied industries; scientific instruments; chemicals and allied products manufacturing; miscellaneous industrial; wholesale trade; rubber and miscellaneous plastic products manufacturing; stone, clay, and glass product manufacturing; and mineral extractive sites/quarries.

**Transportation** uses are both parcels and rights-of-way. They include railroad, aircraft transportation, marine craft transportation, street, road, highway rights-of-way, automobile parking (stand-alone parking lots or ramps), and non-motorized transportation (including trails).

**Utilities** include electric generating/processing, gas generating/processing, water generating/processing, electric, gas, and water transmission, sewage, solid waste, and other communication/utilities.

**Commercial/Office** uses contain a mix of retail sales and retail services. Specific retail sales uses include shopping centers, hardware, and farm equipment, general merchandise, food (bakeries, grocery stores, liquor stores, butcher shops), apparel and accessories, furniture, home furnishings and equipment, eating and drinking establishments, general repair and maintenance, motor vehicles, tires, batteries and accessories stores, gasoline service stations, and other commercial retail sales including automotive, marine craft, aircraft and accessories. Commercial retail service uses include finance, insurance and real estate offices, personal services, business services, professional services, contract construction services, transient lodging, amusement, and miscellaneous services. There is no apparel retail within the Town. In addition, there are no grocery stores within the Town.

**Institutional** uses include schools and universities, health care and administrative facilities, safety buildings like police and fire, places of assembly, cemeteries, and institutional/government facilities.

**Open Space/Recreational** uses include cultural activities exhibits, camp and picnic areas, land-based outdoor recreation areas like county or state parks including open land and woodlands, water-based recreation areas, and other open or vacant land including wetlands and farm fields not under cultivation.



*Map 7: Existing Land Use*

**Woodlands** include areas of non-commercial forest which are groups of mature trees larger than 3 acres in size and being continuous in nature.

**Vacant** land includes lots within a subdivision that have not yet been built upon, are under construction, or buildings that are not yet occupied.

## **EXISTING LAND USE PATTERN**

Map 7 depicts the existing land use pattern within the Town of Burke. Table 14 summarizes the existing acreage within various land use categories in the Town, as presented on Map 7. Table 14 also provides a comparison of existing land use to historic land use trends within the Town.

**TABLE 14: EXISTING LAND USE TOTALS, BURKE**

| <b>Land Use Category</b>  | <b>1970 Acres*</b> | <b>1980 Acres*</b> | <b>1990 Acres*</b> | <b>2013 Acres</b> | <b>2013 Percentage</b> |
|---------------------------|--------------------|--------------------|--------------------|-------------------|------------------------|
| Agriculture               | n/a                | 11,418 (66%)       | 9,141 (58%)        | <b>3,321</b>      | <b>31.8</b>            |
| Single-Family Residential | 253 (1%)           | 690 (4%)           | 782 (5%)           | <b>1,083</b>      | <b>10.4</b>            |
| Multi-Family Residential  | 5 (<1%)            | 8 (<1%)            | 25 (<1%)           | <b>14</b>         | <b>0.1</b>             |
| Mixed Residential         | 267 (2%)           | 205 (1%)           | 193 (1%)           | <b>0</b>          | <b>0.0</b>             |
| Industrial                | 66 (<1%)           | 468 (3%)           | 433 (3%)           | <b>449</b>        | <b>4.3</b>             |
| Transportation            | 964 (6%)           | 1,144 (7%)         | 1,043 (7%)         | <b>1,015</b>      | <b>9.7</b>             |
| Utilities                 | 152 (1%)           | 13 (<1%)           | 151 (1%)           | <b>27</b>         | <b>0.3</b>             |
| Commercial/Office         | 125 (1%)           | 145 (1%)           | 221 (1%)           | <b>147</b>        | <b>1.4</b>             |
| Institutional             | 16 (<1%)           | 33 (<1%)           | 44 (<1%)           | <b>45</b>         | <b>0.4</b>             |
| Open Space/Recreational   | n/a                | 1,702 (10%)        | 2,737 (17%)        | <b>3,725</b>      | <b>35.6</b>            |
| Woodlands                 | n/a                | 491 (3%)           | 444 (3%)           | <b>415</b>        | <b>4.0</b>             |
| Vacant                    | n/a                | 180 (1%)           | 152 (1%)           | <b>209</b>        | <b>2.0</b>             |
| <b>Total</b>              | <b>17,513</b>      | <b>17,269</b>      | <b>15,777</b>      | <b>10,450</b>     | <b>100.0</b>           |

Source: GIS Inventory, Mead & Hunt, Inc., 2013. Madison Area MPO Data, 2005.

\*1970-1990 data obtained from 1999 Land Use Plan and Dane County RPC Land Use Inventories. Total acreage calculation discrepancies are due to rounding errors and alternative classifications of data between 1970 and 1990.

The largest portion of existing land within the Town of Burke is classified as open space/recreational uses (35.6 percent). Open space and recreational uses include all areas of county and state parks, water and wetland areas, and natural environmental areas. Also included in the open space/recreational land use classification are farm fields not under cultivation, the majority of which are located on the west side of the Town adjacent to the Cherokee Marsh. Open space and recreational uses have historically been one of the highest percentages land uses within the Town.

Within the Town, approximately one-third (31.8 percent) of the total land area is for agricultural purposes. Agricultural land uses are located largely in contiguous areas in the north-central and eastern parts of the Town. Agricultural parcels, like open space and recreational land use parcels, tend to be large, undivided



quarter- and quarter-quarter sections.<sup>25</sup> Agricultural uses have historically been the highest percentage of land use in Burke. Residential land uses in the Town, which account for roughly 10 percent of the existing land uses, are almost entirely single-family and located in contiguous, planned development areas.

**LAND DEVELOPMENT AND MARKET TRENDS**

According to the Wisconsin Department of Revenue, the change in equalized value within the Town between 2011 and 2012 was \$349,700. During the past seven years, the Town has seen an overall modest nine percent increase in total equalized value. However, the percent change by year for total equalized value within the Town of Burke has fluctuated significantly since 1999. Between 2000 and 2001 the Wisconsin Department of Revenue reports that the total equalized value in the Town increased 12 percent. Between 2002 and 2003 the value increased four percent, and between 2003 and 2004, the value increased 16 percent. However, the economic downturn in the late 2000s did not miss Burke. Between 2009 and 2010, the total equalized value in the Town decreased six percent.

**TABLE 15: TOTAL EQUALIZED VALUES**

|                        | 2006                  | 2012                  | % Change, 2006-2012 |
|------------------------|-----------------------|-----------------------|---------------------|
| <b>Town of Burke</b>   | <b>\$ 401,352,400</b> | <b>\$ 437,455,400</b> | <b>9.0</b>          |
| Town of Blooming Grove | \$ 165,627,000        | \$ 184,680,800        | 11.5                |
| Village of DeForest    | \$ 785,397,400        | \$ 790,689,800        | 0.7                 |
| City of Sun Prairie    | \$ 2,296,727,600      | \$ 2,353,842,900      | 2.5                 |
| Town of Sun Prairie    | \$ 232,932,500        | \$ 249,567,000        | 7.1                 |
| Village of Waunakee    | \$ 1,143,101,600      | \$ 1,286,376,700      | 12.5                |
| Town of Westport       | \$ 729,509,400        | \$ 757,604,200        | 3.9                 |
| Town of Windsor        | \$ 536,824,300        | \$ 553,643,100        | 3.1                 |
| City of Madison        | \$ 21,219,003,600     | \$ 21,697,080,900     | 2.3                 |

*Source: Wisconsin Department of Revenue, 2013*

Compared to surrounding municipalities, the Town’s nine percent increase over the past seven years is noteworthy. Only the Town of Blooming Grove and the Village of Waunakee saw increases of double digits while five municipalities saw increases less than four percent. The Village of DeForest equalized value has remained virtually the same since 2006, increasing by less than one percent.

The trends in the land market in the Town of Burke are indicative of the recent US market trends. The Towns value increase has been attributed mostly to improvement value increases derived from pre-existing housing. Little residential development and even less commercial and manufacturing land

<sup>25</sup> Towns were originally subdivided into 36 one-mile- square sections. Sections can be further subdivided into quarter sections, quarter-quarter sections, or irregularly shaped lots. The Public Land Survey System (PLSS) National Atlas. [http://www.nationalatlas.gov/articles/boundaries/a\\_plss.html](http://www.nationalatlas.gov/articles/boundaries/a_plss.html).



development leaves ample room for future opportunities, where the Town is not landlocked by environmental features.

## **LAND SUPPLY**

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As previously mentioned, the majority of land use within the Town is comprised of open space/recreational and agricultural uses. Chapter 3 outlined the Town's goals to preserve open space and realize the transition of agricultural land to other types of uses, consistent with the future land use plans of surrounding municipalities. Knowing the location and availability of agricultural land for transition, the Town can begin to understand where demand will occur.

The Town of Burke, along with all towns in Dane County, has adopted the county's zoning ordinance (Chapter 10, Dane County Code). The Dane County Zoning Ordinance divides the unincorporated areas of Dane County into 21 zoning districts, each with a different combination of permitted and conditional uses, lot sizes, and area and setback requirements. In the Town of Burke, the majority of land is classified as A-1 Agricultural, a zoning district that only exists in the Towns of Burke, Bristol, Middleton, and Springdale. The A-1 district is generally for agricultural production and related uses. Residences and a variety of other non-farm uses such as small day cares, home occupations, and utility services are also permitted. In addition, the A-1 district can, and in Burke does, include a variety of conditional uses, like cemeteries, sanitary landfill sites, mineral extraction sites, schools, etc. This zoning district is well-suited for the Town because of its many land use allowances.

Only one principal building is allowed on a lot, but accessory buildings such as barns and sheds are permitted. For parcels greater than five acres, only one single-family unit is allowed, but the amount of livestock is unlimited. For parcels less than five acres in size, only residential uses are allowed.

Landowners, town boards, or county board supervisors may petition the county board to rezone property from one zoning district to another. Affected town boards, the county board and county executive must all approve any rezone petition or ordinance text amendment before it can go into effect. Areas lying within extraterritorial zoning areas must be coordinated with the respective municipality. In addition, the *Dane County Land Division and Subdivision Ordinance* (Chapter 75, Dane County Code) regulates the division of land in unincorporated areas of Dane County.

## **PROJECTED LAND USE DEMAND**

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Wisconsin Statutes require comprehensive plans to include projections, in five-year increments, for future residential uses in a community over the planning period. This Comprehensive Plan includes projections of residential land use demand between 2015 and 2030, using 2010 data discussed in Chapter 1 as a baseline.



In 1990, the average household size in the Town of Burke was 2.86. In 2000, this number decreased to 2.60 and remained the same in 2010. This declining trend is also found within Dane County and the State of Wisconsin, which have seen a decline from 2.46 and 2.61 in 1990, 2.37 and 2.50 in 2000, and 2.33 and 2.43 in 2010, respectively.<sup>26</sup> In addition, the average household size of all the municipalities surrounding the Town, excluding the City of Madison and including the Town, was 2.55 in 2010. Knowing this information, we assumed 2.50 as an average household size for projecting land use demand.

Dane County has 10 residential zoning districts in its zoning ordinance. The majority of residential land use within the Town is within the R-1, Residence District which requires that unsewered lots have a minimum area of 20,000 square feet. For projecting the residential land use demand, 1/2 acre (21,780 square feet) was used.

**TABLE 16: PROJECTED RESIDENTIAL LAND USE DEMAND**

| Town of Burke               | 2015 | 2020 | 2025 | 2030 | Totals       |
|-----------------------------|------|------|------|------|--------------|
| Number of New Residents     | + 38 | + 86 | + 76 | + 62 | <b>+ 262</b> |
| Household Size              | 2.50 | 2.50 | 2.50 | 2.50 | <b>2.50</b>  |
| Number of New Housing Units | + 15 | + 35 | + 30 | + 25 | <b>+ 105</b> |
| Residential Acreage Demand* | + 8  | + 18 | + 15 | + 13 | <b>+ 54</b>  |

*\*Existing acreage in the Town of Burke, 2013: 10,450 acres  
Source: Wisconsin Department of Administration, Mead & Hunt, Inc.*

The data in Table 16 shows the additional amount which will be added to the Town for the number of new residents, number of new housing units and number of acres that will need to be reserved for residential land use. The projections shown above are a calculation of a perfect scenario. However, because of several variables that are not considered in the calculation and trends and fluctuations in the development market<sup>27</sup>, the totals shown above should be increased by a factor of two or three to ensure sufficient land is available. The land use demand forecasts suggest that the Town will require approximately 100 to 150 acres of land for residential land uses until 2030. Within this development, the Town could experience between 200 and 300 new housing units, with more than 500 new residents.

Planning for residential land use demand is a balance between other related land uses and preserving the open space and environmental corridors that help define the character of the Town. A large portion of the existing land in the Town is currently zoned A-1 Agricultural, which will require a zoning change for any substantial development to occur.

<sup>26</sup> It should be noted that the average household size in the City of Madison, which contains 50 percent of housing units occupied by renters, was 2.17 and may have had an impact on the Dane County data.

<sup>27</sup> Residential development fluctuates based on the willingness of both a seller and buyer. The amount of land therefore needs to be flexible because the willingness of buyers and sellers is relatively unpredictable at any given time.

## **POTENTIAL LAND USE CONFLICTS**

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The Town of Burke has entered into a cooperative agreement with Madison, Sun Prairie, and De Forest, and because of this, the areas of annexation by these jurisdictions has already been established. As the Town of Burke loses residents, businesses, and undeveloped land to surrounding jurisdictions, they will lose population and tax base. This, in turn, negatively affects the Town's ability to provide services to residents and lessens their relative political strength. If the Town attempts to rebuild their tax base by encouraging low-density development, in particular ETJ areas adjacent to Madison, Sun Prairie, or DeForest boundaries, they may frustrate planned urban growth and complicate urban service delivery. ETJ areas are particularly susceptible to this type of conflict. The Cooperative Plan is in place to aid in minimizing conflicts and provide for the eventual transition of Town land to the surrounding municipalities.

The Town of Burke has a desire to cultivate a stronger working relationship with surrounding municipalities and regional and state agencies to make land use decisions for the betterment of all stakeholders. Token Creek Park, although county-owned and maintained, is entirely within the Town of Burke. The Town was not part of the park master planning team for this park and was not consulted about the process. The Town desires to be involved in the planning process for amenities like this because they can be a catalyst for economic development and aid in attracting tourists to the Town.



While the preservation of farmland within the Town is not a recommendation of this plan, the preservation of community character is. Photo courtesy Mead & Hunt, Inc., 2013

## **LAND USE GOALS, OBJECTIVES, AND POLICIES**

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### **Goal:**

Manage the extent, location, and pace of new growth to promote future land use patterns consistent with the town's exurban character.

### **Objectives:**

1. Direct new residential development into Single-Family Residential land use areas.
2. Minimize the visual impact of new development on the landscape.
3. Plan for a sufficient supply of land uses to meet Town objectives.
4. Promote the conservation and preservation of the Town's natural resources including woodlands, wetlands, lakes, rivers, creeks, and streams.
5. Work in partnership with the City of Sun Prairie and Madison and the Village of DeForest to achieve the Town's land use objectives.



6. Direct new non-residential development to areas of compatible use.
7. Update and maintain accurate land use data.

**Policies:**

1. Follow the land use recommendations mapped and described in this plan (Maps 7 and 8) when making and advising on detailed land use decisions.
2. Maintain low density, single-family development as the primary residential land use category.
3. Preserve the Town's Protected Areas until 2036, as outlined in the Cooperative Plan.
4. Promote compatible and complementary land uses around the Town Hall Park and similar park facilities.
5. Build a relationship with Madison, Sun Prairie, and DeForest to ensure development is compatible and desirable.
6. Work to ensure greater input and flexibility in County zoning and ETJ decisions, staying within the overall framework laid out in County plans and ordinances.
7. Ensure that incompatible land uses are not located close to one another, or are buffered through screening where nearby locations are unavoidable.

**LAND USE PROGRAMS AND RECOMMENDATIONS**

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**Update Existing Land Use Map/Land Use Inventory**

The Town of Burke should work with Dane County, the Regional and Metropolitan planning organizations, and surrounding jurisdictions to update and maintain accurate land use data. The existing land use map shown in this document is a reflection of data created in 2005. The span of eight years since updated data has been available leaves room for error and can lead to generalizations and incorrect categorization. Every five years, the CARPC compiles and verifies a land use inventory of Dane County. Once initial classifications are made, the CARPC distributes maps for each community's representatives (town clerk, village administrators, plan commission members, and others) for verification. The Town should cooperate with the CARPC and County to ensure involvement in verification of new data as early as 2015 and continuing in five-year increments as planned by CARPC.

**Update and Implement Design Guidelines**

The 1999 Land Use Plan provides a *Design Review Guideline Checklist for Site Plans and Design Review* and *Site Plan and Landscaping Guidelines* for the Town. This recommendation proposes to update those guidelines to reflect current needs and objectives of the Town. Design guidelines are a tool a community can use in review of development to direct designers and developers to look closely at a community's character to design within the context of a particular community, neighborhood, or site.

Design guidelines can also aid community staff and administrators by supplementing the link between Town residents and developers who can be seen as too "outside the box" or "over the top." Having



guidelines in place provides an expectation to the developer for what the Town desires and how to achieve the Town's goals, set forth by public input and citizen involvement. Similarly, guidelines provide an example and explanation to residents of how and why development proposals look the way do. Design Guidelines should be prepared and implemented in conjunction with the Village of DeForest and Cities of Madison and Sun Prairie as they may affect the ETJ areas and overlapping neighborhood plans.

### **Future Land Use Map Categories**

The Future Land Use Map (Map 8) indicates recommended future land uses over the 20-year planning period and their location within the Town. This map incorporates the future land uses of Madison, Sun Prairie, and DeForest and their ETJ areas, as compiled by the Madison Area Metropolitan Planning Organization. Discrepancies exist between the land use categories of this Plan and the Comprehensive Plans of DeForest, Sun Prairie and Madison because the planning horizon year for local plans varies depending on when the plan was prepared.<sup>28</sup> Map 8 will be used to guide Town decision-making on future land use changes and prevent or minimize potential conflicts between overlapping jurisdictions. The Comprehensive Plans, neighborhood and special area plans, and other local land use plans of the DeForest, Sun Prairie and Madison should be consulted for specific future land use recommendations. All future development should comply with the local jurisdictions development requirements as outlined by their local plans and ordinances.

Below is a description and recommended zoning, policies and programs for each planned land use category depicted on Map 8. The Burke – DeForest Extraterritorial Zoning Committee allows the Village the authority to zone within the DeForest ETJ. County zoning does not apply in this area. For all areas of Burke outside the DeForest ETJ, county zoning does still apply.

### **Agriculture**

**Description:** The agriculture land use category is established to preserve productive agricultural lands, open space, and natural areas in the long-term. This land use category focuses on lands actively used for farming and/or with productive agricultural soils and topography conditions for farming. This category may also include cropland/pasture, farm buildings and accessories, and commercial forests or woodlands. The Town is located in the Non-Farm Planning Area of the Farmland Preservation Plan and does not intend to seek agriculture as a future land use. However, this land use category is present throughout the county and is heavily active in neighboring jurisdictions.

**Recommended Zoning:** Most of the land within the agriculture category will be zoned A-1 Agriculture by the Dane County Zoning Ordinance. The A-1 Agriculture District is generally for agricultural production

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<sup>28</sup> These communities are also in the process of preparing updated plans and in some cases have prepared neighborhood or detailed area plans. The data on Map 8 and the Future Land Use Map Categories reflect current local plans as of September 2010.



and related uses. Residences and a variety of other non-farm uses are permitted. For agricultural uses the area shall be not less than five acres and the minimum lot width shall be 250 feet. For residential uses the lot width and area shall be the same as for the R-1 Residence District.

**Rural Residential**

*Description:* The rural residential land use category is intended to accommodate large-lot and estate single-family residential development with rural character. These areas include the majority of the existing residential neighborhoods in the Town. Residential net densities in this land use district should range from approximately one to two dwelling units per acre. New single-family residential should possess a similar character and density of the surrounding neighborhoods.

*Recommended Zoning:* Future land uses in the rural residential category will generally fall into the R-1, R-1A, R-2, and R-3 Residence Districts and RH-1, RH-2, RH-3, and RH-4 Rural Homes Districts.

**Low-density Residential**

*Description:* The low-density residential land use district includes areas for planned residential development in and around areas of existing single-family development. Recommended residential net densities in this land use district should range from approximately two to four dwelling units per acre. The land use district is intended to include single family detached and attached dwellings.



Burke Conservancy Estates provides low-density residential on half-acre lots. Image courtesy Mead & Hunt, Inc., 2013.

*Recommended Zoning:* The recommended zoning district in these areas is R-1, R-1A, R-2, and R-3 Residence Districts.

**Medium-density Residential**

*Description:* The medium-density residential land use classification will be generally similar to the low density category but include two flats, duplexes, townhouses, and apartments. Recommended residential net densities in this land use district should range from approximately four to 10 dwelling units per acre.

*Recommended Zoning:* Recommended zoning includes the R-3A zoning district. This district includes uses permitted in the R-1 Residence District and duplexes.

**High-density Residential**

*Description:* High-density residential should consist of areas of planned residential development mostly adjacent to commercial areas and act as a buffer between intense, non-residential land uses and lower



intensity, low and medium density and rural residential land uses. High density land uses will be multi-family in nature and contain a net density in the range of eight to twenty dwelling units per acre.

Recommended Zoning: Future land uses in this category will be in the R-4 Residence District, which allows single-family residential uses, duplexes, multi-family dwellings, and community living arrangements from nine to 15 persons.

**Planned Neighborhood / Development**

Description: This land use category will include a carefully planned mix of single-family residential development including some single-family, two-family, and multi-family residential and a mix of non-residential uses such as neighborhood scale commercial, office, parks, and institutional uses. This district is to function primarily as a residential district but provide access to neighborhood commercial within a half mile of the majority of residents within the district.



The City of Sun Prairie "Providence" planned neighborhood provides a mix of single family attached and detached homes, two family side by sides, apartments and condos. This development also incorporates design standards for setbacks, roadway width and building facades. Photo courtesy Mead & Hunt Inc., 2013.

Recommended Zoning: Planned neighborhood / development land uses will fall under the PUD Planned Neighborhood Development District of the Dane County Code. The PUD district promotes improved development design by allowing greater flexibility and imagination in urban and rural development. The district allows variations in uses, structures, densities, setbacks and yard requirements, building heights, landscaping, and other provisions for development, which are cohesively planned and implemented.

**Mixed Commercial / Residential**

Description: The mixed commercial / residential land use category will contain a mix of commercial retail and services uses and residential uses. The mixed commercial / residential future land use category differs from the planned neighborhood / Development category because mixed commercial and residential areas are typically either areas of existing development or will become buffer areas between commercial and residential uses once either of those land uses is developed. These areas are not planned and are typically organic transition areas between uses.

Recommended Zoning: There is only one area with the future land use categories in the Town of Burke which falls into this category. This area is currently zoned A-1 Agriculture but is undeveloped, non-productive agriculture land.



### **Commercial Retail and Services**

*Description:* The commercial land use district is recommended to include large and small-scale commercial and professional office development. A wide range of indoor retail, service, lodging uses, and offices are appropriate in this land use district. Landscaping is recommended in these areas to foster high quality development and to minimize disruption to adjacent residential development where applicable.

*Recommended Zoning:* The Dane County Code provides C-1, C-2 Commercial Districts and a LC-1 Limited Commercial District for commercial retail and service uses.

### **Institutional / Government**

*Description:* This category includes large scale public buildings, hospitals, and special-care facilities and clinics. Small scale, existing institutional uses such as churches, cemeteries, open spaces, and schools are included in this category, but may also be permitted in other land use categories. This future land use category is intended to accommodate new institutional facilities including churches and schools as well as future sites for public services and utilities. There are currently no schools in the Town. The Town Hall is currently one of two existing institutional uses in the Town.

*Recommended Zoning:* Institutional and government future land uses are permitted uses in the B-1 Local Business District and conditional uses in many of the County's other zoning districts including Agriculture and Commercial districts.

### **Communication / Utilities**

*Description:* The communication / utilities future land use category includes uses like communication towers and power stations. These uses are scattered throughout the Town. There are distribution substations located just east of the Burke Town Hall, off STH 19 on Steven Road just west of Portage Road, and west of Interstate 39/90/94 on Hanson Road. There is one communication tower located east of Burke Town Hall on Maly Road and one on Pepsi Way, off STH 19. There is also a pump station on Wheeler Road, off CTH CV.

*Recommended Zoning:* Communication / utilities are generally listed as conditional uses within the Commercial districts of the Dane County Code.

### **Industrial / Business**

*Description:* This future land use category includes indoor manufacturing, warehousing, distribution, and office uses, with outdoor storage areas. Also included in this category or uses like retail sales or service businesses, medical, dental and veterinary clinics, banks, offices, and office buildings, to list a few.



There are several areas of existing industrial areas within the Town, and future industrial areas will be planned around and adjacent to existing industrial areas. These areas are concentrated north of the Dane County Regional Airport, adjacent to I-39/90/94 near the Village of DeForest, and on Maly Road, east of Burke Town Hall.

Recommended Zoning: Future land uses in this category will generally fall into the M-1 Industrial District or the B-1 Local Business District.

**Transportation**

Description: The transportation future land use district includes those areas dedicated for transportation services such as existing airports and Interstate interchanges. The Dane County Regional Airport and the airport clear zone is included in this category.

Recommended Zoning: Transportation land uses can fall into any zoning district because their use typically involves vacant land areas associated with interchanges. Therefore, transportation land use zoning typically associates with an adjacent zoning district.

**Natural Area**

Description: Natural areas consist of undeveloped areas including non-productive farms, areas with unique natural features, steep slopes, and environmental corridors. These continuous systems require protection from disturbance and development and consist of wetlands, stream channels, floodplains,

stormwater management areas, and other resource lands and features.

Recommended Zoning: Uses within the natural area category are regulated under a variety of State, Federal, and County regulations.



A scenic outlook within the Town. Image courtesy Mead & Hunt, Inc. 2013

**Parks / Outdoor Recreation**

Description: This future land use category includes park and open space facilities devoted to both active and passive recreation, such as golf courses,

playgrounds, play fields, play courts, trails, picnic areas, some natural areas, and related recreational activities. Programmed parks like Token Creek County Park are included in this district.

Recommended Zoning: Parks / outdoor recreation uses will generally fall into the RE – 1 Recreational District. This district allows lots not less than 20,000 square feet in area.



*Map 8: Future Land Use*



### **Woodland**

*Description:* The woodland future land use category includes areas of dense woodlands greater than three acres in size and non-commercial forests.

*Recommended Zoning:* The woodland land use category can fall in to a number of zoning districts including the agricultural districts, some residential districts, and conservancy and recreational districts.

### **Extractive**

*Description:* This future land use category is intended for nonmetallic mine sites including quarries, gravel pits, clay extraction, waste disposal sites and related land uses. Lands within this category may be converted to recreational and open space uses in the long-term or other land uses if detailed reclamation plans have been approved by the Town and WDNR. There are three extractive site within the Town, outlined in Chapter 3.

*Recommended Zoning:* The extractive use is commonly a conditional use in any number of districts.



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# CHAPTER 5

TRANSPORTATION





# T TRANSPORTATION

The transportation chapter contains a compilation of goals, objectives, policies, programs, recommendations, and maps to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking, and water transportation. The chapter provides a comparison of the Town's policies and recommendations to the state and regional transportation plans. This chapter also identifies existing highways within the Town by function and incorporates state, regional, and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans, and rail plans that apply within and adjacent to the Town.

## **EXISTING TRANSPORTATION NETWORK**

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The Town of Burke is well connected to Dane County and the region through the existing roadway network. Other transportation facilities, such as airport service, freight rail, and bicycle and recreational trails are located in or near the Town. This section describes the Town's existing transportation facilities, which are also depicted on Map 9: Planned Transportation Facilities.

### **Roadways**

#### *Interstates*

The Town of Burke is served by a combination of Interstates 39, 90, and 94, which run north to south through the center of the Town's geographic area. The primary traffic artery, the Interstate is designed to keep traffic flowing smoothly across the entire state, and connects Wisconsin's southern metropolitan areas like Milwaukee and Madison to northern metropolitan areas like Wausau, Eau Claire, and La Crosse. In addition, the Interstate connects the Madison region to national regional destinations like Chicago and the Twin Cities. According to the Wisconsin Department of Transportation interactive average annual daily traffic (AADT) website, which records average daily traffic volumes (number of cars) for major state roadways, traffic on Interstate 39/90/94 between US 151 and Hoepker Road is 59,800.<sup>29</sup>

#### *US Highways*

US Highways 151 and 51 (N. Stoughton Road) are the main Highway routes serving the Town. US 151 runs from Interstate 39/90/94 northeast through the City of Sun Prairie. US 51 runs entirely through Burke in the western central area of the Town. Both routes serve as regional arterials connecting regional cities and villages to the City of Madison and beyond. US 151 is also designated a freeway by Dane County north of Interstate 39/90/94 to the Columbia County line. In 2012 US 51 saw an AADT of more than 20,000 vehicles south of STH 19 within the Town.

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<sup>29</sup> Wisconsin Department of Transportation. [www.dot.wisconsin.gov/travel/counts/](http://www.dot.wisconsin.gov/travel/counts/) Accessed July 9, 2013.



### State Trunk Highways

State Trunk Highways serve as minor arterial roadways which function in a similar fashion as principal arterials but usually have less traffic, slower speeds, and more frequent stops. STH 19 provides east-west service along the Town's northern boundary through the Village of DeForest and to the City of Sun Prairie. AADT on STH 19 between Portage Road and US 51 is 14,500 (an increase of 100 vehicles since 2006) and between US 51 and Interstate 39/90/94 is 18,600 (an increase of more than 4,000 vehicles since 2006).

### County Trunk Highways

County Trunk Highways (CTH) are collector roads that serve the outlying areas and distribute traffic to the regional arterial system. County C (Reiner Road extended) on the east and CTH CV on the west, are both north-south routes which serve the Town and bordering jurisdictions. CTH T and CTH TT provide service along the Town's southern boundary. CTH CV, south of Hoepker Road consistently has an AADT around 10,000 vehicles and is an important artery between the Interstate, Dane County Regional Airport, and the Town.

### Local Roads

Local, or Town, roads are an important component of the county-wide transportation system. Local roads serve local development and provide access to many of the Town's neighborhoods. Most of these roads are maintained by the Town, but the Town also contracts some services when necessary. Important local roads include Hoepker Road, Reiner Road, Felland Road, Portage Road, Rattman Road, Burke Road, Nelson Road, and Lien Road. Reiner Road saw an increase in AADT of 2,300 between 2006 and 2012.

### Bridges

The bridges in the Town of Burke are concentrated along Interstate 39/90/94. Specifically, bridges are located at Hoepker Road, Hanson Road, Lien Road, and CTH T/Commercial Avenue and interchanges are located at US 51 and STH 19. There are also two bridges that cross the Token Creek along STH 19 and a railroad bridge under Interstate 39/90/94, north of Lien Road. The State maintains jurisdiction over the interchanges, and State and Dane County maintain bridges in the Town.

### Truck Transportation

Semi-truck transportation is concentrated along Interstate 39/90/94, US Highways 151 and 51, and STH 19.

### Public Transportation

#### Madison Metro Transit System

The Madison Metro Transit System, or city bus, serves residential neighborhoods, business parks, downtown Madison, schools and universities, and shopping centers in the Madison area. Routes 6, 20,



25, 26, 29, 34, and 36 serve the northwest area of Madison running primarily along US 151 near the American Family Insurance campus and STH 113 and Sherman Avenue just west of Dane County Regional Airport. The transit system is accessible from the southern and western areas of Burke. In addition, all Metro buses are equipped with bike racks.

Paratransit

Paratransit services are provided by the Madison Metro Transit System to persons with disabilities who cannot access the public transit system. Paratransit service complements the same areas (except commuter routes) and hours as the Madison Metro Transit System. The Americans with Disabilities Act (ADA) of 1990 requires public transit agencies to provide paratransit services to persons with disabilities, and requires riders to complete an application and be registered to use the service. The ADA identifies disabilities in three categories: any individual with a disability who is unable to ride on an accessible bus independently due to mental impairment including developmental disabilities; any individual with a disability who can only ride a city bus if it is accessible such as with a lift or ramp; and any individual with a disability who cannot travel to or from a city bus stop. More detailed information can be found at [www.cityofmadison.com/metro/paratransit](http://www.cityofmadison.com/metro/paratransit).



RIDESHARE

The State of Wisconsin provides a free RIDESHARE program to all Wisconsin residents and some bordering counties (IA, IL, MI, MN) to serve individual commuters who drive, ride, or bike to work. The program brings commuters together for carpooling and bicycle commuting with the intent to improve air quality, reduce congestion, and provide “green” alternative commuting options and programs.

Badger Bus

The Badger Bus is a regional transportation service providing motorcoach, trolley, school bus, escorted tour, paratransit and other services. The Town of Burke currently does not contact any of the Badger Bus services for its public transportation needs.

Park-and-Rides

No park-and-ride facilities are currently located within the Town of Burke. A park-and-ride facility is located on Eastpark Boulevard near American Parkway within the City of Madison. In addition, a park-and-ride facility, shown on Map 9, is planned for the intersection of US Highway 151 and W. Main Street in the City of Sun Prairie, adjacent to the Town.

**Bicycle Transportation**

In 2000 Dane County adopted a Bicycle Transportation Plan to serve as a blueprint for improving

bicycling conditions and safety in the County. The plan provided guidelines for planning, designing, and maintaining bicycle facilities throughout the County and provided an inventory of existing and planned future routes, connections, and trails, both on-road and off-road. These trails and routes are depicted on Map 9: Planned Transportation Facilities. The Town of Burke is supportive of Dane County's Bicycle Transportation Plan.

### **Railroads**

Two railroads cross the Town of Burke: the Soo Line and the Canadian Pacific railroads. Both rail lines carry freight traffic and there is no commercial or passenger access to these railroads within the Town. There are no railroad depots within the Town.

### **Airport**

The Dane County Regional Airport is located adjacent to the Town within the City of Madison and provides both commercial and cargo flights. The airport is served by the Madison Metro Transit System and several courtesy vehicles which handle transportation to and from the airport throughout the Madison area.



### **Water Transportation**

There are no water transportation services within the Town of Burke.

## **COUNTY, STATE, AND REGIONAL TRANSPORTATION PLANS, STUDIES, AND PROJECTS**

The following is a review of county, state, and regional transportation plans, studies, and proposed projects relevant to the Town. While this list is not exhaustive, it does provide the major plans, studies and project impacting the Town. There are no conflicts between the Town's transportation plan's and the plans, studies, and projects outlined below.

### **Transportation Plans**

#### *Translink 21: A Multimodal Transportation Plan for Wisconsin's 21<sup>st</sup> Century (1995)*

The Translink 21 Plan provides a broad planning "umbrella," which includes an overall vision and goals for transportation systems in the State from 1995 to 2025. The Plan recommended complete construction of the Corridors 2020 "backbone" network by 2005, creation of a new state grant program to help local governments prepare transportation corridor management plans, state funding to assist small communities in providing transportation services to elderly and disabled persons, and detailed assessment of local road investment needs. This plan does not provide any recommendations specifically pertaining to the Town of Burke.



*Map 9: Planned Transportation Facilities*

Wisconsin State Highway Plan 2020 (2000)

The *Wisconsin State Highway Plan 2020* focuses on the 11,800 miles of State Trunk Highway routes in Wisconsin. The plan does not identify specific projects, but broad strategies and policies to improve the state highway system over the planning period. WisDOT prepares Six Year Highway Improvement Programs for each county in the state.

*While the 11,773 miles of state highways represent only 10.3 percent of all public road mileage in Wisconsin, they carry over 35 billion vehicle miles of travel a year, or about 59.2 percent of the total annual statewide highway travel.*

*-Wisconsin Department of Transportation*

Wisconsin Six Year Highway Improvement Program 2013 – 2018 (Dane County)

The 2013 – 2018 Plan for Dane County identifies more than 75 projects, ranging from bridge replacement to pavement spot patching. Of the more than 75 projects, several directly involve the Town of Burke including bridge repairs and resurfacing of US 151, reconstruction of US 51, replacement of bridges along STH 19, and major Interstate 39/90/94 reconstruction. More detail on these projects is provided below in the Studies and Projects section.

Wisconsin Department of Transportation *Connections 2030* (2009)

*Connections 2030* is the long-range transportation plan for the state of Wisconsin, completed in 2009. The plan addresses highways, local roads, air, water, rail, bicycle, pedestrian, and transit over a 20-year planning period identified in the plan. *Connections 2030* policy recommends a multimodal approach to transportation, system modernization,

and innovation and directly links these policies with implementable projects identified within the thirty-seven system-level priority corridors which are critical to Wisconsin’s travel patterns and support the state’s economy. Six priority corridors within Dane County converge on the City of Madison. The Madison Area Transportation Board, the local Metropolitan Planning Organization (MPO), is the designated policy body responsible for



System-level priority corridors within Dane County, as identified by *Connections 2030*. The Madison Metropolitan Planning Area corridor is not shown.

transportation planning and decision making for the Madison Metropolitan Planning Area. More detailed information on projects specifically recommended by *Connections 2030* can be found on the WisDOT website at <http://www.dot.wisconsin.gov/projects/state/docs/corridor-madison-mpa.pdf>.

*Wisconsin Rail Plan 2030*

The *Wisconsin Rail Plan 2030* is a twenty year plan being developed by WisDOT to provide a vision for freight rail, intercity passenger rail and commuter rail. The plan identifies rail issues and recommendations and identifies priorities and strategies to establish a basis for future rail investment. A draft of the plan was released in 2010, but completion has been postponed at the time of writing this document.

*Wisconsin Bicycle Transportation Plan 2020 (1998)*

This plan presents a blueprint for improving conditions for bicycling, clarifies WisDOT's role in bicycle transportation, and established policies for further investigating bicycling into the transportation system. The plan shows state trails and future "priority corridors and key linkages" for bicycling along the State Trunk Highway system in Wisconsin.

*Wisconsin Pedestrian Policy Plan 2020 (2002)*

The *Wisconsin Pedestrian Policy Plan 2020* outlines measures to increase walking and to promote pedestrian comfort and safety. The plan provides a policy framework addressing pedestrian issues and clarifies WisDOT's role in meeting pedestrian needs. There are no recommendations related to the Town.

*Madison Metropolitan Area & Dane County Regional Transportation Plan Update 2035 (2012)*

The Regional Transportation Plan Update was adopted in 2012 to extend the original planning horizon from 2030 to 2035 and update the regional transportation plan (RTP) to account for new and modified land use plans, growth and development, new population, employment, and traffic forecasts, and other changes and trends affecting the transportation system since the original RTP was adopted in 2006. The 2035 Update Plan identifies several transportation improvements and studies in Burke including planned local arterial street capacity changes for Hoepker Road, Reiner Road, Lien Road, and CTH T. In addition, the Plan identifies the pending Interstate 39/90/94 and US 51 Environmental Impact Statements. The Plan also provides regional transit corridors and a bicycle way system plan to connect to the various existing routes within the Town.

*Madison Metropolitan Area & Dane County 2013 – 2017 Transportation Improvement Program (2012)*

The Transportation Improvement Program (TIP) is a coordinated listing of short-range transportation improvement projects anticipated to be undertaken in the next five-year period. The TIP is the mechanism by which the long-range transportation plan is implemented, and represents the transportation improvement priorities of the region. Projects within the Madison Area Transportation Planning Board Planning Area must be included in the TIP in order to be eligible to receive federal funding assistance. Outer county area projects are also listed for information and coordination purposes.

In addition to streets/roadways, the TIP list includes transit, pedestrian and bicycle, parking, and rideshare/transportation demand management projects.

Within and overlapping the Town of Burke are several major projects. Included in those are EIS for Interstate 39/90/94, the US 51 EIS, the STH 19 bridge replacement project over the Token Creek, and several bridge projects along Interstate 39/90/94. An interactive map of these projects is maintained at <http://www.arcgis.com/home/webmap/viewer.html?webmap=92838c20dbe8438ea7f2767eb60954c3&extent=-89.8836,42.8039,-88.9539,43.3281>.

#### 2013 – 2017 Transit Development Plan for the Madison Urban Area (2013)

The Transit Development Plan (TDP) is a short- to medium-range strategic plan intended to identify transit priorities and strategies for the Madison Metropolitan Area. The TDP is developed within the overall framework of the long-range regional transportation plan and is implemented in conjunction with the TIP and other roadway, bicycle, and transportation plans.

Planned Express Bus Routes and a Bus Rapid Transit System, both serving areas within or adjacent to Burke, are highlights of the TDP.

#### Madison Urban Area & Dane County Bicycle Transportation Plan (2000)

The County Bicycle Transportation Plan identifies on-street bicycle facility needs and recommends off-street paths/trails and bicycle routes for the Madison urban area and Dane County. The goals of the plan are to increase levels of bicycling throughout Dane County while reducing bicycle and motor vehicle crashes. Existing and proposed bicycle paths can be found on Map 9.

*An interconnected bicycle way network with supportive development patterns will provide people with safe, convenient, and enjoyable access and mobility throughout the county. Bicycling will become a common and even safer mode of transportation for everyday trips, contributing to the quality of life in Dane County communities and the health, safety, and welfare of all residents.*

*- Bicycling Vision for the Region,  
Madison Urban Area & Dane County  
Bicycle Transportation Plan*

#### **Studies and Projects**

##### Interstate 39/90/94 Traffic Impact Analysis Study (US 12/18 to STH 60) (2013)

In 2013 a planning-level Traffic Impact Analysis for the Interstate 39/90/94 corridor from north of the US 12/18 interchange (Madison Beltline) to the STH 60 interchange, for STH 30 from the US 51 interchange in Madison to Interstate 39/90/94, for Interstate 94 from Interstate 39/90 to the STH 73 interchange, and for US 151 from E. Springs Drive to the CTH C interchange in Sun Prairie. The findings of this analysis will be combined with a similar analysis of the Interstate 39/90 and US 12/18 corridors south, east, and west of the Madison Beltline interchange to provide a comprehensive evaluation of Interstate access within the context of a longer-range system or network plan. The results will also be used as part of the environmental impact study of capacity improvements to Interstate 39/90/94 from the Madison Beltline to



the Interstate 90/94 split from Interstate 39 near Portage. The study influence area is shown on Map 9. Results of this study will be critical for the Town in making land use, transportation, and economic development decisions in the future.

*US 51/Stoughton Road Environmental Impact Statement (EIS) (2013)*

The Stoughton Road Study was conducted to evaluate potential environmental impacts associated with future reconstruction alternatives for US 51 (Stoughton Road) between STH 19 in DeForest and Terminal Drive, south of US 12/18 in Madison. The purpose and need for this project are to improve safety, reduce congestion, improve bicycle, pedestrian, and transit facilities, reduce diversion to neighborhood streets, and support economic development. Because this is a major reconstruction project, there will be several impacts, both positive and negative, to most communities located along this corridor. For Burke, the recommended alternative includes improved north-south mobility, an interchange at Hoepker Road, an overpass for east-west mobility and access at CTH CV/Anderson Road and removed driveway access along US 51.

*STH 19 Bridge Replacement (US 51 – CTH C) (2013)*

This project involved the replacement of two bridges on STH 19 between US 51 and CTH C. Safety inspections of the bridges showed rapid deterioration of the steel beams in the superstructure of each bridge. The structures, constructed in 1930 and rehabilitated in 1989 were deemed safe to travel, but the bridges required replacement as soon as possible. Construction was completed between September and November 2013 and STH 19 was closed to thru traffic during this timeframe. US 151 and Interstate 39/90/94 were the signed state detour routes, although residents and businesses located between the structures were provided access during the closure.

The impacts of this project will be mostly short-term due to closure of STH 19. As a result, local roads within the Town, like Rattman and Portage Roads, saw increased traffic volumes.

*STH 19/113 Access Plan Study*

STH 19 is an important east-west connection on the north side of Burke, linking the City of Sun Prairie and the Village of Waunakee, two of the fastest growing communities in Dane County. WisDOT is in the process of developing a plan that will provide a tool for evaluating access along the corridor and provide a guide to local communities to determine appropriate type, location, and layout for development along the corridor. One objective of this study is collaboration of local representatives in the decision-making process. Since STH 19 is important to so many communities, decisions affecting its future must be well-coordinated and balanced with the needs and plans of the surrounding jurisdictions.

*US 51 Expansion Project (Reardon Rd. – CTH V (Grinde Road)) Windsor to DeForest, Dane County*

US 51, Reardon Road to just north of CTH V (Grinde Road) will be reconstructed into a four-lane divided

freeway. New interchanges will be constructed at Windsor Road, and CTH V/North Street. Due to the conversion of US 51 to a freeway, all access to the highway outside of the interchanges will be removed. Therefore, current private driveway accesses onto US 51 will be relocated to existing side roads, new frontage roads, or new streets. In addition, US 51 at East Metro Blvd. and Williamsburg Way will be evaluated for intersection improvements or a future interchange. Construction of this project will be in two phases. Phase 1 will be completed between 2012 and 2013 and phase 2 is currently scheduled for 2014.

This project will allow for greater capacity on US 51, alleviating congestion both on the existing roadway and on adjacent and intersecting roadways like STH 19. The implementation of this project will directly impact the Village of DeForest because construction is physically in the community. In addition, the impacts of this project have the potential to impact economic development in the area if significant acreage (both areas of planned growth and areas already seeing significant investment) is isolated because major intersections area eliminated altogether. Specifically, the Town desires to maintain direct access from US 51 to both the east and west sides of the highway at East Metro Blvd. and Williamsburg Way. Recent investment in this area as well as planned future growth warrants direct access for economic viability for both the Town and overlapping Village.

#### Transport 2020 (East-West Corridor Alternatives Analysis)

In 2008 the City of Madison, Dane County, and WisDOT submitted an application to the Federal Transit Administration to initiate preliminary engineering (PE) for the proposed Transport 2020 project. The City, County, and WisDOT comprise an Intergovernmental Partnership responsible for the planning and development of transportation improvements in the Transport 2020 corridor connecting Middleton, the University of Wisconsin campus, downtown Madison, and Reiner Road (near Sun Prairie), on the city's East Side. The transport improvements include the fixing of all major roads and highways, the implementation of bicycle lanes and the widening of foot paths along the Transport 2020 corridor. This study also evaluated the need local transit in the form of a commuter rail. At the time of writing this report, the recommendations of this study have not been implemented.

### **TRANSPORTATION GOALS, OBJECTIVES, AND POLICIES**

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#### **Goal:**

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

#### **Objectives:**

1. Maintain a safe and efficient road network.
2. Encourage better east-west roadway connections within the Town.



3. Ensure that transportation system improvements are coordinated with land use planning and land development and surrounding jurisdictions.
4. Support biking, walking, and other alternative modes of transportation.
5. Preserve the scenic views along roadways to protect the Town’s character.

**Policies:**

1. Support appropriate improvements to existing state and county highways, local roadways, intersections, interchanges, and bridges.
2. Cooperate with Dane County and the State to maintain and improve, as necessary, roads and bridges and promote safety for rural roadways.
3. Consider cooperation with Dane County and surrounding municipalities to update design and layout standards for new Town roads to promote an interconnected system of roads.
4. Upgrade Town roads to current standards to the extent practical when repaving or reconditioning those roads, and coordinate upgrades with overlapping municipality.
5. Continue to support additional transportation options for those without access to an automobile, including the elderly, disabled, and children.
6. Participate on appropriate state, regional, and county transportation planning efforts that may have an impact on the Town and its transportation system, including initiatives related to water, rail, truck transportation, and recreational (walking/bicycling) trail routes.

**TRANSPORTATION PROGRAMS AND RECOMMENDATIONS**

**Support Appropriate Improvements to Existing Highways**

A Traffic Impact Analysis for the Interstate 39/90/94 Corridor will evaluate potential future interchanges and crossings. Specifically in the Town of Burke Interchanges at Hoepker Road, Hanson Road, Lien Road, Sprecher Road, and Gaston Road are being evaluated. New crossings of the interstate are being evaluated at Metro Boulevard, Portage Road, City View Drive, Tancho Drive, Brooks Drive, and Buss Road. The idea behind the study is that these improvements will allow for more efficient and planned development in the near future.

**Development to Fund Infrastructure Improvements**

When new development occurs, it should be the responsibility of the developer or subdivider to shoulder the cost burden associated with roadway installation. The Town will have the long-term maintenance responsibilities (outlined in Chapter 6), but the initial, short-term construction shall be borne by the developer as the “price of doing business” rather than Town residents “subsidizing” development.

**Protect Exurban Character along Scenic Roadways**

In 1973 the Rustic Roads program was established in Wisconsin to help citizens and local units of



government preserve what remains of Wisconsin's scenic, lightly traveled country roads. To qualify for the Rustic Road program, a road should have outstanding natural features along its borders such as rugged terrain, native vegetation, and native wildlife or include open areas with agricultural vistas, be a lightly traveled local access road, and should have a length of at least two miles.

Although this planning process did not identify any roadways that meet all the requirements of this program, the Town should work to align itself with the goals and recommendation of the program. For instance, the Rustic Road program aims to provide a linear park-like system for vehicular, bicycle, and pedestrian trails for quiet and leisurely enjoyment by local residents and the general public and can act as a connection point to on and off road trails throughout the County and Town. Preservation of scenic vistas can be coordinated in tandem with scenic roadways and accomplish multiple objectives of this plan.

Three roadways within Dane County, near the Town of Burke, are included in the Rustic Road Program.

#### **Promote and Accommodate Places to Bicycle and Walk**

The Town should work with local and regional government agencies to develop safe bicycle and pedestrian routes throughout the community including both designated routes and wider roadway shoulders to accommodate bicycle traffic.

#### **Support Other Transportation Options**

The Town should continue to work with the county, state, and regional jurisdictions to support other transportation options including commuter facilities, paratransit, and public transportation. The Town will continue to support and identify needs for specialized transportation services for the elderly, persons with disabilities, and low-income persons.

#### **Coordinate with State and Regional Agencies to develop Recreational Trails and Routes**

Coordination among property owners, local governments, the WDNR, and other agencies will be necessary to implement future recreational trails within the Town. The Town would like to develop a working relationship with various agencies and neighboring jurisdictions to enhance existing trails, blaze new routes, improve marking on recreational routes in the Town, and establish wayfinding signage to new trails. Various funding sources are available through the WDNR and WisDOT to fund additional trail construction.



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# CHAPTER 6

## UTILITIES & COMMUNITY FACILITIES



# UTILITIES & COMMUNITY FACILITIES

The utilities and community facilities chapter is intended to act as a guide the future development of utilities and community facilities in the Town. Facilities include parks, police, fire and emergency medical services (EMS), schools, libraries, sanitary sewer service, storm water management, water supply, solid waste disposal, recycling facilities, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, and other public facilities. This chapter describes the location, use, and capacity of existing public utilities and community facilities that serve Burke and includes an approximate timetable that forecasts the need to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities. This element also includes a compilation of goals, objectives, policies, recommendations, programs, and maps.

## **Town Facilities**

The Town of Burke Town Hall and offices is located at 5365 Reiner Road. The Town's public works staff also operates a garage out of this facility. This location has been identified as a Protected Area within the Cooperative Plan.



Town of Burke Town Hall and garage. Photo courtesy Mead & Hunt, Inc., 2013

## **County Facilities**

Dane County's government offices operate out of several buildings located within the City of Madison and throughout the County. The County's Department of Human Services office is located within the City of Sun Prairie. There are no County offices or facilities within the Town.

## **County and Local Park Facilities**

In 2005 the Town of Burke updated its Park and Open Space Plan to provide long term preservation and growth of its park system. The *Town of Burke 2005 – 2010 Park and Open Space Plan* identified 25 Town Parks including traditional parks, cemeteries, undeveloped open space and tree/brush areas, and crop areas not currently used for agricultural purposes. Of the 25 park areas identified, eight were classified as high priority for preservation and maintenance, including the Token Creek County Park and Town Hall Park. Table 17 provides an inventory of these parks.

### **Token Creek County Park**

Token Creek County Park and Token Creek Natural Resource Area are located near the intersection of Interstate 39/90/94 and US Highway 51. The Park is entirely within the Town and lies immediately adjacent to the interstate and US Highway 51, and south of Token Creek Lane. The natural resource



area encompasses the park and includes a larger geographic area which includes land to the west and north of the County Park, extending into the Town of Windsor and City of Sun Prairie.

**TABLE 17: PARK INVENTORY**

| Name                                    | Acreage | Classification                      |
|---|---------|-------------------------------------|
| Token Creek County Park                 | 427     | County Park                         |
| Cherokee Marsh State Fisheries Area     | 379     | Environmental Corridor              |
| Burke Town Hall Park                    | 42.8    | Regional Park                       |
| Ledges Park                             | 2.8     | Mini-Park                           |
| Oak Ridge Park                          | 1.6     | Neighborhood Park                   |
| Rattman Heights Park                    | 5.1     | Neighborhood Park                   |
| Sunburst Park                           | 3.1     | Neighborhood Park                   |
| Ronald A. Hagen Park                    | 1.4     | Neighborhood Park                   |
| Huntington Meadows Park                 | 1.7     | Neighborhood Park                   |
| Foxmoor Hills Park                      | 5.3     | Neighborhood Park                   |
| Terrace Parklands Park                  | 1.7     | Neighborhood Play Area              |
| Bridle Downs Walkway                    | 0.1     | Undeveloped Open Space              |
| Sherwood Glen Crop Area                 | 1.0     | Undeveloped Open Space              |
| Leslie Lane / Parkwood Street Crop Area | 7.1     | Undeveloped Open Space              |
| Hoffman Acres Open Space                | 1.5     | Undeveloped Open Space              |
| Terrace Parklands Open Space            | 0.1     | Undeveloped Open Space              |
| Foxmoor Hills Greenway East             | 1.8     | Undeveloped Open Space              |
| Foxmoor Hills Greenway West             | 0.6     | Undeveloped Open Space              |
| Hoepker Road Town Site                  | 3.0     | Undeveloped Open Space              |
| Taff Subdivision Open Space             | 1.0     | Undeveloped Open Space              |
| Burke Station Cemetery                  | 3.0     | Undeveloped Open Space and Cemetery |
| Hoepker Road Cemetery                   | 1.5     | Undeveloped Open Space and Cemetery |
| Burke Conservancy Estates               | 170     | Trail Development                   |
| Charlotte's Walk                        | 63      | Trail Development                   |
| Gehrke's Knoll                          | 56      | Trail Development                   |

Source: Town of Burke 2005 – 2010 Park and Open Space Plan

The County Park is well known for its disc golf course but provides a variety of recreational opportunities including camping, hiking, picnic areas, a dog exercise area, and equestrian and snowmobile trails, among other activities. The iconic feature of the park, Token Creek, is the only stream in northeastern Dane County with the potential to support a cold-water fishery. Dane County Parks and the WDNR are continuing to work on a stream restoration project within the park to stabilize the banks and improve the habitat. A master plan for the park and natural resource area was completed in 2011.

Recommendations for the Token Creek County Park and Natural Resource Area include the expansion of disc golf and camping opportunities, enhancement of fishing opportunities, relocation of the southern park entrance, realignment of the park roadway and parking lot, increasing signage, improving the entrance for the dog exercise area, and improving trails and access to adjacent neighborhoods and parkland.

Specifically, recommendations focus on providing regional snowmobile, water, multi-use, and natural hiking trails to create a regional destination for residents of Dane County.

Town Hall Park

Burke Town Park is located to the southwest of the intersection of Nelson Road and Reiner Road, adjacent to the Burke Town Office. This park is attractive and unique and provides local recreational opportunities like fishing, mushroom gathering and hiking. The park includes a picnic area and shelter, playground, and horseshoe pit and is accessible to the public or available for reservation. A popular spot for a photo opportunity, the parks identifying feature is a peninsula surrounding by a catch and release fishing pond. Town Hall Park is a protected area in Burke and further programming and development of this park will play a significant role in establishing the Towns legacy.



Burke Town Hall Park. Photo courtesy Mead & Hunt, Inc., 2013

Neighborhood Parks

The Park and Open Space Plan identified eight Neighborhood Parks including one mini-park and one neighborhood play area. A neighborhood park is designed to provide both active and passive recreation activities to populations living within one quarter mile. Neighborhood parks are located within neighborhoods but because of this, they can be difficult for visitors to locate and utilize. Signage of parks



Ledges Park. Photo courtesy Mead & Hunt, Inc., 2013

will help identify public spaces and create a sense of place within neighborhoods.

A mini-park is generally different than a neighborhood park because it provides fewer recreational opportunities and is smaller in size. A neighborhood play area is classified by a larger grass area which is not programed for specific activities. Ledges Park is a 2.8-acre mini-park that provides a ball diamond and backstop and a metal swing set. Huntington Meadows Park provides a picnic shelter, ball diamond and

backstop, seasonal ice skating rink, sand volleyball court, wooden picnic tables, and a fire ring. While these two parks are physically adjacent to one another, they have very different programmed uses.



The Park and Open Space Plan provides descriptions and recommendations for each inventoried park in the Town. While the maintenance and preservation of the majority of the facilities is recommended, the plan also suggests that the Town seek to sell some open space and crop areas.

**Schools**

The Town is currently served by three school districts. The Madison Metropolitan, DeForest, and Sun Prairie School Districts all converge within the Town, as illustrated on Map 10: School Districts. Table 18 compares enrollment in these school districts.

**TABLE 18: SCHOOL DISTRICT ENROLLMENT, 2008 - 2013**

| District Name        | 2008-09 | 2009-10 | 2010-11 | 2011-12 | 2012-13 | % Change |
|----------------------|---------|---------|---------|---------|---------|----------|
| Madison Metropolitan | 24,496  | 24,628  | 24,806  | 26,817  | 27,112  | 10.7     |
| Sun Prairie Area     | 6,172   | 6,633   | 6,975   | 7,095   | 7,373   | 19.5     |
| DeForest Area        | 3,267   | 3,249   | 3,249   | 3,465   | 3,484   | 6.6      |

Source: Wisconsin Department of Public Instruction, 2012

Madison Area Technical College (MATC), located at 1701 Wright Street in Madison, provides post-high school education ranging from associates degrees, technical diplomas, and certificates in more than 144 career programs. The proximity of MATC to the Town provides the Town opportunity for economic development, housing, recreation, and an expansion of other resources.

**Police, Fire, and Emergency Medical Service (EMS)**

The Town is currently served by the Dane County Sheriff Northeast precinct. The Town currently has a contract with the Sun Prairie Fire Department for fire coverage and currently contracts with the Town of Blooming Grove for EMS services.

The Northeast Community Court, presiding over the Towns of Burke, Bristol, Sun Prairie, Westport, and Blooming Grove, is held on the third Thursday of every month at the Town of Burke Town Hall. The Town provides administrative support.

**Health Care Facilities**

No health care facilities are located within the Town of Burke. Meriter Health Clinic (DeForest – Windsor Clinic) is located on STH 19 and US Highway 51 in the Village of DeForest. A UW Health Clinic also exists adjacent to the Meriter Health Clinic at this location. A UW Health Clinic (East Clinic) is located along Eastpark Boulevard near American Parkway and a UW Urgent Care Clinic (East Towne Clinic) is also located along US Highway 151 near Portage Road, both in the City of Madison. St. Mary’s Sun Prairie Emergency Center Hospital is located on US Highway 151 at Reiner Road in the City of Sun Prairie.



*Map 10: School Districts*

**Libraries**

Dane County is part of the South Central Library System (SCLS), which is composed of Adams, Columbia, Dane, Green, Portage, Sauk, and Wood Counties. Within the SCLS, Dane County Library Service (DCLS) is comprised of 28 individual libraries located throughout the county from Belleville to DeForest. The Town of Burke is served by the LINKcat Catalog system, which provides online access to media for all libraries within Dane County.

Access to Dane County libraries is most readily available through the DeForest Public Library, the Sun Prairie Public Library, or the Lakeview, Hawthorne, or Pinney Branches of the Madison Public Library. The Bookmobile, a mini-library on wheels serving Dane County since 1967, makes weekly visits to cities, towns, and villages that do not have a public library. The closest Bookmobile stop for Town residents is located near the Windsor Elementary School on Windsor Road.



The Dane County Library Service Book Mobile. Image courtesy Dane County Library Service. <http://www.scls.lib.wi.us/dcl/bookmobile/>

**Sanitary Sewer and Water Service**

The majority of Town residents obtain their water supply from private wells. Shallow sandstone aquifers serve private domestic wells in rural areas, while the deep Mt. Simon aquifer serves municipal wells. Most groundwater in Dane County is replenished from precipitation falling within county boundaries. Some residents also obtain their water from municipal utility districts, as described below. One water tower exists along US 51 on an island of land owned by the Village of DeForest, but within the jurisdiction of the Town of Burke. There is one pump station, on Wheeler Road off CTH CV, within the Town.

Wellhead protection (WHP) plans are developed to achieve groundwater pollution prevention measures within public water supply wellhead areas. In some areas of the state, sophisticated groundwater flow modeling techniques were used to delineate source water areas for municipal wells. A WHP plan uses public involvement to delineate the wellhead protection area, inventory potential groundwater contamination sources, and manage the wellhead protection area. All new municipal wells are required to have a WHP plan. A WHP ordinance is a zoning ordinance that implements the WHP plan by controlling land uses in the WHP area.

Of those municipal water systems that have WHP plans, some have a WHP plan for all of their wells, while others only have a plan for one or some of their wells. Similarly, of those municipal water systems that have WHP ordinances, some ordinances apply to all of their wells and others just one or some of



their wells. [http://wi.water.usgs.gov/gwcomp/find/dane/index\\_full.html](http://wi.water.usgs.gov/gwcomp/find/dane/index_full.html). The Town of Burke has both a WHP plan and ordinance.

#### Burke Utility District #1

The Burke Utility District #1, addressed in the Cooperative Plan, has dissolved and been added to the City of Madison Central Urban Service Area.

#### Eagle Crest Utility District

The Town provides sanitary sewer in the Eagle Crest neighborhood, located along Commercial Avenue (CTH TT) northwest of the interchange of Interstate 39/90/94 and STH 30.

#### Zeier Utility District

The Town currently owns/maintains the sanitary sewer is on Leo Circle within the Zeier Utility District.

#### Token Creek Sanitary District

The Village of DeForest has acquired the Token Creek Sanitary District facilities, which were designed to specifically serve properties within the DeForest boundary adjustment area (BAA), although being located within the Madison BAA. The Token Creek Sanitary District is the former name of the utility which is now incorporated into the Village utility.

According to the Cooperative Plan, DeForest, Madison and Sun Prairie will plan for and construct public sanitary sewer and water service throughout the Cooperative Plan Area, outside of Protected Areas, as Town lands become attached to and developed in the respective municipality. In addition, the following will apply to promote the orderly development of utilities within the boundary adjustment areas.

#### DeForest

Public water and sanitary sewer service previously provided in the DeForest BAA by the Token Creek Sanitary District has been transferred to the Village for all land within the DeForest BAA. Details of the service provisions for Town lands in the DeForest BAA are provided by an existing Service Agreement which is included in the Cooperative Plan as Exhibit 8. The Village will also provide service within the DeForest Extraterritorial Water Service Area (DXWSA), which is within the Madison BAA, per the Cooperative Plan, and as outlined under *Madison* on the following page.

#### Sun Prairie

Public water and sanitary sewer service provided in the Sun Prairie BAA shall be provided by Sun Prairie as the City sees fit to extend those services. Sun Prairie intends to continue its policy of not extending public sewer and water to serve unincorporated territory.



### Madison

Madison has acquired Burke Utility District #1 within its boundary adjustment area. Public water and sanitary sewer service provided in the Madison BAA shall be provided by Madison with the following exception. The DeForest Extraterritorial Water Service Area (DXWSA) lies within the Madison BAA and service provided in the DXWSA will be provided by the Village of DeForest. The Village also retains the right to continue service to any areas of the DXWSA that attach to Madison, whether before or after a service connection is made. However, within the service area of the Madison BAA, outside the DXWSA, service will be provided and extended by the City of Madison as they see fit.

Similar to Sun Prairie, Madison will continue its ordinance policy of not extending public sewer and water to serve unincorporated territory. Prior to lands being served by public sewer service, the land must be included in an Urban Service Area or a limited service area under the provisions of the Dane County Land Use and Transportation Plan and the Water Quality Management Plan.

The Village of DeForest will provide municipal water service to all properties within the geographical area described and depicted as the DXWSA. Service obligations shall continue to apply regardless of the attachment of any part of the DXWSA to Madison. Properties within the Madison BAA but outside the DXWSA shall be entitled to continued water service and new water service connections shall be permitted to the extent allowed under the terms of the Service Agreement attached to the Cooperative Plan as Exhibit 8.

Sanitary sewer service in the DXWSA shall continue to be provided by DeForest for all existing customers and any new customers who are connected to the DeForest system while the customer is located in Burke, regardless of the subsequent attachment of any such properties to Madison. No new sanitary sewer connections to the DeForest system shall be allowed for properties once they are attached to Madison, except by mutual agreement between the two municipalities. Additional details and terms of service by DeForest Utilities in Madison are provided in the Cooperative Plan.

### On-Site Wastewater Treatment (Septic)

Large areas of the Town rely on private, on-site wastewater systems for domestic and commercial wastewater disposal. On-site systems, commonly referred to as septic systems, discharge wastewater to underground drainage fields. New development within the Town will transition to urban sewerage disposal provided by respective municipality service areas.

### Refuse and Recycling Facilities

The Town currently provides residential curb side trash collection and recycling services and will expand these services to all new development areas. The Town also provides brush pick up to residential areas within the Town.



**Energy and Electric Systems**

Madison Gas and Electric (MGE) provides electricity and natural gas service to the Town of Burke. Wisconsin Power and Light, a subsidiary of Alliant Energy has a substation located on Reiner Road, across from Burke Town Hall, and provides electricity to the Town. Alliant also has substations off STH 19, just west of Portage Road and on Hanson Road, west of IH 39/90/94. Natural gas and electricity will continue to be provided to development within the Cooperative Plan Area by MGE and Alliant Energy in their respective service territories.

American Transmission Company, LLC has transmission line in the Town near the Charlotte's Walk neighborhood. The City of Sun Prairie also has transmission facilities adjacent to the Town.

**Telecommunications**

Telephone service, cable service, and internet service is available through a variety of providers. Two communications towers are within the Town, located at the terminus of Maly Road near Burke Town Hall and at the terminus of Pepsi Way, off STH 19. American Family Insurance Company also has a private telecommunications tower which runs through a portion of the Town, but only serve the company's campus.

**Area Cemeteries**

Three cemeteries are within the Town of Burke. The Burke Station Cemetery, also known as the Burke School District Cemetery, is located on Burke Road. This cemetery is included in The Town of Burke Park and Open Space Plan as an area of unplanned open space recommended for preservation. The site was also once home to the Burke Station School which was erected in 1865 and razed in 1993 and is marked by a historical marker.



Burke Station Cemetery. Photo courtesy Mead & Hunt, Inc., 2013

Other cemeteries include the Hoepker Road Cemetery and the Burke Lutheran Church Cemetery, with which two historical sites are also associated.

**UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES, AND POLICIES**

**Goal:**

Provide quality public services to all residents in an efficient, comprehensive, and cost-effective manner in order to maintain and improve the quality of life for the Town.

**Objectives:**

1. Continue the existing relationship with the Dane County Sheriff's Office Northeast precinct.
2. Provide adequate facilities in which to have Town offices and equipment.
3. Provide EMS services through contract service agreements with the Town of Blooming Grove.
4. Coordinate public facility improvements with transportation improvements for cost-effective project implementation.
5. Encourage smart growth development sites for cost-effective extension of sewer and water services.
6. Evaluate the need to expand recreational opportunities within the Town.
7. Do not extend sewer and water services to areas delineated as environmental corridors/open space on the Land Use map.
8. Plan and adopt a Capital Improvement Program (CIP) that will identify, schedule and finance needed public facility improvements over the twenty year planning period.

**Policies:**

1. Work with Dane County to obtain Conservation Fund dollars to assist with acquiring land or easements that may be needed for park and natural resource area expansion.
2. Continue to provide basic services for Town residents, including public road maintenance, snow plowing, and emergency services in collaboration with neighboring communities.
3. Protect the Burke Station Cemetery and open space from development and utilize it as an event space for community events.
4. Work with the City of Madison, Dane County, and the WDNR to develop a County Park or nonmetallic mine reclamation plan in the area generally north of Nelson Road and east of Reiner Road, centered on the cluster of surface water present in this area.
5. Evaluate implementing a Town park improvement fee on new residential development to fund the installation of play equipment and make other improvements to Town parks and permitted by State Statutes.
6. Evaluate the need for maintenance and replacement to worn and dated infrastructure to protect ground water quality and prevent flooding.

**UTILITIES AND COMMUNITY FACILITIES PROGRAMS AND RECOMMENDATIONS****Maintain and Enhance Town Recreational Facilities**

The Town owns and maintains several park facilities. Over the planning period, the Town will carefully evaluate the existing facilities and document the need for improvements or desire to enhance its current facilities. The *Town of Burke 2005 – 2010 Park and Open Space Plan* provides policies and recommendations for maintenance and enhancement and this plan should be updated every five years to ensure the appropriate level of service is provided by the towns facilities. A few specific facility

recommendations from the plan are listed below.

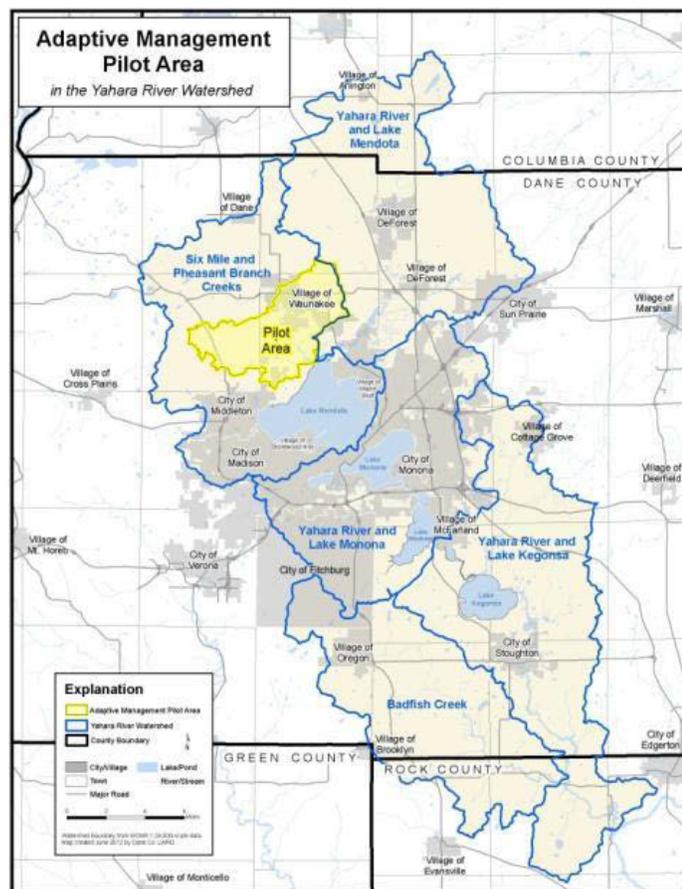
- Town Board will complete 5-year Park Plan updates
- Work with neighborhood associates to outline park improvement issues
- The Town should consider a long-range program to secure (through purchase, easements, dedication, etc.) environmental corridors to establish a linear park and trail system in conjunction with Dane County, the City of Sun Prairie, the City of Madison, the Village of DeForest, and the State of Wisconsin where these uses are designated in adopted land use plans and park and open space plans and are feasible for the Town of Burke.
- Explore completion of the Trail System at Town Hall Park, and evaluate potential development of future regional trails to connect this central park facility within the Town of Burke.

**Town Utilities and Facilities**

Continue to provide limited facilities and services including road maintenance, snow plowing, recycling and refuse collection. Continue to partner with surrounding and overlapping municipalities to provide police, fire, and EMS services. The Cooperative Plan defines municipal responsibilities for public sewer and water service and future service needs for the Town lands. The Town does not intend to provide regional stormwater management facilities, library facilities, or health care facilities. No Town facility upgrades are anticipated at the present time, but modernization of some Town facilities including Town Hall may be appropriate during the 20-year planning period.

**Evaluate participation in Adaptive Management Projects**

The Rock River Basin is the drainage area for all surface water from the lakes and water bodies in and surrounding the City of Madison. This includes the Yahara River and Lake Mendota and Yahara River and Lake Monona Watersheds, which are located in Burke and discussed in detail in Chapter 3. In an effort to protect water quality within the Rock River Basin, and meet permit levels, the WDNR implemented an Adaptive Management Pilot Project at the Six Mile and Pheasant



Adaptive Management Pilot Area courtesy of Yahara WINs. <http://www.madsewer.org/YaharaWINsResources.htm>



Branch Creeks Watershed near the Village of Waunakee. This project is designed to reduce phosphorus at nonpoint sources within the Basin through adaptive solutions ranging from stream bank stabilization to porous pavement to retention and detention basins. While the pilot project is still in its early stages, it is anticipated that results will be positive.

The Town of Burke currently participates in the Pilot Project through a monetary fee and should monitor the results of the project and evaluate the need to participate in future projects and plans to reduce nonpoint source pollution within the Town.

**Protect Public and Environmental Health**

Implementation of the Cooperative Plan by 2036 will mean the eventual transition of sanitary sewer service to the Village of DeForest and Cities of Sun Prairie and Madison. Ensuring this transition is efficient and effective will ensure the public and environmental health of the community. In addition, working with the County and adjacent jurisdictions to site and monitor private on-site wastewater treatment systems will aid in ensuring ground and surface water quality throughout the Town.



**TABLE 19: TIMETABLE TO EXPAND, REHABILITATE, OR CREATE NEW COMMUNITY UTILITIES OR FACILITIES**

| Town Utilities & Community Facilities | Timeframe | Comments   |
|---------------------------------------|-----------|--|
| Water Supply                          | N/A       | Continue to support to Cooperative Plan to provide water supply.   |
| Sanitary Sewer                        | N/A       | Continue to support to Cooperative Plan to provide sanitary sewer.   |
| Stormwater Management                 | Ongoing   | Work with Dane County on stormwater management issues.   |
| Refuse & Recycling                    | Ongoing   | Continue to provide refuse and recycling services.   |
| Town Buildings                        | Ongoing   | Support ongoing Town Hall maintenance and evaluate the need for modernization of facilities. No major improvements are expected. |
| Parks                                 | Ongoing   | Update the Town of Burke Parks and Open Space Plan in five year increments beginning in 2015.                                    |
| Telecommunication Facilities          | Ongoing   | Support existing and proposed facilities   |
| Health Care Facilities                | N/A       | Existing medical facilities outside the Town provide adequate service for Town residents   |
| Schools                               | Ongoing   | Work with School Districts serving the Town on long-range planning issues.   |
| Libraries                             | N/A       | Dane County library service meets current and forecasted needs.  |
| Police                                | Ongoing   | Services provided by County are expected to be adequate over 20 year planning period   |
| Fire and EMS                          | Ongoing   | Continue to work with neighboring jurisdictions to provide Fire and EMS services.  |
| Cemeteries                            | Ongoing   | Existing cemeteries expected to be adequate over the 20 year planning period.  |

# CHAPTER 7

HOUSING & NEIGHBORHOOD DEVELOPMENT





# HOUSING & NEIGHBORHOOD DEVELOPMENT

The housing and neighborhood development chapter provides an assessment of the age, structural, value, and occupancy characteristics of the Town’s housing stock. This chapter is intended to ensure the Town is providing for an adequate housing supply that meets existing and forecasted housing demand. A compilation of goals and objectives related to housing and neighborhood development helps to identify specific policies and programs that promote the development of housing for residents of the Town and provides a range of housing choices. The housing choices are intended to meet the needs of persons of all income levels and of all age groups and persons with special needs. Therefore, the chapter includes policies and programs that promote the availability of land for the development or redevelopment of low- and moderate-income housing, and policies and programs to maintain or rehabilitate the Town’s existing housing stock.

## EXISTING HOUSING FRAMEWORK

### Housing Type and Tenure

Between 2000 and 2010 the Town’s total housing stock increased six percent, from 1,208 to 1,281 housing units. On average, the Town added less than 10 new housing unit per year over that decade. Table 20 shows the housing types located in the Town. The majority (over 85 percent) are single-family detached units. There are also a number of one-unit attached and multi-family units making up approximately three to four percent each in 2010. No mobile homes are present in the Town.

TABLE 20: HOUSING TYPES, 2000 - 2010

| Units per Structure     | 2000 Units | 2000 % | 2010 Units | 2010 % |
|-------------------------|------------|--------|------------|--------|
| One Unit, Detached      | 967        | 80.3   | 1136       | 88.7   |
| One Unit, Attached      | 29         | 2.4    | 57         | 4.4    |
| Two Units               | 69         | 5.7    | 47         | 3.7    |
| Multi-Family (3+ Units) | 143        | 11.6   | 41         | 3.2    |
| Mobile Home             | -          | -      | -          | -      |
| Total Housing Units     | 1,208      | 100    | 1,281      | 100    |

Source: 2007 – 2011 American Community Survey 5 – Year Estimates & U.S. Census of Population and Housing, 2000

Table 21 compares other housing characteristics for the Town of Burke and relates those numbers to the surrounding jurisdictions, as in Chapter 1. The table shows the number of occupied housing units and the percentage of those that are owner versus renter occupied. The data shows that the Town of Burke has the most favorable relationship of owners (86.3 percent) to renters (13.7 percent) as compared to all the surrounding municipalities. The table also shows that greater percentages of renters tend to be located in cities and villages as opposed to towns.



**TABLE 21: SELECT HOUSING TENURE AND HOUSEHOLDER CHARACTERISTICS**

|                        | Occupied Housing Units | % Owner Occupied | % Renter Occupied | % Moved in 2000 or later | % Moved in 1999 or earlier | % Total Housing Units for Seasonal Use* |
|------------------------|------------------------|------------------|-------------------|--------------------------|----------------------------|---|
| <b>Town of Burke</b>   | <b>1,172</b>           | <b>86.3</b>      | <b>13.7</b>       | <b>48.8</b>              | <b>51.2</b>                | <b>&lt; 1</b>                           |
| Town of Blooming Grove | 802                    | 75.9             | 24.1              | 51.5                     | 48.5                       | < 1                                     |
| Village of DeForest    | 3,361                  | 73.3             | 26.7              | 68.9                     | 31.1                       | < 1                                     |
| City of Sun Prairie    | 11,508                 | 62.6             | 37.4              | 73.1                     | 26.9                       | < 1                                     |
| Town of Sun Prairie    | 827                    | 83.4             | 16.6              | 43.4                     | 56.6                       | < 1                                     |
| Village of Waunakee    | 4,375                  | 77.0             | 23.0              | 68.9                     | 31.1                       | < 1                                     |
| Town of Westport       | 1,810                  | 72.1             | 27.9              | 61.0                     | 39.0                       | 2.9                                     |
| Town of Windsor        | 2,506                  | 76.1             | 23.9              | 60.1                     | 39.9                       | < 1                                     |
| City of Madison        | 99,512                 | 51.4             | 48.6              | 72.8                     | 27.2                       | < 1                                     |
| Dane County            | 199,767                | 61.2             | 38.8              | 67.3                     | 32.7                       | 1                                       |

Source: 2007 - 2011 American Community Survey 5-Year Estimates, \*US Census Bureau, 2010

In addition, the table illustrates a comparison of when the housing unit householder moved into the unit. This information and the percent of total housing units used for seasonal, recreational, or occasional use, provides an understanding of how transient the population might be. What the data shows is that the Town of Burke population is quite stable. Only the Town of Westport showed a meaningful percentage of housing units dedicated for seasonal, recreational, or occasional use. Furthermore, this data illustrates that there is a migration of the population towards living in cities and villages as those percentages of householders moving in after 2000 are the greatest.

**Housing Age and Structural Characteristics**

The overall conditions of the housing stock in the Town can be generally assessed through census data. Information available includes structural age, presence of complete plumbing and kitchen facilities, and house heating utility. According to the U.S. Census, more than 30 percent of housing stock in the Town was constructed during the 1970s. Nearly 15 percent was constructed before 1940, and more than 60 percent of the total housing units were constructed before 1980. Conversely, approximately 25 percent of the housing stock was constructed between 1990 and 2005, providing modern homes to complement the existing stock. The composition of the Town’s housing stock by age is outlined in Figure 2.

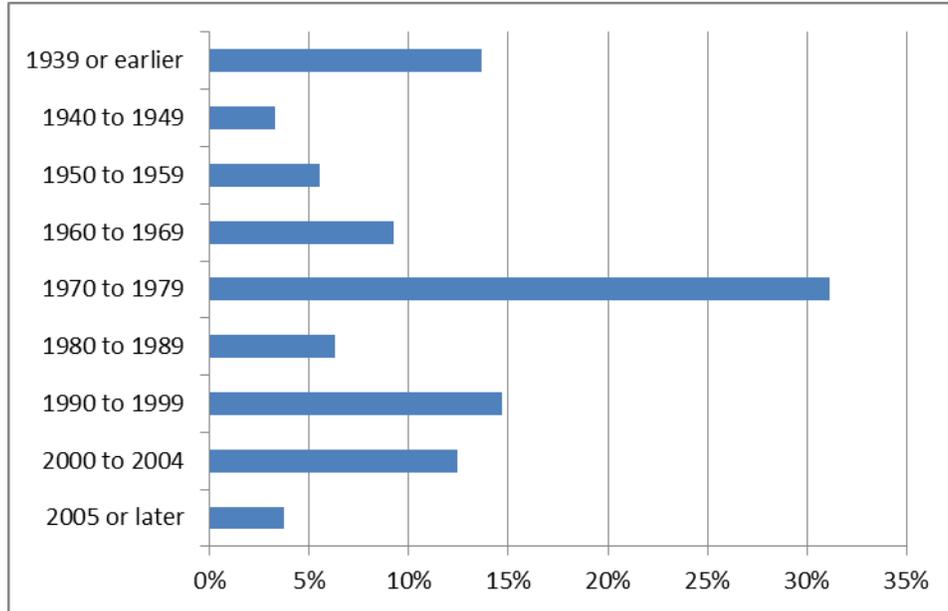
Figure 3 presents the age of housing as a percentage of the total housing stock for Dane County. The County experiences its highest building rate during the same time period as the Town. However, the County data is spread far more evenly across the board as compared to the Town which shows a spike in building during the 1970s.

From 2000 to 2010 the percentage of occupied housing units that lacked complete plumbing facilities, hot and cold water, a flush toilet, or a bathtub or shower increased from zero to one percent. During that

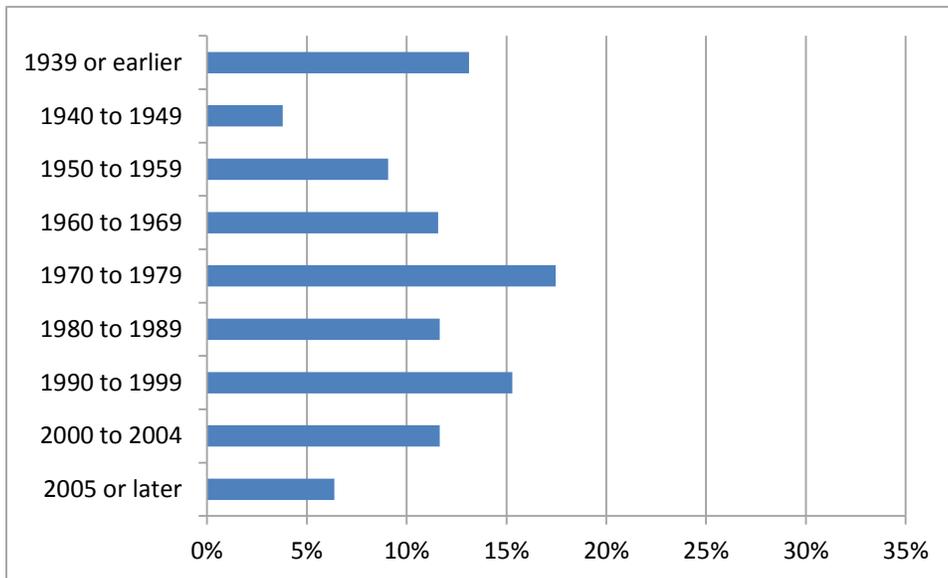


same timeframe, the percentage of occupied housing units lacking complete kitchen facilities remained generally the same at around one percent. This trend is similar to the county figure.

**FIGURE 2: AGE OF HOUSING AS A PERCENTAGE OF THE TOTAL HOUSING STOCK, TOWN OF BURKE**



**FIGURE 3: AGE OF HOUSING AS A PERCENTAGE OF THE TOTAL HOUSING STOCK, DANE COUNTY**

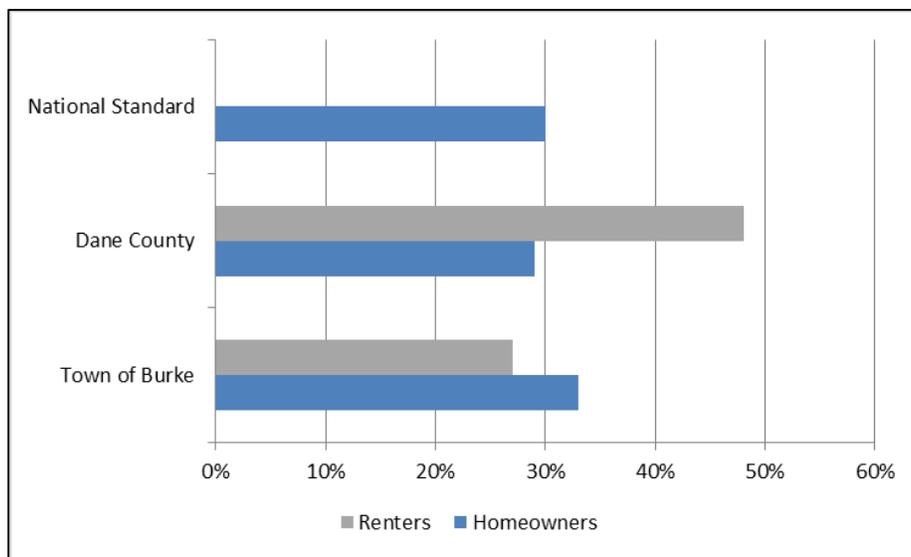


According to the 2010 U.S. Census, in the Town of Burke house heating fuel is predominantly through the use of natural gas (83.1 percent). This figure has remained consistent through the 2000s, as the 2000 Census showed an 82 percent natural gas heating percentage. The majority of house heating fuel in the County is also through natural gas; however, a larger percentage of houses in the County are heated by electricity (nearly 20 percent of homes in both 2000 and 2010).

**Housing Needs**

The relationship between housing costs and household incomes is an indicator of housing affordability, which is gauged by the proportion of household income spent for rent or home ownership costs. The national standard for determining whether rent or home ownership costs comprise a disproportionate share of income is set at 30 percent of gross household income. Households spending more than 30 percent of their income for housing may be at risk of losing their housing should they be confronted with unemployment, unexpected bills, or other unexpected events. Figure 4 presents a comparison of the Town and Dane County in relation to the national standard for percent of income for housing for both renters and homeowners.

**FIGURE 4: HOUSING AFFORDABILITY**



In 2010 one-third of all of homeowners in the Town paid a disproportionate share of their income for housing, which was slightly higher than Dane County (29 percent). Similarly, 2010 data reveals that just over a quarter (27 percent) of renters paid a disproportionate share of their income for housing in the Town. Comparatively, nearly one-half (48 percent) of all renters in Dane County spent 30 percent or more of their income on housing.

**Special Needs Housing**

Special needs or subsidized housing is often necessary for individuals who require housing assistance or housing designed to accommodate persons limited by financial difficulties, disabilities, age, domestic violence situations, or drug abuse problems. Throughout Dane County, several governmental, private and nonprofit agencies provide some form of housing assistance to meet those types of situations.

Dane County Housing Authority (DCHA) was created in 1972 by the Dane County Board of Supervisors

to address the affordable housing needs of low-income families in Dane County (outside the City of Madison). The Dane County Housing Authority owns 102 units of housing throughout Dane County. Eighty-six of those units are funded by the U.S. Department of Housing and Urban Development (HUD) through its Low Rent Housing Program. The Rural Development and HUD Section 515 Program fund 16 elderly units.<sup>30</sup> While none of the units are located in the Town of Burke, 28 scatters sites (Prairie Homes) are located in the City of Sun Prairie.

According to HUD, 45 affordable apartment units are located in Dane County. Of these, 19 are elderly units, 11 are family units, and 10 are for disabled individuals. None of the units are located in the Town.<sup>31</sup>

## **HOUSING PROGRAMS**

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A variety of Housing Programs are provided by Dane County, the state, and at the federal level. The Dane County Housing Authority administers the Section 8 Housing Choice Voucher Program (HCVP), a major federal affordable housing program. The DCHA also provides a Conventional Public Housing Program, described in the Special Needs Housing section above, which has specific eligibility requirements including paying more than 50 percent of income towards rent and utilities, for those living in substandard housing and displacement. The Housing Center is a first time home buyer's down payment program also administered by the DCHA. All of the programs listed above and below are resources available to residents of the Town.

In addition, the DCHA provides a list of resources for housing on its website, [www.dcha.net/informative-links](http://www.dcha.net/informative-links). Some of those resources include:

- Fair Housing Council of Greater Madison helps ensure fair housing is provided throughout Dane County by combating illegal housing discrimination and by creating and maintaining racially and economically integrated housing patterns.
- Homebuyers Round Table is a Dane County home buying resource providing financial guidance, workshops, and down payment assistance.
- Dane County Community Development Grant (CDBG) Program & HOME Opportunities (HOME) Program works through community-based groups on projects to strengthen communities and to expand opportunities for low- and moderate-income households throughout Dane County. The programs work with partnering agencies to provide assistance in the form of zero percent interest,

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<sup>30</sup> About Dane County Housing Authority, Dane County Housing Authority, <http://www.dcha.net/about.php>. Accessed July 11, 2013.

<sup>31</sup> Affordable Apartment Search. US Department of Housing and Urban Development. [http://www.hud.gov/apps/section8/results.cfm?city\\_name\\_text=&county\\_name\\_text=Dane&zip\\_code=&property\\_name\\_text=&client\\_group\\_type=&maxrec=20&state\\_code=WI&statename=Wisconsin](http://www.hud.gov/apps/section8/results.cfm?city_name_text=&county_name_text=Dane&zip_code=&property_name_text=&client_group_type=&maxrec=20&state_code=WI&statename=Wisconsin). Accessed July 11, 2013.

deferred payment loans to low and moderate-income households that are purchasing homes in participating Dane County municipalities.

- Project Home provides resources for home weatherization, no or low-cost home repairs, home maintenance, and First-Time Home Buyers Education classes for Dane County.

The Wisconsin Housing and Economic Development Authority (WHEDA), an independent authority, provides low-cost, fixed interest rate mortgages to low- and moderate-income individuals and families and administers housing grants on a yearly basis to eligible applicants.

**EXISTING NEIGHBORHOOD DEVELOPMENT PATTERN**

Most housing in the Town of Burke is concentrated in two areas: east of Rattman Road, south of STH 19 and along Nelson and Burke Roads, east of Reiner Road. Specifically, there are several subdivisions between Rattman Road and the City of Sun Prairie boundary south of STH 19 in the Token Creek area. These include the Terrace Parklands, The Ledges, Huntington Meadows, Stony Ridge, and Wynbrooke subdivisions. There is a large concentration of homes in the northeast corner of the Town, north of STH 19 and adjacent to the City of Sun Prairie and the Town of Windsor, which are part of the Charlotte’s Walk, Gehrke’s Knoll, and Foxmoor Hills subdivisions.

Further south, and on the west side of Rattman Road, are two additional Town subdivisions: Hoffman Acres and Sunburst. Rattman Heights is also located on Rattman Road to the northwest of the intersection of Rattman and Hoepker Roads.

The Weybridge and Wyndham subdivisions, which are located adjacent to the Town’s subdivisions on the east side of Rattman Road, lie within the City of Sun Prairie and do not currently connect across jurisdictional boundaries.



The Town of Burke “The Ledges” subdivision on the left remains physically disconnected from the City of Sun Prairie “Wyndham Hills” subdivision on the right by a row of mature deciduous trees and two dead end streets. Image courtesy Google, 2013.

There are a number of homes along Portage Road and one large lot single-family subdivision on Summer Valley Circle, adjacent to Token Creek County Park.

A New Traditional Neighborhood Development (TND) in the City of Sun Prairie is under development to

the northeast of Rattman and Hoepker Roads, across from the Burke/Hoepker Road Cemetery. This planned development, named Providence, provides a mix of single-family units, apartments, condos, townhouses, and institutional uses. While this mixed-use development is not in the Town of Burke, it does provide services to Town residents in the form of retail uses, restaurants, religious institutions, and recreation space. This development also provides an example of clustered development and neighborhood/context sensitive design, which are two recommendations of this plan.



Institutional land uses, like the church shown above in the City of Sun Prairie "Providence" planned neighborhood, provide key focal points within traditional neighborhood developments. Photo courtesy Mead & Hunt, Inc., 2013

On the east of the Town are three subdivisions along Nelson Road at Sunnyburke Drive, Broken Bow Road, and Sunset Drive. Similarly, a number of homes are located along Burke Road in the Burke



Burke Conservancy Estates neighborhood entrance gateway. Photo courtesy Mead & Hunt, Inc., 2013

Conservancy Estates subdivision adjacent to the Town's eastern border with the Town of Sun Prairie. Other housing in the Town is scattered both along CTH CV and in the southeastern corner of the Town, including at Bridle Way on Felland Road.

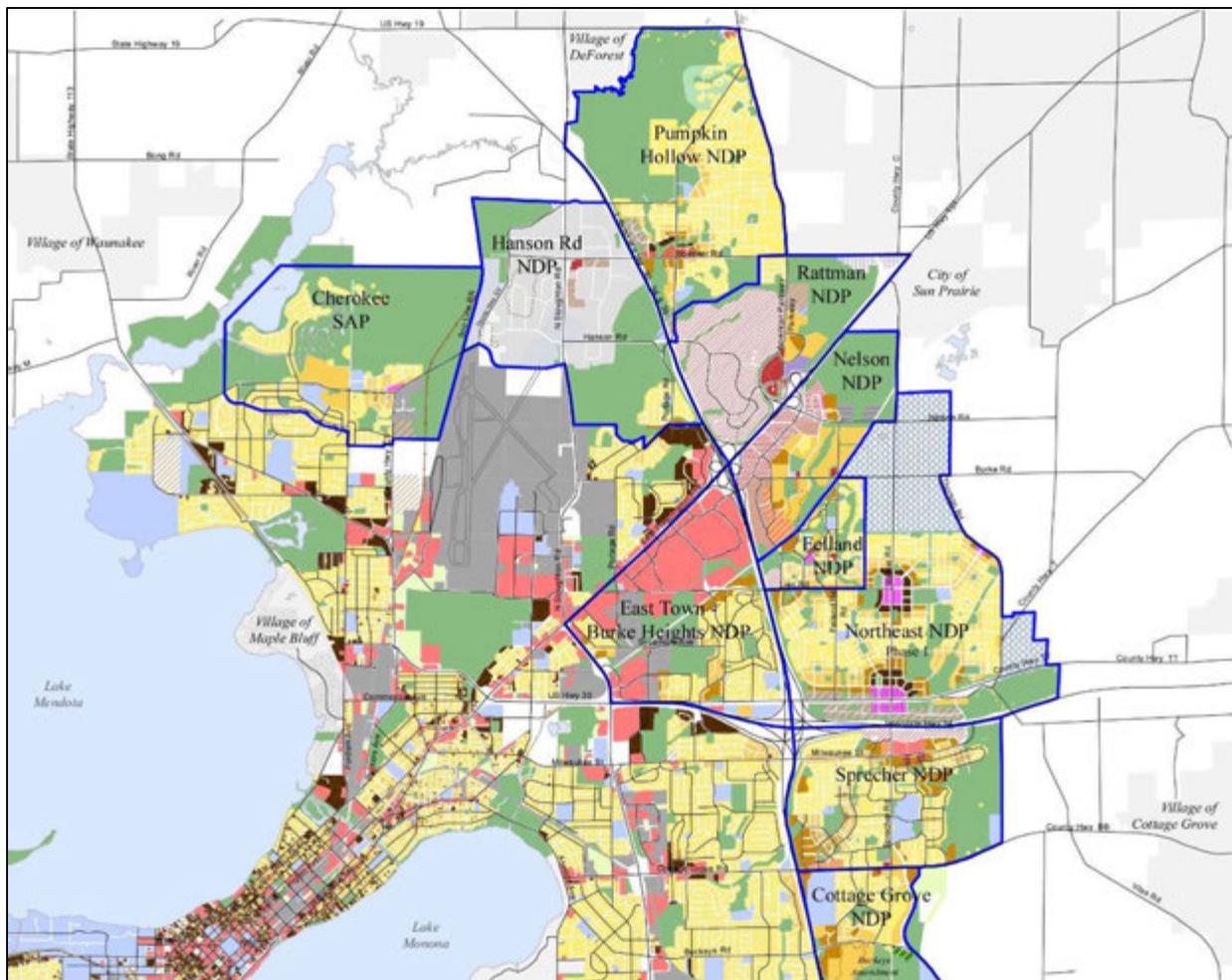
As depicted on Map 4: Protected Areas, a number of the existing residential subdivisions within Burke lie within the Protected Areas established by the Cooperative Plan. Protected Areas are the

residential, commercial, or industrial territory of the Town that may not be attached to DeForest, Sun Prairie, or Madison until the end of the protected period, or until 2036 as the Town dissolves, except upon approval of attachment by the Town.

## **PLANNED NEIGHBORHOOD DEVELOPMENT PATTERN**

The City of Madison is proactive in planning for its extraterritorial areas, as evidenced by several Neighborhood Development Plans. The City contains more than 120 neighborhood associations and

over 25 adopted neighborhood plans, with several more in progress. Neighborhood Development Plans (NDP) stem from the general recommendations of the City's 2006 Comprehensive Plan and are prepared with the purpose of guiding the long-term growth and development of largely undeveloped lands at the City's urban edge. The NDP's provide detailed recommendations for use within the City's ETJ where development is expected to occur in the future and provide meaningful guidance to developers, neighborhoods, City agencies, policy makers, and other involved in the initiation or review of development projects.<sup>32</sup> The City of Madison has seven Neighborhood Development Plan Areas and one Special Area Plan prepared for its ETJ area overlapping the Town for which development proposals are evaluated. The specific detailed plan should be consulted for additional information.



City of Madison Neighborhood Development Plan Areas, image courtesy of City of Madison Department of Planning & Community & Economic Development 2013 and edited by Mead & Hunt, Inc. 2013. Please contact the City of Madison for detailed plan information.

<sup>32</sup> *Cherokee Special Area Plan, Recommendations for Land Use and Development.* 2007. City of Madison, Department of Planning and Development, Planning Unit. <http://www.cityofmadison.com/planning/pdf/cherokeeplan.pdf>

*Rattman Neighborhood Development Plan (1992)*

This plan proposes to fill out remaining development parcels with predominantly office uses. This plan area also preserves the northern area for park, and open space as part of the community separation area.

*Nelson Neighborhood Development Plan (1992)*

This plan proposes to continue development of office and retail services along High Crossing Boulevard. There is a mix of low- and medium-density residential uses proposed east of High Crossing Boulevard intertwined with park and open space uses.

*Hanson Road Neighborhood Development Plan (2000)*

This Hanson Road Neighborhood Development Plan, north of the Dane County Regional Airport proposes predominantly a mix of light industrial, which currently exists, and park and open space uses.

*Felland Neighborhood Development Plan (2002)*

This plan will primarily consist of single-family neighborhoods with low-density development. Residential areas will be linked to civic and commercial areas through an interconnected network of pathways.

*Pumpkin Hollow Neighborhood Development Plan (2008)*

The Pumpkin Hollow NDP was adopted in 2008. The neighborhood area is located generally east of I-39/90/94 and northwest of the American Family Insurance campus. This plan makes future land use recommendations as well as recommendations on the extension of the full range of urban services including public sewer and water. The Pumpkin Hollow Plan area overlaps a portion of the Rattman Neighborhood Development Plan south of Hoepker Road, but generally incorporates the Rattman Neighborhood Plan recommendations for future land use and development.

*Cherokee Special Area Plan (2007)*

The *Cherokee Special Area Plan*, adopted in 2007, provides a plan for the area to the north and west of the Dane County Regional Airport. Park and open space or low density residential land uses are recommended in this area to aid in the protection of environmentally sensitive features associated with the Cherokee Marsh.

*East Towne – Burke Heights Neighborhood Development Plan (1987)*

The East Towne – Burke Heights Neighborhood Development Plan Area encompasses the area south of US 151 and west of I-39/90/94. There are two small developed areas of Burke located within this NDP area. The NDP generally recommends commercial uses to the north of Lien Rd. and a mix of low and medium density residential uses south of the Soo Line railroad corridor. This plan area has seen significant investment since the NDP adoption and has been mostly developed.

### Northeast Neighborhoods Development Plan (2009)

The Northeast Neighborhoods Development Plan, south and east of the detailed Felland Neighborhood Plan, is a Peripheral Planning Area defined in 2006 in the City of Madison Comprehensive Plan and as outlined in Chapter 2 of this Plan. The Peripheral Planning Areas are areas that have near or long-term potential for future urban development and for which the Comprehensive Plan makes relatively broad recommendations. The Northeast NDP, adopted in 2009, makes specific development recommendations including a series of Traditional Neighborhood Development (TND) clusters containing a variety of land uses within a condensed area which provide for the daily needs of residents. These pockets of development are most likely to occur adjacent to and along major transportation corridors and intersections.

Like the City of Madison, the City of Sun Prairie has developed future land use plans for the areas within its ETJ area. The majority of Sun Prairie's ETJ area consists of the Burke protected area adjacent to Rattman Road. This area currently exists as single-family residential uses and the City of Sun Prairie

proposes to add additional single-family infill development within the remaining, undeveloped areas to complement the existing neighborhoods. In a land locked Burke parcel, Sun Prairie's future land use plan consists of more dense, mixed residential development between US 151 and CTH C and some single-family residential development adjacent to existing neighborhoods.

*TNDs are based on a framework of one-quarter mile pedestrian sheds, which represent a five-minute walk from center to edge and comprise approximately 160 acres. These neighborhoods are centered on organizing features such as mixed-use centers, parks, and institutional uses.*

The Village of DeForest ETJ area contains a portion reserved for planned industrial and commercial uses along the IH 39/90/94 and US 51 corridors where some development activity is presently occurring. This is south of STH 19. A large portion of the ETJ area is also reserved for parks, open space, and environmental corridor, adjacent to the Cherokee Marsh.

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

**Goal:** Promote and ensure an adequate supply of safe and affordable housing and neighborhoods for all Burke residents.

### **Objectives:**

1. Provide for a variety of housing types throughout the Town serving persons of different income levels, ages, and needs.
2. Encourage housing maintenance to preserve the quality of the Town's existing housing stock.



- 3. Encourage home siting in areas that protect residential areas from incompatible uses, preserve and promote the connectivity of environmental systems, or impair the existing Town character.
- 4. Encourage high quality construction and maintenance standards for new and existing housing.

**Policies:**

- 1. Plan for a sufficient supply of developable land for a range of different housing types – affordable housing and housing for the elderly – in areas consistent with overlapping jurisdictions.
- 2. Encourage residential development in areas with existing residential development, and consistent with future land use plans of surrounding municipalities.
- 3. Administer property maintenance standards and building inspection requirements set by the County or State.
- 4. Coordinate with County, State, or Federal agencies to obtain funding – grants or low-interest loans – for maintenance or repair of residential homes and neighborhoods, as necessary.
- 5. Strengthen the Design Review Guidelines and Site Plan and Landscape Guidelines found in the 1999 Land Use Plan and Town Ordinance.

**HOUSING AND NEIGHBORHOOD DEVELOPMENT PROGRAMS AND RECOMMENDATIONS**

**Plan for a Sufficient Supply of Developable Land for Housing**

The Town should accommodate a least twenty years of anticipated residential development demand, especially the need for a range of housing types serving persons with different income levels, ages, and

**Burke Design Review Guidelines  
Checklist for Site Plans and Design Review**

Date Received: \_\_\_\_\_  
 Checked By: \_\_\_\_\_ Date: \_\_\_\_\_  
 Site Location: \_\_\_\_\_  
 Owner: \_\_\_\_\_ Telephone No.: \_\_\_\_\_  
 Developer: \_\_\_\_\_  
 Address: \_\_\_\_\_  
 Telephone No.: \_\_\_\_\_

**LAND USE**

- 1. Is the development consistent with the community's master plan?
- 2. Is the development allowed by the existing zoning district?
- 3. Does the site plan incorporate and protect natural features on the site?
- 4. Is the proposed use compatible with adjacent lands?
- 5. Does the development provide safe access to a public street?
- 6. Does the land have any "Protective Covenants"?

**CIRCULATION**

- 7. Does the immediate roadway system have capacity for the proposed development?
- 8. Does the proposed development conform to driveway access or street-spacing restrictions?
- 9. Will the development help continue, extend or connect with existing and/or future local streets?
- 10. Does the site provide enough area for parking needs?
- 11. Does the site provide for access to proposed transit service?
- 12. Does the site provide linkage to the community's pedestrian and bicycle trail system?
- 13. Within commercial developments, does the site plan separate the delivery and customer traffic?

**UTILITIES**

- 14. Does the municipal sewer and water system have capacity to serve the site?
- 15. Do off-site utilities need to be oversized to provide long-term service to the area being developed?
- 16. Has the community's Capital Improvements Program scheduled improvements to the site? When?
- 17. Does the site plan conform to the community's storm water management plan?
- 18. Does the site plan incorporate erosion and runoff control requirements to avoid off-site damage?
- 19. For larger developments, is the site plan divided into phases?

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The Burke Design Review Guidelines Checklist for Site Plans and Design Review developed in the 1999 Land Use Plan

needs. This Plan recommends that new housing development be located near areas with existing development. A number of state and federal housing programs are available to assist in promoting affordable, elderly, and assisted housing in Dane County, as described earlier in this chapter.

**Strengthen Site Plan and Design Guidelines**

The 1999 Land Use Plan created Design Review Guideline Checklist and a Site Plan and Landscaping Guidelines for the Town. These resources provide a baseline for development within the Town but are lacking the examples and illustrations to be effective. Adding existing Town examples of both desired and undesired development as well as outside examples of desirable site planning for a variety of land use types and situations will illustrate how development should

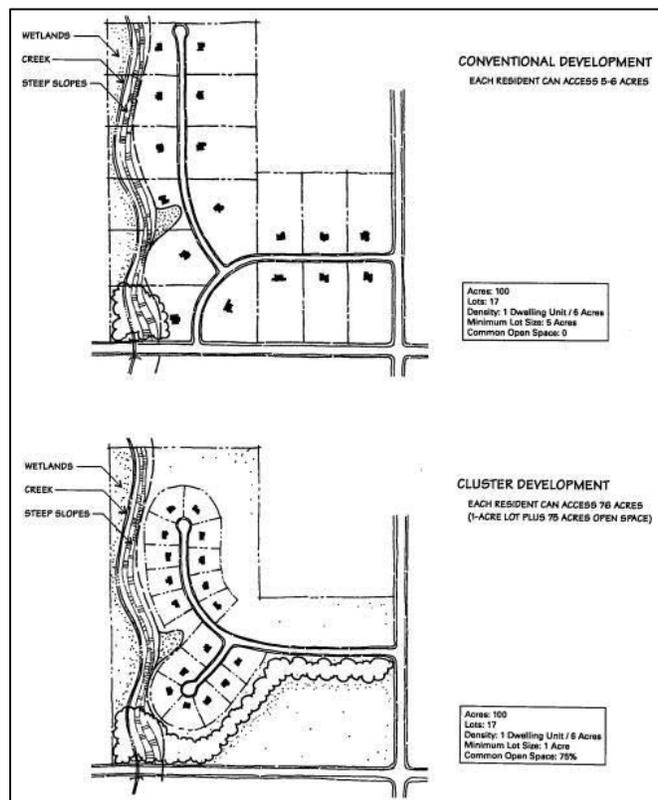
occur. Concepts can be difficult to understand through text alone. By adding illustrations and examples, the guidelines can be more approachable and understandable and will be one aid in making development easier within the Town.

Site Plan and Design Guidelines should be prepared and implemented in conjunction with the Village of DeForest and Cities of Madison and Sun Prairie as they may affect the ETJ areas and overlapping neighborhood plans.

**Encourage Cluster Development**

Encouraging cluster development layouts where projects are adjacent to natural areas allow for greater protection of natural features and open space. Clustering involves the grouping of dwellings in a portion of the developable area and preserving the remaining area for open space to be utilized by the whole community. Benefits of cluster development include preservation of open space for enjoyment of the neighboring residents and the whole community, preservation of existing environmental corridors, preservation of viewsheds, steep slopes and unique natural features, management of the location of growth within a development area, and preservation of open space without a cost to the Town. In other words, the Town does not need to purchase the land in order to preserve it and can thus use this tool to preserve the character of the existing landscape.

Cluster zoning ordinances can be written in many different ways. There is great flexibility for the Town to write the regulations in a way that will help achieve the community open space and exurban preservation objectives. In any set of cluster regulations three basic elements must be balanced: development density, lot size, and the amount of required open space. As long as a working balance is maintained between these three elements, the Town can, for example, opt for the greatest amount of open space achievable, or can limit the minimum lot size, or can put a cap on the density. Whichever choice or limit is selected first, the other two elements can be adjusted to accommodate that choice.



The graphic above illustrates the basic concept of cluster development. Preservation of net density, as well as open space and natural features can be achieved by reducing lot size. Source: Rural Cluster Development Guide, Southeastern Wisconsin RPC, December 1996.



**Encourage Context Sensitive Neighborhood Design and Locations**

This plan endorses high-quality neighborhood design and layout in all newly planned residential areas in the Town. Within planned residential areas, the Town promotes the concepts of neighborhood design including a mix of housing lot sizes and densities and the development of neighborhood focal point such as parks. Many existing neighborhood contain a neighborhood or mini-park that provides a place for gathering and recreation, and helps develop a sense of place within the community. Homes should be arranged in desirable locations that consider topography, natural features and viewsheds, public and private access to open space, and privacy. Also critical to quality neighborhood design is an interconnected network of streets sized to correlate to traffic volumes, yet oriented to its many users including bicyclists and pedestrians. The roadway should be used to connect homes to each other, connect streets to the road network, and connect the development to adjoining open space and or nearby public lands. In this regard, the Town should also coordinate with neighboring municipalities to ensure development across boundaries is interconnected and the transition between map boundaries is seamless on the ground.

Utilizing modest front yard setbacks will allow the community to avoid “garage-scapes” which are unappealing from the curb and allow little interaction amongst neighbors. Restoration of degraded environmental features, such as wetlands and stream banks, will enhance neighborhoods and provide amenities, increasing neighborhood and home values. These are a few of the many aspects of neighborhood design which should be incorporated into future Town development.



A residential street exhibiting “garage-scaping” is not desirable in the Town of Burke. Photo courtesy [steveaustinx.wordpress.com/riding-the-streets](http://steveaustinx.wordpress.com/riding-the-streets).

**Transfer of Development Rights (TDR) Program**

As discussed in the Agricultural Programs and Recommendations in Chapter 3, a TDR Program can allow landowners to transfer the right to develop one parcel of land to a different parcel of land. TDR is used to shift development from agricultural or environmentally sensitive areas to designated growth areas closer to municipal services and existing development. When a landowner sells property, generally all the rights (develop, lease, sell, mine, etc.) are transferred to the buyer. In the example below, the City of Muskego used a TDR to allow greater density development and preserved a sensitive wildlife area associated with Big Muskego Lake.



TDR programs enable landowners to separate and sell the right to develop land from their property rights. In this way, TDR programs can be utilized to protect prime farmland, conserve environmentally sensitive areas, protect scenic views, and preserve historic landmarks.



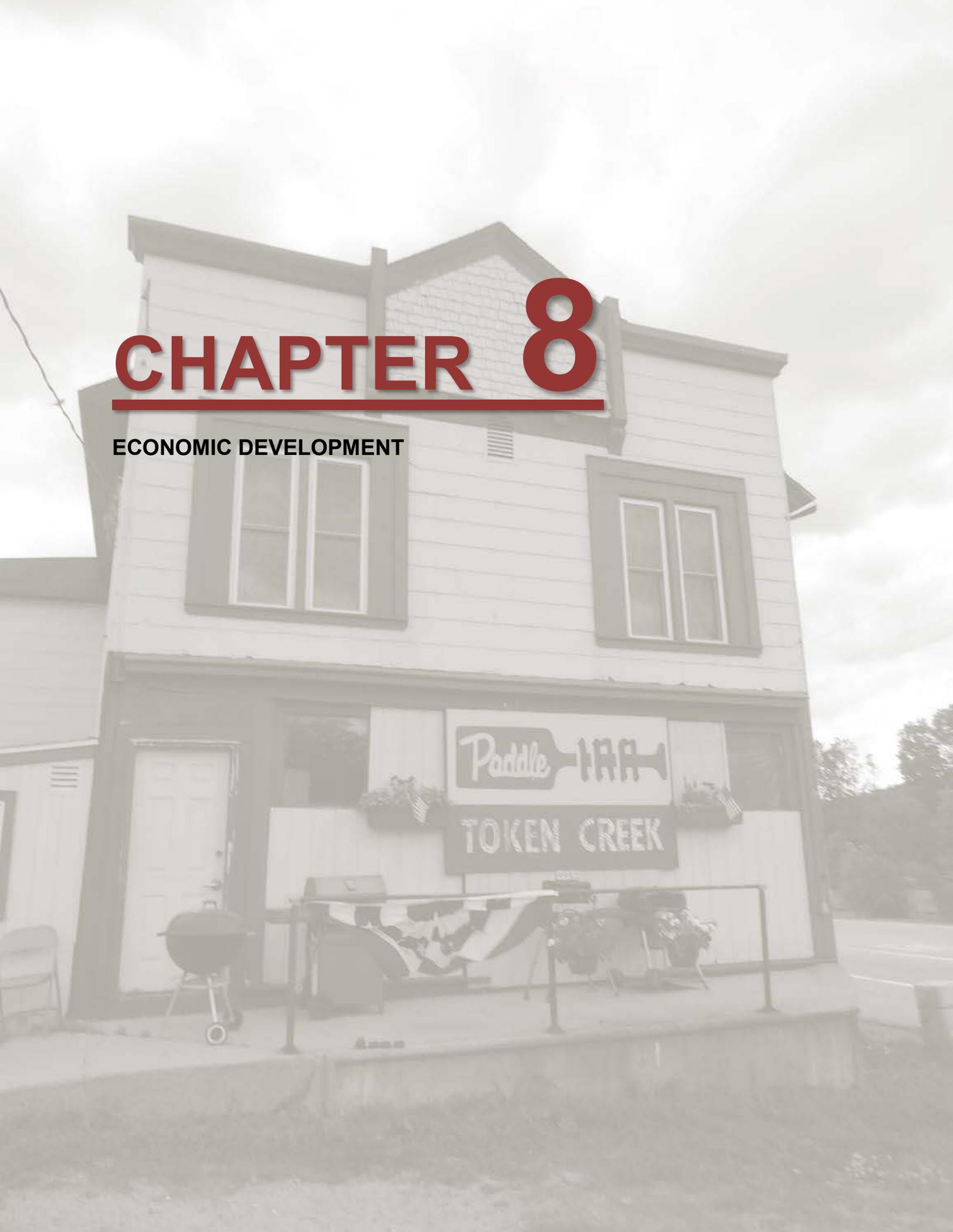
Shown above, the City of Muskego, WI utilized a TDR program for preservation of productive agricultural land (A) and a sensitive wildlife area associated with Big Muskego Lake. The new development (B) was allowed a greater density, or "density bonus". Source: Google Maps and Mead & Hunt, Inc., 2013



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# CHAPTER 8

## ECONOMIC DEVELOPMENT



# ECONOMIC DEVELOPMENT

This chapter provides a compilation of goals, objective, policies, programs, and recommendations to promote the stabilization, retention, or expansion of the economic base and quality employment opportunities in the Town of Burke. An analysis of the existing labor force and economic base outlines the Town’s strengths and weaknesses with respect to attracting and retaining businesses and industries. Additionally, this chapter provides a breakdown of the number of sites required for such businesses and industries, including an analysis of the potential to redevelop environmentally contaminated sites. Finally, this chapter identifies county, regional, and state economic development programs that are available to Burke.

## EXISTING ECONOMIC DEVELOPMENT FRAMEWORK

The National Bureau of Economic Research, the organization that defines U.S. recessions, states that the most recent recession began in December 2007 and ended in June 2009. The recovery from this recession has been lethargic nationwide, but Dane County has fared slightly better than Wisconsin and the nation as a whole. The following information provides an overview of how the Town compared to Dane County, and how the past decade has helped shape the Town’s current economic framework.

### Economic Base Analysis

The number of jobs in the County grew 8.6 percent between 2002 and 2012 (with a reported 24,254 jobs<sup>33</sup>). At the end of 2012, the top industries by employment in Dane County were education services,

|                                   | Wisconsin<br>Average<br>Annual | Dane County<br>Average<br>Annual Wage | Percent of<br>Wisconsin | 1-year %<br>change |
|-----------------------------------|--------------------------------|---------------------------------------|-------------------------|--------------------|
| All industries                    | \$ 39,985                      | \$ 44,512                             | 111.3%                  | 1.4%               |
| Natural Resources                 | \$ 30,613                      | \$ 36,968                             | 120.8%                  | 0.1%               |
| Construction                      | \$ 49,135                      | \$ 52,671                             | 107.2%                  | 1.3%               |
| Manufacturing                     | \$ 50,183                      | \$ 53,686                             | 107.0%                  | 3.8%               |
| Trade, Transportation & Utilities | \$ 34,132                      | \$ 35,545                             | 104.1%                  | 1.7%               |
| Information                       | \$ 51,764                      | \$ 67,069                             | 129.6%                  | Not avail.         |
| Financial Activities              | \$ 53,332                      | \$ 58,843                             | 110.3%                  | 2.2%               |
| Professional & Business Services  | \$ 46,516                      | \$ 49,651                             | 106.7%                  | -1.0%              |
| Education & Health                | \$ 42,464                      | \$ 46,954                             | 110.6%                  | 1.3%               |
| Leisure & Hospitality             | \$ 14,597                      | \$ 14,085                             | 96.5%                   | 3.3%               |
| Other Services                    | \$ 22,682                      | \$ 31,325                             | 138.1%                  | 1.1%               |
| Public Administration             | \$ 41,653                      | \$ 51,699                             | 124.1%                  | -0.6%              |

Source: WI DWD, Workforce Training, QCEW, June 2011

food services & drinking places, professional & technical services, administrative & support services, and hospitals. The County’s employment is centered on the service-producing industries rather than the goods-producing industries, which is more common throughout much of Wisconsin. This can be attributed to the history of the area as the seat of Wisconsin government and the location of the state’s flagship university.

Source: Dane County Workforce Profile, 2011.  
[www.worknet.wisconsin.gov](http://www.worknet.wisconsin.gov)

Commuting patterns (described below)

indicate that the Town is economically linked with various cities and villages throughout the area. Many

<sup>33</sup> Quarterly Census of Employment and Wages, Bureau of Labor Statistics, United States Department of Labor.  
[http://data.bls.gov/pdq/SurveyOutputServlet;jsessionid=30F0A99969B834F678730A6C99D4BE6D.tc\\_instance5](http://data.bls.gov/pdq/SurveyOutputServlet;jsessionid=30F0A99969B834F678730A6C99D4BE6D.tc_instance5)

of the Town's residents are employed within the City of Madison. The predominant employment sector in the Town is educational services, and health care and social assistance accounting for 28.6 percent of jobs, which is up from 19.5 percent in 2000. This is a significant increase as compared to Dane County, which saw a much smaller rise in this industry from 25.9 percent in 2000 to 27.6 percent in 2010. Conversely, in 2000 the percent of the Town's labor force in the manufacturing industry was strong at 15.5 percent. Since then that number has decreased to 9.8 percent, a 37 percent decrease, while the County's has remained between nine and 10 percent during that same timeframe. A further comparison of industries in the Town and County is illustrated in Chapter 1: Issues and Opportunities.

### **Labor Force Trends**

The *labor force* is the portion of the population age 16 and older that is employed or available for work. This includes people who are in the armed forces, employed, unemployed, or actively seeking employment. The 2011 American Community Survey estimates that the Town of Burkes labor force consisted of 2,372 people. Of the 2,372 persons, 1,774 were employed and 118 were unemployed, resulting in an unemployment rate of five percent. As a comparison, Dane County's unemployment rate was four percent and the State of Wisconsin's was 4.9 percent.

### **Commuting Patterns**

According to the 2011 American Community Survey, residents of the Town spend an average of 28.3 minutes commuting to work, indicating that a significant number of workers traveled outside the Town for employment. Roughly eight percent (up from three percent in 2000) of workers commuted over an hour to their jobs while approximately 13 percent (down from 16 percent in 2000) traveled less than 10 minutes. Nearly 83 percent of workers traveled to work alone, while approximately nine percent carpooled, and almost eight percent worked at home. Less than one percent used public transportation

| Where do Dane County residents work? |  | Where do Dane County workers live? |  |
|--------------------------------------|--|------------------------------------|--|
| Dane Co., WI                         |  | Dane Co., WI                       |  |
| Milwaukee Co., WI                    |  | Columbia Co., WI                   |  |
| Waukesha Co., WI                     |  | Rock Co., WI                       |  |
| Rock Co., WI                         |  | Milwaukee Co., WI                  |  |
| Sauk Co., WI                         |  | Sauk Co., WI                       |  |
| Columbia Co., WI                     |  | Green Co., WI                      |  |

Source: US Census Bureau, Local Employer-Household Dynamics

| Commuting Patterns of Dane County Residents |                |               |
|---|----------------|---------------|
| Work in Dane County:                        | 253,764        | 94.8%         |
| Work in another Wisconsin County:           | 11,620         | 4.3%          |
| Work outside Wisconsin:                     | 2,371          | 0.9%          |
| <b>Total:</b>                               | <b>267,755</b> | <b>100.0%</b> |

Source: US Census Bureau, American Community Survey, Table B08007, 2005-2009

Source: Dane County Workforce Profile, 2011.  
[www.worknet.wisconsin.gov](http://www.worknet.wisconsin.gov)

### **Income**

According to the 2010 U.S. Census, the Town's median household income was \$74,500. In other words, half the Town households had income more than this amount, and half less. This indicates the amount of money everyone 16 years and older living in the household collectively brought in in 2010. This is comparable to other Dane County communities surrounding the Town, as presented in Chapter 1: Issues

and Opportunities. Within the Town the median earnings<sup>34</sup>, primarily wages and salary from a job, vary greatly by gender. The median earning for male workers, full-time, year-round was \$60,948, while female workers was \$36,639 or 60 cents for every dollar earned by men.

### **Educational Attainment**

Educational attainment refers to the highest level of education that an individual has completed and is one variable used to assess a community's labor force potential. According to the 2010 U.S. Census, 93.8 percent of Burke residents are a high school graduate or higher (up from 92.7 percent in 2000) and 35.5 percent hold a bachelor's degree or higher (up from 28.8 percent in 2000). A comparison of the Town to surrounding municipalities can be found in Chapter 1, Issues and Opportunities.

### **ENVIRONMENTALLY CONTAMINATED SITES**

The WDNR Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or "brownfields," in the state. The WDNR defines brownfields as abandoned, idle, or underused commercial or industrial properties, where the expansion or redevelopment is hindered by real or perceived contamination. Brownfields vary in size, location, and past use, but can be anything from a 500-acre automobile assembly plant to a small, abandoned gas station. These properties present public health, economic, environmental, and social challenges to the communities in which they are located. In Wisconsin there are an estimated 10,000 brownfields.



This former gas station near the interchange of Interstate 39/90/94 and US Highway 51 presents an opportunity not only for economic development but also for remediation of a brownfield. Photo courtesy Mead & Hunt, Inc. 2013.

The Bureau for Remediation and Redevelopment Tracking System (BRRTS) on the Web (BOTW) website, accessible at [dnr.wi.gov/topic/brownfields](http://dnr.wi.gov/topic/brownfields), provides a database of contaminated properties and other activities related to the investigation and cleanup of contaminated soil or groundwater in Wisconsin. As of August 2013, there were 16 BRRTS sites in the Town of Burke. These sites are located throughout the Town and consist of Spill sites, Leaking Underground Storage Tank (LUST) sites, and Environmental Repair (ERP) sites. Of the 16 reported sites, only one ERP site (ongoing cleanup), located within the Gehrke's Knoll subdivision, is currently open.

<sup>34</sup> Earnings, is 1 of 50 sources of "income" measured by the U.S. Census Bureau each year. Other sources of income include Social Security payments, pensions, child support, annuities, interest, etc. <http://blogs.census.gov/2010/09/23/income-vs-earnings/>

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## **ECONOMIC DEVELOPMENT PROGRAMS**

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The Town of Burke has a limited number of tools, programs, or agencies of its own that are available to foster economic development. The surrounding village and cities each have a chamber of commerce and other economic development tools to attract and support development in the area. Dane County and the CARPC provide a number of economic development resources available to assist individuals and businesses interested in development and municipalities seeking to development within their own communities. In addition, state and federal agencies provide a wide range of useful economic development financing and planning tools available to communities and individuals. A handful of these tools are outlined below.

### **DeForest Area Chamber of Commerce and Tourism Commission**

The DeForest Area Chamber of Commerce promotes economic and community development in the Village of DeForest and surrounding towns, including Burke. Balancing residential and business growth



The Keg Steakhouse and Bar, located on Portage Road, is listed among the DeForest Area Tourism Commission dining options within the Town of Burke. Image courtesy Mead & Hunt, Inc., 2013.

with preservation of the rich farmland and scenic landscape, the DeForest Area Chamber of Commerce advocates, educates, and promotes economic development and tourism by providing a catalogue of information to interested developers and visitors through its website [www.deforestarea.com](http://www.deforestarea.com). A branch of the Chamber, the DeForest Area Tourism Commission ([www.visitdeforestarea.com](http://www.visitdeforestarea.com)), focuses on activities, events, and accommodations for tourism in the area. This tourism, in part, generates economic growth for the Town of Burke.

### **Dane County Community Development Block Grant (CDBG)**

As described in Chapter 7: Housing & Neighborhood Development, the Dane County CDBG program provides housing assistance to low and moderate-income individuals through funds received from the HUD. In addition to housing assistance, the Dane County CDBG program provides financing to businesses that create jobs for low- and moderate-income individuals as well as businesses and real estate development projects that focus on downtown and commercial district redevelopment.

### **Dane County Economic Development Revolving Loan Fund (RLF)**

The Economic Development Revolving Loan Fund provides gap financing<sup>35</sup> to businesses that create

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<sup>35</sup> Gap financing is a short-term loan used to pay the difference between the minimum amount of money a lender is willing to provide on a commercial loan and the maximum permanent loan the borrower is working to secure.

jobs for low- to moderate-income persons. In order to receive funding assistance, 51 percent of the jobs created or retained must be reserved for low and moderate-income persons. One way municipalities can utilize this fund is to influence new private investment to specific areas compatible with the objectives of the CDBG program.

#### Dane County Commercial Revitalization Revolving Loan Fund (CRLF)

The County's Commercial Revolving Loan Fund provides financing specifically for the revitalization of downtown and commercial districts. This program helps municipalities invest in infill redevelopment of traditional business districts and downtown areas in an effort to increase permanent employment or retain existing jobs that may have been lost locally due to competition from areas of new investment.

#### Wisconsin Economic Development Corporation (WEDC)

The WEDC provides many programs to help communities spur economic development locally. These include programs focused on community and downtown re/development, infrastructure, and the environment. Additionally, the WEDC helps entrepreneurs looking to locate in a particular area connect with the local community and the resources available in the area. Below are summaries of a few of the programs available from the WEDC to the Town of Burke.

#### Capacity Building Grants

Capacity Building (CAP) Grants assist local economic development groups with assessments of the economic competitiveness of the area and with the development of a Comprehensive Economic Development Strategy.

#### Idle Industrial Sites Redevelopment Program

This program offers grants to communities for the implementation of redevelopment plans for large industrial sites that have been idle, abandoned or underutilized for at least five years.

#### Wisconsin DNR Safe Drinking Water Loan Program

This program provides financial assistance to communities to build, upgrade, or replace public water supply system infrastructure.

#### USDA Rural Development (Wisconsin Office)

The US Department of Agriculture Rural Development, Wisconsin office provides financial assistance to communities to support public facilities and services such as water and sewer systems, housing, health clinics, emergency service facilities, and electric service.

#### WDNR Ready for Reuse Program

This WDNR administered program provides loans and grants to communities to be used for

environmental cleanup or hazardous substances or petroleum at brownfield sites.

#### Capital Catalyst Program

This program provides seed grants, typically ranging from \$50,000 to \$500,000, to communities dedicated to stimulating entrepreneurship. Industry sectors targeted for Capital Catalyst seed grants includes advanced manufacturing, agriculture or food processing, information systems, medical devices, and renewable/green energy.

#### Seed Accelerator Program

The WEDC Seed Accelerator program provides grants to eligible communities to support a pre-seed (early stage) business model that incorporates training, mentoring, and financial assistance to entrepreneurs in their area. This program largely aims to connect aspiring businesses owners with the resources they need to support new companies.

#### **US Economic Development Administration (EDA)**

The US Economic Development Administration provides grant programs for economic development assistance, regional planning and local technical assistance. A database of available grants can be found at [www.grants.gov](http://www.grants.gov).

### **ASSESSMENT OF DESIRED ECONOMIC DEVELOPMENT FOCUS**

It is both important and required by Wisconsin State Statutes that comprehensive planning “assess categories or particular types of new businesses and industries that are desired by the local government unit”. Table 22 considers the strengths and weaknesses for economic development in the Town of Burke. Based on these strengths and weaknesses, the Town’s desired economic focus is reflected in the goals, objectives, policies, programs, and recommendations.

**TABLE 22: TOWN STRENGTHS AND WEAKNESSES FOR ECONOMIC DEVELOPMENT**

| Strengths   | Weaknesses  |
|---|---|
| Located adjacent to the Cities of Madison and Sun Prairie                           | Limited sewer and water services available  |
| Great regional access via Interstates 39, 90, and 94                                | Limited size of population  |
| Available land adjacent to major transportation corridors                           | Limited Town staff  |
| Recreational opportunities including Token Creek, wetlands, parks and lakes         | Cooperative Plan favors development in cities and village, and pending dissolution    |
| Strong education base and proximity to colleges and University of Wisconsin-Madison | Recreational opportunities at Token Creek County Park are administered by Dane County |



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

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**Goal:** Encourage economic development opportunities in line with the resources and public services available in the Town.

### **Objectives:**

1. Focus economic development efforts on natural resources, nature and related businesses.
2. Direct commercial development to planned areas identified on Map 8: Future Land Use.
3. Discourage unplanned, continuous strip commercial development.
4. Support the development of a new overpass at Anderson Road over Interstate 39/90/94.
5. Collaborate with adjacent and overlapping municipalities to attract appropriate economic development to the area.

### **Policies:**

1. Pursue funding sources for use in the redevelopment and remediation of brownfields.
2. Plan for a sufficient supply of developable land.
3. Direct large-scale commercial and industrial development into areas where public utilities are available.
4. Pursue tax increment financing as a tool to encourage recreation tourism-related development.
5. Work with Dane County to administer the County's performance standards (i.e., screening, landscaping) when reviewing development proposals. Consider inclusion in the Subdivision/Land Division Ordinance revisions.
6. Implement standards for new commercial development to ensure that future development is high-quality. Consider inclusion in the Subdivision/Land Division Ordinance revisions.
7. Work with private land owners to clean up contaminated, vacant, and run-down sites and buildings that threaten the public health, safety, and welfare and impair the visual appearance of the Town.

## **ECONOMIC DEVELOPMENT PROGRAMS AND RECOMMENDATIONS**

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### **Encourage Businesses that are related to Recreation**

The Town's vast natural resources (Token Creek, Cherokee Marsh, wetlands, and woodlands) make promoting businesses related to recreation viable in the area. The Town will encourage the establishment of recreation-based businesses near the Cherokee Marsh and Token Creek County Park areas. As the Token Creek County Park and Natural Resource Area Master Plan is implemented to enhance and expand recreational opportunities in the area, the Town can capitalize by investing in economic development strategies which complement this expansion.

**Tax Increment Financing (TIF)**

The use of TIF as a tool for economic development allows the Town to expend money related to agriculture, tourism, forestry, manufacturing, residential development, or retail development projects. As outlined in Chapter 3: Agricultural, Natural & Cultural Resources, the Town can utilize TIF in the promotion of nature- or culture-based tourism like the development of RV parks, campgrounds, or (disc) golf courses. Similarly, the Town can utilize this financing tool for the expansion of public infrastructure including sewer and water; streets; and drainage, remediation, or redevelopment of specific sites, and land acquisition. The Town can pursue the use of a TIF alone or in a partnership within surrounding jurisdictions.

The use of a traditional TIF can be somewhat risky because it requires a municipality to pay development costs upfront and use the increment from increased tax revenues from the project to pay back those upfront costs. A developer will agree to do “x, y, and z” if a municipality agrees to pay for “a, b, and c.” This scenario places all the risk on the municipality and community to ensure the TIF succeeds. However, the Town can pursue a more conservative “Pay-As-You-Go” TIF. In this type of TIF, the municipality relies on the developer to pay for the upfront project costs and uses the increment from the increased tax revenue to pay back (reimburse) the developer for public benefitting costs; decreasing the risk of the community and ensuring the developer has an economic stake in the venture.

**Direct Intensive Development into the Village of DeForest and cities of Sun Prairie and Madison**

As outlined in Chapter 3: Agricultural, Natural and Cultural Resources, the Town should encourage large-scale residential and commercial development projects into the future planned development areas of the surrounding and overlapping jurisdictional ETJ areas. Specific development areas and criteria will be guided by the comprehensive plans and ordinances of each respective municipality.

**Implement Enhanced Design Standards for Commercial Development to Ensure High-Quality Development**

Burke should strengthen and enforce design standards for commercial projects to ensure high-quality, lasting projects that are compatible with the desired character for the Town. These standards should apply to all new non-residential development in the Town, with particular emphasis along key corridors like Interstate 39/90/94, US 151, US 51, and STH 19. Outdoor storage and unscreened loading docks should be discouraged in high visibility yards, in order to maintain a high-quality appearance of development sites from the highway. Materials, colors, design of building facades, screening walls, and/or fences in such areas should be compatible with the predominant materials, colors, and design of the “front” of the principal building.



Commercial design standards should depict general design guidance for various types of retail/commercial development projects. Overall, the following principles should be incorporated into site and building designs for new and expanded commercial uses, regardless of type:

- Limited number of access drives along arterial and collector streets.
- Common driveways serving more than one commercial use, wherever possible.
- High-quality landscaping of bufferyards, street frontages, paved areas, and building foundations.
- Parking lots landscaped with perimeter landscaping and/or landscaped islands.
- Intensive activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas oriented away from less intensive activity areas.
- Parking to the sides and rear of buildings, rather than having all parking in the front.
- Signage that is high quality and not excessive in height or total square footage.
- Safe, convenient, and separated pedestrian and bicycle access to the site.
- Use of cut-off light fixtures to prevent light trespass.
- Use of high-quality building materials, such as brick, wood, stone, and tinted masonry.
- Variations in building height and roof lines, including parapets, multi-planed, and pitched roofs and staggered building facades
- Arrange/group buildings so their orientation complements adjacent development, frames streets/intersections and parking lots.

Design Standards for Commercial Development should be prepared and implemented in conjunction with the Village of DeForest and Cities of Madison and Sun Prairie as they may affect the ETJ areas and overlapping neighborhood plans.

# CHAPTER 9

## IMPLEMENTATION





## IMPLEMENTATION

The implementation chapter outlines specific actions to be completed for implementation of this Plan.

Actions include proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, and to implement the objectives, policies, plans and programs contained in this plan. This chapter describes how each of the elements of this Plan will be integrated and made consistent with the other elements of the comprehensive plan, and includes a mechanism to measure the Town's progress toward achieving all aspects of this Comprehensive Plan. Furthermore, this chapter includes a process for updating this Plan once before the Town's dissolution in 2036 as outlined by the Cooperative Plan.

## PLAN ADOPTION PROCESS

The Town of Burke Comprehensive Plan was adopted following procedures specified by Wisconsin's "Smart Growth," or comprehensive planning legislation. This included public participation throughout the process; a Town Plan Commission recommendation; distribution of the recommended Plan to affected local, county, and state governments; a formal public hearing; and Town Board adoption of the Plan by ordinance. Specifically, the Town used the following procedure to adopt (and if necessary, will use to amend) this Plan:

- a) Either the Town Board or Plan Commission initiates the proposed Comprehensive Plan update or amendment. This may occur as a result of a regular Plan Commission review of the Plan or may be initiated at the request of a property owner or developer.
- b) The Town Board adopts a resolution outlining the procedures that will be undertaken to ensure public participation during the plan update or amendment process (Statutes Section 66.1001(4)a).
- c) The Town Plan Commission prepares or directs the preparation of the plan update or specific text or map amendment to the Comprehensive Plan.
- d) The Town Plan Commission holds one or more public meetings on the Proposed Comprehensive Plan update or amendment. Following the public meeting(s), the Plan Commission makes a recommendation by resolution to the Town Board by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes and model resolution in this Plan.
- e) At least 30 days before the public meeting is held, the Town shall provide written notice to all of the following:
  1. An operator who has obtained, or made application to obtain a nonmetallic mining reclamation permit.
  2. A person who has registered a marketable nonmetallic mineral deposit.
  3. Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the Town provide the property owner or leaseholder notice of the public hearing.



- f) The Town Clerk directs the publishing of a Class 1 notice, with such notice published at least 30 days before a Town Board public hearing and containing information required under Section 66.1001(4)d, Wisconsin Statutes.
- g) The Town Board holds a formal public hearing on an ordinance that would adopt the Comprehensive Plan or incorporate the proposed update or amendment.
- h) Following the public hearing, the Town Board approves (or denies) the ordinance adopting the proposal. Adoption must be by a majority vote of all members. The Town Board may require changes from the Plan Commission recommended version of the proposal.
- i) The Town Clerk sends a copy of the adopted ordinance and Plan update or amendment to all adjacent and surrounding government jurisdictions as required under Section 66.1001(4)b and c, Wisconsin Statutes.
- j) The Town Clerk sends copies of the adopted Plan update or amendment to the Dane County Planning and Development Department for incorporation, as appropriate, into the County's Comprehensive Plan.

## **IMPLEMENTATION RECOMMENDATIONS**

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Table 23 provides a detailed list and timeline of the major actions that the Town may take to implement the Comprehensive Plan. These actions will require substantial cooperation with other jurisdictions and, often, property owners. Other Town government priorities, time constraints, and budget constraints may affect the completion of the recommended actions in the timeframes presented. The table has three different columns of information, described as follows:

- **Category:** The list of recommended actions is divided into six different categories generally based on different chapters of this Plan.
- **Implementation Programs and Recommendations:** The second column lists the actual actions recommended to implement key aspects of this Plan. The recommendations are for Town actions that might be included, for example, in annual work program or as part of the annual budgeting process.
- **Implementation Timeframe:** The third column responds to the State comprehensive planning law, which requires implementation actions to be listed in a “states sequence.” The suggested timeframe for completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes are all within the next 10 years (and not the full 20-year planning period), because this Plan will need to be updated by 2024.



**TABLE 23: RECOMMENDED IMPLEMENTATION PROGRAMS AND ACTIONS**

| Category   | Implementation Programs and Recommendations   | Implementation Timeframe                      |
|--|---|---|
| <b>Intergovernmental Cooperation</b><br>(chapter two)                  | Provide a copy of this Comprehensive Plan and all subsequent amendments to surrounding and overlapping governments.                                   | 2013 and as amended                           |
|  | Encourage Dane County Board adoption of this Comprehensive Plan as presented.   | 2013 - 2014                                   |
|  | Update the Comprehensive Plan.  | 2023 - 2024                                   |
| <b>Agriculture, Natural, and Cultural Resources</b><br>(chapter three) | Work with Dane County, the WDNR, and surrounding municipalities to preserve, enhance and promote local and regional natural resources for tourism.    | 2013 and ongoing                              |
|  | Direct large-scale development away from active agricultural uses and environmentally sensitive areas.  | 2013 and ongoing                              |
|  | Work cooperatively with neighboring municipalities and the WDNR to maintain the quality of the Town’s water resources                                 | 2013 and ongoing                              |
|  | Cooperate with the County on a comprehensive survey of historic and archeological resources and the promotion of cultural heritage tourism.           | 2013 and ongoing                              |
| <b>Land Use</b><br>(chapter four)                                      | Work with Dane County, the Capital Area Regional Planning Commission, and surrounding municipalities to update the land use inventory and maps.       | 2015 and in five year increments subsequently |
|  | Update land division/subdivision code.  | 2014 – 2015                                   |
|  | Update and Implement Design Review Guidelines.  | 2014 – 2015                                   |
| <b>Transportation</b><br>(chapter five)                                | Support appropriate improvements to existing highways.  | 2013 and ongoing                              |
|  | Work with local property owners, the WDNR, and surrounding municipalities to promote both on-street and off-street bicycle and pedestrian facilities. | 2013 and ongoing                              |
|  | Work with the County and surrounding jurisdictions on transportation options for those without access to vehicles and to link residents to programs.  | Ongoing                                       |
|  | Work with the County and State to promote the preservation of unique and scenic roadways  | Ongoing                                       |
| <b>Utilities &amp; Community Facilities</b><br>(chapter six)           | See Table 19 in the Utilities & Community Facilities Chapter.   |   |
| <b>Housing &amp; Neighborhood Development</b><br>(chapter seven)       | Cooperate with surrounding municipalities to plan for and preserve a sufficient supply of developable land for housing.                               | Ongoing                                       |
|  | Cooperate with surrounding municipalities on development review to support context sensitive design and encourage cluster development.                | Ongoing                                       |
| <b>Economic Development</b><br>(chapter eight)                         | Support appropriate improvements to Interstate 39/90/94 and existing State and County Highways to benefit Town business opportunities.                | 2013 and Ongoing                              |
|  | Implement enhanced design standards for commercial development.   | 2014 – 2015                                   |
|  | Work with surrounding municipalities to plan for and guide intensive development into planned development areas.                                      | Ongoing                                       |



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## **PLAN MONITORING AND USE, AMENDMENTS, AND UPDATE**

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### **Plan Monitoring and Use**

The Town should continuously evaluate its land use decisions (private development proposals, public investments, regulations, incentives, etc.) against the recommendations of this Comprehensive Plan. This Plan should be used as the first “point of reference” when evaluating all proposals related to land use and development.

### **Plan Amendments**

Amendments to this Comprehensive Plan may be appropriate in the year following Plan adoption and in instances where the Plan becomes irrelevant or contradictory because of emerging policy or trends. “Amendments” are generally defined as minor changes to the Plan document or maps. Frequent amendments to accommodate specific development proposals should be avoided.

The state comprehensive planning law requires that the Town use the same process to amend, add to, or update the Comprehensive Plan as it used to initially adopt the Plan. This does not mean that the public participation process in the Comprehensive Plan needs to be replaced. It does mean that the procedures, defined under Section 66.1001(4), Wisconsin State Statutes and outlined in the Plan Adoption Process above, need to be followed.

### **Plan Update**

Once adopted, the Town should regularly evaluate its progress towards achieving the recommendation of this Comprehensive Plan, and amend and update it as appropriate. The state comprehensive planning law requires that this Plan be updated at least once every 10 years. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. This plan is an update to the 1999 Land Use Plan and complements the 2007 Cooperative Plan, which will dissolve the Town by 2036. Based on this timeframe, the Town should evaluate the need to update this Comprehensive Plan during 2023-2024 and again in 2033-2034, before dissolution. The Town will also monitor any changes to the language or interpretations of the state law over the next several years.

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## **CONSISTENCY AMONG PLAN ELEMENTS**

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Wisconsin Statutes require that by January 1, 2010, if a local governmental unit enacts or amends any of the following ordinances, the ordinances shall be consistent with a locally adopted comprehensive plan: official mapping, local subdivision, county zoning, city or village zoning, town zoning, and shorelands or wetlands in shorelands zoning. The chapters of this Plan were prepared concurrently to minimize the potential for inconsistency, and this Plan was adopted with no known internal inconsistencies between the different elements of this Plan. The Town will regularly evaluate community issues and Board and Plan



Commission decisions to identify circumstances not anticipated with drafting the Plan document, and may proposed updates as outlines above.