Comprehensive Plan

Background Report

Adopted by Town of Dunkirk On:
August 3, 2006

Town of
Blooming Grove

Town of
Pleasant Springs
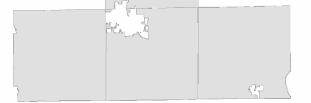
Town of
Rutland

Town of
Albion

Town of **Dunkirk**

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1 . 1 Overview

In 2002, eight communities in the southeastern portion of Dane County worked in concert to submit a grant to the Wisconsin Land Council to help fund the preparation of comprehensive plans for each consistent with the new planning legislation adopted in 1999. The application was funded in 2003.

Three of the communities, City of Edgerton, Village of Brooklyn, and the Town of Deerfield, joined together to work with a single consultant. The other five towns - Albion, Blooming Grove, Dunkirk, Pleasant Springs, and Rutland - hired Vierbicher Associates to help them work on their comprehensive plans.

To promote coordination between each of the planning efforts, the eight communities created a committee known as the Southeast Dane Communities Comprehensive Planning Regional Steering Committee (RSC). RSC met on a regular basis to talk about coordination needs and issues of common concern.

1 . 2 Organization of Plan Document

The comprehensive plan for Albion, Blooming Grove, Dunkirk, Pleasant Springs, and Rutland consists of two documents. The first document is the background report, which is common to all five jurisdictions. It contains a lot of good information that describes what is and what has been. It is organized into chapters relating to eight areas, including:

► Housing
► Transportation
► Utilities and community facilities
► Agricultural, natural, and cultural resources
► Economic development
► Intergovernmental cooperation
► Land use
► Demographics

The second document is referred to as the policy document. It focuses on future conditions and is therefore unique to each of the five towns. It contains the following chapters:

► Community vision and Implementation
► Issues and opportunities
► Plan-based forecasts
► Future land use
► Future transportation
► Future utilities and community facilities
► General provisions

Collectively, the background document and policy document constitutes the comprehensive plan for the community.

2 Housing

2 . 1 Overview

Housing is very important for Wisconsin and the people who live here. Housing costs are the single largest expenditure for most Wisconsin residents. According to the U.S. Department of Labor (1997), Midwest households, on average, spend 31 percent of their incomes on housing, compared with 19 percent for transportation, and 14 percent for food.

Over two-thirds of Wisconsin households are homeowners and it is likely that their home is their most valuable asset and largest investment. Appreciation in home value continues to be a major source of wealth in the United States, and nearly 60 percent of the net worth of the typical homeowner is equity in the home.

While many Wisconsinites enjoy good housing situations, others are struggling in varying degrees. According to Wisconsin's 2000 *Consolidated Plan: For the State's Housing and Community Development Needs*, households in the low-income range have great difficulty finding adequate housing within their means and that can accommodate their needs, despite the state's relatively stable economic health. Families that can not afford housing frequently become homeless and must face all the disruptions this can bring. The federal government has cut back drastically on housing assistance, leaving state and local communities to grapple with these social issues.

The social benefits of housing are important but difficult to quantify. In addition to being a place to sleep, relax, raise a family, store possessions, and receive mail and telephone calls, decent shelter is important for one's self-respect. Furthermore, as people develop responsibility and pride in their homes, it is likely that they will be more involved with the community and local activities.

In addition to its importance for social reasons, housing plays a critical role in the state and local economies. It is likely that housing is the largest land use in the community and the community's largest capital asset. According to a study prepared by the Wisconsin Realtors Foundation in 1992, the value of the state's housing stock was worth nearly $1 trillion dollars. In 1990, the construction industry employed 83,000 workers (not including lawyers, real estate, financial, and insurance workers), making it the state's second leading industry in employment. The study estimated that housing contributed about 12 percent to the state's gross product. Housing is also a major source of revenue for local communities in the form of property taxes.

The number of houses and apartments that families with low-wage incomes can afford to rent is shrinking, burdening more families with high housing costs and threatening many with homelessness, according to a Department of Housing and Urban Development report entitled *The Widening Gap: New Findings on Housing Affordability in America*.

The term housing refers not only to owner-occupied housing, but also to rental, cooperative, and condominium ownership arrangements. The term also refers not only to single family detached units, but also to multifamily units, duplexes, townhouses, manufactured homes, and accessory apartments.

That report has four main findings, based primarily on data from the U.S. Census Bureau's latest American Housing Survey:

▶ Despite a period of robust economic expansion, the housing stock affordable to struggling families continues to shrink. The number of such affordable rental units decreased by 372,000 units - a 5 percent drop - from 1991 to 1997. Struggling families are defined as those with incomes at or below 30 percent of the area median.

▶ Rents are rising at twice the rate of general inflation. According to U.S. Bureau of Labor Statistics data, in 1997 rents increased 3.1 percent while the overall Consumer Price Index (CPI) increased by only 1.6 percent. In 1998, rents increased 3.4 percent while the overall CPI increased 1.7 percent.

▶ As the affordable housing stock shrinks, the number of renters at or below 30 percent of median income continues to grow. Between 1995 and 1997, the number of struggling renter households increased by 3 percent, from 8.61 million to 8.87 million - one of every four renter households in America.

▶ The gap between the number of struggling Americans and the number of rental units affordable to them is large and growing. In 1997 for every 100 households at or below 30 percent of median income, there were only 36 units both affordable and available for rent.

2 . 2 Number and Types of Housing Units

In 2000, single-family units dominated the housing stock of all five towns, as historically has been the case. The percentage of the single-family units in the five towns are higher than the whole of Dane County (58.7%) and are also higher than the state percentage of 69.4 percent (Table 2-2). Multi-family units, although the minority, are more commonly found in the Town of Blooming Grove than the other Towns. According to Census 2000, multi-family units including duplexes, account for almost 16 percent of the housing units in Blooming Grove, approximately six percent in Dunkirk, and less than five percent of the units in the remaining three Towns. The five towns all have fewer multi-family housing units than countywide and statewide proportions. The proportion of mobile homes in Albion, Blooming Grove, and Rutland are very similar to what is found throughout Dane County.
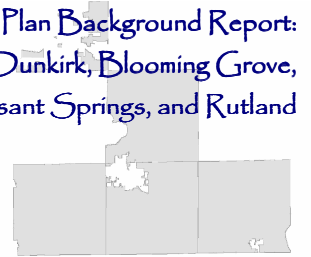
Table 2-1   Housing Units; Albion, Blooming Grove, Dunkirk, Pleasant Springs, Rutland, Dane County, and Wisconsin: 1990 and 2000

Jurisdiction	1990	2000	Percent Change
Albion	817	879	6.4%
Blooming Grove	800	748	-6.5%
Dunkirk	761	776	0.2%
Pleasant Springs	1,057	1,221	15.5%
Rutland	546	704	28.9%
Dane County	147,851	180,398	22%
Wisconsin	2,055,774	2,321,144	12.9%

Source: Census of Population and Housing (SF1, STF1)

Table 2-2   Housing Units by Type; Albion, Blooming Grove, Dunkirk, Pleasant Springs, Rutland, Dane County, and Wisconsin: 2000

	Number / Percent of Total						
	Albion	Blooming Grove	Dunkirk	Pleasant Springs	Rutland	Dane County	Wisconsin
Single Family	826 (94%)	653 (82.5%)	696 (94.6%)	1,199 (97.5%)	687 (98.2%)	105,903 (58.7%)	69.4%
Duplex	25 (2.8%)	49 (6.2%)	12 (1.6%)	17 (1.4%)	3 (0.4%)	10,243 (5.7%)	8.2%
Multi-Family	9 (0.9%)	76 (9.6%)	30 (4.1%)	5 (0.4%)	0	161,886 (34.3%)	18.0%
Mobile Home	19 (2.2%)	14 (1.8%)	0	9 (0.7%)	10 (1.4)	2,307 (1.3%)	4.4%
Other (boat, RV, van)	0	0	0	0	0	59(<0.1%)	0.1%
Total	879	792	738	1,230	700	100%	100%

Source: Census of Population and Housing (SF3)
Note: Percents may not add up to 100 due to rounding - Data is for occupied units only.

Table 2-3   Vacancy Rates; Albion, Blooming Grove, Dunkirk, Pleasant Springs, Rutland, Dane County, and Wisconsin: 2000

	Albion	Blooming Grove	Dunkirk	Pleasant Springs	Rutland	Dane County	Wisconsin
Owner-Occupied	3.8%	0.7%	0.3%	0.5%	1.2%	1.0%	1.2%
Rentals	0.8%	6.0%	3.1%	8.7%	1.8%	4.2%	5.6%

Source: Census of Population and Housing (SF1)

Table 2-4   Housing Tenure; Albion, Blooming Grove, Dunkirk, Pleasant Springs, Rutland, Dane County, and Wisconsin: 2000

	Number / Percent of Total						
	Albion	Blooming Grove	Dunkirk	Pleasant Springs	Rutland	Dane County	Wisconsin
Owner-Occupied	606 (83.5%)	581 (80.4%)	665 (87.5%)	1,005 (91.4%)	689 (92%)	57.6%	68.4%
Renter-Occupied	120 (16.5%)	142 (19.6%)	95 (12.5%)	94 (8.6%)	55 (8%)	42.4%	31.6%
Total	726 (100%)	723 (100%)	760 (100%)	1,099 (100%)	689 (100%)	100%	100%

Source: Census of Population and Housing (SF1)
Note: Percents may not add up to 100 due to rounding - Data is for occupied units only.

Only Dunkirk and Pleasant Springs have a smaller percentage than the rest of the county. All five towns have a lower percentage of mobile homes than are found throughout the rest of the state. Mobile homes are scattered throughout each of the five towns. The percentage of mobile homes in the five towns range from 2.2 percent in Albion to zero in Dunkirk. These percentages reflect the amount of mobile homes in the rest of Dane County (1.3%), but the percentages are lower than the 4.4 percent found in the rest of the state. There are no mobile home parks in any of the five towns.

2 . 3   Occupancy Status

The vacancy rate is an important measure of housing supply and demand. As a general rule, an overall vacancy rate of 3 percent represents a good balance between supply and demand in an area. For owner-occupied housing, an acceptable rate is 1.5 percent, and for rental housing it is 5 percent. At these rates, there is enough supply to allow consumers an adequate amount of choice. When vacancy rates drop below this level, the housing market becomes tight and housing costs invariably increase. In such a market, housing affordability becomes even more of an important consideration. When the vacancy rate rises, supply exceeds demand creating a special set of considerations. At an extreme, housing prices in such a community typically are stagnant or declining. New units are not being constructed to replace the aging units and comparatively little home improvement activities are undertaken. Unchecked, such a downward trend will negatively affect the community's tax base, and more importantly, its public image and quality of life. It should be noted that even in the same community it is not uncommon to see a tight housing market for rental units and a more flexible market for owner-occupied units, or vice versa.

As shown in Table 2-3, the vacancy rate found in Albion in 2000 was 3.8 percent for owner-occupied housing units and around 1 percent of rental units were vacant. Owner-occupied housing vacancy rates in Blooming Grove were at 0.7 percent and 6 percent for rental units. Dunkirk had a very low owner-occupied housing vacancy rate of 0.3 percent, the rental vacancy rate was 3.1 percent which is a reasonable rate. Rutland had an owner-occupied vacancy rate of 1.2 percent and a rental vacancy rate of 1.8 percent. Pleasant Springs' owner-occupied vacancy rate was low at 0.5 percent and the rental vacancy rate was higher than desirable with 8.7 percent of the units vacant.

2.4 Housing Tenure

In 2000, 83.5 percent of the occupied housing units in Albion were owner occupied (Table 2-4). In Blooming Grove, 80.4 percent of the housing units were owner-occupied. In Dunkirk, the percent of owner occupied units was 87.5 percent and in Pleasant Springs it was 91.4 percent. In Rutland, 92 percent were owner-occupied. These numbers are much higher than that of Dane County, (57.6%) and of the entire state (68.4%).

2.5 Household Size

Over the last 6 or 7 decades, the average household size in the United States has been on a steady downward trend. A wide range of factors is working to create an unprecedented change in the housing picture. The greying of America is a significant factor. More people, especially women, are living longer and often without a spouse. More than half of all marriages end in divorce. Married couples are having fewer or no children. The number of singles (never married), while still a small fraction of the total population, is ever increasing.

Table 2-5   Average Household Size; Albion, Blooming Grove, Dunkirk, Pleasant Springs, Rutland, Dane County, and Wisconsin: 1990 and 2000

Jurisdiction	1990	2000	Percent Change 1990 to 2000
Albion	2.69	2.51	-6.7
Blooming Grove	2.67	2.44	-8.6
Dunkirk	2.89	2.70	-6.6
Pleasant Springs	2.89	2.77	-4.2
Rutland	2.92	2.72	-6.8
Dane County	2.46	2.37	-3.6
Wisconsin	2.61	2.50	-4.2

Source: Census of Population and Housing (SF1, STF1)

On the other side of the coin, during times of economic downturn, we see factors pushing family size upward or remaining steady. Some singles never leave the nest, delay their departure, and/or return to live with their parents after out on their own for awhile. Immediate family members like a parent are increasingly moving in with their children's

family. Despite situations where family sizes are increasing, the trend is clear – households are getting smaller.

Average household size in Wisconsin is following the national trend as is Dane County and the five towns (Table 2-5). Between 1990 and 2000 for example, the average household size has declined from 2.61 to 2.5

Even if the town's population remained the same, more housing units will be needed to account for the decreasing size of households in the coming years.

throughout Wisconsin. During the same period, the Town of Albion experienced a decline from 2.69 in 1990 to 2.51 in 2000. Blooming Grove's average household size decreased from 2.67 in 1990 to 2.44 in 2000. Dunkirk and Pleasant Springs experienced a decline in household size, -6.6 percent and -4.2 percent, respectively. The Town of Rutland also experienced a decline in household size from 2.92 in 1990 to 2.72 in 2000.

This demographic trend, while interesting from a sociological perspective, has very important implications for this plan. Even if the populations of the five towns remain the same, more housing units will be needed to accommodate new households as they form.

2.6 Age of Housing

The age of a community's housing stock is an important consideration. As the housing stock grows progressively older, more needs to be done to ensure it is well-maintained. For low- and moderate-income residents this is especially hard to achieve with limited resources. As more fully explained later in this chapter, there are state funds available to help low- and moderate-income residents pay for needed home maintenance and improvements.

Nearly seven of ten housing units in the Albion are more than 40 years old. In the towns of Blooming Grove and Dunkirk, almost 4 out of ten housing units are more than 40 years old. And in the towns of Pleasant Springs and Rutland, approximately 3 out of every 10 housing units are more than 40 years old. Although new housing units are being added in all five towns, newer units, as a proportion, are underrepresented in the towns of Albion, Blooming Grove, and Dunkirk when compared to the state. For example, 10 percent of Albion housing stock, 9 percent of Blooming Groves housing stock, and 14.4 percent of the housing stock in Dunkirk is less than fourteen years old compared to the statewide rate of 16.8 percent. In Pleasant Springs and Rutland, 18.2 percent and 22.3 percent of the housing stock, respectively, is less than fourteen years old. These percentages are more comparable to state and county levels (Table 2–6). In 20 years, it is currently estimated that between 37 percent and 85 percent of the housing units in the five towns will be 40 or more years old. Housing rehabilitation in the five towns will likely be a growing concern.

Table 2-6   Age of Housing Stock; Albion, Blooming Grove, Dunkirk, Pleasant Springs, Rutland, Dane County, and Wisconsin: 2000

	Number / Percent						
	Albion	Blooming Grove	Dunkirk	Pleasant Springs	Rutland	Dane County	Percent Wisconsin
1999 to March 2000	8 (0.9%)	0	21 (2.8%)	12 (1.0%)	8 (1.1%)	4,860 (2.7%)	2.2
1995 to 1998	38 (4.3%)	32 (4.0%)	35 (4.7%)	97 (7.9%)	44 (6.3%)	15,923 (8.8%)	7.3
1990 to 1994	43 (4.9%)	40 (5.1%)	51 (6.9%)	114 (9.3%)	104 (14.9%)	17,300 (9.6%)	7.3
1980 to 1989	42 (4.8%)	99 (12.5%)	69 (9.3%)	110 (8.9%)	76 (10.9%)	23,560 (13.1%)	10.8
1970 to 1979	93 (10.6%)	217 (27.4%)	173 (23.4%)	315 (25.6%)	168 (24.0%)	36,115 (20.0%)	16.9
1960 o 1969	77 (8.8%)	105 (13.3%)	133 (18.0%)	185 (15.0%)	73 (10.4%)	26,265 (14.6%)	11.9
1940 to 1959	235 (26.7%)	157 (19.8%)	68 (9.2%)	118 (9.6%)	28 (4.0%)	29,194 (16.2%)	20.3
1939 or earlier	343 (39.0%)	142 (17.9%)	188 (25.5%)	279 (22.7%)	199 (28.4%)	27,181 (15.1%)	23.4
Total	879	792	738	1,230	700	180,398	100.0

Source: Census of Population and Housing (SF3)

Note: Percents may not total to 100 due to rounding

According to the *Dane County Consolidated Plan for Housing and Community Development 1999-2003,* the rapidly rising housing costs in the county affect low- to moderate-income people the most. In 1990, almost half (46%) of low- to moderate-income households in (non-Madison) Dane County paid more than 30 percent of their income for housing. For 17 percent of these households, housing costs consumed more than half of their incomes.

2.7 New Housing Starts

The amount of new construction activity in each of the five towns varies greatly. From 1990 to 2002, Pleasant Springs has issued a total of 264 building permits. Most recently, the town issued 13 in 2002, 21 during 2001, and 18 in 2000.

Since 2000, Blooming Grove has issued 3 building permits, and no more than 30 have been issued in the past 13 years. Albion averages 8 to 10 new building permits a year.

Rutland has issued a total of 217 residential building permits since 1990, with 18 being issued in 2002.
While Dunkirk has issued 78 between 1993 – 2002.

2.8 Housing for Special Populations

In addition to typical housing units, the five towns should also consider the housing needs of special populations, including the elderly and those needing supportive services. Exhibit 2-1 highlights important statistics regarding the aging of Wisconsin's population and the need for long-term care.

Table 2-7 lists the various types of special housing in Wisconsin and provides a short description of each. The following sections talk about these housing types in more detail and the extent to which they are available in and around the five towns.

Exhibit 2-1 A Snapshot of Wisconsin's Aging Population

- In 2020, 1 in 6 people will be age 65 or older
- Between 2000 and 2010, the population aged 85 and older is expected to grow an additional 29 percent.
- 80 percent of the adult long-term care population are over 65 years of age.
- About 11 percent of state residents 65 and older have long-term support needs that would allow them to receive care in a nursing home.
- As one ages, the need for long-term care becomes more important:
  - 3 percent of those 65 to 74 years old need comprehensive long-term care
  - 11 percent of those 75 to 84 years old need comprehensive long-term care
  - 39 percent of those 85 and older are estimated to be in need of nursing home level of care

Source: Wisconsin Department of Health & Family Services

Table 2-7   Types of Special Housing in Wisconsin

Housing Type	General Description	Facilities	"Beds"
Nursing home	A nursing home is a facility providing 24-hour services, including room and board, to 3 or more unrelated persons, who require more than 7 hours a week of nursing care.	411	44,319
Facility for the developmentally disabled (FDD)	A FDD is facility licensed to treat residents who are developmentally disabled, primarily due to mental retardation or cerebra palsy.	37	2,017
Adult family home (AFH)	An AFH is a place where up to four adults who are not related to the operator reside and receive care, treatment or services that are above the level of room and board and that may include up to seven hours per week of nursing care per resident. Counties certify AFHs with one and two beds and the state certifies those with three to four beds.	693	2,684
Community based residential facility (CBRF)	A CBRF is a place where five or more adults, who are not related to the operator or administrator, and who receive care above intermediate level nursing care, reside and receive care, treatment of services that are above the level of room and board, but includes no more than three hours of nursing care per week per resident.	1,361	21,468
Residential care apartment complex (RCAC)	A RCAC is a place where five or more adults reside in individual apartment units and where not more 28 hours per week of supportive services, personal assistance, and nursing services.	129	5,369

Source: Wisconsin Department of Health and Family Services

■ Nursing Homes

Within Wisconsin there are more than 400 nursing homes serving more than 44,000 state residents. Statewide, the vast majority of nursing home residents (79% in 2001) are admitted directly from an acute care hospital following an illness or injury. Although nursing home occupancy rates are traditionally quite high, they vary widely from a high of 100 percent to a low of 67 percent.

In Dane County, there are 21 nursing homes with a total capacity of 2,038 beds. Exhibit 2-2 shows the nursing home capacity in the counties of southeastern Wisconsin. Dane, Jefferson and Milwaukee counties have exceptionally large numbers of nursing home beds. Table 2-8 provides a listing of all nursing homes located within Dane County.

Exhibit 2-2   Nursing Home Beds in Southeast Wisconsin: 2001
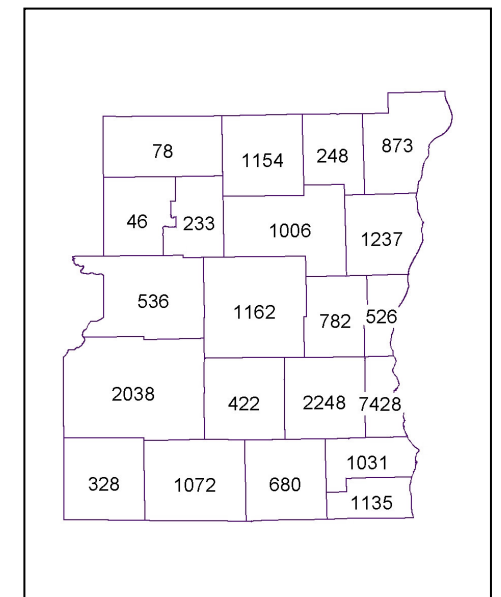
Source: Wisconsin Department of Health and Family Services
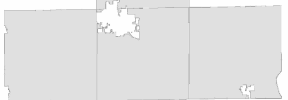
Table 2-8   Nursing Homes in Dane County: 2001

Facility Name	Location	Capacity	Residents
Attic Angel Place	8301 Old Sauk Rd. Middleton, 53562	44	38
Badger Health Care Center	1100 E. Verona Ave., Verona, 53593	132	108
Belmont Nursing and Rehabilitation Center	1100 Belmont Rd., Madison, 53714	132	67
City View Nursing Home	3030 City View Dr., Madison, 53704	57	43
Four Winds Manor	303 South Jefferson, Verona, 53593	71	56
Heartland Country Village	634 Center St., Black Earth, 53515	50	47
Ingleside	407 North 8th St., Mt. Horeb, 53572	119	114
Karmenta Center	4502 Milwaukee St., Madison, 53714	105	98
Meriter Health Center	334 W. Doty St., Madison, 53703	120	116
Middleton Village Nursing/ Rehabilitation	6201 Elmwood Ave., Middleton 53562	97	55
Nazareth House	814 Jackson St., Stoughton, 53589	99	95
Oakpark Nursing & Rehabilitation Center	801 Braxton Place, Madison, 53715	163	90
Oakwood Lutheran – Hebron Oaks	6201 Mineral Point Rd., Madison, 53705	137	129
Oregon Manor, Ltd.,	354 North Main St., Oregon, 53575	45	42
Rest Haven Health Care Center, LLC.	7672 W. Mineral Point Rd., Verona, 53589	21	18
Skaalen Sunset Home	400 North Morris St., Stoughton, 53589	201	197
St. Mary's Care Center	1347 Fish Hatchery Rd., Madison, 53715	184	153
Sunny Hill Health Care Center	4325 Nakoma Rd., Madison, 53711	72	55
Sun Prairie Health Care Center	228 West Main St., Sun Prairie, 53597	32	32
Waunakee Manor Health Care Center	801 Klein Dr., Waunakee, 53597	104	97
Willows Nursing & Rehabilitation Center	41 Rickel Rd., Sun Prairie, 53590	53	46

Source: Department of Health and Family Services
Note: Data is as of December 31, 2001

■ Facilities for the Developmentally Disabled

During 2001, there were 37 facilities for the developmentally disabled (FDDs) in Wisconsin and 3 State Centers for the Developmentally Disabled[1]. FDDs are licensed by the state to treat residents who are developmentally disabled, primarily due to mental retardation or cerebral palsy. On a statewide basis during 2001, approximately 6 of every 10,000 people aged 65 and over resided in a FDD. Occupancy rates are quite variable throughout the state ranging from 100 percent to about 75 percent. In Dane County, there are 2 FDDs (Table 2-9).

Table 2-9   Facilities for the Developmentally Disabled in Dane County: 2001

Facility Name	Location	Bed Capacity	Residents
Central Wisconsin Center for the Developmentally Disabled	317 Knutson Drive Madison 53704	463	364
McCarthy Nursing Home	124 South Monroe Street Stoughton 53589	18	12

Source: Department of Health and Family
Note: Data is as of December 31, 2001

■ Assisted Living Facilities

Assisted living facilities are residential settings for people who need some level of health care, but not 24-hour access to nursing services. These include adult family homes (AFHs), community based residential facilities (CBRFs), and residential care apartment complexes (RCACs).

► **Adult Family Homes (AFHs)** During 2002, there were 693 AFHs throughout the state with a total capacity of over 2,600 individuals. While AFHs serve a wide range of clients, the three largest groups are those with disabilities, those with mental illness, and those with physical disabilities. There are no AFHs in Albion, Blooming Grove, Dunkirk, Pleasant Springs, or Rutland. In other parts of Dane County, there are 32 AFHs with a total capacity of 120 residents.

► **Community Based Residential Facilities (CBRFs)** In terms of those served, CBRFs serves the second largest number of state residents requiring special housing options. More than 87 percent of all CBRFs are relatively small (less than 20 beds). The elderly make up the largest group served by CBRFs followed by those with Alzheimers/irreversible dementia. There are a total of 107 CBRFs in Dane County.

► **Residential Care Apartment Complexes (RCACs) Statewide** State wide there were over 5,300 RCRA apartment units during 2002. The number of units in these facilities range from a low of 5 units to more than 100 units, with an average of 36. Monthly costs for a RCAC apartment range from $1,500 to $3,000 per tenant. RCACs quite often are part of another facility such as a nursing home or community based residential facility (CBRF). There are no RCACs found in Albion, Blooming Grove, Dunkirk, Pleasant Springs or Rutland and 10 in the rest of Dane County.

2.9 Federal and State Housing Programs

The Wisconsin Department of Administration and Wisconsin Housing and Economic Development Authority (WHEDA) are the two principal state agencies involved in housing. Each administers a number of housing programs as described below. It should be noted that the following information is intended to generally describe the programs and that specific requirements should be obtained from the appropriate agency.

■ Wisconsin Department of Administration

► **Community Development Block Grant-Small Cities Housing (CDBG)** CDBG funds may be used for various housing revitalization efforts. Any Wisconsin city, village or town with a population of less than 50,000 and not eligible for a direct federal CDBG grant, or any county not defined as "urban" by the U.S. Department of Housing and Urban Development (HUD), may apply. Approximately $9 million is awarded annually.

► **Community Development Block Grant-Emergency Assistance Program (CDBG-EAP)** This is a special program to assist local units of government address housing needs which occur as a direct result of a natural or man-made disaster.

► **Local Housing Organization Grant (LHOG)** State grants are available to enable community-based organizations, tribes and housing authorities to increase their capacity to provide affordable housing opportunities and services.

► **Transitional Housing Grant Program** This is a state-funded program intended to promote the development and/or expansion of supportive housing and appropriate supportive services to assist homeless individuals and families in their transition from

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1 The state centers are located in Madison, Chippewa Falls, and Union Grove.
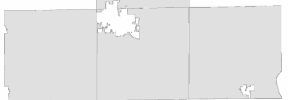
homelessness and to enable them to live as independently as possible.

▶ **State Shelter Subsidy Grant Program** This program helps to fund the operation of emergency shelter programs.

▶ **Emergency Shelter Grant Program (ESG)** ESG funds may be used for homeless prevention activities and essential services, renovation and rehabilitation of shelter facilities and shelter operating costs.

▶ **Interest Bearing Real Estate Trust Account Program (IBRETA)[2]** Proceeds from this trust account are used to make grants to organizations that provide shelter or services to homeless individuals or families.

▶ **Housing Opportunities For Persons With AIDS (HOPWA)** This program is intended to meet the housing needs of persons with acquired immunodeficiency syndrome or related diseases and their families. Grants are made to certain entities to prevent homelessness including emergency housing, shared housing arrangements, apartments, single room occupancy dwellings, and community residences. Appropriate services must be provided as part of any HOPWA assisted housing, but HOPWA funds may also be used to provide services independent of any housing activity.

▶ **Home Investment Partnerships Program (HOME)** This program works to help produce housing opportunities for households that earn not more than 80 percent of the county median income (CMI). The state provides HOME funds to local governments, housing authorities, and nonprofit organizations through several subprograms:

▶ **Rental Rehabilitation Program.** This program assists existing residential rental property owners obtain low interest loans to help defray rehabilitation expenses. Owners are required to lease these units at or below a certain level and keep them affordable for a specified time based on the amount of assistance.

▶ **Home Owner and Accessibility Rehabilitation Program** These funds help repairs that are needed to bring dwellings, owned and occupied by low-income households, up to appropriate housing quality standards and provide accessibility modifications.

  ▶ Home Ownership Program Funding is provided to help low-income households become homeowners.

  ▶ Wisconsin Fresh Start (WFS) Program This program provides at-risk youth (18-24) with hands-on construction

training to help them become self-sufficient and build affordable housing in rural areas and urban neighborhoods.

▶ Rental Housing Development Program This program assists community housing development organizations (CHDOs), local government, public housing authorities, and other nonprofit organizations develop affordable rental housing.

▶ **Low-Income Weatherization Program.** This grant program provides funding to local weatherization programs to help weatherize units owned by low-income households.

■ Wisconsin Housing and Economic Development Authority

The Wisconsin Housing and Economic Development Authority (WHEDA) serves Wisconsin residents and communities by working with others to provide creative financing resources and information to stimulate and preserve affordable housing through a number of programs as described below.

▶ **Low Income Housing Tax Credit** Established by the Tax Reform Act of 1986, the Low Income Housing Tax Credit Program (LIHTC) authorizes a federal tax incentive for the construction or rehabilitation of rental units occupied by low-income households. The Wisconsin Housing and Economic Development Authority (WHEDA) is the state's housing credit agency responsible for allocating the tax credits to private and public developers of projects chosen in application cycles. Often combined with other public or private sources of financing, the LIHTC program acts as a major catalyst for creation of rental units for low-income residents. New construction is most common, but LIHTC is also used for acquisition and rehabilitation of existing units including the adaptive reuse of historic buildings.

▶ **WHEDA Home Program** This program helps first-time homebuyers. WHEDA sells bonds at below-market interest rates to create financing for homebuyers. The loans are originated by private lenders, underwritten by WHEDA, and serviced by both private lenders and WHEDA. Also available are home improvement loans for qualifying low-and moderate-income homeowners.

▶ **Section 8 Housing** Authorized by Congress in 1974 and developed by the federal Department of Housing & Urban Development (HUD), Section 8 provides rental subsidies to eligible households. WHEDA acts as the state's Contract Administrator for Section 8 Housing Assistance Payment (HAP) Contracts. In this capacity, WHEDA is responsible for the administration of Section 8 assistance pursuant to Housing Assistance Payment (HAP) Contracts for privately owned and

HUD-subsidized rental housing. HAP Contracts specify the number of units in a particular property for which Section 8 assistance will be provided.

In Dane County, WHEDA has financed and/or monitors 98 projects with a total of 5,385 units, 1,554 of these units are for the elderly (Table 2-10).

Table 2-10   WHEDA Financed and Monitored Multi-family Projects, Dane County: 2001

Facility Type	Sites	Units		
		Elderly	Family	Total
Monitored Tax Credit Units	248	684	1,384	2,068
WHEDA Financed Group Home Beds	16	20	135	155
WHEDA Financed Non-Group Home Units	122	250	2,074	2,324
WHEDA Financed Section 8 Units	57	600	238	838
Total	443	1,554	3,831	5,385

Source: Wisconsin Housing and Economic Development Authority Accessed from http://www.wheda.com/Reports/MF_Portfolio_South.asp July 2003

2 . 10 Relevant Plans

▶ **Affordable Housing and Land Use: A Report and Recommendations for Action by the Housing –Land Use Partnership June 6, 2002.** The goals of this partnership are to identify and promote policies and programs that:

  ▶ Make it more possible for all people in Dane County to find a wider range of economical housing choices located near employment and shopping areas, community facilities and transit services.

  ▶ Preserve rural character and scenic beauty, farmland and other important natural resources in Dane County through more efficient land use.

▶ **Consolidated Plan for Housing and Community Development: 1999-2003. Dane County, Wisconsin.**

  ▶ In 1998, Dane County was designated by the US Department of Housing and Urban Development (HUD) as an "urban county", making it eligible to receive annual allocations of Federal Block Grant Funds for housing and

---

[2]   Real estate brokers in Wisconsin are required to place down payments, earnest money, and other funds directly related to the conveyance of real estate into a special interest bearing account and submit the earned interest to the Wisconsin Department of Administration.
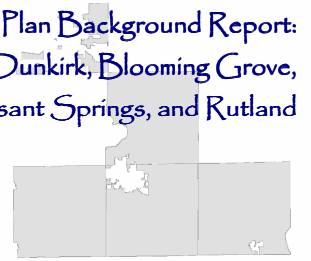
community development activities that primarily benefit people with low to moderate incomes. HUD allocated more than $1.1 million in Community Development Block Grant Funds to the County for use in its urban County Program. The Consolidated Plan was created to enable the County to access these funds.

► **Dane County Housing Council Report 1999-2001**
This document provided a summary of various housing issues and concerns in Dane County and summarizes meeting key findings from previous meetings.

► **The Dane County Housing Market Report, Revised September 1995** This report summarizes the state of housing in Dane County and gives projections regarding the County's Housing Stock, Population Analysis, Household Composition and Future Housing Production. This revision contains updated information including 1995 population estimates, 1994 housing data, and economic development information.

3 Transportation

3.1 Overview

Southeastern Dane County residents depend on the transportation facilities in their community and the region to connect them to other areas of the state and to the rest of the nation and the world. The type, quality and location of transportation facilities are an important component in quality of life and in developing and maintaining a sustainable economy.

The intent of this chapter is to provide basic information on the existing transportation network in the towns and in the region. Statewide planning efforts are reviewed to assess how these efforts may or may not affect transportation facilities within and around the towns. This review will help to better define issues, problems, and opportunities that need to be addressed to accommodate residents' needs.

3.2 Road Network

Access Management

The primary purpose of the road network is to provide mobility and access to properties. These functions often compete. As the number of access points rise, traffic mobility decreases. This concept is often referred to in the industry as access management (Exhibit 3-1).

Driveway design and spacing has a substantial impact on the existing road system and preserving the flow of traffic on the surrounding road system in terms of safety, capacity, and speed. State highways and major arterial streets are typically targets of access management efforts. Access management is also of concern on main county roads when there is a transition from a rural environment to a village or city. Cooperation between land use and transportation interests is vital to a well-functioning transportation network and street and driveway patterns are important determinants of community character. Although the towns do not have jurisdictional authority over state and county highways, development around these highways impacts

Exhibit 3-1 Relationship Between Access and Mobility

the amount and type of traffic using the facility. In addition, the extent to which the towns' road systems accommodate local travel directly impacts the amount of traffic that is diverted onto state and county roads.

Road Classification

To help in evaluating current and future traffic conditions, it is useful to categorize roads based on their primary function. Arterials accommodate the movement of vehicles, while local streets provide the land access function. Collectors serve both local and through traffic by providing a connection between arterials and local roads. Table 3-1 and Map 3-1 show the various roads in the towns and how they are classified according to the Department of Transportation (WisDOT). All other public roads that are not classified by WisDOT are considered local roads.

Existing Traffic Volume Counts

As a part of the statewide system, the Wisconsin Department of Transportation (WisDOT) monitors traffic flow at selected locations on a three-year cycle. These traffic volumes are reported as Average Annual Daily Traffic (AADT) counts. AADT counts vary widely by community and road classification (Map 3-1).

Typically the highest AADT counts within each town occur on state or federal highways. However, the highest AADT occurs on County Highway BB in Blooming Grove.

Table 3-1 Road Classification: 2004

Classification	Albion	Blooming Grove	Dunkirk	Pleasant Springs	Rutland
Principal Arterial	Interstate 39/90	Interstate 39/90 USH 12/18		Interstate 39/90	
Minor Arterial	USH 51 STH 73 STH 106		USH 51 CTH N	CTH N USH 51	USH 14 STH 138
Major Collector	CTH A STH 106	CTH BB CTH AB Siggelkow Road Sprecher Road	STH 138 CTH N	CTH B	CTH MM
Minor Collector	CTH A CTH W Edgerton Road Hillside Road	Femrite Drive	CTH A		CTH A

Source: Wisconsin Department of Transportation
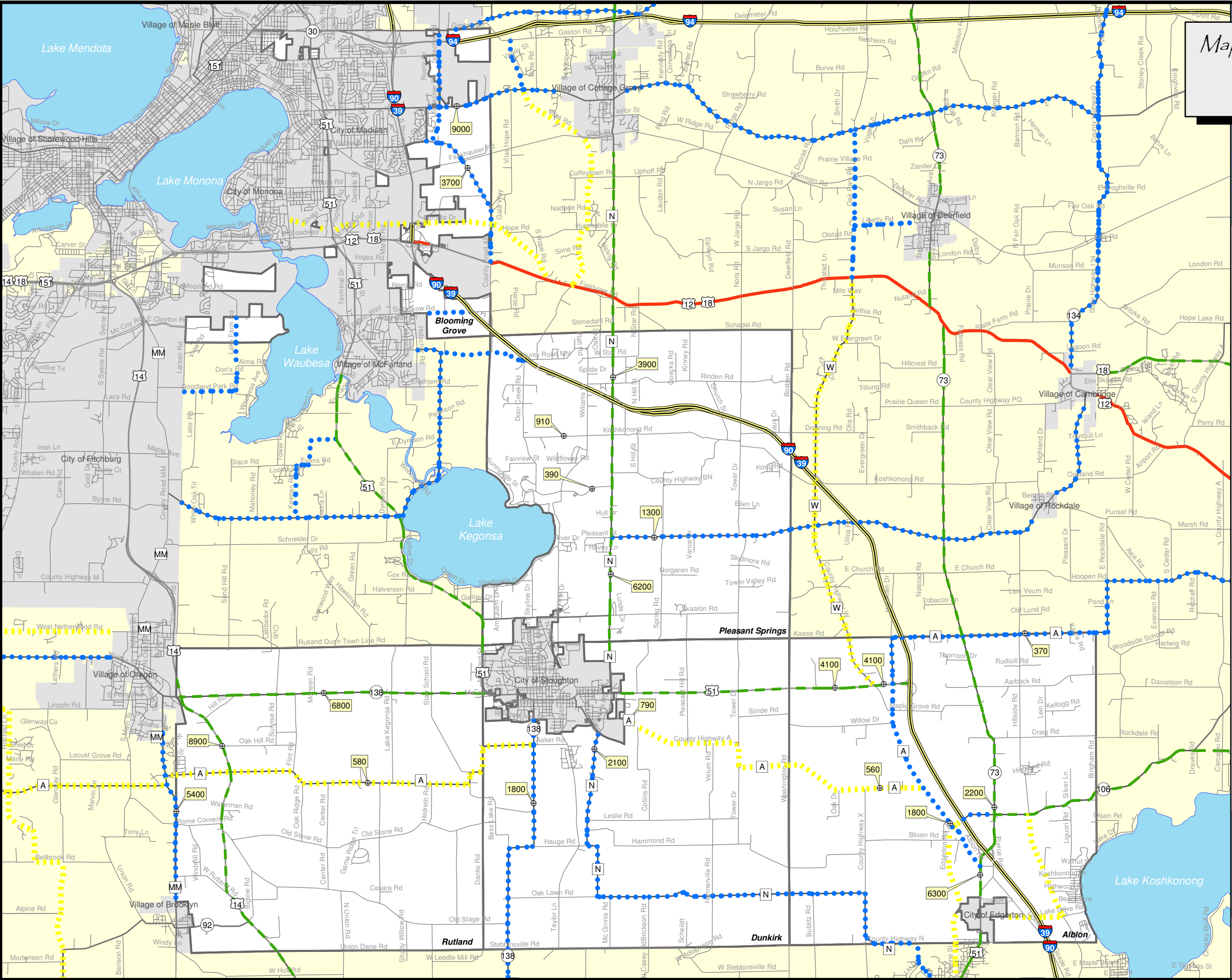
Map 3-1

Existing Road Network;
Southeastern Dane County: 2003

Comprehensive Plan Backround Report.
Towns of Albion, Bloooming Grove,
Dunkirk, Pleasant Springs, and Rutland

Map Legend

━━━ Principal Arterials - Interstate
━━━ Principal Arterials - Other
▬ ▬ ▬ Minor Arterials
•••• Major Collectors
•••• Minor Collectors
─── Local

3900 Average Daily Traffic Count - 2002
⊕ Traffic Point

Map Features

City / Village
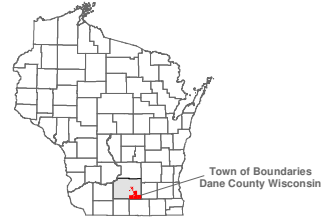
Town of Boundaries
Dane County Wisconsin

0 0.5 1 2
Miles

NORTH

Source: Base map provided by Dane County
Land Information Department

Data Source: Wisconsin Department of Transportation

Map Created: December 11, 2003

Map Edited: March 3, 2005

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Lake Mendota
Lake Monona
Lake Waubesa
Lake Kegonsa
Lake Koshkonong

Village of Maple Bluff
Village of Shorewood Hills
City of Madison
City of Monona
Village of McFarland
City of Fitchburg
Village of Cottage Grove
Village of Deerfield
Village of Cambridge
Village of Rockdale
Blooming Grove
Pleasant Springs
City of Stoughton
Village of Oregon
Village of Brooklyn
Rutland
Dunkirk
City of Edgerton
Albion

9000 3700 3900 910 390 1300 6200 4100 4100 370 790 6800 8900 580 1800 2100 560 2200 1800 5400 6300

■ Pavement Condition

The surface condition of local roads is an important aspect of a local transportation network. Ensuring a safe, comfortable, and efficient transportation system requires a large public investment, and often requires balancing priorities and making difficult decisions about where to invest limited resources. The Pavement Surface Evaluation and Rating (PASER) system was developed by the Wisconsin Transportation Information Center to help communities evaluate the condition of the community's roads and set priorities for road maintenance and repair. The PASER system involves visual evaluation of pavement surface, and provides standard ratings to promote consistency. PASER ratings follow a scale from 1 to 10 (Exhibit 3-2).

Exhibit 3-2   PASER Rating System

Rating	General Condition	Recommendation
1 – 2	Very poor	reconstruction needed
3 - 4	Poor to fair	structural improvement and leveling needed
5 – 6	Fair to good	preservative treatments (sealcoating) required
7 – 8	Good to very good	routine maintenance, cracksealing and minor patching
9 – 10	Excellent	like new condition, no maintenance required

The most recent PASER evaluation in Albion, Dunkirk, and Rutland occurred in 2001, while the Town of Blooming Grove's PASER evaluation was completed in 2000. The Town of Pleasant Springs PASER evaluation was completed in 2003. PASER ratings of 1 and 2

Exhibit 3-3   Total Mileage and Road Condition by Town
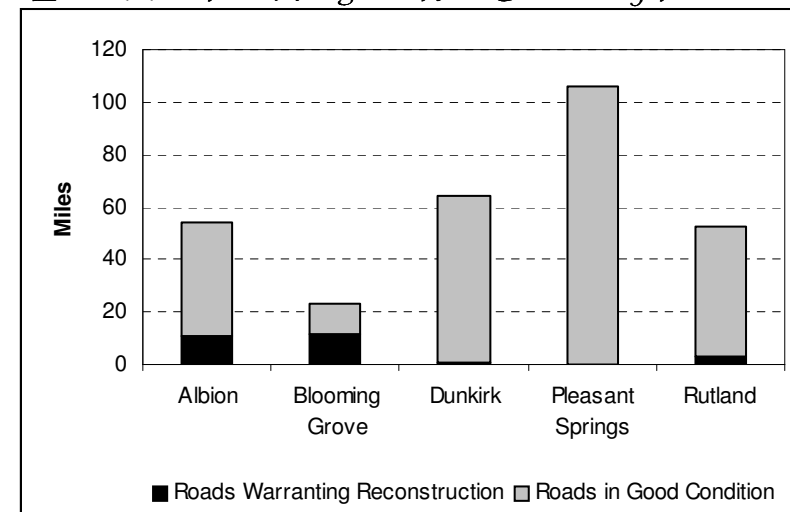
indicate that reconstruction is warranted. Exhibit 3-3 shows the total number of miles of local road in the Wisconsin Information System for Local Roads system for each town. It also identifies the number of miles having PASER ratings warranting reconstruction.

■ Rustic Roads

Created in 1973, and sponsored by WisDOT, the Rustic Roads Program provides a tool for communities to preserve byways and back roads that contribute to the aesthetic, cultural, and historic fabric of the state. Throughout the state, there are over 680 miles in the system with 84 designated roadways. The rustic roads administrative code can influence the development of a road and its surrounding land use. Qualifications for rustic road designation require that the road is not scheduled or anticipated for major improvement that would change its rustic characteristics and is not adjacent to high-density development. It also requires that zoning and land use be compatible with the surroundings and rustic character and low-density development. Additionally, if a county or municipality intends to change the zoning adjacent to a rustic road, the rustic roads board of WisDOT shall be notified, and allowed to comment on the petition for rezoning.

The goals of the Rustic Roads Program are:
►   To identify and preserve, in a naturally and essentially undisturbed condition, certain designated roads exhibiting unusual or outstanding natural or cultural beauty.
►   Produce a linear, park-like system for auto, bicycle, and pedestrian travel. Identify roadways for quiet and leisurely enjoyment of local residents and the general public.
►   Maintain and administer these roads for safe, public travel while preserving their scenic and rustic qualities. Establish appropriate maintenance and design standards. Encourage zoning and land use compatibility, utility regulations and billboard control.

An officially designated Rustic Road remains under local control. The town has the same authority over a Rustic Road as it possesses over other highways under its jurisdiction. A Rustic Road is eligible for state aids just as any other public highway.

There are currently no Rustic Roads designated in the towns.

3 . 3   Trucking

Trucks handle almost 90 percent of all freight tonnage shipped from Wisconsin, serving businesses and industries of all sizes and in all parts of the state. The state has a 112,000-mile network of state highways and local roads, including the 3,650-mile Corridors 2020 network of four-lane backbone and key connector routes.

Designated truck routes in the towns include (Exhibit 3-4):
►   Albion: Interstate 39/90, U.S. Highway 51, State Highway 73
►   Blooming Grove: Interstate 39/90, Interstate 94, U.S. Highway 51, U.S. Highway 12/18, Commercial Avenue, Femrite Drive
►   Dunkirk: U.S. Highway 51, County Highway N, State Highway 138
►   Pleasant Springs: Interstate 39/90, County Highway N, County Highway B
►   Rutland: U.S. Highway 14, State Highway 138

Exhibit 3-4   Truck Routes; Southeast Dane County: 2001
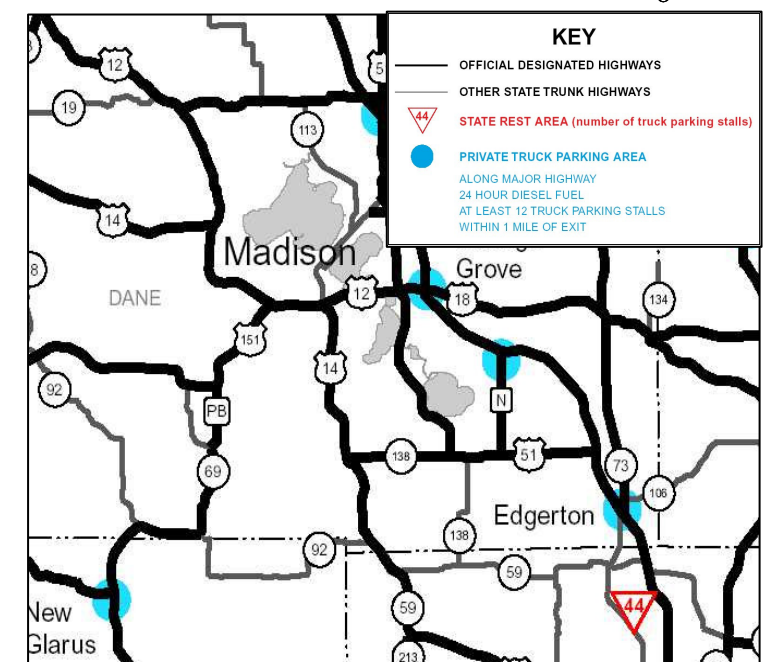
Wisconsin Truck Operations Map 2001." Wisconsin Department of Transportation

3 . 4   Air Transportation

Airports, aviation and aviation-related industries play a significant role in the economic success of many Wisconsin communities. Although there are no airports within Albion, Blooming Grove, Dunkirk, Pleasant Springs, and Rutland, the towns are located relatively near several other airports (Exhibit 3-6).

The airport classification scheme was developed for planning efforts that expand upon the traditional classification system for defining the role of an airport. The classification process took into account existing conditions and planned near-term improvements as contained in an airport master plans and/or airport layout plans. The classification system divides airports into four categories.

► **Air Carrier/Air Cargo** airports are designed to accommodate all type of aircraft. Airports in this category are usually referenced by the types of air carrier service provided (short-haul, medium-haul, long-haul).

Exhibit 3-5   Public-Use Airports in Region: 2004
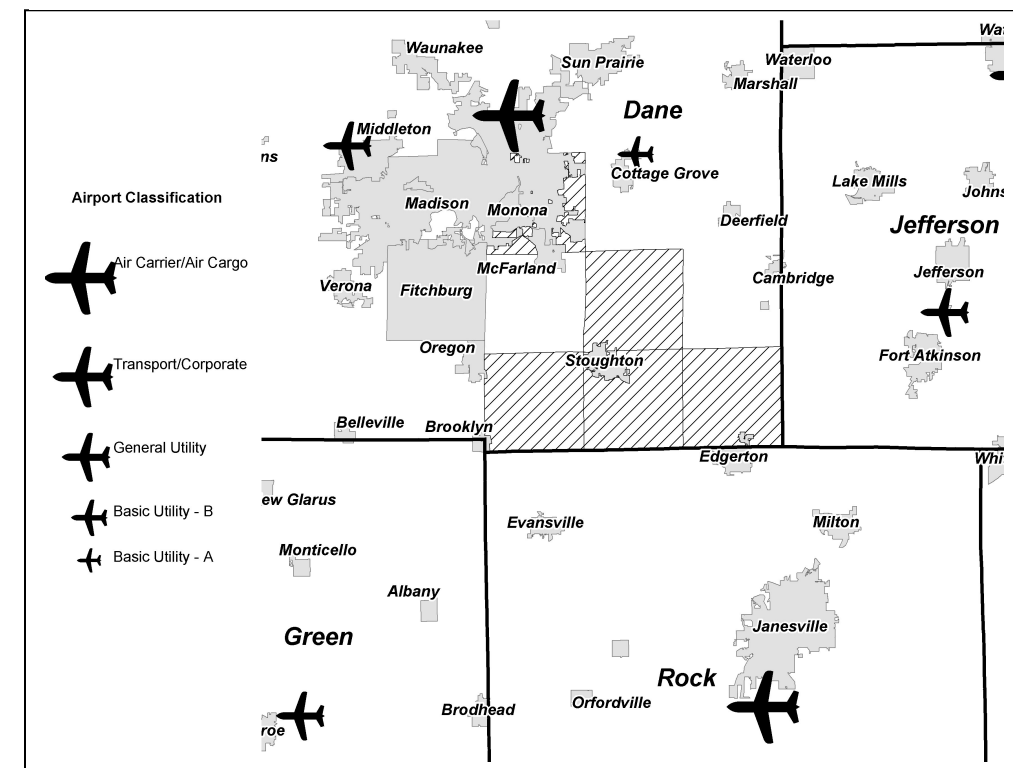
Source: Wisconsin Department of Transportation

► **Transportation/Corporate** airports are intended to serve corporate jets, small passenger and cargo jet aircraft used in

regional service, and small airplanes used in commuter air service.

► **General Utility** airports are intended to serve virtually all small, general aviation single and twin-engine piston aircraft with a gross takeoff weight of 12,500 pounds or less.

► **Basic Utility** airports are intended to serve all small single-engine piston aircraft and many of the smaller twin-engine piston aircraft with a gross takeoff weight of 12,500 pounds or less.

Based on projections contained in the Wisconsin State Airport System Plan-2000 these airports are expected to experience increased traffic levels in varying degrees over the next 20 years. (Table 3-2).

Table 3-2   Airport Operations*; Selected Public-Use Airports in Region: 2000-2020

Airport	Location	2000	2020	Percent Change
Dane County Regional	Madison	115,000	122,700	6.7
Blackhawk Airfield	Cottage Grove	21,700	23,500	8.2
Fort Atkinson Municipal	Fort Atkinson	6,700	6,700	0
Rock County	Janesville	87,200	91,710	5.1

Source: Wisconsin State Airport System Plan 2020
*Note: Airport operations include takeoff and landing.

There are also two private airfields in Dane County, Matson Airport, located off U.S. Highway 51 in Dunkirk; and Jana Airport located in Albion, just north of the City of Edgerton.

3 . 5   Railroad Facilities

Railroad facilities play an important role in moving both people and goods around the state. The impact of freight rail is important not only to individual businesses, but also the statewide economy. Although the number of railroads and miles of track have been decreasing throughout the 20th century, the amount of freight being transported by rail has been increasing, particularly over the last 20 years (Exhibit 3-7).

Exhibit 3-6   Railroad Facilities; Southeast Dane County: 2003
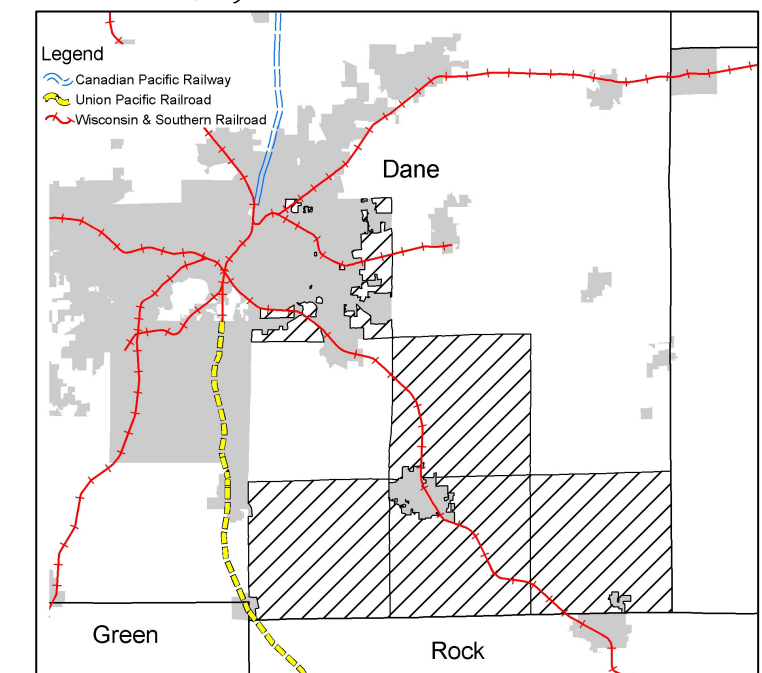
Source: Wisconsin Department of Transportation

Using railroads is a highly efficient way to transport goods and raw materials. According to the American Association of Railroads, a typical train can haul the equivalent of 280 trucks using only one-third of the energy. A growing trend in the rail industry is intermodal transportation, using two or more transportation modes. Wisconsin businesses are increasingly combining the efficiency of freight rail, with the flexibility of truck transport.

With an increase in rail efficiency and truck-rail intermodal trends, traffic on Wisconsin railroads has increased in recent years and, according to the Wisconsin Department of Transportation, is forecasted to see continued growth in the future.

Exhibit 3-7   Railroad Trends; Wisconsin: 1920-2000
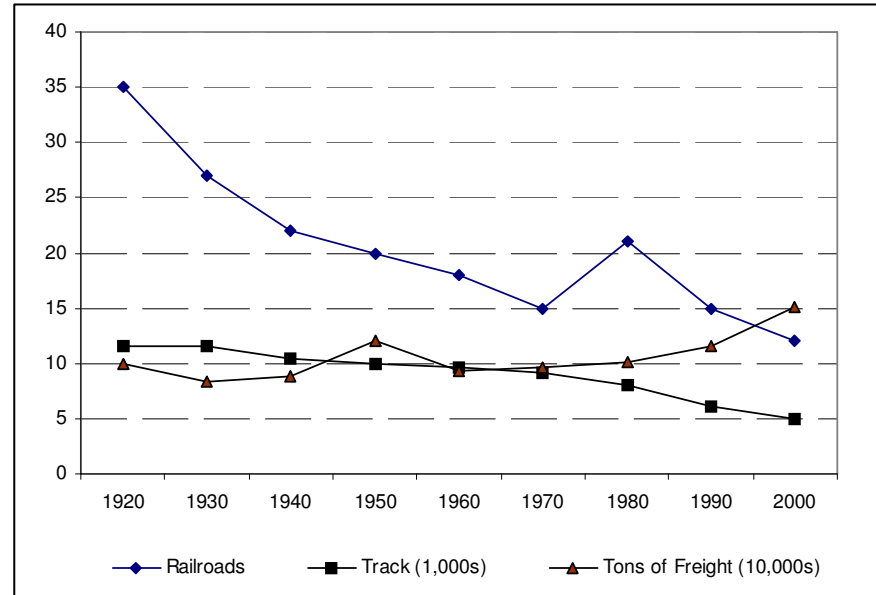
Source: Office of the Wisconsin Commissioner of Railroads

There are a number of freight rail lines converging in the Madison area, the majority of which are owned by Wisconsin & Southern Railroad (Exhibit 3-8).

Although there are no passenger rail facilities located in the towns, Dane County is undergoing planning for commuter rail service in and around the City of Madison. Some of the existing rail facilities in or near the towns may be used for commuter rail in the future. Interstate passenger rail (Amtrak) does not travel through Dane County, however there is a stop in southeastern Columbia County, in the City of Columbus.

Dane County belongs to two rail transit commissions in southern Wisconsin, the South Central Wisconsin Rail Transit Commission and the Wisconsin River Rail Transit Commission. The purpose of these commissions is to preserve rail service and to influence policies on the future use of rail corridors.

3.6 Bicycle and Pedestrian Facilities

■ Existing Conditions

Bicycle and pedestrian facilities play an important role in moving people within a community for purposes of necessity and/or pleasure. These types of mobility are often overlooked yet many individuals choose these modes for their primary transportation.

Improvements to bicycle/pedestrian facilities typically occur in conjunction with road projects and road improvement schedules are tied to local, county, and state capital improvement budgets.

The Dane County Bicycle Map identifies both on-road and off-road bike routes, and also identifies roads that are not recommended for bicycling. This map does not evaluate local roads, but assumes that most are suitable for bicycling. Bike routes are shown for each of the five towns below:

Albion: CTH A, CTH N, CTH W, and CTH X are considered most suitable for shared bicycle/motor vehicle use. Additionally, Willow Drive and STH 106 have paved shoulders that are or may be suitable for bicycling.

Blooming Grove: Roads identified as most suitable for shared bicycle/motor vehicle use include Fermite Drive, Siggelkow Road, and Sprecher Road. There are a number of other roads that may be suitable, or have paved shoulders. The Town has indicated that it is lacking in bicycle facilities.

Dunkirk: Portions of CTH A, CTH N, and STH 138 are identified as both most suitable and may be suitable for shared bicycle/motor vehicle use. Other portions of USH 51 and CTH N have paved shoulders that may be suitable for bicycling. However, the link between USH 51 and CTH N near the City of Stoughton is considered least suitable.

Pleasant Springs: Most of the county highways in the town are considered suitable for bicycling. The exception is CTH B, which has a paved shoulder but is designated as least suitable, and CTH N which has a paved shoulder that may be suitable.

Rutland: The only road designated as most suitable for shared bicycle/motor vehicle use in the town is CTH A, although it does not

have a paved shoulder. Portions of a few other roads may be suitable, while USH 51, USH 14, STH 138, CTH B, and CTH MM are least suitable for bicycling.

Map 3-3 shows the existing trail facilities and those facilities recommended in the "Madison Urban Area and Dane County Bicycle Plan".

3.7 Special Transit Facilities

■ Paratransit

Paratransit services provide transportation for those people whose needs are not met by traditional transit options. Paratransit service is required by the Americans with Disabilities Act (ADA) as a supplement to any fixed route public transportation system. Typically, paratransit is provided on an as needed basis, rather than a scheduled route. Eligibility to use paratransit services requires that an individual be unable to use the existing transit service. Since there is no mass transit system in the towns, paratransit service is not required.

■ Specialized Transportation Services

Dane County provides funding for various transportation services for the elderly and people with disabilities, both inside and outside of the Madison Metro transit service area. Three of these programs may benefit town residents.

Regularly scheduled group trips are provided to adults over age 60 for trips to nutrition sites, senior center activities, libraries, adult daycare centers, and shopping areas. Rural residents with disabilities may also use these services. Annually, around 23,000 one-way trips are provided by this service to Dane County residents located outside of the Madison Urban Area. Group ride service is also available for adults with disabilities attending work or day programs in Madison, Stoughton, and Mt. Horeb.

Rideline is a service that provides limited individualized transportation to low-income and persons with disabilities primarily for the purpose of employment, education, or medical trips.

Map 3-2

Bike Routes;
Southeastern Dane County: 2003

Comprehensive Plan Backround Report.
Towns of Albion, Bloooming Grove,
Dunkirk, Pleasant Springs, and Rutland

Map Legend

— Existing city route
- - - Recommended route (short term)
••• Planned future route (long term)

State Trails (unpaved)

—•— Existing

Map Features

City / Village
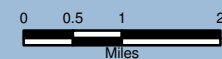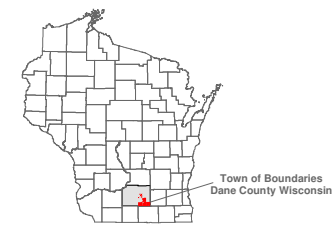
Town of Boundaries
Dane County Wisconsin

0 0.5 1 2
Miles

NORTH

Source: Base map provided by Dane County
Land Information Department

Data Source: Madison Area Metropolitan Planning Organization

Map Created: December 17, 2003

Map Edited: March 4, 2005

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Lake Mendota
Lake Monona
Lake Wingra
Lake Waubesa
Lake Kegonsa
Lake Koshkonong

Village of Maple Bluff
Village of Shorewood Hills
City of Monona
City of Fitchburg
Village of McFarland
Village of Cottage Grove
Village of Deerfield
Village of Cambridge
Village of Rockdale
Village of Oregon
City of Stoughton
Village of Brooklyn
City of Edgerton

Blooming Grove
Pleasant Springs
Rutland
Dunkirk
Albion

The Retired Senior Volunteer Driver Escort Program (RSVP) uses volunteer drivers and private automobiles to provide individual and small group rides for the elderly and persons with disabilities when other options are not available. Trips are prioritized with the highest priority being medical trips, and RSVP does not serve individuals using a wheelchair. This service is funded by The Dane County Department of Human Services, using a variety of federal, state and local funds, and private donations.

3.8 Review of Existing Transportation Plans

There are a number of statewide transportation planning efforts that will have a bearing on the presence or absence of transportation facilities and services in the region. Most of these efforts developed umbrella policy documents that provide general goals and policies covering the state. The following section provides a brief overview of the plans that have been completed or that are in a draft phase and how they might affect area residents and the preparation of this plan.

► **Dane County Bike Plan** – The Madison Urban Area and Dane County Bicycle Plan has a goal of providing safe, convenient, and enjoyable travel by bicycles. Specifically, this includes reducing crashes involving bicyclists and motor vehicles by at least 10 percent, and doubling the number of trips made by bicycle throughout the county. Some of the key recommendations focus on developing safe bicycle access to schools, considering provisions for pedestrian and bicyclists in the design of all transportation facility improvements, and ensuring adequate bicycle parking.

► **Dane County Commuter Rail Feasibility Study** – The goal of this study is to examine commuter rail as part of a balanced transportation system in Dane County. The anticipated increase in population and jobs will affect traffic patterns and congestion, this study is a preliminary investigation of the physical, operational, and financial feasibility of commuter rail. The proposed routes would use existing rail lines from Sun Prairie to Mazomanie, and DeForest to Stoughton.

► **Dane County Land Use & Transportation Plan – Vision 2020** This countywide plan is intended to provide a framework for land use and transportation decisions through the year 2020. It was developed as part of a cooperative planning process involving the Dane County Regional Planning Commission, Dane County,

the City of Madison, the Wisconsin Department of Transportation, and Residents of Dane County. The plan establishes 11 goals focusing on balanced communities that provide a variety of different opportunities for housing, employment, transportation, agricultural land, environmental, cultural, and historic resources. The plan identifies urban service areas, open space/environmental corridors, and rural preservation areas to guide development. It also suggests transportation improvements and implementation tools for local governments.

► **Translink 21** – Wisconsin Department of Transportation. Prompted by the federal Intermodal Surface Transportation Efficiency Act (ISTEA), Translink 21 is a broad plan intended to guide transportation investments through the year 2020. From this plan, individual plans for highways, airports, railroads, bikeways, pedestrian, and transit continue to be shaped.

► **Wisconsin Bicycle Transportation Plan 2020** – Wisconsin Department of Transportation. This plan provides a blueprint for integrating bicycle transportation into the overall transportation system. The plan analyzes the condition of all county and state trunk highways and shows the suitability of roadways for bicycle travel. Guidelines are available for accommodating bicycle travel when roadways are constructed or reconstructed.

► **State Highway Plan 2020** – This plan outlines investment needs and priorities for the state's investment needs and priorities for the state's 1,800 miles of State Trunk Highway through 2020. Given the financial realities of maintaining this extensive road network, the plan established priorities for funding. Most of the funding is allocated to Corridors 2020 backbone and collector routes.

► **Wisconsin State Airport System Plan 2020** – Wisconsin Department of Transportation. This plan provides for the preservation and enhancement of public use airports that are part of the State Airport System over a 21-year period. Overall, the plan recommends no new airports and no elimination of existing facilities.

► **State Recreational Trails Network Plan** – Wisconsin Department of Natural Resources. The plan identifies a network of trail corridors throughout the state referred to as the "trail interstate system" that potentially could consist of more than 4,000 miles of trails. These potential trails follow highway

corridors, utility corridors, rail corridors, and linear natural features.

► **Wisconsin State Pedestrian Policy Plan 2020** – Wisconsin Department of Transportation. The plan outlines statewide and local measures to increase walking and promote pedestrian safety. It provides a vision and establishes actions and policies to better integrate pedestrians into the transportation network.

3.9 Review of Highway Projects/Studies

■ U.S. Highway 14 Reconstruction Project

Construction has recently begun on a major highway project in Rutland. This reconstruction and relocation of Highway 14 will take several years to complete, and will be constructed in two phases. According to WisDOT, the existing highway is in need of improvements to enhance its safety and efficiency. Beginning in 2007, WisDOT plans to construct a new 2-lane limited access highway between STH 138 and STH 92. This phase will utilize a right-of-way WisDOT purchased in 1976. The highway will be moved to this right-of-way located west of the current US 14, although it will be constructed as a 2-lane highway, the right-of-way allows room for future expansion. This phase will also include a reconfiguration of the US 14 /STH 138 interchange to a diamond interchange. The second phase of the project involves expanding the current US 14 from CTH MM near Oregon to STH 138 to a 4-lane divided highway. Additionally, WisDOT will be resurfacing all segments of the existing highway between US 12/18 and STH 92 in 2003-2004.

■ US 51 Needs Assessment – McFarland to Stoughton

The US 51 Needs Assessment is a joint study undertaken by WisDOT and the Federal Highway Administration (FHWA). The study is intended to analyze existing conditions along the US 51 corridor from McFarland to Stoughton. Part of this corridor forms the boundary between the Town of Rutland and the City of Stoughton. In addition to the needs assessment, an analysis of operating conditions on US 51 from Stoughton to Interstate 39/90 is being conducted. The project is intended to create an inventory of existing conditions, forecast future conditions, involve the local community, and present the findings of existing and future needs to the public. The study has included a series of focus groups, workshops, public information meetings, surveys, and advisory committee meetings.
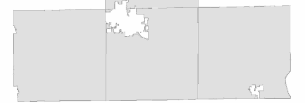
Results of the study indicate a need for the following:
► Increased law enforcement and safety improvements
► Improvements to lane marking and signage
► Maintaining access and mobility
► Pedestrian and bicycle improvements
► Promote existing and planned transit opportunities
► Coordination of land use and transportation, along with utilities

■ Stoughton Road (US 51) Needs Assessment

The 10-mile corridor of Stoughton Road/US 51 from the Town of Burke to the Village of McFarland is currently undergoing a corridor study. This assessment will identify existing and future conditions, and evaluate the impact of growth on the east side of Madison. The goals of this study are to collect data on existing conditions, identify the types of

Table 3-3   Six Year Program: 2004-2009

	Town	Year	Work type
US 14 from CTH MM to STH 138	Rutland	2004, 2005	Pavement Replacement
STH 138 Stoughton - Oregon	Rutland Dunkirk	2009	Bridge Rehabilitation
CTH N	Pleasant Springs	2004	Bridge Replacement
Interstate 39/90	Pleasant Springs	2005	Bridge Rehabilitation
Various roads	Albion	2004, 2005	Bridge Replacement

Source: Wisconsin 2004-2009 Six Year Highway Improvement Program

traffic the corridor serves, project future conditions and needs, and involve the community in determining the corridor's needs. The study was completed in spring 2003, and WisDOT intends to begin an analysis of alternatives for addressing the problems identified by the needs assessment.

■ Six-Year Highway Improvement Program

Highway improvements are scheduled on several highways within Dane County as part of the Wisconsin Department of Transportation's Six-Year Highway Improvement Program. Improvements have been scheduled in each of the five towns (Table 3-3).

Additional projects are scheduled as part of the Six-Year Highway Improvement Plan that will affect various highways throughout the county. Activities include providing additional traffic patrol on construction projects on backbone routes, maintenance resurfacing projects, bridge maintenance and replacement, traffic projects, installation of signal actuators for cyclists at state-owned signals on STH intersections, and construction of a park and ride lot.

■ Dane County Area Transportation Improvement Program: 2004-2008

The Madison Area Metropolitan Planning Organization (MPO) is responsible for preparing a long-range transportation plan and a transportation improvement program (TIP) for the metropolitan area. Under this program, the MPO has developed the 2004-2008 TIP for Dane County. A requirement of the Transportation Equity Act for the 21st Century (TEA-21), this TIP is intended to select and prioritize transportation projects. Projects are funded through state, federal, and local sources, and include all modes of transportation. Projects must be included in the TIP if they are to be considered for federal funding.

Projects identified in the 2004-2008 TIP that fall within the towns of Albion, Blooming Grove, Dunkirk, Pleasant Springs, or Rutland are listed in Table 3-4.

Table 3-4   Madison Area MPO Transportation Improvement Program

Roadway	Segment	Improvement	Year
Interstate 39/90	USH 51/STH 73 to USH 12	Asphalt overlay	2005
Interstate 39/90	USH 12 to USH 51	Asphalt overlay	2006
Interstate 39/90	USH 51 Interchange	Replace pavement	2004
Interstate 94	I-90 to CTH N	Crossovers & bridge rehab. Expand to six lanes	2004-2007
USH 51	USH 12/18 to Interstate	Traffic Corridor Study	2004
USH 51	McFarland to Stoughton	Needs Study, EIS	2004
Interstate 39/90	Kegonsa Weigh Station	Reconstruction	2004-2005
Interstate 39/90/94		Traffic mitigation, extraordinary state patrol surveillance	2004, 2006-2007
USH 14	CTH MM to STH 138	Reconstruct to 4 lanes	2008
USH 14	STH 138 to STH 92	Construct on new alignment	2004-2006
Hillside Road	Albion	Bridge replacement	2004
Lein Drive	Albion	Bridge replacement	2004-2004
Willow Drive	Albion	Bridge replacement over Saunders Creek	2004-2005

Source: 2004-2008 Transportation Improvement Program for the Dane County Area

3.10 Funding

WisDOT administers a number of programs to defray the cost of enhancements to local transportation systems. Eligibility options may increase through coordination due to population thresholds associated with some programs. In addition, cost savings and a more seamless transportation network between and around communities may be realized as a result of joint efforts. A complete list of programs is available at www.dot.state.wi.us and should be consulted to understand the full array of programming.

► **Local transportation enhancements program** The program requires a local match of 20 percent and allows for bicycle and pedestrian facility system enhancements such as the development of a bicycle commuting route, landscaping, and other scenic beautification.

► **Elderly and disabled transportation capital assistance program** This annual grant program provides capital funding for specialized transit vehicles used to serve the elderly and persons with disabilities. The program covers 80 percent of the total cost of equipment.

► **State Urban /Rural/Small Urban Mass Transit Operating Assistance Program** This program provides funds for eligible project costs to public bus and shared-ride taxi programs. Eligible public transportation services include transport by bus, shared-ride taxicab, rail or other conveyance, either publicly or privately-owned, that provides general or special service on a regular and continuing basis. Local units of government are eligible to apply.

► **WisDOT Six-Year Highway Improvement Program** The state highway system consists of 744 miles of Interstate freeways and 11,147 miles of state and U.S.-marked highways. While the 11,794 miles of state highways represent only 11 percent of the 110,594 miles of public roads, they carry over 29 billion vehicle miles of travel a year, or about 58 percent of the total annual statewide travel. The remaining 99,160 miles are maintained and approved by local units of government.

4 Utilities and Community Facilities

A community needs a wide variety of utilities and community facilities to ensure basic health and safety needs are met, maintain a high quality of life, and promote a sustainable economy. The intent of this chapter is to provide an inventory of community facilities and services currently offered in the towns of Albion, Blooming Grove, Dunkirk, Pleasant Springs, and Rutland. For the purpose of this plan, utilities and community facilities are defined below.

► Utilities/Infrastructure – the physical systems, networks, and/or equipment necessary to provide for and support the basic human needs, including systems, networks and equipment, but excluding transportation infrastructure.

► Community Facilities - public buildings and grounds that provide space, services, or programs that are aimed at improving the quality of life, safety, or general welfare of community residents.

4 . 2 Wastewater System

In many areas of these five towns, residences and businesses rely on private, on-site sewerage systems such as septic tanks, holding tanks, mound systems, or other in-ground systems. In general, these systems function by discharging wastewater into a soil absorption field. On-site systems are generally used in rural areas, or in areas that have large lot areas where sanitary sewer services are not available. Private systems are regulated by state statute and administrative rule, and by county ordinances.

The state requirements for septic system siting are specified in Chapter ILHR 83 of the Wisconsin Administrative Code. This code relies heavily on the ability of the soil to efficiently absorb the effluent discharged from the system. Dane County reviews, permits and regulates the wastewater treatment systems through Chapter 46 of the Dane County Code of Ordinances.

The location and design of wastewater treatment facilities and their collection systems both reflect and impact local development patterns. Planning for these facilities is essential for determining if and how a community retains the fundamental elements that make up its character and design.

► Albion: There are two limited service areas providing sanitary sewer to portions of Albion. The Koshkonong Limited Urban Service Area serves the residential development along the western side of Lake Koshkonong. This is part of the Consolidated Koshkonong Sanitary District that includes portions of Dane, Rock, and Jefferson County. Four of the 18 lift stations are located in Albion, and the entire collection system included 52,000 feet of sewer pipe. The wastewater treatment plant is located between Edgerton and Newville, and it discharges into the Rock River. The Albion Limited Urban Service Area includes the hamlet of Albion and the commercial area near the interchange of Highway 73 and Interstate 39/90. This area has historically utilized on-site systems to treat wastewater, but has recently established sanitary sewer service.

► Blooming Grove: The town maintains Sanitary District #10, that provides sewer to about 75 households located in an area known as Gallagher Garden. This residential subdivision is located near the intersection of Milwaukee Street and Stoughton Road, and consists primarily of condominiums. The Waunona Sanitary District also provides sewer to the Gallagher Plat neighborhood in the northeastern part of the town, and some homes in the City of Madison. This district serves about 420 customers in Blooming Grove and Madison. The Waunona Sanitary District also provides water service to its residents. The City of Madison provides water and sewer services to about 30 parcels in the town. These parcels are geographically scattered throughout the town.

► Dunkirk: There is no sewer service in the town.

► Pleasant Springs: The town established Sanitary District No. 1 in 1988. The district provides sanitary sewer service to the residential areas surrounding and near Lake Kegonsa.

► Rutland: There is no sewer service in the town.

4 . 3 Water Supply

A small part of the Town of Blooming Grove receives water service from the Waunona Sanitary District. The City of Madison also provides water and sewer services to about 30 parcels that are geographically scattered throughout the town. Private wells serve the homes and businesses in the remainder of the towns. Unlike public water systems, protection and maintenance of private wells is largely the responsibility of homeowners, there is no federal or state law to regulate the quality of water from

4 . 1 Overview
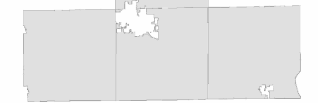
private wells. The entire community needs to work together to develop a protections plan that safeguards everyone's water supply. Good construction and proper location are critical in ensuring a safe drinking water supply. Care needs to be taken to locate the well far from potential pollution sources. Dane County requires that wells be permitted. State regulations (NR 812, Wis. Admin. Code) require new wells to be located:

- ► 25 feet from septic tanks
- ► 25 feet from the highwater mark of a lake, pond or stream
- ► 50 feet from livestock yards, silos, and septic drainfields
- ► 100 feet from petroleum tanks
- ► 250 feet from a sludge disposal area or an absorption, storage, retention, or treatment pond
- ► 1,200 feet from any existing, proposed, or abandoned landfill site

4 . 4 Telecommunication Facilities

Telecommunication facilities are an important consideration for personal convenience and economic development in today's world of electronic media. However, facilities that provide cellular service have become controversial issues in some local communities. Legal battles over the location of wireless service facilities, and concerns about their impact on property value and health have led some municipalities to develop restrictions on the location, placement, and appearance of wireless service facilities.

There are a number of cellular towers within southeastern Dane County. Cellular service is available to most residents of the towns, as they live within the range of one or more of these towers.

- ► Albion: There is one cellular tower in Albion, it is located in the southeastern part of the Town. There is also one located just outside of the town boundary, southeast of the City of Edgerton.
- ► Blooming Grove: There are two cellular towers located within the Blooming Grove town limits. One is on the Hermsdorf property (section 13) and the other is on the Fobes property (section 14). Cellular service should be available throughout the town because of its proximity to the City of Madison and other areas with several cellular towers.
- ► Dunkirk: There is one cellular tower located in the eastern part of the town, and is owned by Madison SMSA Limited Partnership. An additional tower owned by Madison Cellular Telephone Company, is located at the border of Stoughton and Dunkirk, near STH 138/US Highway 51.

- ► Pleasant Springs: Six cellular towers are located in the town. Four are located near the I-39/90 corridor, and the other two are located in section 25. Cellular service should be available throughout much of the town, as there are also cellular towers located in/near the City of Stoughton, the Village of McFarland, and City of Madison.
- ► Rutland: There is one cell tower being constructed in the town, near highway 138. There is also one tower located just outside of the northeast corner of the town, in the City of Stoughton.

4 . 5 Electric and Natural Gas

American Transmission Company (ATC) is a multi-state company thats function is solely to provide electric transmission service. ATC serves parts of the upper Midwest, including much of the state of Wisconsin. Transmission is a critical portion of the electric utility system, moving electricity from where it is generated at power plants to individual users. ATC's transmission planning process involves a 10-year assessment of the current transmission systems ability to meet the demands of current and future users. This includes identifying current transmission capacity, projected limitations of the current system, and potential solutions to reduce current or anticipated limitations. The 2003 10-Year Transmission System Assessment indicates a need for transmission improvements that will impact southeastern Dane County. Proposed and conceptual transmission system changes include constructing a new 345 kV transmission line from Verona to Rockdale, and rebuilding the 138 kV transmission lines which travel through Pleasant Springs and Albion.

Current electric service according to ATC and the Public Service Commission of Wisconsin[1] is listed below for each of the towns (Map 4-1)

- ► Albion: A 345 kV electric transmission line runs north/south, to the west of Hillside Road, then extends west from Interstate 39/90 in the southern part of the town, where it turns south and converges with a 69 kV transmission line in the far southwestern corner of the town. No substations are located in Albion.
- ► Blooming Grove: A number of 69 kV electric transmission lines are found in various segments of the town. There are also a number of electric transmission substations found within the town, or near the border of the town and the City of Madison.

Both electricity and natural gas is provided by Madison Gas & Electric, and Alliant Energy.

- ► Dunkirk: A 69 kV electric transmission lines runs diagonally through the town, from the southeast part of Stoughton, to the southeast part of the town. There are no electric transmission substations within the town. Electricity is provided by Stoughton Municipal Utility, and natural gas is provided by Alliant Energy.
- ► Pleasant Springs: A 138 kV electric transmission line runs east/west through the center of the town, other 69 kV transmission lines run generally north/south in the western part of the town and along the eastern shore of Lake Kegonsa. Substations are found northeast of Lake Kegonsa, and at the boundary of the City of Stoughton. Electricity is provided by Stoughton Municipal Utility and Alliant Energy. Natural Gas is provided by Alliant Energy to a portion of the town.
- ► Rutland: Electric service is provided by Alliant Energy, and Stoughton Utilities. Natural gas is provided by Alliant Energy. A 69 kV electric transmission line runs across the northern part of the town, parallel to STH 138, and another runs along the town's western boundary from Oregon to Brooklyn. One electric transmission substation located along the western boundary, just north of the Village of Brooklyn.

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[1] Wisconsin Electric Utility Service Territories. Public Service Commission of Wisconsin, June 2002.
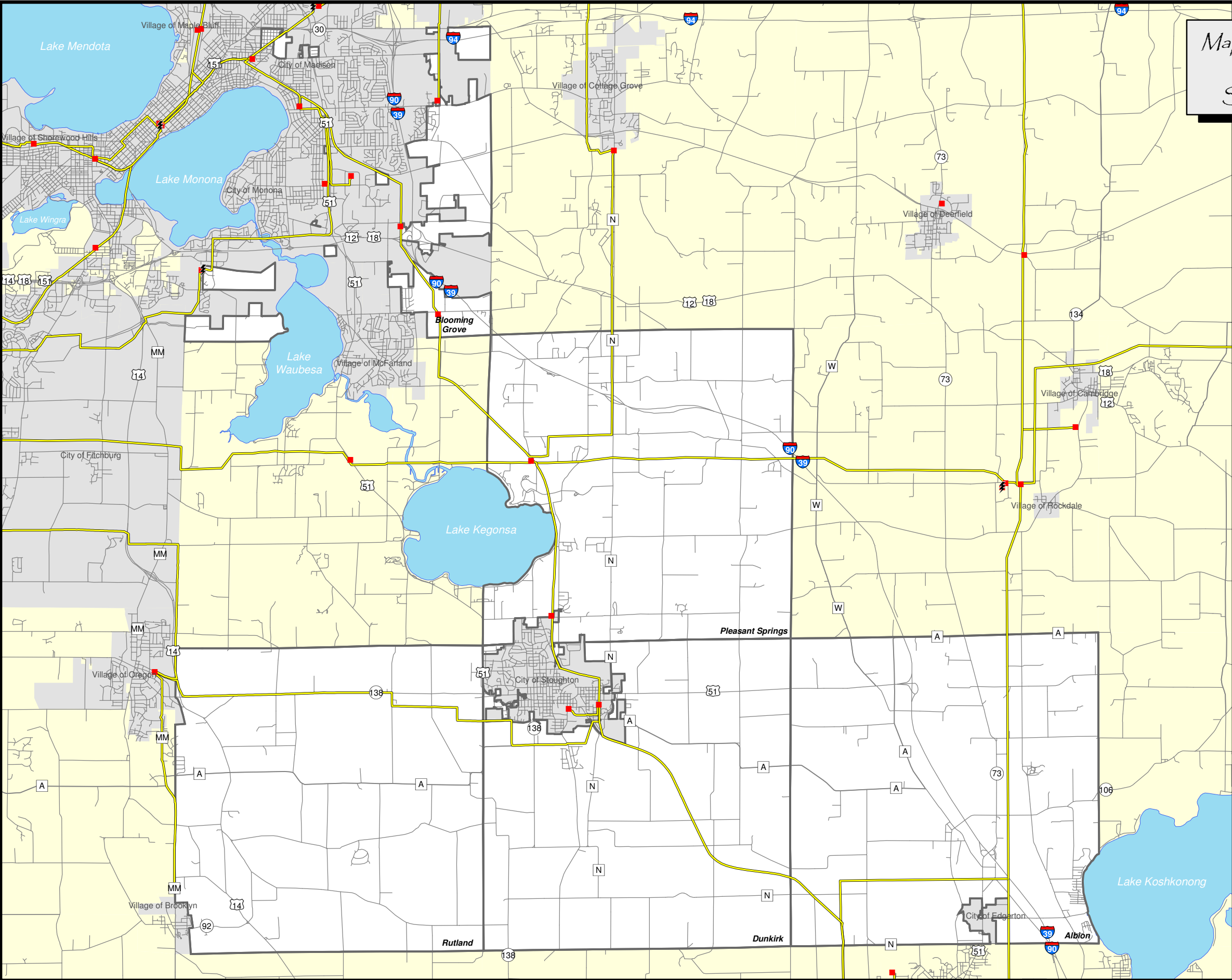
Map 4-1

Electrical; Southeastern Dane County: 2003

Comprehensive Plan Backround Report.
Towns of Albion, Bloooming Grove, Dunkirk, Pleasant Springs, and Rutland

Map Legend

- ■ Substation
- ⚡ Powerplant
- — Transmission line

Map Features

- ⬭ City / Village
- — Roads
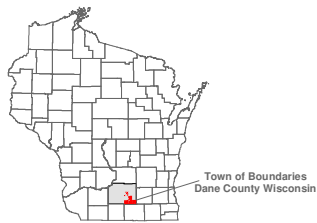
Source: Base map provided by Dane County Land Information Department

Data Source: Wisconsin Public Service Commission and Federal Communications Commission

Map Created: December 11, 2003

Map Edited: March 4, 2005

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Town of Boundaries
Dane County Wisconsin

0 0.5 1 2
Miles

NORTH

4.6 Solid Waste Disposal and Recycling Facilities

▶ Albion: Residents in Albion contract independently with waste haulers for curbside pick-up. The town has a recycling drop-off center.

▶ Blooming Grove: Green Valley Disposal Company provides weekly curbside pick-up of residential garbage and recycling. The town previously operated two landfills, however both have been sealed. The Dane County (Rodefield) Landfill is located just outside of the town, near the intersection of Highway 12/18 and County Road AB. There is also a compost facility located at the site where residents can drop off yard waste, free of charge.

▶ Dunkirk: Waste Management provides residential curbside pick-up of garbage and recycling. The garbage and recycling charge is assessed separately on the property tax for participating households. The Town also operates a brush burning facility at its former landfill site.

▶ Pleasant Springs: The town operated a licensed landfill at 1754 Tower Drive since 1972, of approximately 7½ acres. The site became a transfer station in September of 1989 and had a wood burning exemption granted in October 1990. The town began curbside waste and recycling in January of 1993. The site is operational today as a brush burning/compost site, open five hours per day on sixteen Saturdays per year, accepting only clean brush 4" or less in diameter, compost materials and holiday tree disposal. Only town residents and property owners are allowed to use the site.

▶ Rutland: Waste Management provides residential waste service to the town by individual contract. The Town operates a recycling center located on the north side of County Road A, east of STH 14. Rutland previously operated a landfill, but it was closed in 1990.

4.7 Stormwater Management Facilities

Most areas within the five towns do not have stormwater management facilities. Given the existing intensity of land uses, stormwater is able to naturally infiltrate. The exception is in the Gallagher neighborhood area in Blooming Grove where stormwater facilities are provided.

4.8 Recreation Facilities

One of the principle assets of a community is its recreational opportunities. The towns' municipally owned park and open space systems are augmented by county and state parks, or state and federal conservation lands (Table 4-1 and Map 4-2). Rutland has a significant amount of open space with over 2,000 acres designated as public hunting/fishing grounds and wildlife areas. In addition to the public there are also private recreation facilities located in each of the towns.

4.9 Library Services

Library resources are an important part of the community base. No exact social standard can be applied to any one community as the needs and desires of citizens vary widely. There are several libraries within the South Central Library System that are within driving distance of the towns of Albion, Blooming Grove, Dunkirk, Pleasant Springs, and Rutland. These include libraries in Cambridge, Deerfield, Madison, Monona, Oregon, Sun Prairie, and Stoughton. Each of these libraries provides a collection of print materials, audio, video, and electronic resources. Library patrons can also check out materials from other libraries through interlibrary loan. Each of these libraries also offers computer terminals with internet access, and programs for both children and adults.

Table 4-1   Town Recreation Facilities: 2004

Albion	Location	Approximate Size (Acres)
Town of Albion Academy Park	Hamlet of Albion	9.7
Blooming Grove		
Lake Farm County Park	South west, adjacent to Lake Waubesa	284.8
Centennial State Park	Southwest	326
Nine Springs E-Way County Park	Southwest	150
Dane County Park	East, just north of Dane County Landfill	27.2
April Hills Park	April Hills subdivision	3
Severson Park	Rambling Acres subdivision	3.7
Thurber Park	Gallagher's Plat subdivision	1.9
Dunkirk		
Viking County Park	North, adjacent to Pleasant Springs	66 (total)
Neighborhood park	Rolling Acres subdivision	0.94
Neighborhood park	Rolling Acres subdivision	2.3
Neighborhood park	Riverwood Estates subdivision	1.6
Neighborhood park	Pleasant Hill Heights	?
Eggleson's Woods		?
DNR Open Space Area	Section 20 E, Taylor Lane	?
Pleasant Springs		
Lake Kegonsa State Park	West, adjacent to Lake Kegonsa	315.3
LaFollette County Park	West, adjacent to Lake Kegonsa	17
Viking County Park	South, bordering Dunkirk	66 (total)
Oak Knoll Park	2757 Burritt Road	9.3
Spring Hill Park	Spring Hill subdivision	6.7
Quam Park	South of Lake Kegonsa	1.7
Oakwood Hill Park	Oakwood Hill subdivision	2.6
Boat Landing	2267 Williams Point Drive	-
Greenbriar Estates Park	Greenbriar Estates	1.8
Rolling Meadows Park	Squire's Rolling Meadows	_
Yahara River Canoe Access	Yahara River Drive	
Rutland		
Anthony Branch Fishery Area (WDNR)	West central	568.7
Badfish Creek Wildlife Area (WDNR)	South east	1,145.4
U.S. Fish & Wildlife Service	South central	553.9
U.S. Fish & Wildlife Service	Rutland/Dunn Town Line & Lake Kegonsa Road	76.5
U.S. Fish & Wildlife Service	West of Star School Road	79.7

Source: Vierbicher Associates
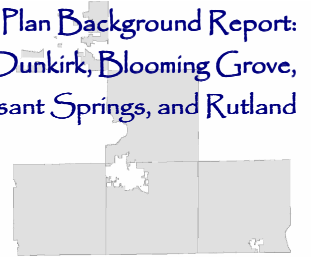
Map 4-2

Recreational Facilities; Southeastern Dane County: 2003

Comprehensive Plan Backround Report.
Towns of Albion, Bloooming Grove, Dunkirk, Pleasant Springs, and Rutland

Map Legend

Parks and recreation

Map Features

City / Village

Roads

Source: Base map provided by Dane County Land Information Department

Map Created: December 11, 2003

Map Edited: March 4, 2005

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NORTH

Town of Boundaries
Dane County Wisconsin

0 0.5 1 2
Miles

Lake Mendota

Village of Maple Bluff

Village of Shorewood Hills

Lake Monona

City of Monona

City of Madison

Village of Cottage Grove

Village of Deerfield

Village of Cambridge

Village of Rockdale

Thurber Park

Severson Park

Dane County Park

Lake Farm Coomunity Park

Centennial State Park

9 Springs E-Way County Park

Lake Waubesa

Village of McFarland

City of Fitchburg

April Hills Park

Blooming Grove

Hope Rod & Gun Club

Lake Kegonsa State Park

Spring Hill Park

Boat Landing

Private Campground

LaFollette County Park

Rolling Meadows Park

Quam Park

Greenbriar Estates Park

Oak Knoll park

Oakwood Hill Park

Stoughton Country Club Golf Course

Private Campground

Lake Kegonsa

Pleasant Springs

Viking County Park

Bucky Badger Golf Land

U.S. Fish & Wildlife Service

City of Stoughton

Golf Course

Hickory Hills Campground

Madison International Speedway

Race Track Park

Foxboro Golf Club

Village of Oregon

Rolling Acres Park

Riverwood Estates Park

Stoughton Conservation Club

Anthony Branch Fishery Area

Academy Park

Eastman Hunting Club (Private)

Wisconsin DNR

U.S. Fish & Wildlife Service

Village of Brooklyn

Bad Fish Creek Wildlife Area

Rutland

Dunkirk

City of Edgerton

Albion

Lake Koshkonong

4 . 10 Police Protection

None of the towns has its own police department, instead police services are provided by the Dane County Sheriff's Department. Additionally, the Town of Blooming Grove and the Town of Burke had an intergovernmental agreement to contract for an additional full time deputy. This deputy split time between the two towns, and was in addition to the normal level of policing provided by the department. This arrangement terminated at the end of 2003. The Town currently contracts with the Dane County Sheriffs Department on an as needed basis.

The Dane County Sheriff's Department employs over 425 sworn personnel, who provide a variety of functions including patrol, investigations, jail, warrant & civil process service, lake & snowmobile patrol, and the D.A.R.E. education unit.

The towns of Albion and Dunkirk have a constable and Rutland has two.

4 . 11 Fire Protection

Only the Town of Blooming Grove maintains its own fire department. The Blooming Grove Fire Department provides fire protection within the town boundaries. It is primarily a volunteer department, with three full-time employees. The other four towns receive fire protection through intergovernmental agreements with neighboring jurisdictions.
- ► Albion: Edgerton Fire District provides fire protection in the town.
- ► Dunkirk: Fire protection in the town is provided by the City of Stoughton.
- ► Pleasant Springs: Fire protection in the town is provided through intergovernmental agreements with the City of Stoughton, the Village of McFarland, and the Village and Town of Deerfield.
- ► Rutland: The town is served by three different fire districts: the Brooklyn Fire District, the Oregon Area Fire & EMS District, and the City of Stoughton.

4 . 12 Emergency Medical Services

None of the towns maintains its own emergency medical service. The Town of Albion contracts with a private organization, Kutz Ambulance Service, to respond to medical emergencies in the town. The other towns rely on intergovernmental agreements with neighboring jurisdictions.

- ► Blooming Grove: The town has intergovernmental agreements with the Village of McFarland, the Village of Maple Bluff, and the Town of Madison to provide Emergency Medical Services.
- ► Dunkirk: Ambulance service is provided through an agreement with the City of Stoughton.
- ► Pleasant Springs: Emergency medical services are provided by the City of Stoughton, the Village of McFarland, and Deer-Grove EMS.
- ► Rutland: Emergency medical services are provided by the Brooklyn EMS District, the Oregon Area Fire & EMS District, and the City of Stoughton

4 . 13 Municipal Buildings

Each of the towns owns and operates a town hall. Some have additional buildings such as a maintenance facility or town garage. Map 4-3 shows the location of these buildings, along with other community facilities.
- ► Albion: The Town Hall, located at 620 Albion Road, was constructed for use as a Town Hall in the 1850s. It has been well maintained and is expected to meet the needs of the town in the foreseeable future. The Town garage, located on Academy Street, was constructed in the late 1930s. It is also expected to meet the town's needs into the foreseeable future.
- ► Blooming Grove: Blooming Grove has five municipally-owned buildings. A Town Hall/Fire Station located on Stoughton Road, a public works shop, records garage, storage garage, and vehicle garage.
- ► Dunkirk: The Town Hall is located on County Highway N.
- ► Pleasant Springs: The Town office shares its location with the town garage. The Dane County Sheriff's Department is a tenant of the Town at 2354 CTH N. This location also has several maintenance and storage sheds.
- ► Rutland: The Town Hall and garage is located on Center Road.

Three senior centers serve town residents over age 55: Stoughton Area Senior Center, Oregon Area Senior Center, and McFarland Senior Center. They offer a variety of programs and services including meals, transportation, classes, activities, social opportunities, and a newsletter. Case managers are also available to help link seniors to medical, financial, and legal services that are designed to help seniors remain independent.

4 . 14 Schools

There are a number of school districts in southeastern Dane County. Each of the towns is served by more than one school district. Map 7-3 in the Intergovernmental Cooperation chapter shows the boundaries of each district.
- ► Albion: The majority of Albion is located within the Edgerton School District. The northwest corner is in the Stoughton School District, and the northeast corner is located in the Cambridge School District.
- ► Blooming Grove: Residents of Blooming Grove are located in either the Madison Metropolitan, Monona Grove, McFarland, Oregon, or Sun Prairie school district.
- ► Dunkirk: The majority of the town is in the Stoughton Area School District. The southeastern corner of the town is in the Edgerton School District.
- ► Pleasant Springs: The Town has fours school districts: Stoughton, Cambridge, McFarland, and Deerfield.
- ► Rutland: The eastern two-thirds of the town is in the Stoughton Area School District, the western third is in the Oregon School District. Two parcels are located in the Evansville School District.

Map 4-3
Community Facilities;
Southeastern Dane County: 2003

Comprehensive Plan Backround Report.
Towns of Albion, Bloooming Grove,
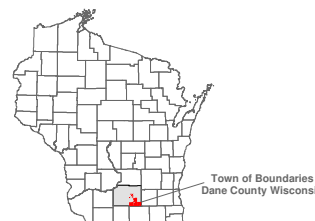Dunkirk, Pleasant Springs, and Rutland

Map Legend

🏫	School	✝	Cemetery
🚗	Highway Department	🚒	Fire Station
♻	Recycle Center	📡	Cellular tower
⚠	Brush and Compost Site	🅿	Sheriff Dept.
💧	Sanitary District	✝	Church
🏠	Town Hall		

Map Features

City / Village

Roads

Town of Boundaries
Dane County Wisconsin

0 0.5 1 2
Miles

NORTH
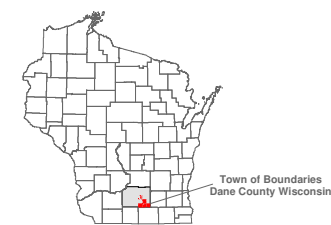
Source: Base map provided by Dane County
Land Information Department

Data Source: Federal Communications Commission

Map Created: December 15, 2003

Map Edited: March 4, 2005

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Committed to Quality Service Since 1976

4 . 15   Child Care Facilities

In southeastern Dane County there are 386 regulated day care programs (Table 4-2). A regulated program has either been licensed through the state or certified by Dane County. A program's capacity does not necessarily reflect the number of children that are currently enrolled in programs. The capacity reflects the amount of children the program could possibly serve at any one time. There are two categories of state licensed day care facilities that differ based on the number of children served. Licensed Family Child Care Centers provide care for up to 8 children, and is often located in the provider's home. Licensed Group Child Care Centers provide care for 9 or more children, and are usually located somewhere other than the provider's home. A Certified Family daycare is certified by Dane County, it is a voluntary form of regulation for childcare programs that do not need a license. Data generally shows that child care demand outstrips supply locally, statewide, and nationally. The cost of care plays a big part in household decisions about child care arrangements.

Table 4-2   Child Care Capacity;
Southeastern Dane County: 2003

Classification	Number Of Facilities
Licensed Group Full-day	48
Licensed Group Part-day	37
Licensed Family	111
Certified Family	135
School-age Certified	2
Provisional Home	53

Source: Source: Wisconsin Child Care Resource & Referral Network

4 . 16   Health Care Facilities

Some communities in Wisconsin have been designated by the U.S. Department of Health and Human Services as a Health Professional Shortage Area (HSPA). Either a geographic area, or a specific population can be designated as a HSPA. This designation is used to determine eligibility for at least 34 federal programs, and state loan programs. According to the Wisconsin Office of Rural Health, portions of Dane County have been designated as a Health Professional Shortage Area, but does not include the towns of Albion, Blooming Grove, Dunkirk, Pleasant Springs, and Rutland. About 20 percent of the U.S. population live in areas designated as a shortage area.

There are 5 hospitals in Dane County (Table 4-3). All of these are within driving distance of the towns. Most of the hospitals are located in Madison, and there is one in Stoughton. The Mendota Mental Health Institute is a state hospital that provides psychiatric services. It is also located in Madison.

Table 4-3   Hospitals; Dane County: 2004

Name	Location	Type
Meriter Hospital	Madison	General Medical- Surgical
St. Mary's Hospital	Madison	General Medical- Surgical
Stoughton Hospital	Stoughton	General Medical- Surgical
University of Wisconsin Hospital	Madison	General Medical- Surgical
Mendota Mental Health Institute	Madison	State
William S. Middleton Memorial VA Medical Center	Madison	General Medical- Surgical

Source: Guide to Wisconsin Hospitals, 2001. Wisconsin Department of Health and Family Services

There are 23 nursing homes in Dane County (Table 4-4). None of these are located within the towns, however many are located within a relatively short driving distance.

Table 4-4   Nursing Homes; Dane County: 2001

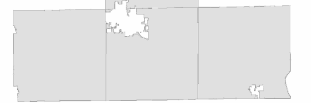| Name	Location	Capacity
Attic Angel Place	Middleton	44
Badger Prairie Health Care Center	Verona	132
Belmont Nursing and Rehabilitation Center	Madison	132
City View Nursing Home	Madison	57
Four Winds Manor	Verona	71
Heartland Country Village	Black Earth	50
Ingleside	Mount Horeb	119
Karmenta Center	Madison	105
McCarthy Nursing Home	Stoughton	18
Meriter Health Center	Madison	120
Middleton Village Nursing/Rehabilitation	Middleton	97
Nazareth House	Stoughton	99
Oak Park Nursing & Rehabilitation Center	Madison	163
Oakwood Lutheran-Hebron Oaks	Madison	137
Oregon Manor	Oregon	45
Rest Haven Health Care Center	Verona	21
Skaalen Sunset Home	Stoughton	201
St. Mary's Care Center	Madison	184
Sun Prairie Health Care Center	Sun Prairie	32
Waunakee Manor Health Care Center	Waunakee	104
Willows Nursing and Rehabilitation Center	Sun Prairie	53

Source: Wisconsin Department of Health and Family Services

4 . 17   Cemeteries

There are cemeteries located in each of the towns. Most are owned and operated by the town. However, in some cases the cemeteries are privately owned, yet the town provides maintenance services.

► Albion: The town operates three cemeteries: Evergreen Cemetery, Sweet Cemetery, and Albion Prairie Cemetery.

► Blooming Grove: The town owns and operates the Blooming Grove Cemetery. The 4-acre cemetery is located on Pflaum Road, just east of Madison Lafollette High School. It is about 70 percent occupied.

► Dunkirk: There are three cemeteries in Dunkirk. The private cemeteries are Lutheran Cemetery, CTH N; Lutheran Cemetery, CTH A; and Catholic Cemetery, CTH A.

► Pleasant Springs: The town does not own or operate any cemeteries. However, it does provide maintenance for approximately two acres in four locally established burial grounds. This maintenance includes annual brush clearing and seasonal mowing.

► Rutland: The town owns and operates Graves Cemetery, a 2.9-acre cemetery located at the corner of Center Road and Old Stage Road. Rutland Center Cemetery is located at 687 US Highway 14, on the west side of US 14, just north of Rome Corners Road. A 1-acre addition was recently added making this a 3.2-acre cemetery.

5   Agricultural, Natural, and Cultural Resources

1   Overview

2   Agricultural Resources

3   Natural Resources

4   Cultural Resources

5.1   Overview

This chapter provides an inventory of the towns' agricultural, natural, and cultural resources. Specific topics include information about the ecological landscape, groundwater, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, mineral resources, and historical and cultural resources. The purpose of identifying these resources is to help the towns recognize areas that need to be protected, or characteristics that would limit development potential. By incorporating this information into their land use decisions the towns will be better prepared to make sound choices for the future.

5.2   Agricultural Resources

■ Productive Agricultural Areas

Predominantly focused in the upper Midwest, America's prime farmland regions coincide with our traditional notions of America's farm belt. While not containing as much prime farmland area as some other upper Midwest states, Wisconsin is still home to many acres of prime land. According to 1996 findings by the US Department of Agriculture, Natural Resources Conservation Service (NRCS), Wisconsin is home to over 13 million acres of prime farmland, representing approximately 38 percent of the state's entire area. Most of this land area can be found in the southern and eastern portion of the state. An additional concentration of prime farmland can also be found within Clark County and the western edge of Marathon County.

Forty-one to eighty percent of the land area in eastern Dane County is considered to be prime or potential prime farmland according to the Natural Resources Conservation Service[1]. Potential prime farmland is land that is prime when improved, for example by drainage, irrigation, or protection from flooding.

Map 5-1 shows the location of prime farmland in the planning area and Table 5-1 shows the percentage of each town that is considered prime farmland according to the Natural Resources Conservation Service.

The vast majority of land in each of the towns land is used for agricultural purposes (Table 5-2). However, in most of the towns, this is a small percentage of the town's total land value.

Table 5-1   Prime Farmland: 2003

Town	Percent of Land Area
Albion	55
Blooming Grove	42
Dunkirk	57
Pleasant Springs	53
Rutland	52

Table 5-2   Agricultural Land; Albion, Blooming Grove, Dunkirk, Pleasant Springs, and Rutland: 2003

Town	Parcels	Acres	Percent of Land Area	Percent of Land Value*
Albion	734	14,511	66.5	11.6
Blooming Grove	75	2,335	70	2.2
Dunkirk	635	15,181	76.7	12.2
Pleasant Springs	638	13,302	65.8	4.2
Rutland	717	14,413	75.6	9.3

Source: Statement of Assessments – 2002. Wisconsin Department of Revenue.
* Land value only, does not include improvements.

In Dane County, the 1997 Census of Agriculture[2] revealed a number of interesting findings related to the growth and development of its urbanized areas over the ten year period from 1987 to 1997. Overall, these trends show the decline of farming in this area.

► Land in farms – decreased by 10 percent from 569,937 to 512,971 acres.

---

[1] Potential Prime Farmland in Wisconsin. U.S. Department of Agriculture, Natural Resources Conservation Service.
[2] 1997 Census of Agriculture. U.S. Department of Agriculture.

► Average size of farms – decreased by one percent, from 200 to 198 acres.
► Number of farms – decreased by 9 percent, from 2,849 to 2,595 farms.

■ Agricultural Preservation Programs

Exclusive Agricultural Zoning Ordinances

An exclusive agricultural zoning ordinance can be adopted by any county, town, or municipality in a county that has a certified agricultural preservation plan in effect. A local government, by establishing an exclusive agricultural use district, effectively decides that agricultural uses of land are most appropriate in that district.

The Department of Agriculture, Trade and Consumer Protection assists counties in creating county agricultural preservation plans, which lay the groundwork for towns, municipalities, and counties to develop exclusive agriculture zoning districts.

Farmers can also participate by signing an individual, long-term agricultural preservation agreement. The farmland preservation program provides state income tax credits to farmers who meet the program's requirements to meet soil and water conservation standards, and to only use the land for agriculture. Dane County has adopted exclusive agriculture zoning, only in towns that elect to have such a district. All five towns have elected to have A-1 exclusive agriculture districts.

Dane County Agricultural Advisory Council

In 1998, the Dane County Board created the Agricultural Advisory Council to advise the county board and county executive on agricultural issues and assist farmers in various areas. This advisory council held a series of meetings and has prepared its "First Annual Report of the Dane County Agricultural Advisory Council", addressing the challenges facing farmers in Dane County. The report identifies both needs, and ideas for protecting farming and farmland.

Map 5-1

Prime Farmland;
Southeastern Dane County: 2003

Comprehensive Plan Backround Report.
Towns of Albion, Bloooming Grove,
Dunkirk, Pleasant Springs, and Rutland

Map Legend

Prime farmland - based on soils

Note: Additional land may be considered prime farmland when certain conditions are met.

Note: Prime farmland is land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and that is also available for these uses (the land could be cropland, pastureland, rangeland, forest land, or other land but not urban or built-up land or water areas).

Map Features

City / Village

River / Stream

Roads

NORTH

Source: Base map provided by Dane County Land Information Department

Data Source: Natural Resources Conservation Service

Map Created: December 11, 2003

Map Edited: March 4, 2005

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Farms and Neighborhoods

Farms and Neighborhoods is County Executive Kathleen Falk's proposal for preserving farming in Dane County. It identifies the importance of farming, and some goals and strategies to protect farming, including developing vibrant, healthy cities and villages that people want to live in.
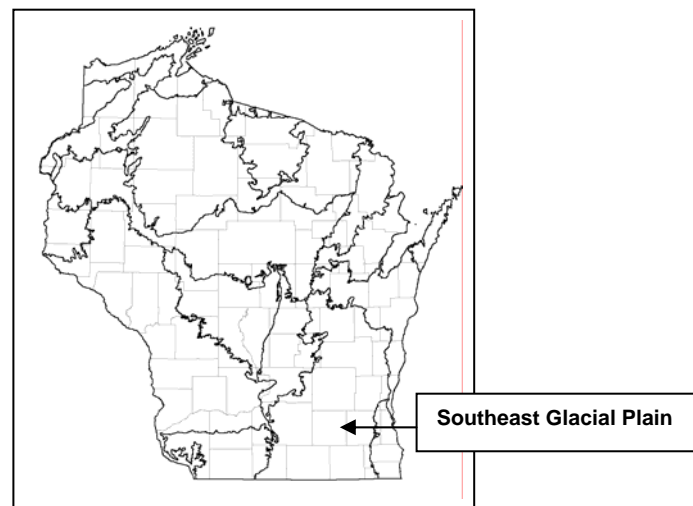
5 . 3 Natural Resources

■ General Setting

The towns are located within the Southeast Glacial Plain Ecological Landscape as defined by the Department of Natural Resources[3](Exhibit 5-1).

This ecological landscape is home to some of the world's best examples of continental glacial activity. Drumlins, eskers, kettle lakes, kames, ground and end moraines, and other glacial features are evident throughout the entire area. A particularly striking area, the long "ridge" that formed between the Green Bay and Lake Michigan lobes of the Wisconsin glacier (known as a kettle interlobate moraine), is protected in part by the Kettle Moraine State Forest.

In addition to the many small kettle lakes in this landscape, there are also a number of much larger lakes, such as the Lake Winnebago Pool system, the Yahara Chain of Lakes, Lake Koshkonong, and Lake Geneva. Major rivers include the Rock, upper portion of the Milwaukee, middle portion of the Fox, and the

Exhibit 5-1   Wisconsin's Ecological Landscapes

Southeast Glacial Plain

Source: Wisconsin Department of Natural Resources

Illinois Fox. Although many of the landscape's natural wetlands have been drained, a large amount still remains. The largest single wetland in this landscape, Horicon Marsh, is a globally significant area.

Soils are mostly silt loams but there are also areas of clay soils and sandy soils. Most of the tillible land is intensively farmed, with dairying and cash-cropping of grains and vegetables being the predominant types of agriculture. The natural vegetation of this landscape was formerly a mix of hardwood forest, prairie, savanna and wetlands. Today, very little of the prairie and savanna habitat remains.

■ Geology

According to the Wisconsin Geological and Natural History Survey[4] most of the bedrock geology of southeastern Dane County is characterized by areas of Sinnipee Group, St. Peter Formation, and Prairie du Chien Group. These formations are composed primarily of dolomite or sandstone, with some limestone, shale, and sandstone. Additionally, the Towns of Pleasant Springs and Dunkirk have a significant area composed of primarily sandstone. This area is generally characterized by a greater depth to bedrock (in the 100-300 foot range) than much of Dane County. However, there are areas within the towns that have shallow bedrock (0-50 feet).

■ Soils

The soils of southeastern Dane County can be categorized as either forested silty soils or prairie silty soils. Both are components of the Southeastern Upland soil region[5], which includes thirty-four soil associations. This soil region is characterized by variable soil depth and character, and high natural productivity.

■ Groundwater

Although there are ample groundwater resources for the state as a whole, some

Exhibit 5-2   Groundwater Deficiencies

Water-deficient areas

Declining water levels in the sandstone aquifer
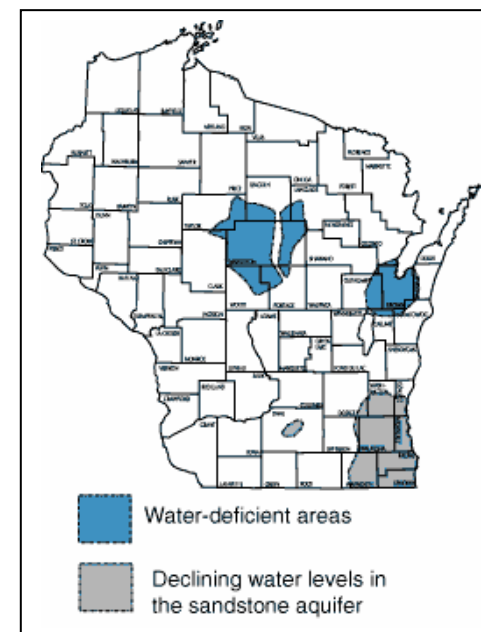
Source: Groundwater Declines Raise Concern. UW Extension.

portions of the state including Dane County, are facing concerns about the availability of good quality groundwater for municipal, industrial, agricultural, and domestic use. Groundwater levels are affected by high capacity wells used for municipal water supplies, and by transferring water from one basin to another when wastewater is discharged to areas other than where the water was drawn.

According to the Wisconsin Department of Natural Resources (WDNR), groundwater pumping has led to declines in groundwater in the most populous areas of the state (Exhibit 5-2). Several problems have been associated with lowering groundwater levels. Pumping costs may be increased; wells may yield less water or dry up; and base flow into streams, springs, lakes, and wetlands can be reduced or even cease, causing surface waters to dry up.

A Wisconsin Geological and Natural History Survey map delineates groundwater susceptibility to contamination based on five physical resource characteristics. These characteristics are the type of bedrock, depth to bedrock, depth to water table, soil characteristics, and surficial deposits. Based on these characteristics, the area of southeastern Dane County is moderately to highly susceptible to contamination, with a few areas being identified as being the most susceptible to contamination. Physical susceptibility is only one factor of potential for contamination. Whether an area will experience groundwater contamination depends on several factors including the likelihood of release, the type of contaminants released, and the sensitivity of the area to contamination.

The Department of Natural Resources maintains a Groundwater Retrieval Network database, which includes monitoring data from public and private water supply wells. A review of this database indicates that there have been a number of monitoring results that exceed the preventative action limit (PAL) for Nitrogen, some pesticides, volatile organic chemicals, and a number of inorganic substances. Water normally contains a very small amount of nitrate, but elevated nitrate levels indicate contamination. Some common sources of nitrate contamination include individual septic systems, sewage treatment plants, fertilizers, and animal waste. Volatile organic chemicals may enter the groundwater through spills or improper disposal, and are a cause for concern because they decompose slowly and can remain in the groundwater for years. Although exceeding the PAL is not a violation of the groundwater rules, it does serve as a "trigger" for remedial actions to reduce the concentration of the substance below the PAL. The PAL varies by substance, and can be found in NR 140 of the Wisconsin Administrative Code.

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[3] Wisconsin Land Legacy Report: An inventory of places critical in meeting Wisconsin's future conservation and recreation needs. Wisconsin Department of Natural Resources, 2002.

[4] Bedrock Geology of Wisconsin. University of Wisconsin – Extension, Geological and Natural History Survey
[5] Wisconsin Geological and Natural History Survey. Soil Regions of Wisconsin, and Soils of Wisconsin.
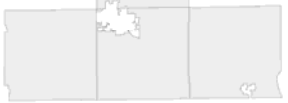
Atrazine is a popular corn herbicide that has been used in Wisconsin for over 25 years. It has been detected in groundwater in some areas of the state, and is being studied by the US EPA for its health effects. Consuming small amounts of atrazine over time may cause chronic health problems, and it is also suspected of being an endocrine disruptor. Groundwater monitoring has determined that the concentrations of this chemical already exists at high enough levels within the groundwater table in certain areas to issue a ban on the use of atrazine. The towns of Blooming Grove, Dunkirk, Pleasant Springs, and Rutland, and part of the Town of Albion are designated as atrazine prohibition areas as delineated by the Wisconsin Department of Agriculture, Trade, and Consumer Protection[6].

Leaking underground storage tanks have been identified in three of the towns, including two in Albion, two in Blooming Grove, and one in Pleasant Springs. None of these sites have been identified by the DNR as high priority. Table 5-3 shows the location of these sites.

These sites either have completed, or are undergoing cleanup actions to remedy the leaking tank, with oversight by the DNR and/or the Wisconsin Department of Commerce.

Table 5-3   Leaking Underground Storage Tank Sites; Towns of Albion, Blooming Grove, Dunkirk, Pleasant Springs, and Rutland: 2003

DNR Activity Name	Site Address	Town
DeYoung Farm Property	Willow Dr	Albion
Severson Transport Garage	624 Albion Rd	Albion
Terra Engineering & Const	2201 Vondron Rd	Blooming Grove
Kampmeier Quarry	4381 Marsh Rd	Blooming Grove
Danco Prairie FS Coop Bulk Plant	2434 Skaalen Rd	Pleasant Springs

Source: Wisconsin Department of Natural Resources, Bureau of Remediation and Redevelopment

Groundwater concerns throughout the region include contamination associated with Hydrite Chemical Company, in Cottage Grove. Contamination is suspected to have occurred in the 1970's and earlier, and the site has been undergoing cleanup and monitoring efforts for more than 15 years. Volitile Organic Compounds have been found in groundwater near the plant and the surrounding area. Several landowners in the Town of Cottage Grove have received new wells as a precautionary measure, and other nearby properties have special requirements for new wells to reduce the risk of contamination.

■ Forests

The WDNR estimates that our state's 16 million acres of forest land (46 percent of Wisconsin's total land area) and millions of urban trees significantly contribute to the quality of life in Wisconsin. These forests are important for their beauty, recreational opportunities, wildlife habitat, air quality enhancement, water protection, biodiversity, products, and a variety of other values. However, 70 percent of the forest land is in private ownership, making sustainable forest management more complex. The DNR defines forest land as: land area that is at least 16.7 percent covered by forest trees or was in the past, and is not currently developed for nonforest use.

Private ownership is even more common in the Lower Rock River Basin (where the towns are located), where 88 percent of the timberland is privately owned. The WDNR reports that the amount of forest cover within the Lower Rock River Basin has been decreasing slightly over the past 13 years, although the current net annual growth exceeds the annual removal of trees. Seven percent of the basin's land area was forested, according to the most recent forest survey. The most common type of forest is oak-hickory, with white, black, and pin oak being the most abundant tree species.

There are two forest tax laws in Wisconsin, the Managed Forest Law and the Forest Crop Law. These programs provide private property owners with tax reductions in exchange for entering into long-term contracts with the Department of Natural Resources to ensure proper forest management. The public also benefits from the additional opportunities for recreation, wildlife habitat, and watershed protection that proper forest management provides. According to the Wisconsin DNR[7] there are parcels in each of the five towns that are enrolled in these programs.

- ► Albion: 25 acres (2 parcels)
- ► Blooming Grove: 10 acres (1 parcel)
- ► Dunkirk: 184.4 acres (19 parcels)
- ► Pleasant Springs: 61 acres (5 parcels)
- ► Rutland: 280 acres (22 parcels)

In addition, the towns' urban forest is an important resource. The DNR defines an urban forest as all of the trees and other vegetation in and around a town, village, or city. This includes publicly owned trees such as those lining streets, in parks and utility rights-of-way, and riverbanks, and also includes privately owned trees in home and business

landscapes. Shrubs, vines, grass, groundcover, wildlife, pets, and people are all integral parts of the urban forest ecosystem.

■ Environmentally Sensitive Areas

The towns are located in an area of the state that is characterized by wetlands, habitat for threatened or endangered species, prairie/savanna ecosystems, surface water, and floodplains. Areas such as these are sensitive to development activity, and may be damaged by development that is too close or is inappropriate for the individual location. The ecological services provided by these areas are important and may be difficult or costly to replicate.

■ Threatened or Endangered Species

Wisconsin's Natural Heritage Inventory (NHI)[8] is responsible for maintaining data on the locations and status of rare species, natural communities, and natural features in Wisconsin. The Wisconsin NHI program is part of an international network of inventory programs that collect, process, and manage data on the occurrences of natural biological diversity using standard methodology. This network was established, and is still coordinated by The Nature Conservancy (TNC), an international non-profit organization. The network now includes natural heritage inventory programs in all 50 states, most provinces in Canada, and many countries in Central and South America.

Based on data contained in Wisconsin's Natural Heritage Inventory there are 160 known rare or endangered plant and animal species in Dane County. Some of these are known to exist in or near the towns. One should not assume that lack of documented sightings of rare or endangered species is evidence that endangered resources are not present.

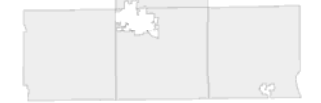[6] Atrazine Prohibition Areas and Groundwater Contamination. Wisconsin Department of Agriculture, Trade, and Consumer Protection.

[7] Aquatic and Terrestrial Resources Inventory. Wisconsin Department of Natural Resources Comprehensive Planning Webmapping Site.

[8] Natural Heritage Inventory, established in 1985 by the Wisconsin Legislature. Maintained by the Wisconsin Department of Natural Resources Bureau of Endangered Resources.

Surface Water

The towns are located in the Lower Rock River basin (Exhibit 5-3). The Rock River Basin covers about 3,777 square miles and extends across ten counties. The Rock River Basin has over 443 lakes and 28 different watersheds. The Towns of Albion, Blooming Grove, Dunkirk, Pleasant Springs, and Rultand are located within five of these watersheds: Yahara River and Lake Monona, Yahara River and Lake Kegonsa, Upper Koshkonong Creek, Lower Koshkonong Creek, and Badfish Creek.

Fifty-eight streams, stream segments, and lakes have been identified as "Impaired Waters of the State" and listed on the Environmental Protection Agency's (EPA) 303d list, because they do not meet the water quality standards of the Clean Water Act. The majority of these impaired waters are in the Upper Rock River Basin, however there are also some in the Lower Rock River Basin as well. Impaired waters in southeastern Dane County include Badfish Creek in the Town of Rutland, Starkweather Creek in Blooming Grove, and the Yahara River in Pleasant Springs and Dunkirk.

Within the Rock River Basin, there are eight streams or stream segments classified as Outstanding or Exceptional Resource Waters. One of these, Rutland Branch (also known as Anthony Branch), is located in the Town of Rutland. This tributary of Badfish Creek is a small, spring-fed stream that supports trout. The Wisconsin Department of Natural Resources has acquired land adjacent to the stream, known as the Anthony Branch Fishery Area.

Exhibit 5-3.   Wisconsin Basins

Lower Rock River Basin
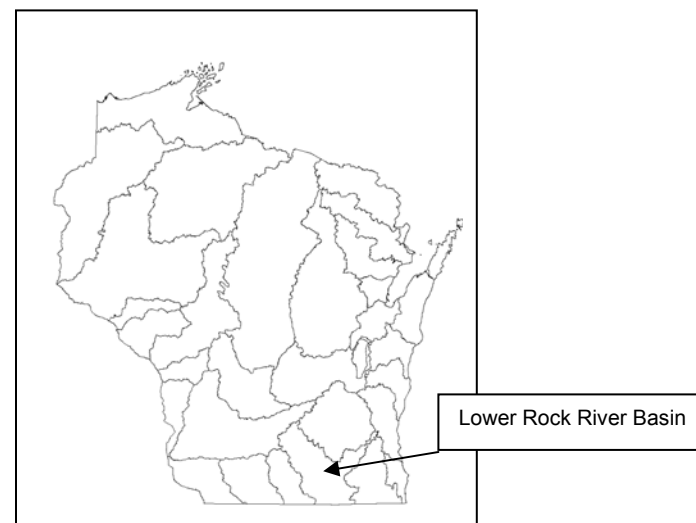
Source: Wisconsin Department of Natural Resources

The entire basin is impacted by agricultural and urban land use, and it is likely that more streams will be added to the list of impaired waters in the future. There are a number of lake organizations that have undertaken local efforts to protect their water resources. Forty-five of these organizations have been formed in the Rock River Basin.

Lakes are an important part of the landscape in Dane County. The Wisconsin Lakes book includes information on all officially named lakes, and unnamed lakes of more than 20 acres. Lake data for the towns, from the Wisconsin Lakes Book, is summarized below:

► Albion: There are four lakes in Albion. Rice Lake is 170-acres, Sweet lake is 12-acres, and Turtle Lake is 15-acres. All of these are located in the eastern part of the town. The southeastern corner of the town includes a small part of Lake Koshkonong. Public access is available by boat ramp, and there are several species of fish present in Lake Koshkonong.

► Blooming Grove: Two separate lakes that are connected by the Yahara River are found in Blooming Grove. Upper Mud Lake is a 223-acre wilderness lake, that is accessible to the public, but has no walk-in or drive-in trails to the lake. Large mouth bass and Panfish are abundant, while other species of fish are found in the lake. Lake Waubesa, located just south of Upper Mud Lake is a 2,080-acre lake with wheelchair accessible boat ramps and several species of fish. Eurasian Water Milfoil, an exotic plant species that can become aggressive and destructive, has been found in Lake Waubesa.

► Dunkirk: The only lake in the town of Dunkirk is the 10-acre Grass Lake located near the western border.

► Pleasant Springs: The Town of Pleasant Springs encompasses the eastern half of Lake Kegonsa. This 3,209-acre lake has wheelchair accessible boat ramps and several species of fish. Eurasian Water Milfoil, an exotic plant species that can become aggressive and destructive, has also been found in Lake Kegonsa.

► Rutland: The only lake in the town of Rutland is the 69-acre Bass Lake. Located near the eastern border of the town, there are no roads or trails leading to the lake, therefore it is considered a wilderness lake.

Stormwater Ordinance

A stormwater management and erosion control ordinance went into effect in Dane County during 2002 to protect surface water from stormwater runoff. Chapter 14 of the Dane County Code of Ordinances requires an erosion control and/or stormwater control permit for certain activities that result in land disturbance and/or impervious surface.

Agricultural activities, one and two family house sites, construction of public buildings, and certain state highway projects are exempt from the requirements. The ordinance sets standards to increase the quality and decrease the quantity of stormwater runoff in Dane County.

Potential Phosphorous Ban

The Dane County Lakes and Watershed Commission is in the process of developing a draft ordinance that would ban the use and sale of lawn fertilizer containing phosphorous. The commission is currently seeking public comment on the draft ordinance that is intended to improve water quality by reducing the amount of phosphorous that enters Dane County Lakes.

Waters of Wisconsin: The Future of Our Aquatic Ecosystems and Resources

This report was developed by the Waters of Wisconsin initiative of the non-profit Wisconsin Academy of Sciences, Arts and Letters. It engaged many citizens, experts, and professionals in a conversation about the future of our state's waters. The initiative studied the status and trends affecting Wisconsin's waters, and developed recommendations and policies for managing the state's water resources in the future.

Floodplains

The floodplain is land that has been, or may be, covered by floodwater during the 100-year flood, also described as the flood level that has a one percent chance of occurring in any given year. Development in the floodplain reduces the floodplain's storage capacity, causing the next flood of equal intensity to crest even higher than the last.

Floodplains are found within each of the towns (Map 5-2). They are primarily located near rivers and streams.
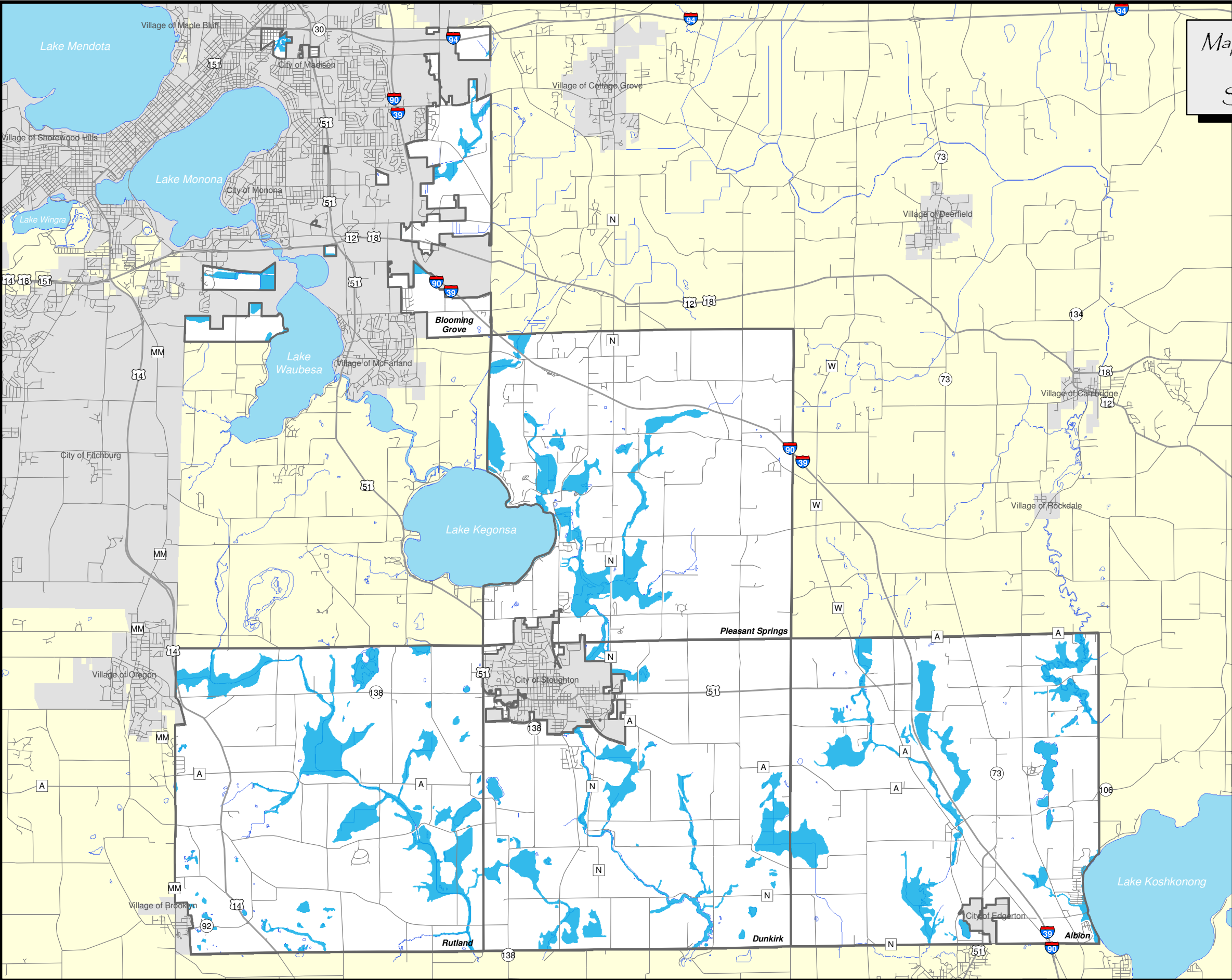
Map 5-2

100yr Floodplain;
Southeastern Dane County: 2003

Comprehensive Plan Backround Report.
Towns of Albion, Bloooming Grove,
Dunkirk, Pleasant Springs, and Rutland

Map Legend

100yr floodplain

Map Features

City / Village

River / Stream

Roads

Lake Mendota
Village of Maple Bluff
Village of Shorewood Hills
City of Madison
Village of Cottage Grove
Lake Monona
City of Monona
Lake Wingra
Village of Deerfield
Village of McFarland
Lake Waubesa
Blooming Grove
City of Fitchburg
Village of Cambridge
Lake Kegonsa
Village of Rockdale
Pleasant Springs
Village of Oregon
City of Stoughton
Village of Brooklyn
Rutland
Dunkirk
City of Edgerton
Albion
Lake Koshkonong

NORTH

Town of Boundaries
Dane County Wisconsin

0 0.5 1   2
Miles

Source: Base map provided by Dane County
Land Information Department

Data Source: Dane County Regional Planning Commission

Map Created: December 11, 2003

Map Edited: March 4, 2005

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Wetlands

Wisconsin's wetlands provide a variety of critical functions, they provide habitat for wildlife, store water to prevent flooding, and protect water quality. However, the wetlands have continued to be destroyed and degraded as they are impacted by pollutants, and drained or filled for agriculture and development.

According to the Wisconsin Wetlands Inventory, Dane County contains 51,418 acres of wetland[9], comprising 6.7 percent of the county's total land area, and one percent of the state's wetlands. This data is based on aerial photography and includes only wetlands larger than 2-acres for this county. As a result, the wetland acreage numbers are likely to undercount the existing wetland area.

Map 5-3 shows the locations of wetlands in each of the towns. Table 5-4 lists the number of acres, and percentage of total land area in each town classified according to the WDNR.

Table 5-4   Wetlands; Albion, Blooming Grove, Dunkirk, Pleasant Springs, and Rutland: 2004

Town	Acres	Percent of Land Area
Albion	2616	12
Blooming Grove	721	15
Dunkirk	1411	7
Pleasant Springs	2367	11
Rutland	2339	10

Wildlife Habitat

Many areas in southern Wisconsin, prior to European settlement, were characterized by grassland and prairie ecosystems. These areas are important habitat for grassland birds, which according to the UW Extension Service and WDNR have been declining significantly in recent decades. Wetlands are also important habitat for a number of amphibian and bird species.

As Wisconsin's land ownership becomes increasingly fragmented, the WDNR believes that its habitat also tends to become more fragmented. This is particularly relevant to species that require a large range or contiguous habitat. Fragmented ownership negatively impacts species by causing inconsistencies in habitat management, and making it more difficult and expensive for the DNR or private organizations to acquire land for preservation.

Large tracts of high quality natural areas in Dane County include 13 State Natural Areas. However, none of these State Natural Areas occur in the Towns of Albion, Blooming Grove, Dunkirk, Pleasant Springs, or Rutland. State Natural Areas are designated by the WDNR to protect outstanding examples of native natural communities, significant geological formations, and archaeological sites. State Natural Areas also provide the last refuges in Wisconsin for rare plants and animals.

Metallic/Nonmetallic Mineral Resources

Metallic

Presently there are no metallic mines operating in Wisconsin. Although some of the bedrock, particularly in the northern part of the state, contains metal bearing minerals, there are no known metallic mineral deposits of economic value found in or near the towns.

Nonmetallic

Nonmetallic mining is a widespread activity in Wisconsin. The Wisconsin Administrative Code (NR 135) establishes a statewide program regulating nonmetallic mine, or quarry, reclamation. As of September 2001, nonmetallic mines may not operate without a reclamation permit. The program is administered at the local level, and the mines are required by law to develop a reclamation plan that will designate an approved land use once mining operations have ceased. Active mines within the towns are listed below.

► Albion: There are two nonmetallic mining operations in Albion, one in the far northwest part of the town on Ramsey Road, just north of Highway 51, and the other in the western part of the town off from County Road A.
► Blooming Grove: There are three nonmetallic operations in Blooming Grove. One is in the northwest part of the town, north of Milwaukee Street. Yahara Materials is located near the intersection of Buckeye Road and Interstate 39/90. Kampmeier Quarry is located on Marsh Road, south of Highway 12/18.
► Dunkirk: Two nonmetallic mines are located in Dunkirk. Sundby Sand and Gravel Company is on the south side of Highway 51, just east of the City of Stoughton. The other is located near the intersection of County Road A and State Highway 138.
► Pleasant Springs: One mine is located in the northern part of the town, on Rinden Road, and another in the eastern part, on Tower Drive.
► Rutland: The Homberg Center Road Quarry, operated by Wingra Stone is located on Center Road, just south of Old

Stone Road. Stoughton Farms also operates a quarry on Old Stage Road.

Air Quality

National Ambient Air Quality Standards (NAAQS) have been established by the U.S. Environmental Protection Agency[10] to protect public health and the environment. The pollutants regulated by these NAAQS include suspended particulate matter, carbon monoxide, ozone, oxides of nitrogen, oxides of sulfur, and lead. Some counties in southeastern Wisconsin have been designated as non-attainment areas for one or more NAAQS (Exhibit H-3). Being designated as a nonattainment area results in stricter pollution control standards. Dane County is considered an attainment area for all pollutants.

Exhibit 5-4   Air Quality in Wisconsin

Attainment Area
Severe Non-Attainment Area
Moderate Non-Attainment Area
Maintenance Area
Rural Transport Non-Attainment Area

Source: Wisconsin Department of Natural Resources

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[9] Based on 1986 aerial photography.

[10] Section 109 of the Clean Air Act
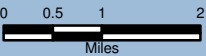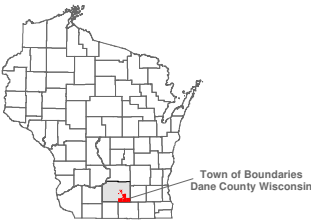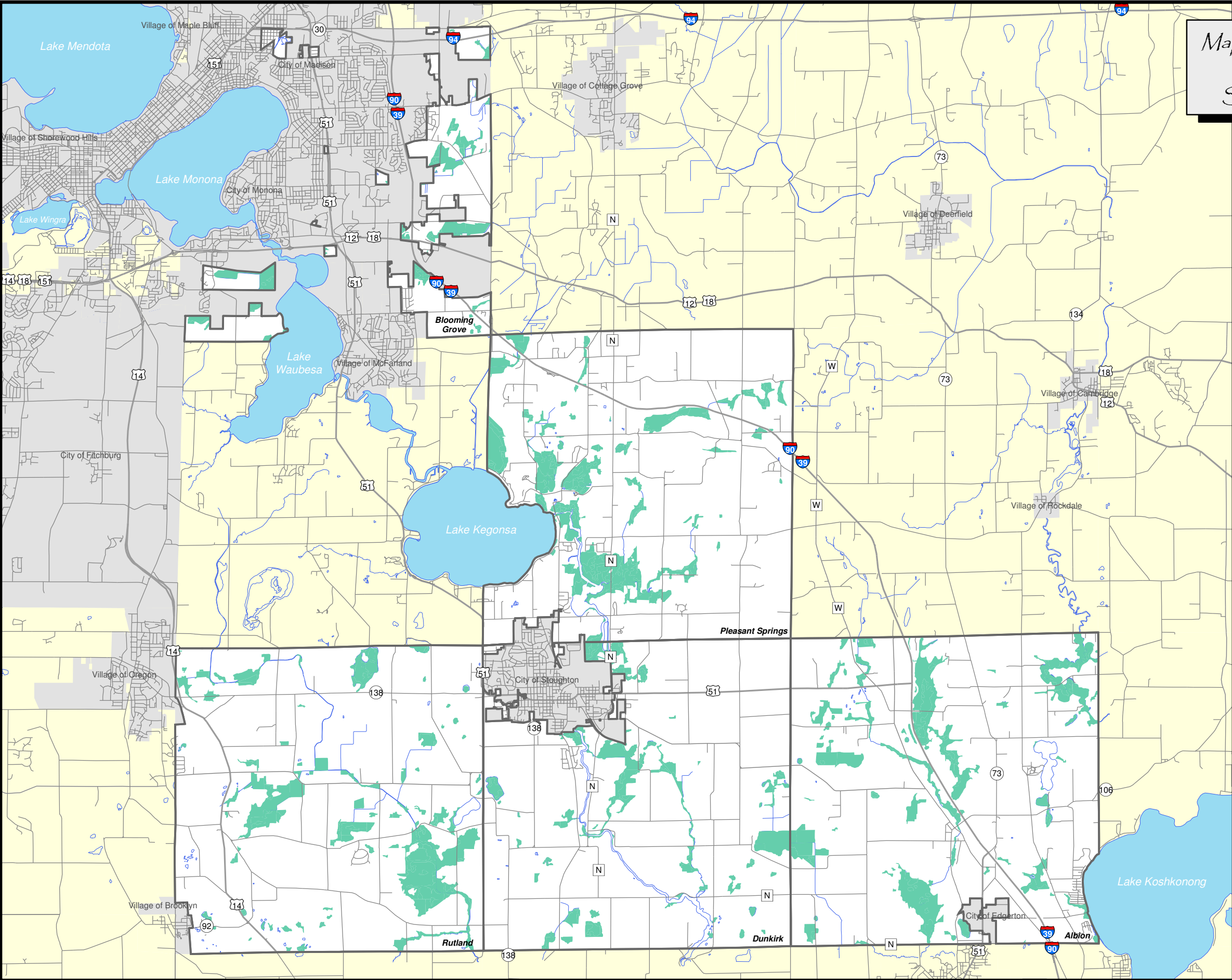
Map 5-3

Wetlands;
Southeastern Dane County: 2003

Comprehensive Plan Backround Report.
Towns of Albion, Bloooming Grove,
Dunkirk, Pleasant Springs, and Rutland

Map Legend

Wetland

Map Features

City / Village
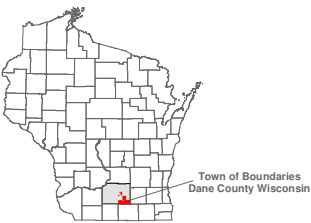
River / Stream

Roads

Lake Mendota

Lake Monona

Lake Wingra

Lake Waubesa

Lake Kegonsa

Lake Koshkonong

Village of Maple Bluff

City of Madison

Village of Shorewood Hills

City of Monona

Village of McFarland

City of Fitchburg

Village of Oregon

Village of Brooklyn

City of Stoughton

City of Edgerton

Village of Cottage Grove

Village of Deerfield

Village of Cambridge

Village of Rockdale

Blooming Grove

Pleasant Springs

Rutland

Dunkirk

Albion

Town of Boundaries
Dane County Wisconsin

0   0.5   1   2
Miles

NORTH

Source: Base map provided by Dane County
Land Information Department

Data Source: Wisconsin Department of Natural Resources

Map Created: December 11, 2003

Map Edited: March 4, 2005

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5.4 Cultural Resources

■ Historical Resources

Old buildings have a special relevance to our lives today, bringing a "sense of place" to our lives and our communities. They also tell the social, cultural, economic, and political history of people in a way that no printed word or photograph can. Thus, telling the story of Wisconsin's historic architecture is a way of documenting the diverse experiences of Wisconsin people and places.

The National and State Register of Historic Places gives honorary recognition to places that retain their historic character and are important to understanding local, state, or national history. These are official listings of properties that are worthy of preservation or significant to Wisconsin's heritage.

The Wisconsin Architecture & History Inventory (AHI) is a collection of information on historic buildings, structures, sites, objects, and historic districts that illustrate Wisconsin's unique history. The database is maintained by the Wisconsin Historical Society, and is comprised of written text and photographs of each property, which document the property's architecture and history. Most properties become part of the Inventory as a result of a systematic architectural and historical survey, and inclusion in this inventory conveys no special status, rights or benefits to owners of these properties. These sites are in addition to those on the National and State Register of Historic Places.

- ► Albion: There is one site listed on the National Register of Historic Places, the Samuel Hall House, located at 924 Hillside Road. There are also 23 records listed in the Architecture & History Inventory.
- ► Blooming Grove: There are three records listed on the National Register of Historic Places, the Lake Farms Archeological District, Phlaum – McWilliams Mound Group (burial mounds), and Waubesa School. The Waubesa School is also listed on the State Register. There are also eight sites listed in the Architecture & History Inventory.
- ► Dunkirk: Two sites in the Town of Dunkirk are listed on the National Register of Historic Places. The Gaute Ingebretson House is located at 1212 Pleasant Hill Road, and the Savage House is located on the northeast corner of STH 138 and Stebbinsville Road. There are also 25 locations listed in the Architecture & History Inventory.

- ► Pleasant Springs: There are no sites listed on the National Register of Historic Places. However, there are 39 historic places listed in the Architecture & History Inventory.
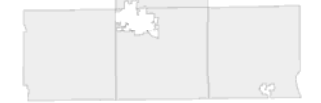- ► Rutland: Five sites in the Town of Rutland are listed on the National Register of Historic Places. The Samuel Hunt Residence is located on Center Road; the Sereno W. Graves Residence is located on the north side of Old Stage Road, 0.2 miles west of Center Road; the C.E. Lockwood Barn is located on the north side of Old Stage Road, 0.7 miles west of Center Road; the Daniel Pond Farm is located on the northeast side of US 14, 0.4 miles south of STH 92; and the Francis Marian Ames Farmstead is located at 221 STH 14. There are also 28 locations listed in the Architecture & History Inventory.

■ Archeological Sites

Archaeological evidence indicates that people have lived in what is now Wisconsin for over 12,000 years. It is estimated that nearly 80 percent of the archaeological sites that once existed in the state have been destroyed or severely damaged, primarily by modern land practices such as development and farming. Some of the remaining evidence includes Native American effigy mounds, often constructed in the shapes of turtles, birds, bears, and other animals. The towns are located in a part of the state where effigy mounds are most common (Exhibit 5-5).

The Wisconsin Historical Society maintains a database of archaeological sites and cemeteries in the state. Although this database is the most comprehensive list of archaeological sites, mounds, and burial sites, it only includes sites that have been reported to the historical society. Sites listed in this database do not have special protection or status as a result of being included, and few of these sites have actually been evaluated for their importance.

Burial sites and cemeteries, whether or not they are included in the database, are protected from intentional disturbance by Wisconsin law. There may be additional sites worthy of protection that are not listed.

- ► Albion: There are 23 archaeological records listed for the town, nine of them are cemeteries or burial sites.
- ► Blooming Grove: There are 120 sites listed in Blooming Grove, at least 32 of them are cemeteries or burial sites. Some of these sites are located within federally-recognized tribal lands, and therefore information on them is limited.
- ► Dunkirk: There are 24 records listed in Dunkirk. Eleven of these are cemetery or burial sites.
- ► Pleasant Springs: There are 52 archaeological sites listed in the town and 24 are listed as a cemetery or burial site.
- ► Rutland: There are eight records in Rutland. Four are a cemetery or burial site.

Exhibit 5-5   Effigy Mounds in Wisconsin
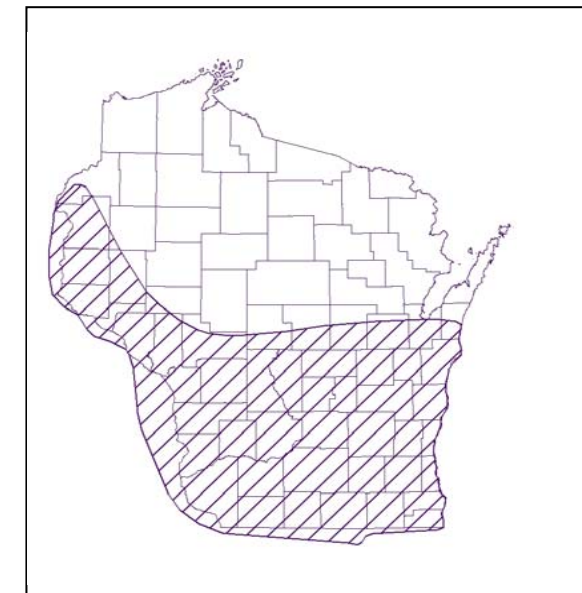
Source: Rowe, C. 1956. The Effigy Mound Culture of Wisconsin. Publications in Anthropology No. 3, Milwaukee Public Museum.
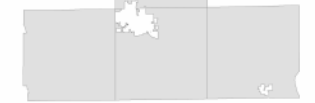
6 Economic Development

6.1 Overview

Economic development refers to actions taken by a community to facilitate the increase of wealth within that community. Economic development creates jobs, raises income levels, diversifies the economy, and improves the quality of life while protecting the environment. There are many dimensions to economic development. One important dimension is opportunity for employment and income for community residents. Another is the formation, attraction or expansion of the organizations that create wealth – our businesses, enterprises, associations, farms and governments all use the inputs of labor, capital and information to produce goods and services. It is the application of individual talent, skills, and experience within an organized economic system that creates personal and community wealth thereby directly impacting the quality of life within our communities.

Economic activity can be categorized by the impact that activity has on land use. The land use impact of economic activity has a number of levels. The first is the direct relationship the activity has to the land. Second is the effect the activity has upon the environment. The third is the relationship the activity has to other entities. The following examples illustrate the levels of impacts that economic activity may have upon land use.

A mine or quarry is an activity that literally consumes the land. The land has value for the material in the ground. A mine or quarry may change the way water drains from the land, it may create noise from heavy equipment and blasting, the exposed material may chemically react with air and water creating hazardous by-products. It requires heavy equipment that must be transported to and from the site. Material from the site must be transported to another site for further processing or for its end use. People who live near a quarry are affected by the environmental impacts of the quarry operation.

Farming is an economic activity that uses the land to create food and other products, but if properly managed, does not consume the land. The land has value for this activity that is dependent upon the fertility of the soil, climatic conditions, and quality of the environment. Farming may affect the environment through the material that is applied to the land as part of the farming operation, odors and noise that may be generated as part of normal operations, and from run-off from fields and animal enclosures. Farmers relate to their neighbors for security and as a source of seasonal labor. Farmers bring raw materials and equipment in from other places and must transport crops to other places for processing or distribution.

Economic development creates jobs, raises income levels, diversifies the economy and improves the quality of life while protecting the environment.

Manufacturing operations use the land as a site for organizing the manufacturing process. The land has value that is dependent upon its location relative to its inputs and markets and the services that are provided to the land (electricity, sewer, water, transportation). Manufacturing activity has an impact on the environment that is dependent upon the processes used in the manufacturing. Waste is generated that must be disposed of. Impervious surface from buildings and parking lots increases the amount of water that drains from the land and the potential for flooding in other parts of the community. The manufacturing operation relies upon people from the community to apply their skills and talents to the process. The manufacturing operation is also capital intensive and employs the surplus wealth created in earlier times to carry on the wealth creation process.

Commercial activity (primarily offices and retail) also uses land as a site for organizing operations and the value of the land is also dependent upon the services provided to the land and its location relative to its market. Commercial activity also generally requires direct exposure to its market either through visibility and access from major transportation routes or through location in proximity to other commercial activity in a trade center. Commercial activity generally does not have as much of a direct impact upon the environment as other economic activities do, but it still consumes open space or farmland, creates waste that needs disposing, and creates impervious surfaces that require management of stormwater to prevent flooding and run-off impacts. Commercial activity has direct relationships with customers who generally come to the site along with the workers in that operation. Most commercial operations require the stocking of goods and supplies that must be brought to the site from a distribution point.

■ Purpose of Chapter

The economic development chapter of a comprehensive plan explores the relationship between economic activity and land use. The chapter will assess existing economic conditions, review statewide and federal planning efforts and develop goals, objectives and policies that will help guide decisions on the land use impacts of economic activity within the towns of Albion, Blooming Grove, Dunkirk, Pleasant Springs and Rutland.

■ General Conditions

The five towns primarily serve as bedroom communities for the surrounding employment centers of Madison, Janesville, and Stoughton. Together, the five towns contain a workforce of approximately 8,209 people, while less than 500 non-farming jobs are offered by local employers. Fortunately, each of the five towns have locational advantages that would allow them to increase local employment if they desired. Industry and employment in Wisconsin is strong and with land and labor values increasing in Madison, the five towns could have success in attracting business in the future. All five towns are within easy reach of the interstate system with quick access to markets, especially Madison, Milwaukee, and Chicago. The five towns will also continue to have demand for residential development from the outward growth of Madison.

6 . 2   Labor Force Characteristics

The five towns region is a net importer of jobs, meaning most residents work outside of the area—most likely in Madison or Janesville. Combined, the five towns have a labor force of approximately 8,209 people while local employers offer less than 500 jobs (farming excluded). With most residents living within 30 minutes of Madison and or Janesville, both large sources of jobs, it is believed that this area is largely a bedroom community for nearby employment centers. During 2000, Albion's unemployment rate was above state and county rates.

Table 6-1   Population Age 16+ by Employment; Albion, Blooming Grove, Dunkirk, Pleasant Springs, Rutland, Dane County, and Wisconsin: 2000

	Albion	Blooming Grove	Dunkirk	Pleasant Springs	Rutland	Dane County	Wisconsin
Population Age 16+	1,452	1,423	1,532	2,346	1,456	341,422	4,157,030
In Armed Forces	0%	0%	0%	0%	0%	0.1%	0.1%
Civilian - Employed	72.1%	74.6%	74.5%	78.3%	80.2%	72.1%	65.8%
Civilian - Unemployed	4.5%	1.4%	2.1%	1.9%	2.0%	2.9%	3.2%
Not in Labor Force	23.4%	24.0%	23.4%	19.7%	17.9%	25.0%	30.9%

Source: U.S. Census Bureau. Census 2000 (SF 4) Table PCT79.

Table 6-2   Population Age 25+ by Educational Attainment; Albion, Blooming Grove, Dunkirk, Pleasant Springs, Rutland, Dane County, and Wisconsin: 2000

	Albion	Blooming Grove	Dunkirk	Pleasant Springs	Rutland	Dane County	Wisconsin
Population Age 25+	1,272	1,248	1,355	2,093	1,286	269,998	3,475,878
Educational Attainment							
Less than 9th grade	4.3%	4.6%	2.1%	2.7%	2.1%	2.9%	5.4%
Some High School, no diploma	10.5%	3.7%	7.2%	5.3%	5.6%	4.9%	9.6%
High School Graduate (or GED)	40.6%	29.9%	37.6%	28.7%	30.4%	22.3%	34.6%
Some College, no degree	19.7%	30.4%	20.1%	19.9%	21.7%	20.3%	20.6%
Associate Degree	6.6%	7.9%	8.1%	13.3%	15.0%	8.9%	7.5%
Bachelor Degree	13.1%	16.0%	15.4%	19.3%	16.2%	24.8%	15.3%
Graduate or Professional Degree	5.2%	7.5%	9.4%	10.8%	9.0%	15.8%	7.2%
Total with Some Post High School Education	44.6%	61.8%	53.0%	63.3%	61.9%	69.8%	50.6%

Source: U.S. Census Bureau. Census 2000 (SF 4) Table PCT64.

■ Educational Attainment

The population of persons over age 25 in the five towns has a generally similar educational attainment level as the state averages but a slightly lower level of attainment when compared to the rest of Dane County (Table 6-2). Pleasant Springs has the most educated population of the five towns, but the attainment is still lower than Dane County as a whole. It should be noted that educational attainment in Dane County is high because of the presence of the University of Wisconsin and several other higher education institutions. Of the five towns, Albion shows the least educational attainment with averages much lower than Dane County and even below state averages. Since jobs are increasingly going where the skills are, the five towns should consider what they can do to increase the educational attainment of their work forces.

■ Household Income

Overall, incomes in the five towns are higher than state and county averages. Pleasant Springs has the highest median household and per capita incomes. Seventy-three percent of households in Pleasant Springs make over $50,000, compared to 43 percent and 49 percent for state and county households, respectively. Albion has the lowest per capita income of the five towns, but incomes are very similar to Dane County averages and are higher than state averages. Albion contains the largest percentage of lower income households with 32 percent reporting under $35,000, a percentage that is higher than the other four towns, but still less than state and county averages. Exhibit 6-1 and Table 6-3 provide a comparison of incomes across Dane County and the five towns.

Exhibit 6-1   Per Capita Income; Albion, Blooming Grove, Dunkirk, Pleasant Springs, and Rutland: 1999

Dane County: $24,985
Wisconsin: $21,271

$24,263

$28,938

$27,695

$24,643

$26,609
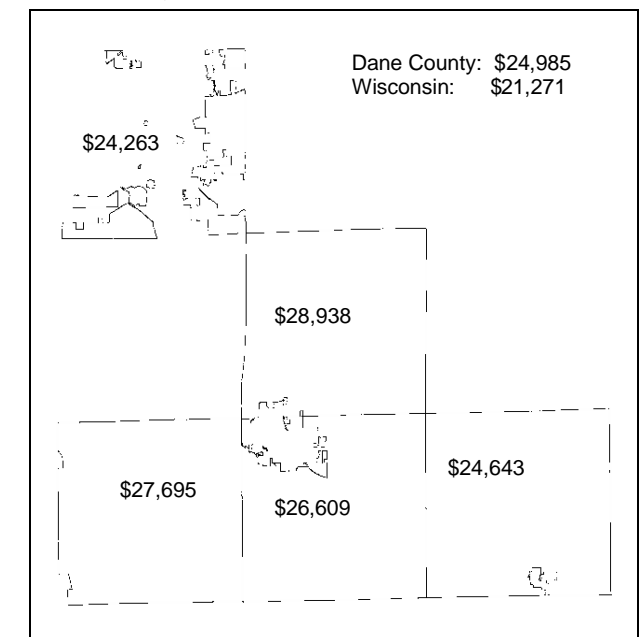
Table 6-3   Households by Household Income; Albion, Blooming Grove, Dunkirk, Pleasant Springs, Rutland, Dane County, and Wisconsin: 1999

	Albion	Blooming Grove	Dunkirk	Pleasant Springs	Rutland	Dane County	Wisconsin
Total Households	738	731	748	1,099	687	173,710	2,086,304
Households by Income Level							
Less than $15,000	5.9%	4.4%	4.2%	4.5%	2.1%	11.2%	12.9%
$15,000 - $24,999	11.5%	7.7%	4.7%	4.6%	5.1%	10.7%	12.7%
$25,000 - $34,999	14.6%	10.3%	9.0%	7.7%	7.3%	11.8%	13.2%
$35,000 - $49,999	18.7%	22.2%	16.7%	9.8%	15.3%	17.1%	18.1%
$50,000 - $74,999	23.6%	33.2%	30.5%	31.6%	34.2%	23.4%	22.7%
$75,000 - $99,999	15.2%	14.4%	18.4%	19.2%	16.4%	12.8%	10.9%
$100,000 - $149,999	7.0%	6.6%	10.0%	13.4%	14.3%	8.8%	6.4%
$150,000 - $199,999	1.1%	0.7%	3.3%	5.8%	4.1%	2.1%	1.5%
$200,000 and over	2.3%	0.7%	3.1%	3.4%	1.3%	2.1%	1.5%
$50,000 and over	49.2%	55.6%	65.3%	73.4%	70.3%	49.2%	43.0%
Median Household Income	$49,118	$55,328	$62,426	$68,958	$64,740	$49,223	$43,791
Per Capita Income	$24,643	$24,263	$26,609	$28,938	$27,695	$24,985	$21,271

Source: U.S. Census Bureau. Census 2000 (SF 4) Table PCT88.

6.3 Economic Base

Most of the available jobs in the five towns are related to local services (public administration, health care, and food service), or industries such as construction, transportation, or manufacturing. The recreational businesses of the Coachman's Inn and Golf Resort in Albion, and the Stoughton Country Club in Pleasant Springs are the largest employers in the five towns. Table 6-4 shows how employment is spread across the major categories of industry.

Table 6-4   Employment by Industry; Dane County, Albion, Blooming Grove, Dunkirk, Pleasant Springs, and Rutland: 2003

Industry	Dane County Estimated Employees	Dane County % Of Total Employment	Albion Estimated Employees	Albion % Of Total Employment	Blooming Grove Estimated Employees	Blooming Grove % Of Total Employment	Dunkirk Estimated Employees	Dunkirk % Of Total Employment	Pleasant Springs Estimated Employees	Pleasant Springs % Of Total Employment	Rutland Estimated Employees	Rutland % Of Total Employment
Manufacturing	27,166	11	0	-	3	8	15	44	0	-	0	-
Retail Trade	31,371	12	6	5	0	-	0	-	0	-	17	14
Health Care & Social Assistance	30,990	12	7	6	0	-	0	-	0	-	0	-
Accommodations & Food Service	19,655	8	47	42	0	-	0	-	37	22	0	-
Public Administration	24,037	9	15	13	7	19	3	9	7	4	0	-
Administrative & Support & Waste Management & Remediation Services	13,702	5	3	3	3	8	0	-	7	4	3	2
Educational Services	2,450	1	0	-	0	-	0	-	0	-	0	-
Construction	14,826	6	3	3	24	65	5	15	24	14	31	25
Wholesale Trade	12,125	5	7	6	0	-	0	-	29	17	7	6
Management of Companies and Enterprises	6,667	3	0	-	0	-	0	-	0	-	0	-
Other Services	12,151	5	3	3	0	-	3	9	10	6	10	8
Transportation and Warehousing	4,509	2	10	9	0	-	5	15	17	10	0	-
Finance & Insurance	19,838	8	0	-	0	-	0	-	0	-	0	-
Arts, Entertainment & Recreation	3,371	1	3	3	0	-	0	-	35	21	35	28
Professional, Scientific, & Technical Services	15,890	6	5	4	0	-	3	9	0	-	0	-
Information	6,924	3	0	-	0	-	0	-	0	-	0	-
Real Estate & Rental & Leasing	3,888	2	0	-	0	-	0	-	0	-	0	-
Mining	153	0	0	-	0	-	0	-	0	-	0	-
Utilities	1,094	0	0	-	0	-	0	-	3	2	0	-
Auxiliaries (exc corporate, subsidiary & regional mgt)	2,272	1	0	-	0	-	0	-	0	-	0	-
Ag., Forestry, Fishing and Hunting	175	0	3	3	0	-	0	-	0	-	22	18
Unclassified	106	0	0	-	0	-	0	-	0	-	0	-
Total	253,360	100	112	100	37	100	34	100	169	100	125	100

Source: Wisconsin Dept. of Workforce Development, ES-202 Files. Includes companies paying workers compensation. Self-employed individuals, employees of private households, railroad employees, agricultural production employees, and most government employees are excluded from these data.

Table 6-5   Acres Devoted to Farming; Albion, Blooming Grove, Dunkirk, Pleasant Springs, and Rutland: 2003

Town	Total Acres	Farm Acres	Percentage of Total in Farmland
Albion	22,896	16,240	70%
Blooming Grove	3,397	2,226	66%
Dunkirk	20,668	15,355	74%
Pleasant Springs	21,677	13,492	62%
Rutland	22,703	16,780	73%

Source: Parcel Data Provided by Dane County

■ Farming

The most economically important industry in the five towns is farming. Except for Blooming Grove, farming dominates land use in each town (Table 6-5). Farming is also a considerable component of the wealth and production generated. Due to advances in farming technology, a small number of people are needed to run this industry and farming is not a major provider of jobs to people outside of the families that own the operations. If Dane County trends hold true in the five towns, farming has and will continue to lose prominence in land use and the overall economies of these towns. Exhibits I-2 and I-3 show trends in the amount of land consumed by farming and average farm size in Dane County from 1980 to 1999.

Exhibit 6-2   Average Acres Per Farm; Dane County: 1980 – 1999
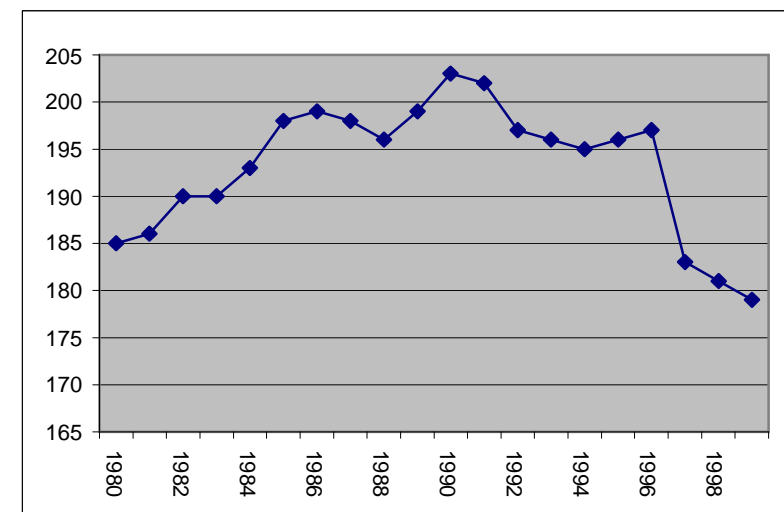
Source: United States Department of Agriculture: Census of Agriculture

Exhibit 6-3   Land In Farms; Dane County: 1980-1999
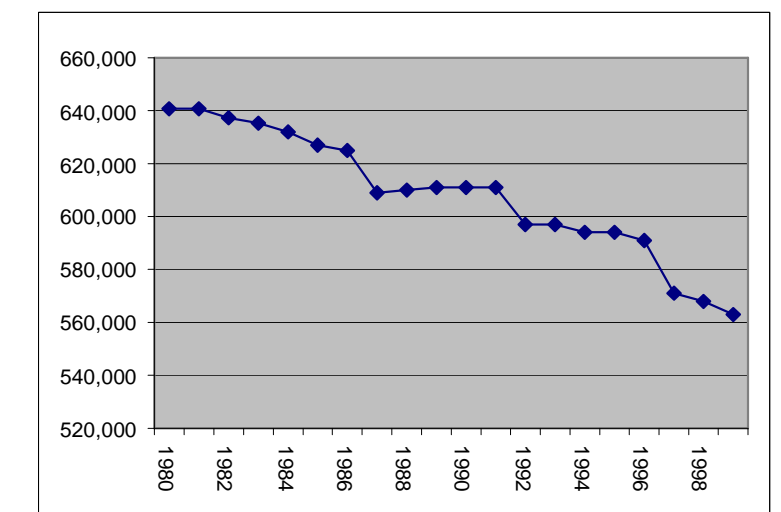
Source: United States Department of Agriculture: Census of Agriculture

Employment by Sector

The labor force in the five towns is employed in fewer management and professional occupations and more construction, transportation, and production occupations than the labor force in Dane County and Wisconsin. Table 6-6 is a summary of occupations of the labor force in the five towns.

Table 6-6   Employed Population Age 16+; Albion, Blooming Grove, Dunkirk, Pleasant Springs, Rutland, Dane County, and Wisconsin: 2000

	Albion	Blooming Grove	Dunkirk	Pleasant Springs	Rutland	Dane County	Wisconsin
Employed Civilian Population Age 16+	1,047	1,061	1,142	1,838	1,167	246,064	2,734,925
Occupations							
Management, Professional and Related	25.1%	30.4%	33.0%	40.0%	42.4%	43.6%	31.3%
Service	15.7%	5.7%	15.1%	13.0%	12.0%	12.7%	14.0%
Sales and Office	20.2%	34.1%	22.9%	25.4%	21.9%	26.5%	25.2%
Farming, Fishing, and Forestry	2.0%	0%	0%	0.9%	1.2%	0.4%	0.9%
Construction, Extraction and Maintenance	13.9%	13.1%	12.8%	10.4%	15.3%	6.7%	8.7%
Production, Transportation and Material Moving	23.1%	16.6%	16.1%	10.3%	7.1%	10.1%	19.8%

Source: U.S. Census Bureau. Census 2000 (SF 4) Table PCT86.

Major Employers

The following two pages contain five tables listing major employers in each of the five towns. These tables give a snapshot of what industries are contained the towns, the approximate number of employees, and the industry classification. These tables are derived from the ES-202 worker's compensation database, which is maintained by the Wisconsin Department of Workforce Development.

Table 6-7   Blooming Grove Employers: 2003

Employer Name	Trade Name	Mailing Address	Employment Range	Industrial Classification
Madison Metro Sewer District		1610 Moorland Road	>20	Sewer District
Capital City Harley-Davidson		6200 Millpond Road	>20	Retail
Bollig Lathing		6001 Femrite Drive	>20	Industrial
Harlan Sprague		5821 Femrite Deive	>20	Commercial
Terra Engineering		2201 Vondron Road	>20	Contractor
McDonalds	Missoula Mac	4020 Milwaukee St.	>20	Restaurant
Country Kitchen	CK Restaurants	4008 Milwaukee St.	>20	Restaurant

Source: Town of Blooming Grove

Table 6-8   Dunkirk Employers: 2003

Employer Name	Trade Name	Mailing Address	Employment Range	Industrial Classification
Controlled Surface Finishing Inc	Automation Plus	810 Hwy 51 East	10-19	Farm Machinery and Equipment Manufacturing
Carl Larsen	Cal's Trucking		1-4	General Freight Trucking, Long-Distance, Truckload
Datamax Inc		907 Winston Way	1-4	Custom Computer Programming Services
JDL Services Inc			1-4	Commercial and Industrial Machinery and Equipment
JL Anderson Concrete LLC			1-4	All Other Specialty Trade Contractors
MCB Inc		C/O Mark Clayton	1-4	General Freight Trucking, Local
Michael G Zweep	Dunkirk Electric	934 Cty Trunk N	1-4	Electrical Contractors
Town Of Dunkirk-Dane County		% Don Heiliger	1-4	Executive and Legislative Offices, Combined

Source: Department of Workforce Development ES-202 Database

Table 6-9   Pleasant Springs Employers: 2003

Employer Name	Trade Name	Mailing Address	Employment Range	Industrial Classification
Stoughton Country Club		3165 Shadyside	20-49	Golf Courses and Country Clubs
Halverson's LTD			20-49	Full Service Restaurant
Independent Operator Inc		2863 County Hwy N	10-19	General Freight Trucking, Long-Distance, Truckload
Midwest Equipment Specialists Inc			10-19	Motor Vehicle Supplies and New Parts Merchant Wholesalers
Terry Kahl Plumbing Inc			10-19	Plumbing, Heating, and Air-Conditioning Contractors
Badgerland Cattle Inc		3075 Klubertanz La	5-9	Livestock Merchant Wholesalers
Kerry J Hauge	Paradise Landscape	3103 Oak St	5-9	Landscaping Services
SDC Drywall Inc			5-9	Drywall and Insulation Contractors
Specialty Fabrications Inc		2716 Hwy N R 1	5-9	Commercial and Industrial Machinery and Equipment Repair and Main
Town Of Pleasant Springs- Dane			5-9	Executive and Legislative Offices, Combined
Tri-For Distributing Inc			5-9	Meat and Meat Product Merchant Wholesalers
Iverson Construction LLC		2588 Iverson Rd	1-4	Other Heavy and Civil Engineering Construction
Karn Trucking Inc		2462 Erickson St	1-4	Couriers
Pleasant Springs Pub		2488 Koshkonong Rd	1-4	Drinking Places (Alcoholic Beverages)
Midwest Aerial Service Inc			1-4	Commercial and Industrial Machinery and Equipment (except Automotive and Electronic) Repair and Main
Pleasant Springs Sanitary District		2083 Williams Dr	1-4	Sewage Treatment Facilities
Sunnyside Resort		3097 Sunnyside Street	Unknown	Restaurant, Accommodations
ATC			Unknown	
Road Ranger			Unknown	
Burger King			Unknown	

Source: Department of Workforce Development ES-202 Database, and Town of Pleasant Springs

Table 6-10 Rutland Employers: 2003

Employer Name	Trade Name	Mailing Address	Employment Range	Industrial Classification
Three F Group Inc		1122 Sunrise Rd	20-49*	Racetracks
Stoughton Lumber/Ace Hardware			20-49	Home Centers
Furseth Farms Inc		2157 Cty Hwy A	10-19	All Other Miscellaneous Crop Farming
Stoughton Garden Center Inc		1471 Hwy 51	10-19	Nursery, Garden Center, and Farm Supply Stores
Barbara Kay Dibbell			5-9	Private Households
Dairyland Electrical Industries Inc			5-9	Electrical Apparatus and Equipment, Wiring Supplies, and Related Equipment Merchant Wholesalers
Dale E Alme	Alme Building & Remodeling	3325 Rutland-Dunn	5-9	Residential Remodelers
David P Nedveck	The Flower Factory		5-9	Floriculture Production
James S Sweeney	Brothers Painting		5-9	Painting and Wall Covering Contractors
MPS Enterprises Inc	Mike Schmudlach Builder	538 Windmill Rd	5-9	Residential Remodelers
Shaw Building & Design Inc	SBDI	3185 Deer Point Dr	5-9	New Single-Family Housing Construction
Nelson Roofing & Construction			5-9	
Martinson Repair Inc			1-4	Commercial and Industrial Machinery and Equipment Repair and Main
Moyer's Landscape Services		936 Starr School	1-4	Landscaping Services
New Generation Genetics Inc			1-4	Nursery, Garden Center, and Farm Supply Stores
Shackelford Heating & Air			1-4	Plumbing, Heating, and Air-Conditioning Contractors
Eugster's Farm Market		3865 Highway 138 West	1-4	Other Vegetable (except Potato) and Melon Farming
Harlan Sprague			250-499**	All Other Animal Production
Old Stage Vegetable Garden's Inc.			0-0	Unclassified
Nelson Building Services, LLC			0-0	Residential Remodelers
Miller Implement			Unknown	
Carter & Greenwald			Unknown	

Source: Department of Workforce Development ES-202 Database, and Town of Rutland

* Seasonal employees

** Multiple locations throughout Dane County

Table 6-11 Albion Employers: 2003

Employer Name	Trade Name	Mailing Address	Employment Range	Industrial Classification
Coachman's Inn Enterprises Inc		984 CTH A	20-49	Full-Service Restaurants
Town Of Albion-Dane County			10-19	Executive and Legislative Offices, Combined
Bussey Dishwasher Service Inc		901 Hwy 73	5-9	Other Commercial Equipment Merchant Wholesalers
Klubertanz Equipment Co Inc		1165 State Hwy 73	5-9	Pet and Pet Supplies Stores
Millar Grain Service Inc			5-9	General Freight Trucking, Local
Mo's Pub Inc			5-9	Drinking Places (Alcoholic Beverages)
Ms Tammy M Venske	Tammys Little Sweethearts	149 Highwood Dr	5-9	Child Day Care Services
Alice M Lintvedt	Bookkeeping Plus		1-4	Other Accounting Services
Bette L Schieldt	Hobby Farm Ceramics		1-4	All Other Miscellaneous Store Retailers (except Tobacco Stores)
David O Oberg	Oberg's Bar	348 Ligouri Rd	1-4	Drinking Places (Alcoholic Beverages)
Gary Thalacker		501 Cty Hwy X	1-4	All Other Miscellaneous Crop Farming
Hickory Hills Family Campground Inc			1-4	RV (Recreational Vehicle) Parks and Campgrounds
Hillside Landscape Co Inc			1-4	Landscaping Services
Kev/Di Inc	Northern Inn	69 Hwy 51	1-4	Bowling Centers
Marilyn R Olson Grain Co Ltd		C/O Marilyn R Olson	1-4	Specialized Freight (except Used Goods) Trucking, Local
Steven T Hanewall	Steves 51 Repair		1-4	General Automotive Repair
Uniserv Solutions Inc		490 Craig Rd	1-4	Computer Systems Design Services
Wagner Construction Co Inc			1-4	Finish Carpentry Contractors

Source: Department of Workforce Development ES-202 Database

6.4 Growing Industries

The Wisconsin Department of Workforce Development has projected employment growth by industry. A summary of the fastest growing industries is provided in Table 6-12. Table 6-13 is a summary of the industries that are expected to add the greatest number of new jobs to the Wisconsin economy through 2010.

As the five towns contemplate future land uses, consideration should be given to the industries that will be growing fastest and adding the greatest number of jobs. A real positive for all five towns is the projected growth in industries like recreation, eating and drinking places, restaurants, and other services that already exist in the area.

Table 6-12   30 Fastest Growing Industries in Wisconsin Projections: 2000-2010

SIC Code[1]	Industry Title	2000 Estimated Annual Average Employment[2]	2010 Projected Employment[2]	2000-2010 Percent Change
89	Services, Not Elsewhere Classified	440	630	43.2
79	Amusement & Recreation Services	31,070	42,790	37.7
07	Agricultural Services	15,680	20,860	33.0
83	Social Services	76,420	100,500	31.5
84	Museums, Botanical, Zoological Gardens	1,420	1,850	30.3
87	Engineering & Management Services	40,650	52,750	29.8
75	Auto Repair Services and Parking	22,040	28,540	29.5
81	Legal Services	13,850	17,760	28.2
47	Transportation Services	6,510	8,130	24.9
80	Health Services	233,240	287,930	23.4
70	Hotels & Other Lodging Places	30,770	36,600	18.9
73	Business Services	152,990	181,300	18.5
41	Local and Interurban Transit	15,920	18,520	16.3
59	Miscellaneous Retail Stores	73,760	85,760	16.3
86	Membership Organizations	74,740	86,860	16.2
67	Holding & Other Investment Offices	4,550	5,280	16.0
62	Security & Commodity Brokers	8,240	9,450	14.7
25	Furniture and Fixtures	18,640	21,300	14.3
58	Eating and Drinking Places	173,380	197,940	14.2
57	Furniture & Home furnishings Stores	19,210	21,780	13.4
65	Real Estate	20,270	22,760	12.3
72	Personal Services	26,170	29,310	12.0
45	Transportation by Air	13,990	15,550	11.2
16	General Contractors, Except Building	12,600	13,860	10.0
82	Educational Services	245,780	270,350	10.0
55	Auto Dealers & Service Stations	58,560	64,300	9.8
17	Special Trade Contractors	81,110	88,850	9.5
63	Insurance Carriers	48,600	53,200	9.5
15	General Building Contractors	30,360	33,090	9.0
61	Non-depository Institutions	6,930	7,540	8.8

Table 6-13   30 Industries Adding the Most New Jobs in Wisconsin: 2000-2010

SIC Code[1]	Industry Title	2000 Estimated Annual Average Employment[2]	2010 Projected Employment[2]	2000-2010 New Jobs
80	Health Services[3]	233,240	287,930	54,690
73	Business Services	152,990	181,300	28,310
82	Educational Services[3]	245,780	270,350	24,570
58	Eating and Drinking Places	173,380	197,940	24,560
83	Social Services	76,420	100,500	24,080
86	Membership Organizations	74,740	86,860	12,120
87	Engineering & Management Services	40,650	52,750	12,100
59	Miscellaneous Retail Stores	73,760	85,760	12,000
79	Amusement & Recreation Services	31,070	42,790	11,720
93	Local Government, Excluding Education & Hospitals[4,5]	126,080	135,000	8,920
17	Special Trade Contractors	81,110	88,850	7,740
75	Auto Repair Services and Parking	22,040	28,540	6,500
50	Wholesale Trade, Durable Goods	80,850	86,960	6,110
70	Hotels & Other Lodging Places	30,770	36,600	5,830
55	Auto Dealers & Service Stations	58,560	64,300	5,740
07	Agricultural Services	15,680	20,860	5,180
53	General Merchandise Stores	66,360	71,500	5,140
63	Insurance Carriers	48,600	53,200	4,600
81	Legal Services	13,850	17,760	3,910
51	Wholesale Trade, Nondurable Goods	57,740	61,540	3,800
42	Trucking and Warehousing	53,590	57,370	3,780
54	Food Stores	65,150	68,400	3,250
72	Personal Services	26,170	29,310	3,140
24	Lumber and Wood Products	32,220	35,000	2,780
15	General Building Contractors	30,360	33,090	2,730
25	Furniture and Fixtures	18,640	21,300	2,660
41	Local and Interurban Transit	15,920	18,520	2,600
57	Furniture & Home furnishings Stores	19,210	21,780	2,570
65	Real Estate	20,270	22,760	2,490
52	Building Materials & Garden Supplies	26,140	28,280	2,140

Source: Wisconsin Department of Workforce Development, Division of Workforce Solutions, Bureau of Workforce Information, Projections Unit, March 2003
1: SIC Code is the Standard Industrial Classification Code
2: Employment is rounded to the nearest ten. Numbers may not add due to rounding.
3: Includes State and Local Government employment.
4: Local Government employment in Education and Hospitals is removed and included with Educational Services (SIC 82) and Health Services (SIC 80).
5: Local Government includes Tribal Owned Operations.
Employment derived using data from 2000 Current Employment Statistics (3/01 Benchmark), 2000 Covered Employment and Wages, and unpublished data from the U.S. Bureau of Labor Statistics and U.S. Census Bureau.
To the extent possible, the projections take into account anticipated changes in Wisconsin's economy from 2000 to 2010. It is important to note that unanticipated events may affect the accuracy of these projections.

6 . 5 Commuting Patterns

Table 6-14 confirms what would be expected of the commute times. Albion has the highest average commute time, while Blooming Grove has the lowest. According to the 2000 Census, only 202 residents, or 3.2 percent of the total labor force in the five towns, drive over one hour to work.

Table 6-14   Work Commute; Albion, Blooming Grove, Dunkirk, Pleasant Springs, Rutland, Dane County, and Wisconsin: 2000

	Albion	Blooming Grove	Dunkirk	Pleasant Springs	Rutland	Dane County	Wisconsin
Total Persons Employed	1,041	1,061	1,126	1,805	1,159	242,542	2,690,704
Commute Time							
Less than 5 minutes	4.0%	1.4%	5.3%	2.0%	2.0%	3.5%	5.0%
5 to 14 minutes	22.9%	28.3%	34.5%	22.6%	15.4%	30.3%	32.5%
15 to 24 minutes	24.5%	45.7%	15.9%	34.1%	33.6%	35.9%	30.2%
25 to 34 minutes	24.0%	18.6%	28.3%	26.6%	31.9%	17.4%	15.2%
35 to 44 minutes	8.4%	2.5%	4.7%	4.5%	4.9%	3.6%	4.5%
45 to 89 minutes	9.6%	1.6%	5.5%	2.7%	3.8%	4.2%	7.0%
90 or more minutes	3.0%	1.1%	0.9%	1.4%	3.4%	1.3%	1.7%
Persons Working at Home	3.7%	0.8%	4.8%	6.1%	5.0%	3.8%	3.9%
Average commute time for people not working at home (in minutes).	26.2	19.2	20.9	21.6	26.0	20.8	19.9

Source: U.S. Census Bureau. Census 2000 (SF 4)

Exhibit 6-4   Municipal Employment Centers Near the Five Towns: 2003
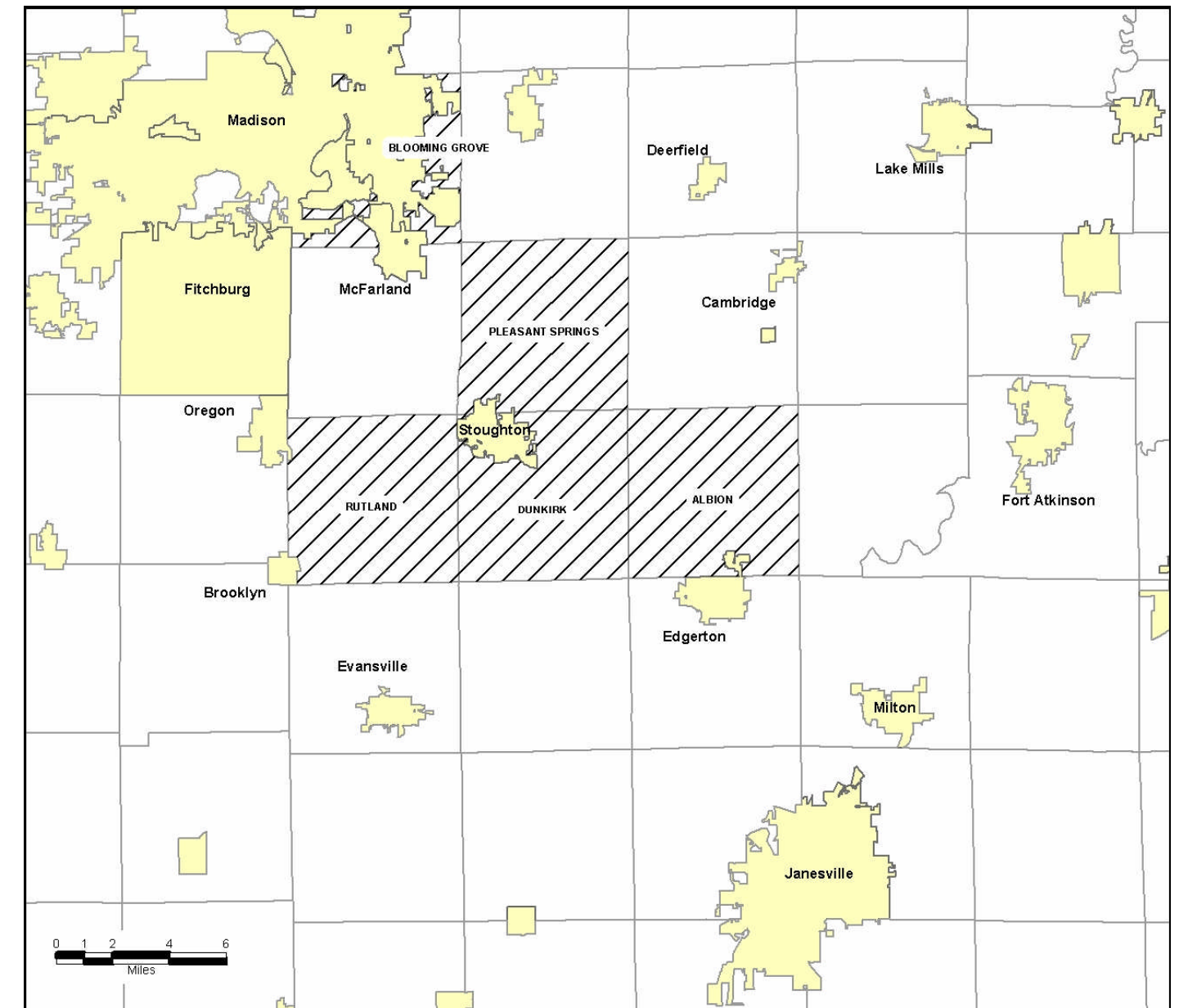
6 . 6

The Wisconsin Department of Revenue maintains a database of assessed property values for every taxing jurisdiction in the state. This database is a valuable resource for analyzing local economies. The total assessed value is an indicator of the property taxes a community might have at its disposal. Dividing this amount by the population provides the per capita assessed value; a figure which reflects the amount of tax dollars available to provide services to each resident. All things being equal, towns with higher per capita assessed values are capable of providing higher levels of service. Exhibit 6-5 shows how the five towns compare in per capita assessed values.
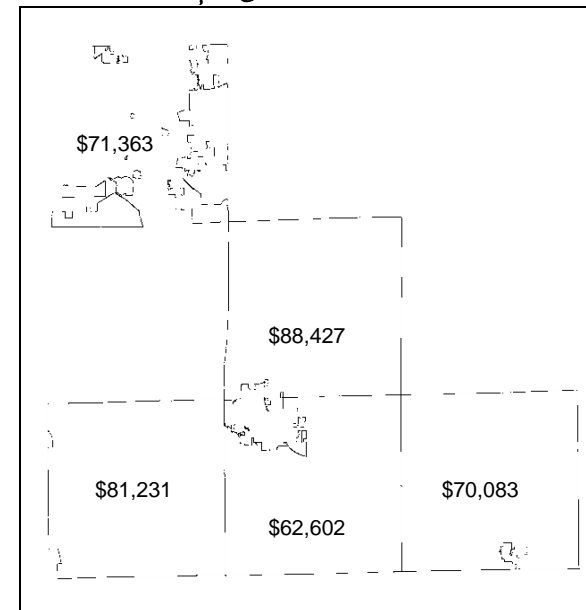
Table 6-15 shows how the total equalized value of each town is spread across the major categories of land use. Notice how the five towns have less land value in commercial and manufacturing than state and county averages and more value in the residential, agricultural, and other categories. Comparing the five towns to each other, Pleasant Springs has the highest proportion of value residing in residential property and also has the highest per capita assessed value. Dunkirk has the lowest per capita assessed value and much more value in agriculture and other uses than the state and county averages.
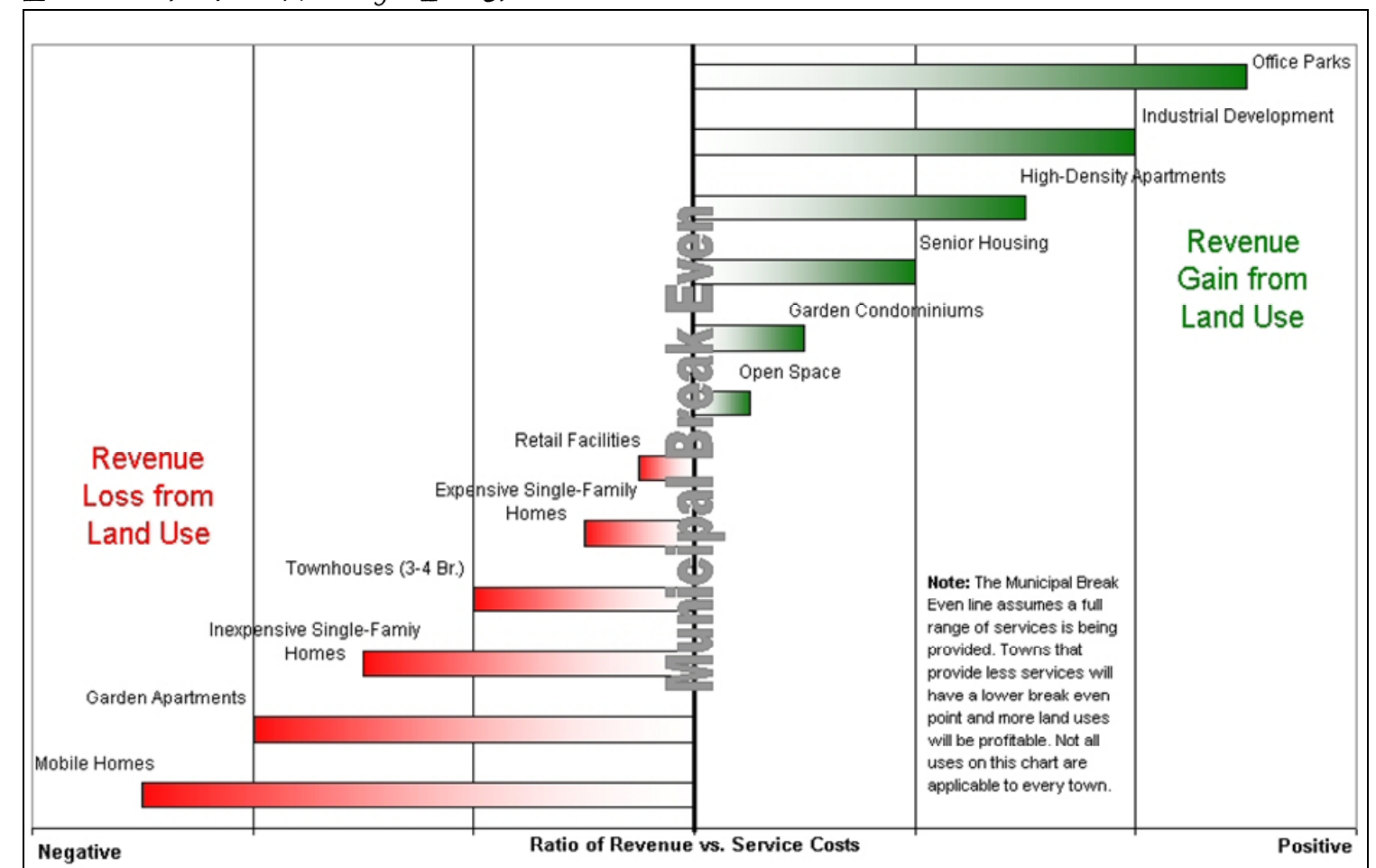
Exhibit 6-5   Per Capita Equalized Values; Albion, Blooming Grove, Dunkirk, Pleasant Springs, and Rutland: 2002
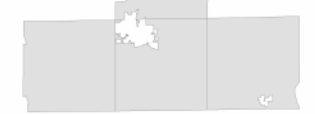

These figures are an important consideration when making land use decisions. Towns with a low per capita assessed value may have trouble providing adequate services. Increasing this figure is trickier then one might expect. The most important thing to remember is that not all development improves a town's fiscal capacity. Only those land uses that yield more in tax revenues than they cost in services have this ability. Exhibit 6-6 shows how different types of land use compare when it comes to improving per capita fiscal capacity. Land uses to the right offer the highest ratio of revenue/cost of services. Notice that open space, or not developing at all, may be better than developing uses to the left--the level of service required by these uses may not be covered by the taxes they generate.

Of course, land use decisions are not as easy as Exhibit 6-6 depicts. Many of the high value uses on the right would not be possible without the existence of components on the left.

Exhibit 6-6   The Fiscal Hierarchy of Land Uses

Table 6-15   Equalized Property Values; Albion, Blooming Grove, Dunkirk, Pleasant Springs, Rutland, Dane County, and Wisconsin: 2002

	Albion	Blooming Grove	Dunkirk	Pleasant Springs	Rutland	Dane County	Wisconsin
Residential	68.3%	77.1%	77.9%	86.6%	79.6%	69.4%	71.9%
Commercial	7.0%	19.0%	2.4%	4.2%	8.3%	25.9%	18.2%
Manufacturing	0.4%	0.3%	0.9%	0.1%	0.0%	2.1%	3.4%
Agricultural	3.8%	0.5%	4.1%	1.4%	3.1%	0.4%	0.9%
Swamp & Waste	1.0%	0.0%	0.2%	0.9%	0.4%	0.1%	0.5%
Forest	2.3%	0.3%	0.6%	0.6%	1.0%	0.3%	2.7%
Other	17.3%	2.8%	13.9%	6.3%	7.6%	1.7%	2.6%
Total Assessed Value (millions)	$127.7	$126.2	$128.5	$270.0	$153.2	$31,011	$325,577
Per Capita Assessed Value	$70,083	$71,363	$62,602	$88,427	$81,231	$72,706	$74,946

Source: Wisconsin Department of Revenue, Database of Assessed Values

6 . 7 Environmentally Contaminated Sites

■ Background

By definition, brownfields are abandoned, idle or underused industrial or commercial facilities, the expansion or redevelopment of which is adversely affected by actual or perceived environmental contamination.

When economic development is hampered by costs associated with removing remnants of prior uses, including demolishing buildings and cleaning up environmental contamination, this property can be identified as a "brownfield." The suspicion of contamination is often enough to send developers looking elsewhere. Identifying properties where this dynamic is occurring and removing the obstacles to development should be a top priority of local municipalities.

Former gas stations are common brownfields

■ What Can Municipalities Do?

The first step is to identify the brownfield properties in the jurisdiction. There is no comprehensive database for this and every case is different. For example, some properties may have major contamination but the property is so valuable that development will still occur. Other sites may have a minor amount of contamination, but it's enough to stop development. Still other sites may have no contamination but are being avoided by developers because of suspected contamination. Former gas stations are good examples of this. What often needs to be done is to ask local developers what properties they would consider if they were free of all contamination, buildings, and other remnants of former uses.

Once a brownfield is identified, the first step is often conducting Phase I and Phase II environmental assessments. This relatively inexpensive option may be enough to allay the fears of developers about the presence of environmental contamination. In other cases, it may be in the best interest of the municipality to have dilapidated structures removed and environmental contaminants cleaned up. Grants are frequently offered by the Wisconsin Department of Natural Resources (DNR) to pay for assessments, building demolition, and environmental clean-up.

■ Brownfields in the Five Towns

At this time, no designated brownfield sites have been identified in any of the five towns. A search of the Wisconsin DNR's reported spills and contaminated land databases returned a number of reported spills and leaking underground storage tanks, but there is no local evidence that these sites are still a problem and hampering economic development. A list of the reported contamination sites can be found in the land use chapter.

6 . 8 State and Federal Assistance

There are numerous programs and laws available to assist any municipality with economic development. Some of the most powerful for rural communities are the Tax Increment Financing tools, Community Development Block Grants, brownfield grants from the State of Wisconsin and low-interest loans for small businesses and farmers from state and federal agencies. Below is a compilation of economic development programs that have potential for the five towns.

■ State Programs

Grow Wisconsin is Governor Jim Doyle's plan to create jobs, released in September 2003. The plan's eight strategic goals are:
► Retain and create high wage jobs
► Prepare workers for tomorrow's economy
► Add value in Wisconsin's economic base
► Create and unleash knowledge to build emerging industries
► Tap Wisconsin's full urban potential
► Implement strategies regionally
► Lower regulatory burdens, keep standards high
► Build a work class infrastructure
Each of these eight goals includes an implementation plan which includes government actions, programs, and funding opportunities. The full text can be found at www.wisconsin.gov.

The Wisconsin Department of Commerce (COMMERCE) has a broad range of financial assistance programs to help communities undertake economic development. This quick reference guide identifies these programs and selected programs from other agencies. COMMERCE maintains a network of Area Development Managers to offer customized services to each region of Wisconsin. For more information on COMMERCE finance programs contact the Area Development Manager.

The Brownfields Initiative provides grants to persons, businesses, local development organizations, and municipalities for environmental remediation activities for brownfield sites where the owner is unknown, cannot be located or cannot meet the cleanup costs.

The Community-Based Economic Development Program is designed to promote local business development in economically-distressed areas. The program awards grants to community-based organizations for development and business assistance projects and to municipalities for economic development planning. The program helps community-based organizations plan, build, and create business and technology-based incubators, and can also capitalize an incubator tenant revolving-loan program.

The Community Development Block Grant (CDBG)–Blight Elimination and Brownfield Redevelopment Program can help small communities obtain money for environmental assessments and remediate brownfields.

The CDBG-Emergency Grant Program can help small communities repair or replace infrastructure that has suffered damages as a result of catastrophic events.

The CDBG-Public Facilities component helps eligible local governments upgrade community facilities, infrastructure, and utilities for the benefit of low- to moderate-income residents.

The CDBG-Public Facilities for Economic Development component offers grants to communities to provide infrastructure for a particular economic development project.

The Community Development Zone Program is a tax-benefit initiative designed to encourage private investment and job creation in economically-distressed areas. The program offers tax credits for creating new, full-time jobs, hiring disadvantaged workers and undertaking environmental remediation. Tax credits can be taken only on income generated by business activity in the zone.

The Health Care Provider Loan Assistance Program provides repayment of educational loans up to $25,000 over a five-year period to physician assistants, nurse practitioners, and nurse midwives who agree to practice in medical-shortage areas in Wisconsin. The program is designed to help communities that have shortages of primary care providers and have difficulty recruiting providers to their area.

The Physician Loan Assistance Program provides repayment of medical school loans up to $50,000 over a five-year period to physicians who are willing to practice in medical-shortage areas in Wisconsin. The program is designed to help communities that have shortages of primary care physicians, and have had difficulty recruiting these physicians to their area.

The Community Development Block Grant (CDBG)-Economic Development Program provides grants to communities to loan to businesses for start-up, retention, and expansion projects based on the number of jobs created or retained. Communities can create community revolving loan funds from the loan repayments.

■ Other State of Wisconsin Programs

The Freight Railroad Preservation Program provides grants to communities to purchase abandoned rail lines in the effort to continue freight rail service, preserve the opportunity for future rail service, and to rehabilitate facilities, such as tracks and bridges, on publicly-owned rail lines. Contact Department of Transportation.

The Minority Business Development Fund - Revolving Loan Fund (RLF) Program is designed to help capitalize RLFs administered by American Indian tribal governing bodies or local development corporations that target their loans to minority-owned businesses. The corporation must be at least 51-percent controlled and actively managed by minority-group members, and demonstrate the expertise and commitment to promote minority business development in a specific geographic area. Contact Bureau of Minority Business Development.

The State Infrastructure Bank (SIB) Program is a revolving loan program that helps communities provide transportation infrastructure improvements to preserve, promote, and encourage economic development and/or to promote transportation efficiency, safety, and mobility. Loans obtained through SIB funding can be used in conjunction with other programs. Contact Department of Transportation.

Tax Incremental Financing (TIF) can help a municipality undertake a public project to stimulate beneficial development or redevelopment that would not otherwise occur. It is a mechanism for financing local economic development project in underdeveloped and blighted areas. Taxes generated by the increased property values pay for land acquisition or needed public works. TIF is currently not available for use by Towns, but a TIF reform bill will be introduced that may make it possible for Towns to use TIF.

The Wisconsin Transportation Facilities Economic Assistance and Development Program funds transportation facilities improvements (road, rail, harbor, airport) that are part of an economic development project. Contact Department of Transportation.

The Freight Railroad Infrastructure Improvement Program awards loans to businesses or communities wishing to rehabilitate rail lines, advance economic development, connect an industry to the national railroad system, or to make improvements to enhance transportation efficiency, safety, and intermodal freight movement. Contact Department of Transportation.

The Recycling Demonstration Grant Program helps businesses and local governing units fund waste reduction, reuse, and recycling pilot projects. Contact Department of Natural Resources.

■ Federal Programs

There is a wide range of federal programs intended to foster economic development. A review of the "Catalog of Federal Domestic Assistance" was conducted to identify those programs most applicable to the five towns. Each program is described below and includes the CFDA identifier. Detailed program descriptions can be found at http:\\www.cfda.gov

Rural Business Opportunity Grants CFDA: 10.773, Agency: Regional Business Service
Objectives: Grant funds may be used to assist in the economic development of rural areas by providing technical assistance, training, and planning for business and economic development.

Community Development Block Grants/Entitlement Grants CFDA: 14.218, Agency: Housing and Urban Development (HUD)
Objectives: To develop viable urban communities, by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for persons of low and moderate income.

*Farm Operating Loans* CFDA: 10.406, Agency: Farm Service Agency
Objectives: To enable operators of not larger than family farms through the extension of credit and supervisory assistance, to make efficient use of their land, labor, and other resources, and to establish and maintain financially viable farming and ranching operations.

Interest Assistance Program CFDA: 10.437, Agency: Farm Service Agency
Objectives: To provide a 4 percent subsidy to farmers and ranchers, who do not qualify for standard commercial credit. Guaranteed loans are serviced by a lender who has entered into a Lenders Agreement with the agency.

Business and Industry Loans CFDA: 10.768, Agency: Regional Business Service
Objectives: To assist public, private, or cooperative organizations (profit or nonprofit), Indian tribes or individuals in rural areas to obtain quality loans for the purpose of improving, developing or financing business, industry, and employment and improving the economic and environmental climate in rural communities including pollution abatement and control.
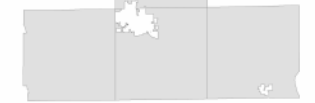
Empowerment Zones Program CFDA: 10.772, Agency: United States Department of Agriculture
Objectives: The purpose of this program is to provide for the establishment of empowerment zones and enterprise communities in rural areas to stimulate the creation of new jobs, particularly for the disadvantaged and long-term unemployed, and to promote revitalization of economically distressed areas.

Community Development Block Grants/Special Purpose Grants/Technical Assistance Program CFDA: 14.227, Agency: Housing and Urban Development (HUD)

Community Development Block Grants/Brownfield Economic Development Initiative CFDA: 14.246, Agency: Housing and Urban Development (HUD)
Objectives: To return brownfields to productive use by assisting public entities eligible under the Section 108-Guaranteed Loan program carry out qualified economic development projects on brownfields authorized by Section 108(a) of the Housing and Community Development Act of 1974, as amended. Grant assistance must enhance the security of loans guaranteed under the Section 108 program or improve the viability of projects financed with loans guaranteed under the Section 108 program.

Bank Enterprise Award Program CFDA: 21.021, Agency: Treasury
Objectives: To encourage insured depository institutions to increase their level of community development activities in the form of loans, investments, services and technical assistance within distressed communities and to provide assistance to community development financial institution's through grants, stock purchases, loans, deposits and other forms of financial and technical assistance. The program rewards participating insured depository institutions for increasing their activities in economically distressed communities and investing in community development financial institutions.

Construction Grants for Wastewater Treatment Works CFDA: 66.418, Agency: Environmental Protection Agency
Objectives: To assist and serve as an incentive in construction of municipal wastewater treatment works which are required to meet State and/or Federal water quality standards and improve the water quality in the waters of the United States.

Brownfield Assessment and Cleanup Cooperative Agreements CFDA: 66.818, Agency: Environmental Protection Agency
Objectives: To provide funding: (1) to inventory, characterize, assess, and conduct planning and community involvement related to brownfield sites; (2) to capitalize a revolving loan fund (RLF) and provide subgrants to carry out cleanup activities at brownfield sites; and (3) to carry out cleanup activities at brownfield sites that are owned by the grant recipient.

Farm Ownership Loans CFDA: 10.407, Agency: Farm Service Agency
Objectives: To assist eligible farmers, ranchers, and aquaculture operators, including farming cooperatives, corporations, partnerships, and joint operations to: Become owner-operators of not larger than family farms; make efficient use of the land, labor, and other resources; carry on sound and successful farming operations; and enable farm families to have a reasonable standard of living.

Rural Community Development Initiative CFDA: 10.446, Agency: Rural Housing Service
Objectives: To develop the capacity and ability of private, nonprofit community-based housing and community development organizations, and low income rural communities to improve housing, community facilities, community and economic development projects in rural areas.

Rural Economic Development Loans and Grants CFDA: 10.854, Agency: Regional Business Service
Objectives: To promote rural economic development and job creation projects, including funding for project feasibility studies, start-up costs, incubator projects, and other reasonable expenses for the purpose of fostering rural development.

Procurement Assistance to Small Businesses CFDA: 59.009, Agency: Small Business Administration
Objectives: To assist small business in obtaining a "fair" share of contracts and subcontracts for Federal government supplies and services and a "fair" share of property sold by the government.

Small Business Loans CFDA: 59.012, Agency: Small Business Administration
Objectives: To provide guaranteed loans to small businesses which are unable to obtain financing in the private credit marketplace, but can demonstrate an ability to repay loans granted.

Service Corps of Retired Executives Association CFDA: 59.026, Agency: Small Business Administration
To use the management experience of retired and active business management professionals to counsel and train potential and existing small business owners.

Small Business Development Center CFDA: 59.037, Agency: Small Business Administration
Objectives: To provide management counseling, training, and technical assistance to the small business community through Small Business Development Centers (SBDCs).
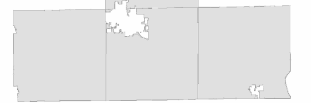
Certified Development Company Loans (504 Loans) CFDA: 59.041, Agency: Small Business Administration
Objectives: To assist small business concerns by providing long-term, fixed-rate financing for fixed assets through the sale of debentures to private investors.

Farm Storage Facility Loans CFDA: 10.056, Agency: Farm Service Agency
Objectives: To encourage the construction of on farm grain storage capacity and to help farmers adapt to identity preserved storage and handling requirements for genetically enhanced production.

7 Intergovernmental Cooperation

7 . 1 Overview

Given the number and range of public and quasi-public entities that can affect the daily lives of Albion, Blooming Grove, Dunkirk, Pleasant Springs, and Rutland residents, intergovernmental cooperation is a very important consideration in this plan.

Cooperation can take many forms (Exhibit 7-1). Relationships may be informal based on verbal agreements or other informal arrangements. Or, cooperation may be more formal as expressed in a legally binding agreement. Most intergovernmental cooperation is done for the purpose of delivering services or exercising joint powers. Some cooperation is undertaken to receive services or make cooperative purchases.

Intergovernmental relations can be described as vertical or horizontal. Vertical relationships are those linking a municipality to governments of broader jurisdiction. For example, the relationship between a local unit of government to the state and the federal government is vertical.

Actions of one, often have a direct bearing on the others. For the most part, this relationship occurs in a top down fashion. For example, when the state adopts a statewide policy plan, it in essence directs future activities with counties, villages, cities, and towns. As discussed in the transportation chapter of this plan, the Wisconsin Department of Transportation has adopted a number of statewide policy plans that directly affect transportation activities within the jurisdictions of local units of government. It is therefore imperative that when such policies are considered, local units of government, individually or cooperatively, work with the appropriate state bodies to develop a mutually beneficial relationship.

Horizontal relationships describe the five town's connection to one another and to other adjacent communities. Together, these relationships cut across each of the functional elements of this plan.

Over the years, and most recently with the Kettl Commission report, there has been a statewide push for consolidating governmental services at the local level. The Commission on State-Local Partnerships (Kettl Commission) calls for the creation of "growth-sharing areas: within which local units of government would collaborate to serve the needs of their citizens." The report recommends that local governments adopt "Area Cooperation Compacts" with at least two other governments in at least two functional areas including: law enforcement, housing, emergency services, fire, solid waste, recycling, public health, animal control, transportation, mass transit, land-use planning, boundary agreements, libraries, parks, recreation, culture, purchasing or e-government. The Commission also advocates for the reform of state aids to municipalities.

Exhibit 7-1 Examples of Intergovernmental Cooperation

▪ transfer of territory (annexation, detachment)	▪ joint ventures
▪ sharing information, staff, resources, etc.	▪ revenue sharing
▪ communication	▪ boundary agreements
▪ consolidating services / trading services	▪ areawide service agreement
▪ areawide planning	▪ joint use of a facility
▪ special purpose districts serving multiple jurisdictions	▪ cooperative purchasing

7 . 2 Organizational Structure of the Towns

▪ Town of Albion

The Town of Albion Board consists of five board members. It also has a Plan Commission with five members and a Comprehensive Plan Committee.

▪ Town of Blooming Grove

The Town of Blooming Grove Board consists of five members. The Plan Commission has seven members. In addition to the Plan Commission and the Town Board, there is a Personnel Committee that has three members.

▪ Town of Dunkirk

The Town of Dunkirk Board consists of two supervisors and a chair. The Plan Commission has five members with a chair and secretary.

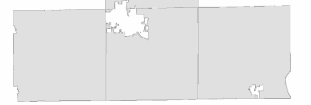### ▪ Town of Pleasant Springs

The Town of Pleasant Springs has four supervisors and a chairperson. There are seven Plan Commissioners. In addition there is a Park Committee, and a comprehensive planning committee.

▪ Town of Rutland

The Town Board of Rutland has three supervisors and a chairperson. The Planning Commission consists of six members. The Town also has a Comprehensive Planning Committee.

7 . 3 Area Local Units of Government

■ County Government

All five towns are situated in Dane County. The Board of Supervisors consists of 37 supervisors each representing a particular geographic area. Albion, Dunkirk and Rutland residents are located in Supervisory District 35, Pleasant Springs residents are located in District 36, and Blooming Grove is in District 16.

■ Surrounding Towns

The towns of Dunkirk, Christiana, Fulton, and Sumner surround Albion. Blooming Grove abuts the Towns of Burke, Cottage Grove, Dunn, Madison, Oregon, Pleasant Springs, and Sun Prairie. The Town of Dunkirk is surrounded by Rutland, Albion, Pleasant Springs, and the Town of Porter. The Towns of Dunkirk, Christiana, Dunn, and Cottage Grove surround Pleasant Springs. Rutland is surrounded by the towns of Dunkirk, Oregon, Dunn, and Union.

■ Surrounding Cities and Villages

The cities and villages that are in close proximity to the five towns are the cities of Madison, Monona, Stoughton, McFarland, Edgerton, Oregon and Fitchburg.

7 . 4 Regional Governmental Bodies

■ Regional Planning Commission (RPC)

There are eight regional planning commissions within Wisconsin created pursuant to §66.0309, Wis. Stats. RPCs are created by the governor with the consent of local governing bodies. They are formed to provide a wide range of services to local units of government within its geographic boundary, including planning assistance on regional issues, assist local interests in responding to state and federal programs, provide advisory service on regional planning problems, act as a coordinating agency for programs and activities, and provide shared planning and development assistance to local governments. The five towns are located within the Dane County Regional Planning Commission, which was created in 1978.

The 13-member Commission represents Dane County and 61 local units of government. The RPC conducts water quality planning for the region

and has developed the Vision 2020 Dane County Land Use and Transportation Plan which includes a multimodal, systemwide transportation plan for the county.

Currently the Commission is in the process of changing as there is a desire for the creation of a six-county RPC that would replace the Dane County RPC which will be dissolved on October 1, 2004. In November of 2003, the Dane County Board voted to combine the RPC staff into the county's Department of Planning and Development. Under this resolution the staff merger would only occur if there is not a new water quality agency created to replace the RPC.

■ Metropolitan Planning Organization

Metropolitan planning organizations (MPOs) are federally-sanctioned entities charged with transportation planning on a regional basis and are designated for each urbanized area in the United States with a population greater than 50,000. Within Wisconsin there are 12 MPOs (Exhibit 7-2). Some are housed within existing regional bodies, while others are agencies created for this single purpose Still others are simply committees staffed by state or county employees.

MPOs are administered by a board consisting primarily of elected

Exhibit 7-2   Metropolitan Planning
              Organizations in Wisconsin
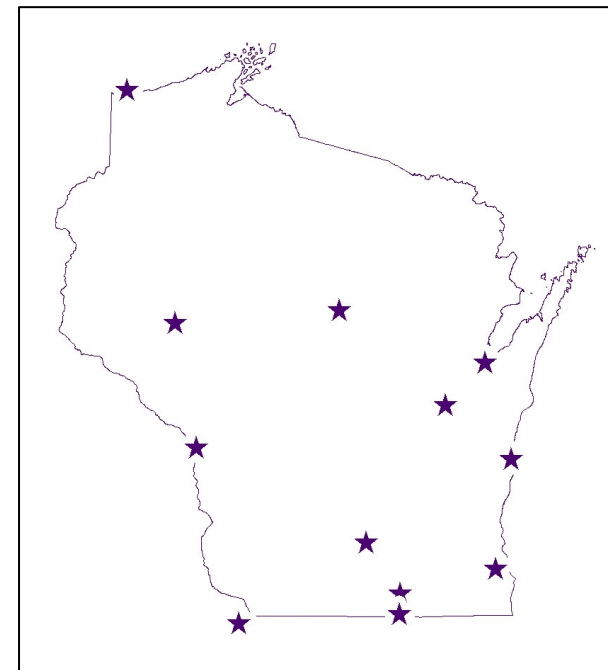
officials from the local jurisdictions within the geographic boundary of the MPO. Funding for MPOs is provided through a combination of federal, state, and local funds. Each MPO is governed by a board consisting primarily of chief elected officials who represent different parts of the area served by the MPO. A technical committee (typically referred to as a Technical Advisory Committee, or TAC) advises the policy board. In some MPOs, a citizen advisory committee and other specialized committees serve as advisory bodies to the policy board.

Over the years, the responsibilities of MPOs have changed, but currently, MPOs fulfill several important roles. First, they prepare and adopt a long-range transportation plan that provides a multi-modal investment strategy for meeting the mobility needs of people and businesses within its jurisdiction. Second, an MPO has the responsibility of developing a short-range transportation improvement program to prioritize federally funded improvement projects. MPOs also ensure that state and federal requirements relating to regional transportation planning are implemented.

The Madison Area MPO was created in November 1999 and assumed the responsibility to conduct transportation planning and programming for the metropolitan area from the previous MPO, the Dane County Regional Planning Commission (DCRPC), following the DCRPC's reorganization.

The planning area is defined as the existing urbanized area plus the projected 20-year growth area. The planning area is mutually determined by the MPO and the state. Parts of Blooming Grove, Pleasant Springs, Rutland, Dunkirk are located within the jurisdiction of Madison Area MPO. The Madison Metropolitan Planning Area consists of the City of Madison and the Madison Urbanized Area, including all or portions of the 27 contiguous villages, cities, and towns that are or are likely to become urbanized within a 20-year planning period. Federal rules also require the designation of MPOs in urbanized areas of 50,000 or more in population as a condition for spending federal highway and transit funds. While the Madison Area MPO provides regional coordination and approves use of federal transportation funds within the metropolitan planning area, responsibility for the implementation of specific transportation projects lies with WisDOT, Dane County, the City of Madison, and other local units of government as transportation providers.

The goal of the MPO is to build regional agreements on transportation investments that work to balance roadway, public transit, bicycle, pedestrian, and other transportation needs that support regional land use, economic, and environmental goals.
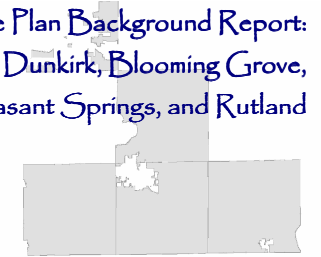
7 . 5 Special Purpose Districts

Exhibit 7-3   Sample of Non-educational Special Purpose Districts in Wisconsin

Type of District	State Authorization
Metropolitan sewerage district	Chapter 200
Town sanitary district	Subchapter IX, Chapter 60
Drainage district	Chapter 88
Public inland lake protection and rehabilitation district	Chapter 33
Local exposition districts	Subchapter II, Chapter 229
Local professional baseball park district	Subchapter III, Chapter 229
Local professional football stadium district	Subchapter IV, Chapter 229
Local cultural arts district	Subchapter V, Chapter 229
Architectural conservancy district	§66.1007

Special purpose districts are local units of government that are created to provide a specified public service. Like municipalities, special purpose districts derive their authority from state statutes. They have geographic boundaries that may or may not coincide with those of counties, villages, cities, or towns. Once a special district is created, it becomes an autonomous body often with its own taxing authority. In a few instances, state statutes create unique districts (e.g., professional team districts) but typically authorize counties, towns, cities, and villages to create special districts according to the requirements contained in the statutes. Exhibit 7-3 provides a sample of non-educational special purpose districts authorized by state statute. Local school districts and the vocational educational districts in the state are also considered special districts because they have been created to provide a single service – education.

■ Sanitary District

The Town of Pleasant Springs created a Sanitary District on October 3, 1988. The areas include all plats of Monson's Park, Lee's Park, Addition to Lee's Park, and Williams Point on the north shore of Lake Kegonsa. The district also includes the following areas on the south shore of Lake Kegonsa – Vea Park, Shadyside Park, Crystal Springs Park, Atkinson Additions, Kegonsa Park, Cottage Park, Atkinson's Addision to Cottage Park, Monroe Park, Kegonsa Grove, First Addition to Kegonsa Grove, Skyline Plan, and parts of Quam's Addition.

The Consolidated Koshkonong Sanitary District serves the Lake Koshkonong area, and is partially located within the Town of Albion. The service area also includes land in Rock and Jefferson Counties, and

discharges into the Rock River. The Town of Albion has also recently formed the Town of Albion Sanitary District #2, and is currently undergoing infrastructure development. This district includes the hamlet of Albion, along with the I-39/90 – Highway 73/51 interchange area. Map 7-1 shows the boundaries of the sanitary districts.

■ Drainage Districts

Drainage districts are organized to drain land for agricultural and other purposes. Landowners in a district who benefit from drainage conveyance must pay assessments to cover the cost of constructing, maintaining, and repairing the system. Throughout Wisconsin there are hundreds of these districts many of which were created decades ago. Not all districts have remained active owing to changing land uses. Per state mandate, districts need to create District Maintenance Plans. According to state law (ATCP Chapter 48) both inactive drainage districts and active districts need to update their drainage map sets, update benefit assessments, and prepare maintenance plans.

Approximately 30 districts exist in Dane County and the vast majority are active. Active drainage districts are located in each of the five towns (Map 7-2). The Town of Albion is the only one of the five towns to start on the process of updating the maintenance plans. The following is a list of the drainage districts located within each town:
► Albion: Saunders Creek Drainage District
► Blooming Grove: Blooming Grove Drainage District, Door Creek Drainage District, and Nine Springs Drainage District
► Dunkirk: Drainage District Number 16
► Rutland: Badfish Drainage District
► Pleasant Springs: Door Creek Drainage District and Drainage District Number 12

■ School District

Within the five towns, there are 10 school districts (Map 7-3). The Town of Albion is located mostly in the Edgerton school district; it is also located in the Cambridge and Stoughton school districts. The Town of Blooming Grove is located in the Monona Grove, McFarland, Sun Prairie, Madison Metro, and Oregon school districts. Dunkirk is located in the Stoughton and Edgerton school districts. Rutland is located mainly in the Stoughton and Oregon school districts, however a small area falls into the Evansville Community school district. The Town of Pleasant Springs is located in the Stoughton, McFarland, Deerfield Community, and Cambridge school districts.

The following is a list of the school districts together with the number of people on their school board:

► Monona Grove: 7 members
► Madison Metropolitan: 7 members
► Sun Prairie: 7 members
► Deerfield Community: 7 members
► McFarland: 5 members
► Cambridge: 7 members
► Edgerton: 9 members
► Stoughton: 9 members and 2 student representatives
► Evansville: 7 members
► Oregon: 7 members

■ Technical College District

In Wisconsin there are 16 technical college districts. All five towns are located in Madison Area Technical College district (Exhibit 7-4). The college is operated under the direction of the MATC District Board. The board consists of nine members: two employers, two employees, three members-at-large, an elected official, and a school district administrator. Board members may also serve on various subcommittees of the Board. The school district's offices are located at 3550 Anderson Street, Madison.

Exhibit 7-4.   Madison Area Technical College District
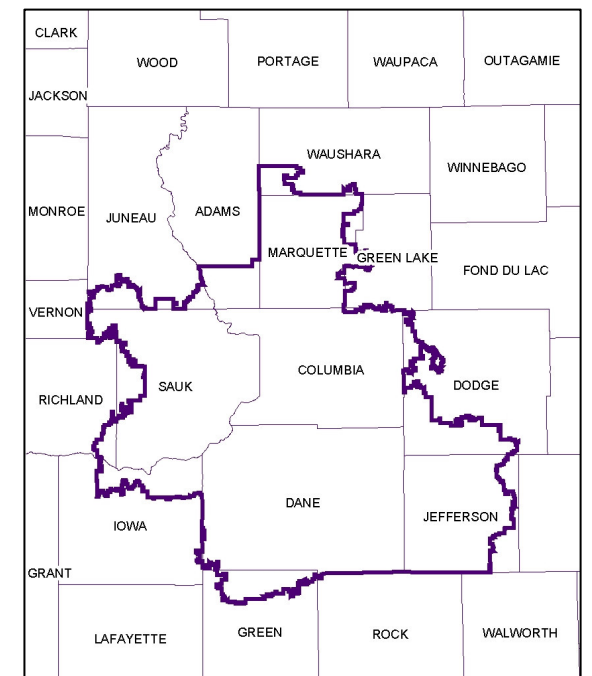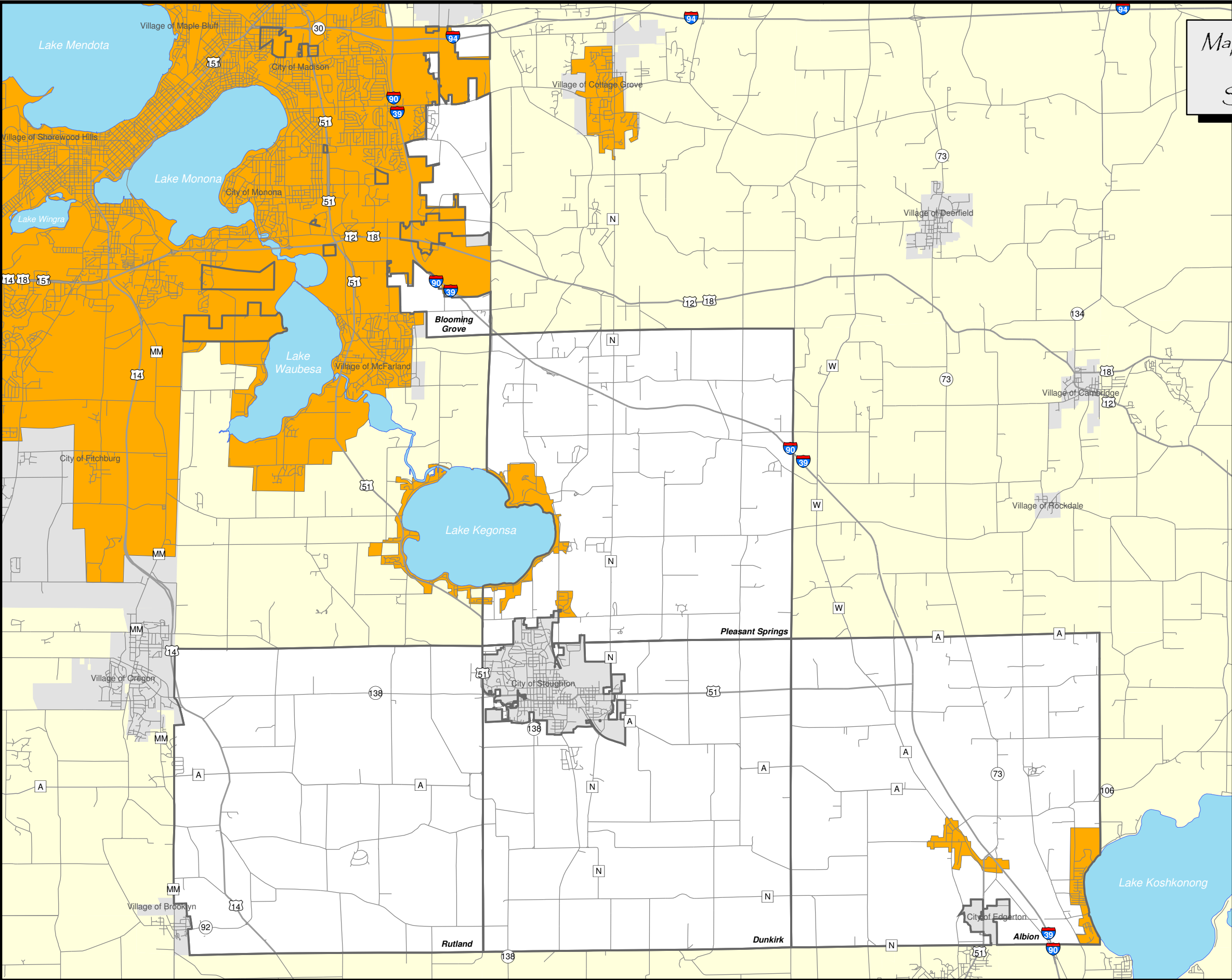
Map 7-1

Sanitary Districts;
Southeastern Dane County: 2003

Comprehensive Plan Backround Report.
Towns of Albion, Bloooming Grove,
Dunkirk, Pleasant Springs, and Rutland

Map Legend

Service Area

Map Features

City / Village

Roads

NORTH

0   0.5   1   2
Miles

Source: Base map provided by Dane County
Land Information Department

Data Source: Madison Metropolitan Sewer District

Map Created: Janurary 6, 2004

Map Edited: March 13, 2005

VIERBICHER
A S S O C I A T E S
Committed to Quality Service Since 1976

Town of Boundaries
Dane County Wisconsin

Map 7-2

Drainage Districts;
Southeastern Dane County: 2003

Comprehensive Plan Backround Report.
Towns of Albion, Bloooming Grove,
Dunkirk, Pleasant Springs, and Rutland

Map Legend

- Badfish
- Badfish 1st Addition
- Blooming Grove
- Dane County
- Door Creek
- Middleton
- Nine Springs
- Saunders Creek
- Seperation

Map Features

- City / Village
- Roads

Source: Base map provided by Dane County
Land Information Department

Data Source: Dane County Land Conservation Department

Map Created: Janurary 6, 2004

Map Edited: March 4, 2005

VIERBICHER
ASSOCIATES
Committed to Quality Service Since 1976

NORTH

Town of Boundaries
Dane County Wisconsin

0 0.5 1 2
Miles

Map 7-3

School Districts;
Southeastern Dane County: 2003
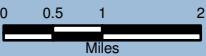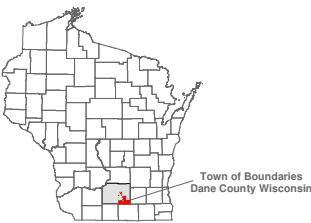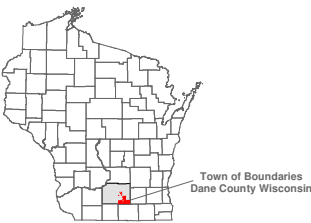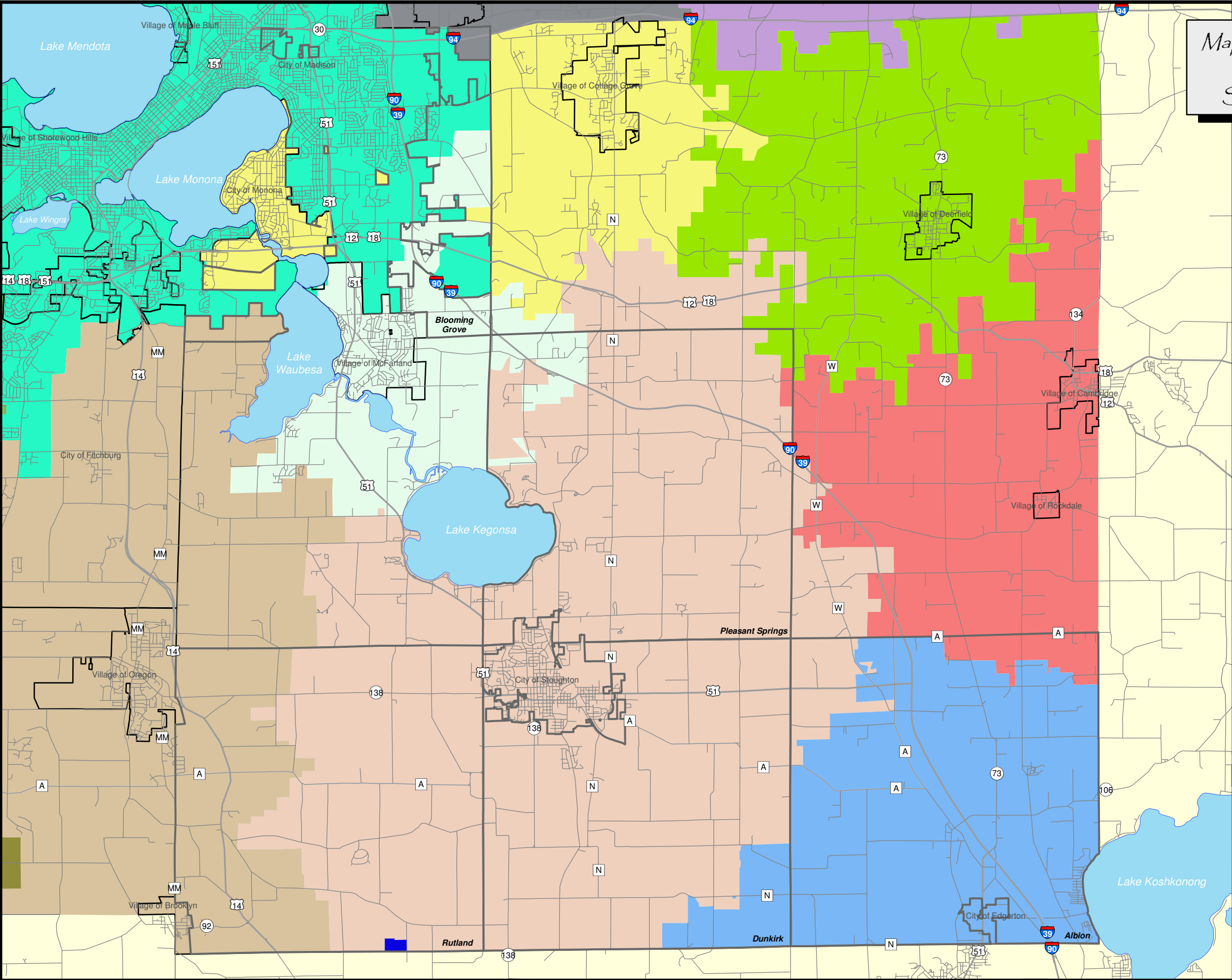
Comprehensive Plan Backround Report.
Towns of Albion, Bloooming Grove,
Dunkirk, Pleasant Springs, and Rutland

Map Legend

- Belleville
- Cambridge
- Deerfield Community
- Edgerton
- Evansville Community
- Madison Metro
- Marshall
- McFarland
- Middleton - Cross Plains
- Monona Grove
- Oregon
- Stoughton Area
- Sun Prairie
- Verona Area

Map Features

- City / Village
- Roads

Lake Mendota
Village of Maple Bluff
City of Madison
Village of Shorewood Hills
Lake Monona
City of Monona
Lake Wingra
Village of Cottage Grove
Village of Deerfield
Village of Cambridge
Blooming Grove
Lake Waubesa
Village of McFarland
City of Fitchburg
Lake Kegonsa
Village of Rockdale
Pleasant Springs
Village of Oregon
City of Stoughton
Lake Koshkonong
Village of Brooklyn
Rutland
Dunkirk
City of Edgerton
Albion

Town of Boundaries
Dane County Wisconsin

0   0.5   1   2
Miles

NORTH

Source: Base map provided by Dane County
Land Information Department

Data Source: Madison Area Metropolitan Planning Organization

Map Created: December 11, 2003

Map Edited: March 4, 2005

VIERBICHER
ASSOCIATES
Committed to Quality Service Since 1976

7 . 6 State Agencies

By virtue of their roles, there are a number of state agencies that are integral partners in town policies, programs, and projects.
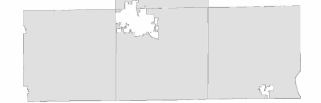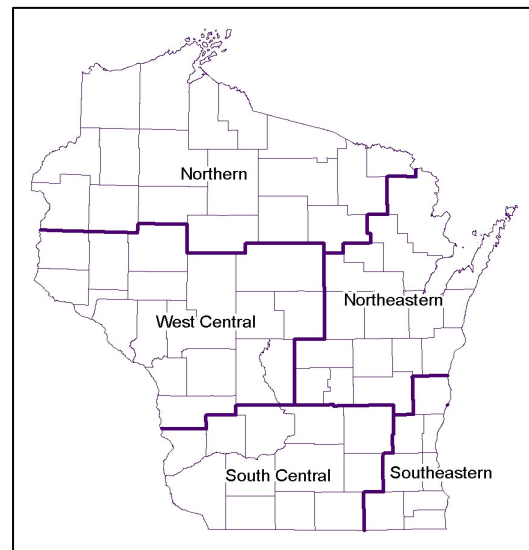
Department of Natural Resources (DNR)

The DNR has a wide range of statewide responsibilities for environmental quality, state parks, and recreation. It is governed by the Natural Resources Board, which has legal authority to set agency policy, recommend regulations for legislative approval, approve property purchases, and accept donations. Together with the DNR staff, the board works to establish policies and programs, administer state laws and rules, distribute grants and loans, and work with many government and non-government entities. Most of the DNR workforce is assigned to field offices in five regions (Exhibit 7-5). Their work is further subdivided into 23 geographic management units (GMU) whose boundaries roughly match the state's natural river basins and large waterways. DNR staff are responsible for defining the area's natural ecology and identifying threats to natural resources and th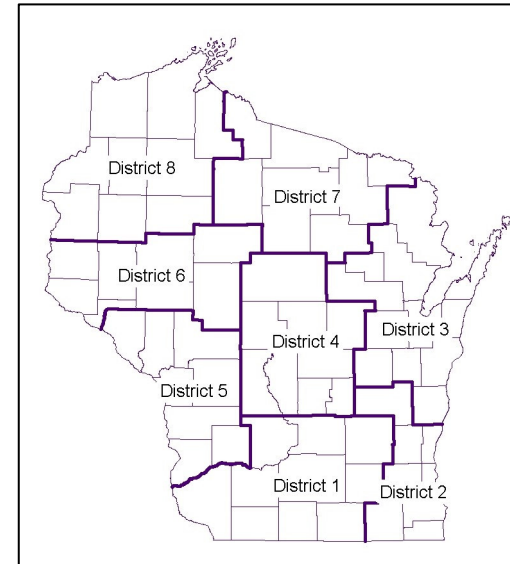e environment. The DNR has staff members with a broad range of expertise, and staff efforts are often combined with local government and private efforts to manage public resources.

Exhibit 7-5   Department of Natural Resources Regions

The five towns are located in the South Central Region, which includes the following counties: Columbia, Dane, Dodge, Green, Grant, Iowa, Jefferson, Lafayette, Richland, Rock, and Sauk. Local DNR service centers are maintained in Dodgeville, Fitchburg, Horicon, Janesville, Madison, and Poynette.

Department of Transportation

The Wisconsin Department of Transportation (WisDOT) is divided into eight districts for administrative and programmatic purposes. The five towns are located in Region 1, which includes the following counties: Columbia, Dane, Dodge, Grant, Green, Iowa, Jefferson, Lafayette, Rock, and Sauk (Exhibit 7-6). Madison hosts the offices of this district.

Department of Commerce

The Department of Commerce is another state agency with regulatory responsibility. The Safety and Buildings Division administers and enforces state laws and rules relating to building construction and safety and health. Plan review and site inspection is part of the division's role in protecting the health and welfare of people in constructed environments.

Department of Agriculture, Trade and Consumer Protection

The Department of Agriculture, Trade and Consumer Protection (DATCP) has regulatory duties concerning the Farmland Preservation Program and certain agricultural practices.

Department of Revenue (DOR)

The Department of Revenue is responsible for assessing real estate, state aids, lottery credit administration, alcohol licensing, manufacturing assessment, and Board of Review training.

Department of Administration

The Department of Administration (DOA) fulfills a number of functions. It reviews annexation requests, incorporations, and cooperative boundary plans. Additionally, the Land Information Office (LIO) within DOA is charged with identifying ways to enhance and facilitate planning of local governments and improve coordination and cooperation of state agencies in their land use activities. LIO also provides technical assistance and advice to state agencies and local governments with land information responsibilities, among other things. Because the plan

Exhibit 7-6   Department of Transportation Districts

was funded by a grant LIO will review this comprehensive plan to ensure consistency with the State's 'Smart Growth' legislation.

Along with regulating local activities, all of these agencies provide information, education and training and maintain funding programs to assist local governments in development efforts and maintaining a basic level of health and safety.

Wisconsin Emergency Management

Wisconsin Emergency Management (WEM) is charged with a wide range of responsibilities for disaster mitigation, planning, response, and education. It administers a number of grants to local communities and is responsible for preparing and administering several statewide policy plans. Most recently, it completed a statewide hazard mitigation plan for natural and technological hazards in conformance with the Disaster Mitigation Plan of 2000.

Regional directors are located in each of the six regional offices throughout the state (Exhibit 7-7). They work directly with municipal and county programs in planning, training exercising, response, and recovery activities, as well as the coordination of administrative activities between the Division and local governments. When disasters and emergencies strike, they are the Division's initial responders and serve as field liaisons with the state. The office of Southwest Region is located in Madison.

7 . 7 Nongovernmental Organizations

In addition to governmental organizations there are other types of organizations that can affect the daily lives of town residents. These may include a chamber of commerce, non-profit organizations, and similar organizations that are actively working to promote the quality of life in the area. It is imperative that governmental and non-governmental organizations work together for the good of all residents. The following section briefly describes some of these organizations and how they are organized and their purpose.

Exhibit 7-8   International Trade, Business and Economic Development Councils
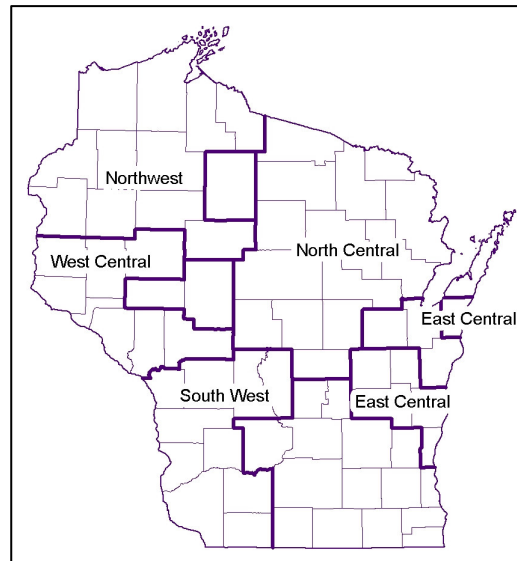
■ Forward Wisconsin

Forward Wisconsin, Inc., is a public-private statewide marketing and business recruitment organization. It was created in 1984 as a not-for-profit corporation. Its job is marketing outside Wisconsin to attract new businesses, jobs and increased economic activity to the state. It is governed by a board of directors that reflects that public-private partnership. Governor Jim Doyle is chairman of the board. Private sector representation includes Wisconsin's utilities, banks, educational institutions, investment firms, law firms, and manufacturers. Public sector representation includes four state legislators and the Secretary of the Department of Commerce. Funding for Forward Wisconsin comes from private-sector contributors and from the state through a contract with the Wisconsin Department of Commerce. Forward Wisconsin is headquartered in Madison and has offices in Eau Claire, Milwaukee, and Chicago.

■ International Trade, Business and Economic Development Councils

Since 1992, five regional International Trade, Business and Economic Development Councils (ITBECs) have been created in Wisconsin to expand economic development in the state by promoting tourism from foreign lands and the exporting of Wisconsin products to other countries. ITBECs are a public-private partnership between business leaders, county elected officials, and tribal representatives. The ITBEC initially began as 11 counties in the northwest part of the state and it now includes 54 counties.

The five towns are not located in any international trade, business or economic development council. (Exhibit 7-8).
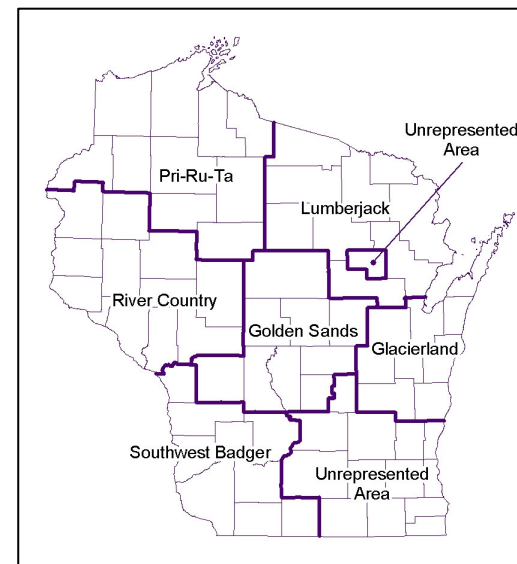
■ Resource Conservation and Development Councils

Resource Conservation and Development Councils (RC&Ds) are private, non-profit organizations created pursuant to state enabling legislation to improve the social, economic, and environmental opportunities of the area. Nationally, there are more than 200 districts and there are five in Wisconsin (Exhibit 9).

Exhibit 7-9   Resource & Conservation Development Councils in Wisconsin

Working through its RC&D council, local citizens provide leadership and work together to set program priorities. Each RC&D district establishes an area plan (also known as a resource conservation and utilization plan), which provides direction for the council in making community improvements and conducting activities. A variety of government agencies, organizations, and companies provide assistance in accomplishing program goals.

The southeastern portion of the state, including Dane County, does not have a RC&D.

7 . 8 Existing Intergovernmental Cooperation

State statutes set up a number of tools for local units of government to formally cooperate on a number of issues of common concern. Exhibit 7-10 summarizes these tools and the following sections describe them in more detail and if the any of the five towns are currently using them (Exhibit 7-11).

■ Stipulations and Orders

Section 66.0225, Wis. Stats., allows local units of government to resolve an on-going legal battle over a boundary conflict with a legally binding stipulation and order. None of the five towns are party to a stipulation or order.

■ General Agreements

State statutes (§66.0301) authorizes local units of government to cooperate for the "receipt or furnishing of services or the joint exercise of any power or duty required or authorize by law" (Exhibit 7-11).

The Town of Rutland has agreements to share equipment and road patrol staff with the Town of Dunn and the Town of Oregon. Rutland additionally has an agreement with Pleasant Spring and the City of Stoughton to share a municipal court. Rutland has a fire protection agreement as well as an ambulance service agreement with the City of Stoughton. The Town of Rutland is also a joint owner of both the Brooklyn and Oregon Fire/EMS districts.

The Town of Pleasant Springs has agreed that the City of Stoughton will pay an annual fee of $300 for the Town's upkeep (snowplowing) or a portion of Williams Drive between the Pleasant Springs town limit and Page Street. This fee has been paid since at least 1985. There is also a park maintenance agreement between the City of Stoughton and Pleasant Springs saying that the City shall maintain the Town's Oak Knoll Park Baseball Facility, not including the shelter, from April 1 until August 15 of each year. Pleasant Springs has an agreement with the Village of McFarland, for the provision of fire protection services as well as services from the emergency medical services department. In addition to receiving EMS and fire services from McFarland the Town of Pleasant Springs has fire protection and ambulance agreements with

the City of Stoughton, Village of Deerfield, and Deer-Grove EMS. Pleasant Springs has an agreement with the Town of Rutland and the City of Stoughton to share a municipal court.

The Town of Albion has fire service and EMS agreements with Edgerton Fire District and Edgerton EMS. Albion also has an agreement with the City of Edgerton to share a municipal court.

The Town of Blooming Grove has an informal cooperative agreement with the Town of Burke. Both Towns currently pay for and share the services of one Dane County sheriff's deputy. The deputy works 40 hours per week and the cost to each town is approximately $49,000 a year. This arrangement was terminated on December 31, 2003.

■ Cooperative Boundary Agreements

Cooperative boundary agreements (§66.0307, Wis. Stats.) can be used to resolve boundary conflicts between villages, cities, and towns and may include revenue sharing or any other arrangement. With adoption of a cooperative boundary agreement, the rules of annexation do not apply (Exhibit 7-11). Both Rutland and Pleasant Springs currently have cooperative boundary agreements with Stoughton.

In February of 2005, Blooming Grove and Madison signed an intergovernmental agreement that would eliminate the Town on October 31, 2027. In the intervening years, Madison will be able to annex certain areas of the Town, while others areas are protected from annexation. All remaining town lands will be annexed into the City in 2027.

through the implementation of this plan and those of the surrounding towns. A set of goals and objectives are included in the policy plan document describing the ways in which each of the five towns will attempt to avoid and/or minimize conflict with its surrounding neighbors. All five of the towns face challenges when dealing with surrounding cities and villages. Dunkirk, Rutland, Pleasant Springs all have annexation agreements with the City of Stoughton. The Town of Blooming Grove has an annexation agreement with the City of Madison, but this agreement pertains only to a very small part of the town. Annexation issues seem to be the largest problem that the towns are facing with the surrounding communities.

Some the Towns have had issues with intergovernmental agreements with other service providers in terms of cost allocation and management and control. These are being currently addressed through ongoing dialogue.

Exhibit 7-10 Types of Intergovernmental Agreements

	General Agreement	Stipulation & Order	Revenue Sharing Agreement	Cooperative Boundary Agreement
State authorization	§66.0301	§66.0225	§66.0305	§66.0307
Uses	services	boundaries	revenue sharing	boundaries, services, & revenue sharing
Who decides?	participating municipalities	municipalities involved in the lawsuit, the judge, and area residents if they request a referendum	participating municipalities	participating municipalities and Department of Administration, Municipal Boundary Review
Referendum?	no	binding referendum possible	advisory referendum possible	advisory referendum possible

Source: *Intergovernmental Cooperation*, Wisconsin Department of Administration

Blooming Grove also has an agreement with the Village of McFarland, and the Town of Burke and Village of Maple Bluff for the provision of emergency medical services. The Town of Madison also provides EMS support for a portion of Blooming Grove. Blooming Grove participates in an agreement with the Town of Bristol, the Town of Burke, and the Town of Sun Prairie to share a municipal court.

Dunkirk The Town of Dunkirk has agreements with the City of Stoughton for the provision of fire and emergency medical services.

■ Municipal Revenue Sharing Agreements

Under §66.0305, Wis. Stats., adjoining local units of government can share taxes and fees with a municipal revenue sharing agreement. This type of agreement can also include provisions for revenue sharing. The towns are not party to any revenue sharing agreements.

Albion is currently in the process of working on a cooperative boundary agreement with the City of Edgerton.

In 2001, a Boundary Agreement Committee was created in Dunkirk to work on a cooperative boundary agreement with Stoughton. The committee consists of five members, with a chair, vice chair, and secretary.

7 . 9 Existing or Potential Areas of Conflict

Each of the five towns enjoy good working relationships with the surrounding towns. It is imperative that this cooperation continues
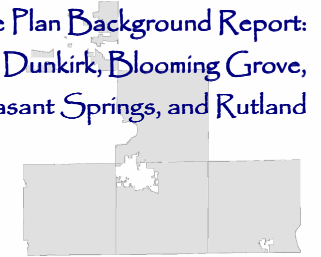
Exhibit 7-11   Summary of Agreements; Albion, Blooming Grove, Dunkirk, Pleasant Springs, and Rutland: 2003

Jurisdiction	Partners	Type of Agreement
Albion	City of Edgerton	Joint municipal court
	City of Edgerton	The Town is in the process of working out a cooperative boundary agreement with the City.
	City of Edgerton	Provision of EMS and fire services
Blooming Grove	Town of Bristol, Town of Burke, and the Town of Sun Prairie	Creation of a municipal court
	Village of McFarland	Provision of Emergency Medical Services
	Village of Maple Bluff and the Town of Burke	Creation of an EMS district
	City of Madison and the Blooming Grove Sanitary District Number 8	Annexation, jurisdiction and service agreement
	Town of Burke	Informal cooperative agreement to pay for and share the services of one Dane County Sheriff's Deputy. (effective until December 31, 2003)
Dunkirk	Town of Rutland, Town of Pleasant Springs & the City of Stoughton	Creation of a joint municipal court
	City of Stoughtoh	Provision of EMS and fire services
Pleasant Springs	City of Stoughton	Provision of EMS and fire services
	Village of McFarland	Provision of EMS and fire services
	Town of Rutland, Town of Dunkirk & the City of Stoughton	Creation of a joint municipal court
	City of Stoughton	Snowplowing services for a portion of Williams Drive between the town limit and page Street ($300 yearly fee)
	City of Stoughton	Informal agreement regarding municipal boundary common to the City of Stoughton and Town of Pleasant Springs
	City of Stoughton	Park maintenance agreement (Oak Know Park)
Rutland	Town of Dunkirk, Town of Pleasant Springs & the City of Stoughton	Creation of a joint municipal court
	Town of Dunn & the Town of Oregon	Town patrolmen work and share equipment with Town of Dunn and Town of Oregon
	City of Stoughton	Agreement regarding municipal boundary common to the City of Stoughton and Town of Rutland
	City of Stoughton	Provision of EMS and fire protection.

Source: *Town Clerks*

8   Land Use

8.1   Overview

During the planning process many aspects of land use were analyzed with an eye toward developing a future land use plan that makes sense for each of the towns. Existing land development patterns are considered along with the existence of any brownfield sites[1]. Local real estate forces are considered and again will be used in fashioning the future land use plan and supporting goals, objectives, and policies. Relationships between the towns and the county, nearby villages and cities also play an important role when determining how land in the individual towns could be developed in the coming years. The direction of anticipated outward expansion of adjoining cities and villages is also reviewed and considered.

[1] A brownfield is a site consisting of one or more properties that are abandoned or underutilized because of concerns about environmental contamination.

8.2   History of Annexation

■ Town of Blooming Grove

The Town of Blooming Grove has had 5 annexations from 2002 to 2003. It has an Annexation, Jurisdiction and Service Agreement with the City of Madison and the Blooming Grove Sanitary District Number 8. In February of 2005, the Town and City of Madison adopted an intergovernmental agreement that will control when land can be annexed in the coming years. After October 31, 2027, the Town of Blooming Grove will be taken in by the City.

■ Town of Pleasant Springs

Stoughton has annexed two pieces of land from Pleasant Springs. The most recent property was annexed in 2003 and the other was done in the early 1990s. Pleasant Springs has a Cooperative Boundary Agreement with the Stoughton as a way of regulating the annexations that can occur.

■ Town of Albion

Albion is currently in the process of working out at cooperative boundary agreement with the City of Edgerton. In the past ten years, the City of Edgerton has annexed two properties consisting of approximately 100 acres each.

8.3   Existing Land Use

A windshield survey was conducted during the fall of 2003 of each of the five towns to record existing land use. It should be noted that the use may not match the zoning requirements. Table 8-1 provides a summary of land use by type and Maps 8-1 through 8-5 depict the existing land uses.

■ Town of Albion

Of the 22,680 total acres in the town, a majority of the acreage is in agriculture and woodlands. There is a large amount of park and

Table 8-1   Existing Land Use : Albion, Blooming Grove, Dunkirk, Pleasant Springs, and Rutland; 2003

Land Use	Albion		Blooming Grove		Dunkirk		Pleasant Springs		Rutland	
	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent
Single Family	678	3.0	366	7.5	577	2.8	1,038	4.8	893	4.0
Two-Family	5	0.2	5	0.1	0	0	3	<0.1	0	0
Multi-Family	1	<0.1	5	0.1	1	<0.1	0	0	0	0
Retail	26	0.1	23	0.5	1	<0.1	8	<0.1	55	0.2
Professional Service/Office	20	<0.1	38	0.8	16	<0.1	40	0.2	11	<0.1
Mixed Use	20	<.01	33	0.7	14	<0.1	0	0	4	<0.1
Lodging	4	0.2	4	<0.1	0	0	1	0	0	0
Industrial	11	<0.1	7	0.1	17	<0.1	0	0	5	<0.1
Warehouse and Storage	3	<0.1	11	0.2	2	<0.1	3	<0.1	0	0
Governmental Services	28	0.1	2	<0.1	6	<0.1	41	0.2	19	<0.1
Institutional Services	137	0.6	6	0.1	12	<0.1	14	<0.1	4	<0.1
Utility	1	<0.1	323	6.6	2	<0.1	14	<0.1	1	<0.1
Transportation & ROW	1,009	4.4	429	8.8	723	3.5	1,221	5.6	674	3.0
Park and Recreation	874	3.8	478	9.8	144	0.7	558	2.6	2,505	11.0
Agriculture and Woodlands	19,422	85.6	2,995	61.4	18,652	90.3	18,390	84.4	18,081	80.0
Quarry	82	0.4	105	2.2	153	0.7	76	0.4	47.83	0.2
Water	330	1.4	14	0.3	324	1.6	256	1.2	391	1.7
Vacant	29	0.1	28	0.6	19	<0.1	13	<0.1	10	<0.1
Total	22,680	100.0	4,872	100.0	20,665	100.0	21,675	100.0	22,703	100.0

Source: Vierbicher Associates, Inc. Land Use Survey; 2003
*Due to rounding percentages may not total exactly 100%

Map 8-1
Existing Land Use;
Town of Albion: 2003

Comprehensive Plan Backround Report.
Towns of Albion, Bloooming Grove,
Dunkirk, Pleasant Springs, and Rutland

Legend

- • Farmstead
- ▲ Single-family (large acreage)
- Single-family
- Two-family
- Multi-family
- Retail
- Professional service/office
- Mixed use
- Lodging
- Industrial
- Warehouse and storage
- Governmental services
- Institutional services
- Utility
- Transportation
- Park and recreation
- Agricultural and woodlands
- Quarry
- Water
- Vacant

Town of Albion
Dane County Wisconsin

0   0.25   0.5   1
Miles

NORTH

Source: Base map provided by Dane County
Land Information Department

Land use survey conducted on November 13, 2003

Map Created: December 9, 2003

Map Edited: December 9, 2003

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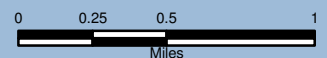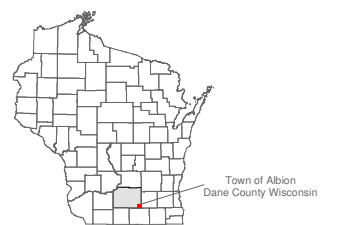Committed to Quality Service Since 1976

Map 8-2

Existing Land Use;
Town of Blooming Grove: 2003

Comprehensive Plan Backround Report.
Towns of Albion, Bloooming Grove,
Dunkirk, Pleasant Springs, and Rutland

Legend

- • Farmstead
- ▲ Single-family (large acreage)
- Single-family
- Two-family
- Multi-family
- Retail
- Professional service/office
- Mixed use
- Lodging
- Industrial
- Warehouse and storage
- Governmental services
- Institutional services
- Utility
- Transportation
- Park and recreation
- Agricultural and woodlands
- Quarry
- Water
- Vacant

Town of Blooming Grove
Dane County Wisconsin

0   0.25   0.5   1
Miles

NORTH

Source: Base map provided by Dane County
Land Information Department

Land use survey conducted on November 10, 2003

Map Created: December 9, 2003

Map Edited: December 9, 2003

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Map 8-3

Existing Land Use;
Town of Dunkirk: 2003

Comprehensive Plan Backround Report.
Towns of Albion, Bloooming Grove,
Dunkirk, Pleasant Springs, and Rutland

Legend

- Farmstead
- ▲ Single-family (large acreage)
- Single-family
- Two-family
- Multi-family
- Retail
- Professional service/office
- Mixed use
- Lodging
- Industrial
- Warehouse and storage
- Governmental services
- Institutional services
- Utility
- Transportation
- Park and recreation
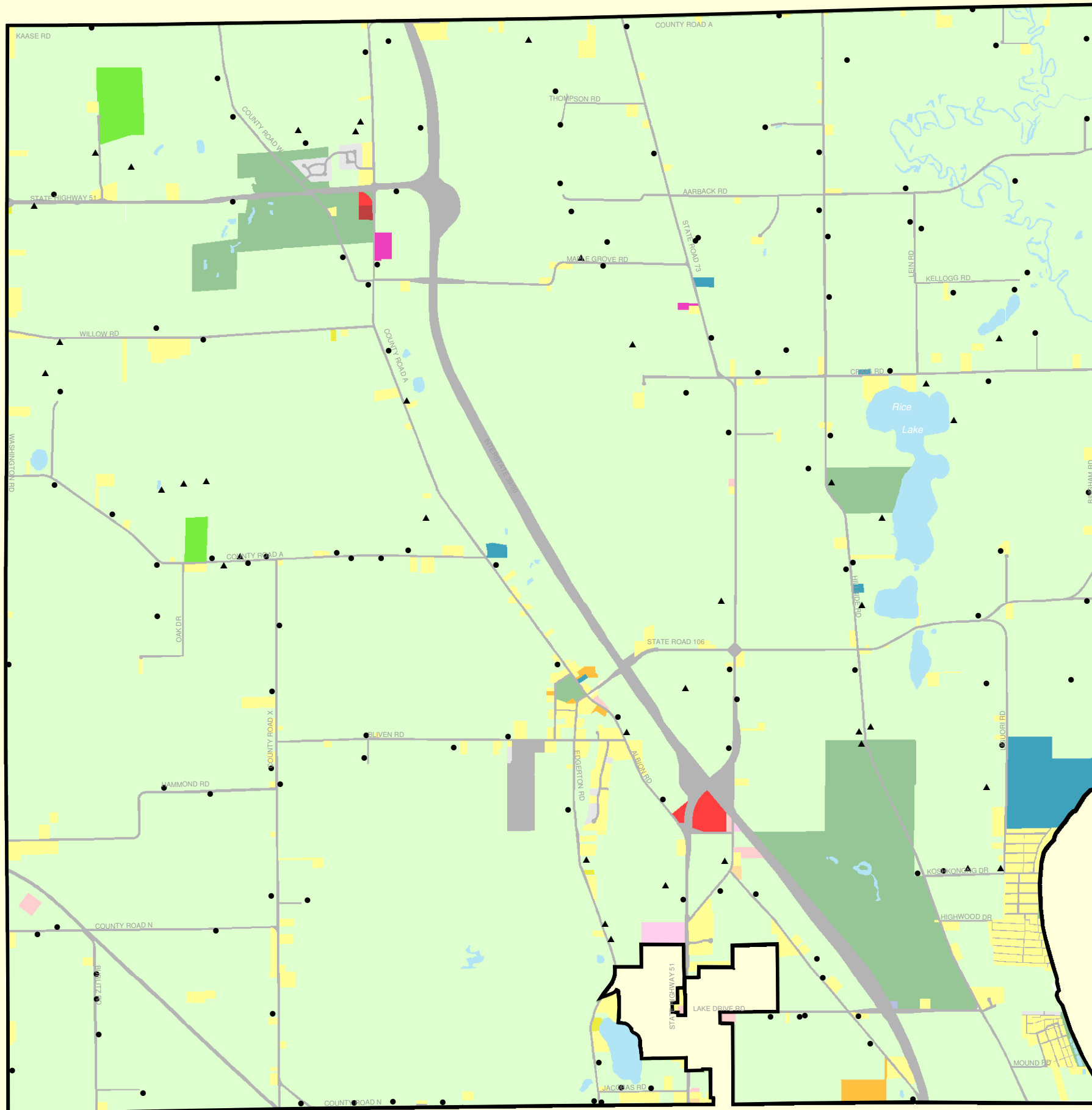- Agricultural and woodlands
- Quarry
- Water
- Vacant

Town of Dunkirk
Dane County Wisconsin

0   0.25   0.5   1
Miles

NORTH

Source: Base map provided by Dane County
Land Information Department

Land use survey conducted on November 5, 2003

Map Created: December 10, 2003
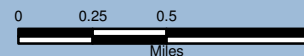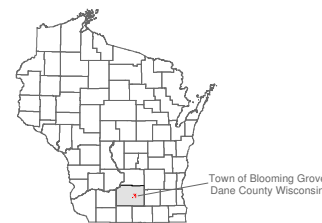
Map Edited: December 10, 2003

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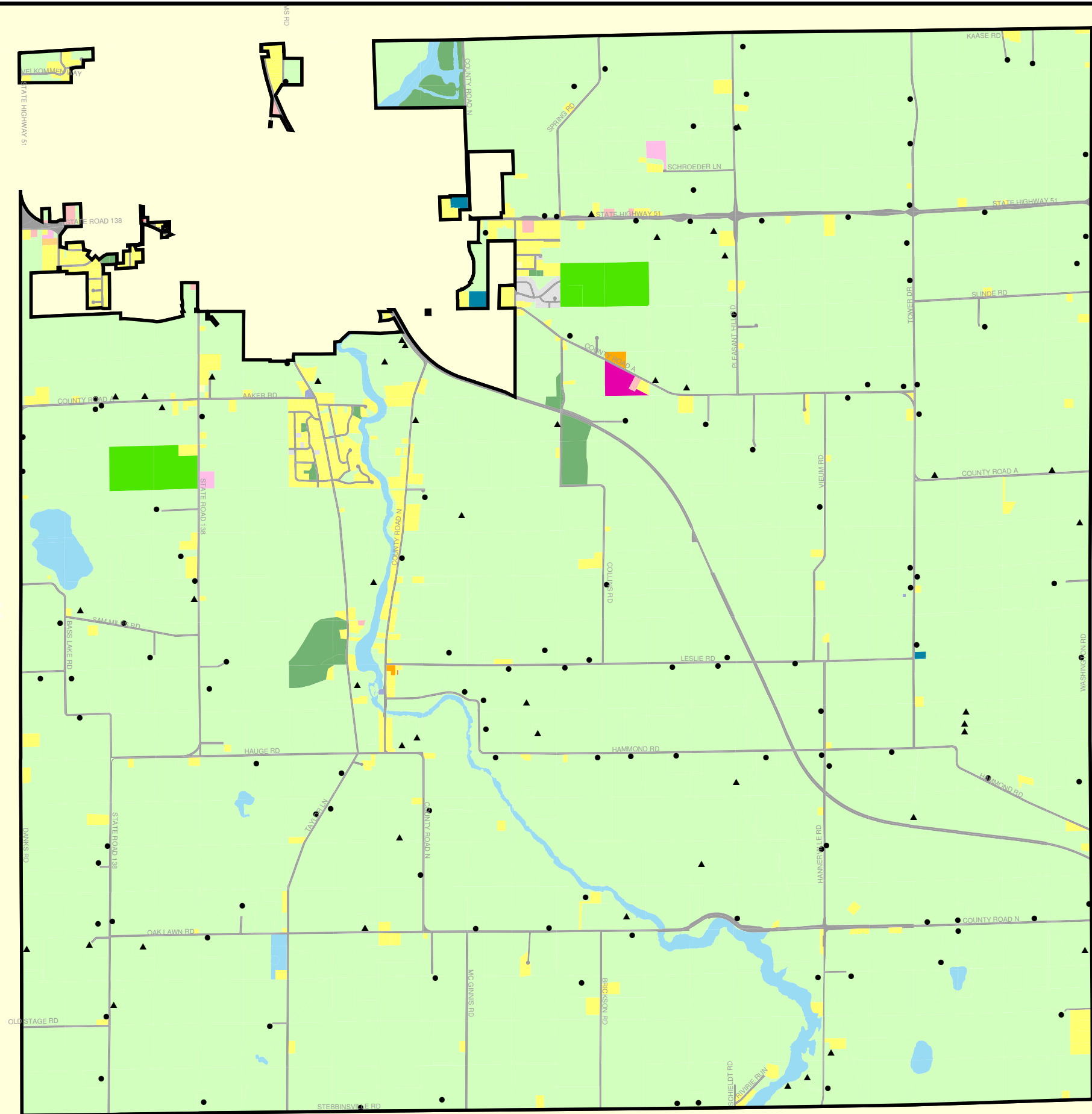
Map 8-4

Existing Land Use; Town of Pleasant Springs: 2003

Comprehensive Plan Backround Report.
Towns of Albion, Bloooming Grove,
Dunkirk, Pleasant Springs, and Rutland

Legend

- • Farmstead
- ▲ Single-family (large acreage)
- Single-family
- Two-family
- Retail
- Professional service/office
- Mixed use
- Lodging
- Industrial
- Warehouse and storage
- Governmental services
- Institutional services
- Utility
- Transportation
- Park and recreation
- Agricultural and woodlands
- Quarry
- Water
- Vacant

Town of Pleasant Springs
Dane County Wisconsin

0   0.25   0.5   1
Miles

NORTH

Source: Base map provided by Dane County
Land Information Department

Land use survey conducted on October 21, 2003

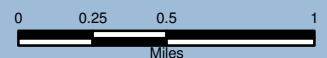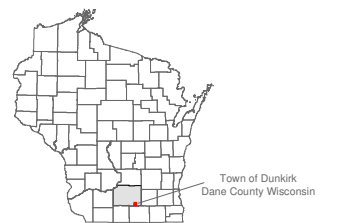Map Created: December 9, 2003

Map Edited: December 9, 2003

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Lake Kegonsa
State Park

Viking
County Park

SCHADEL RD
WEST STAR RD
COUNTY ROAD MN
KINNEY RD
RINDEN RD
KOSHKONG RD
GROTHING RD
KONG RD
CENTER AVE
COUNTY ROAD BN
COUNTY ROAD B
SKIDMORE RD
TOWER VALLEY RD
KAASE RD
NORGAREN RD
SPRING RD
PLEASANT ST
RIVER ESTATES LN
WILLIAMS DR
SKYLINE DR
COUNTRY CLUB RD
CIRCLE DR
FAIRVIEW ST
RIDGETOP DR
HILL
PARK ST
OAK ST
NORTH STAR RD
CHURCH RD
DOOR CREEK RD
MC CONNEL RD
LONGVIEW DR
WILLIAMS DR
US HWY
TOWER RD
BEATRICE DR

Map 8-5

Existing Land Use;
Town of Rutland: 2003

Comprehensive Plan Backround Report.
Towns of Albion, Blooming Grove,
Dunkirk, Pleasant Springs, and Rutland

Legend

- Farmstead
▲ Single-family (large acreage)
Single-family
Retail
Professional service/office
Mixed use
Industrial
Governmental services
Institutional services
Utility
Transportation
Park and recreation
Agricultural and woodlands
Quarry
Water
Vacant

0   0.25   0.5   1
Miles

NORTH

Source: Base map provided by Dane County
Land Information Department

Land use survey conducted on October 30, 2003

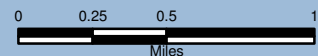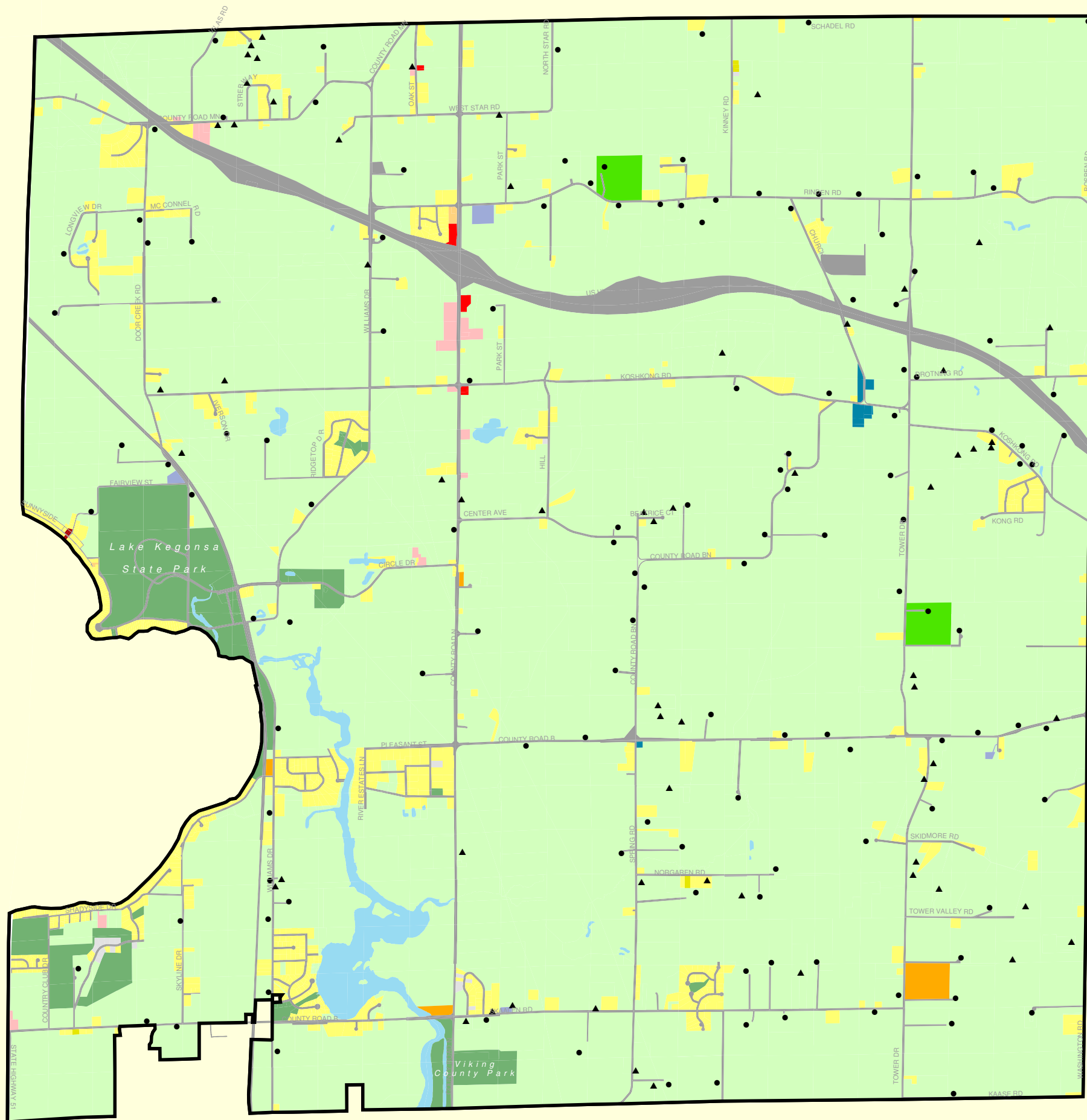Map Created: December 9, 2003

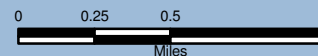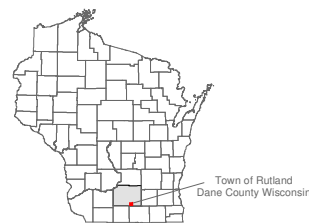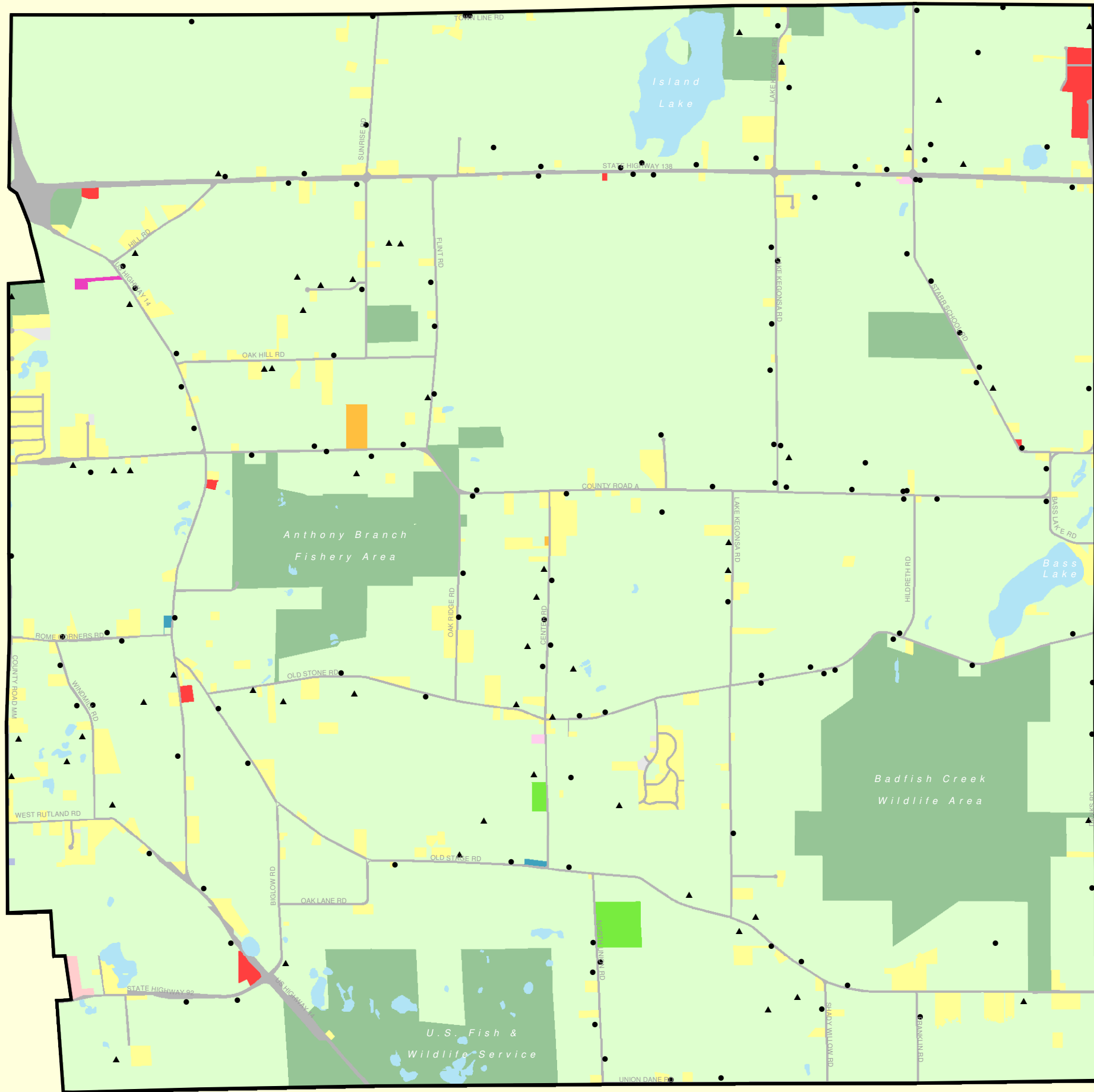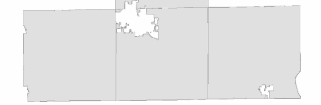Map Edited: December 9, 2003

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Island Lake

Anthony Branch Fishery Area

Bass Lake

Badfish Creek Wildlife Area

U.S. Fish & Wildlife Service

Town of Rutland
Dane County Wisconsin

recreation areas in the town as well. Hickory Hills Campground, a private campground, and the Eastman Hunting Club account for most of this category. Farmsteads and single family homes are scattered throughout the town along most of the roads bisecting the town. Most of the non-farm homes are found on larger lots. Larger clusters of homes on small lots can be found around Lake Koshkonong where subdivisions are quite common and in and near the hamlet of Albion. Residential development also occurs to the north and west of Edgerton. A relatively large commercial area has developed near the I39/90 and STH 73 interchange.

■ Town of Blooming Grove

Over the years, Madison has annexed land out of the town leaving roughly 4,800 acres. The town consists of a number of isolated "islands" especially in to the west (Map 8-2). Agricultural land and woodlands account for two-thirds of the town. The next largest area of land is park and recreation and primarily consists of Lake Farm Community Park and 9 Springs E-Way County Park in the southwestern portion of the town. For the most part, residential uses are found in small-lot subdivisions adjoining Madison. A large quarry is located on Buckeye Road, and another on Marsh Road.

■ Town of Dunkirk

Dunkirk consists of 20,669 acres and most of this acreage consists of agriculture and woodland (Map 8-3). Transportation and right-of-way areas make up the second largest use of land. Single family homes and farmsteads are scattered throughout the town and are generally situated on large lots. A significant number of homes are found along CTH N south of Stoughton, especially along the Yahara River. There are few traditional subdivisions in the town.

■ Town of Pleasant Springs

Map 8-4 shows that out of the total 21,674 acres within the town, the agricultural land and woodland is the dominant land use. Parks and recreation accounts for 1,221 acres, including Lake Kegonsa State Park and Viking County Park. Farmsteads and single family residences are scattered throughout the town. There are many single-family residences near Lake

Kegonsa and there are a few scattered subdivision areas. In these areas, lot sizes tend to be relatively small.

■ Town of Rutland

Map 8-5 depicts the various land uses in Rutland. Agriculture and woodlands account for 8 of every 10 acres in the town. Farmsteads and large single family lots are scattered throughout the town, primarily along the roads. There are a number of subdivisions in the town. The Badfish Creek Wildlife Area, Anthony Branch Fishery Area, and land owned by the U.S. Fish & Wildlife Service, and other smaller park/recreation areas account for one-tenth of the town's area.

8 . 4 Current Land Use Plans

■ Town of Albion

The Albion Town Board adopted a land use plan in 1998. The plan was prepared as a guide for elected officials and town residents to use to manage and direct orderly growth and development. The goals and objectives that the town adopted for this document will be used as a framework for creation of the goals, policies, and objectives that can be found in the policy document. The following are districts included in that plan:

- ▶ Agricultural Preservation District
- ▶ Rural Residential District
- ▶ Planned Recreation Development District
- ▶ Albion Hamlet District
- ▶ Highway Interchange District
- ▶ Lake Koshkonong Urban Service Area District
- ▶ Edgerton Urban Service Area District
- ▶ Environmental Corridors

■ Town of Blooming Grove

Blooming Grove completed their land use plan in February of 2000. The purpose of the plan was to provide a performance-based plan, which will serve as the primary public policy document for guiding future growth and development in the town. The following are districts identified in the plan.

- ▶ Government and Institutional
- ▶ Roadside Mixed-Use
- ▶ Rural Neighborhood
- ▶ Urban Residential
- ▶ Agriculture Preservation

- ▶ Environmental Preservation
- ▶ Neighborhood Mixed-Use
- ▶ Mixed-Use Campus
- ▶ Scenic Drive Overlay
- ▶ Urban Renewal District

■ Town of Dunkirk

The Dunkirk Town Board updated its land use plan in 2000. The original plan had been drafted in 1979. The stated purpose of the plan is to "preserve agricultural land, rural character, and protect natural resources." The plan establishes objectives and policies in the following areas: agricultural; commercial; environmental and resource protection; transportation; mineral extraction; and recreational.

■ Town of Pleasant Springs

The Town of Pleasant Springs has a land use plan that was first adopted in 1978 and was recently amended in September of 2002. The development objectives and policies provide guidelines for citizens and officials in making decisions about where future growth and development should occur. When the policies were created they were coordinated with those of the City of Stoughton and Dane County. Policies were created for the following categories:

- ▶ Agricultural Preservation Areas
- ▶ General Residential Development Policies
- ▶ Sewer Service Areas
- ▶ Commercial Development
- ▶ Recreational Development
- ▶ Industrial Development
- ▶ Environmental Protection
- ▶ Mineral Extraction

These policies will be taken into consideration in the policy documents.

■ Town of Rutland

The Town of Rutland last amended their land use plan in December 2001. The plan served to develop specific policies and guidelines about

where and what type of development should occur. The plan establishes policies for each of the following districts:

► Agricultural Preservation Areas
► Rural Development Areas
► Urban Service Areas
► Resource Protection Areas
► Public Lands

8 . 5 Waste Disposal Site and Contaminated Sites

Identification of brownfield sites is an important consideration in forming an appropriate land use plan, in fostering economic development, and in ensuring a clean and healthy environment. Cleanup and redevelopment of brownfield sites makes common sense by returning abandoned or under-utilized properties to the tax rolls and to productive use. Redevelopment of brownfield sites also makes optimal use of existing infrastructure.

To identify brownfield sites, a number of sources were used as described more fully in the following sections:

► Bureau of Remediation and Redevelopment Tracking System (BBRTS)
► Registry of Waste Disposal Sites in Wisconsin
► Superfund Sites
► Local knowledge

As an initial step to identify brownfield sites, the BBRTS database was searched to identify contaminated sites. It should be noted that not all contaminated sites are brownfields. This database though is a good starting point for identifying such sites. The Wisconsin Department of Natural Resources maintains BBRTS (Bureau of Remediation and Redevelopment Tracking System) that catalogs all known contaminated sites in the state. Types of contaminated sites on BBRTS include leaking underground storage tank (LUST) sites, Environmental Repair Program (ERP) sites, and emergency response spill sites.

This database, while valuable, is not complete, nor up-to-date. It is however the best available source. Sites identified may be in various stages of remediation. Remediation efforts for spills (quite often associated with trucking accidents) are typically initiated immediately. Remediation efforts on larger sites typically occur over years.

As listed in Table 8-2 there are a number of sites in Albion, Blooming Grove, and Pleasant Springs that have been contaminated. No sites are found in Dunkirk or Rutland. None of the sites identified are considered brownfields.

In addition, the DNR maintains a listing of all known waste disposal sites in the state. These may include landfills or areas where solid or hazardous waste was disposed of on private property. As such, this list includes sites that meet current environmental standards and those that do not.

A search of this database revealed a number of sites in each of the five towns (Table 8-3). Each of the five towns operated one or more landfills. All of these sites have been closed.
At one time, Blooming Grove operated two landfills. Currently neither of these landfills are operational. One landfill was located off of county

Table 8-3   Waste Disposal Sites; Albion, Blooming Grove, Dunkirk, Pleasant Springs, and Rutland; 2003

Site	Location Section Township Range	Address
Albion		
Gus Oberg's Bar	NW SE S25 05N 12E	
Old Town of Albion dump	NE NE S23 05N 12E	
Town Albion	NW SW S35 05N 12E	
Blooming Grove		
Abandoned Salvage Yard	SE SE S15 07N 10E	
Dane County Landfill # 2 Rodefeld	NE S25 07N 10E	7102 E BROADWAY
D & M Construction	NW S13 07N 12E	
Terra Engr & Constr Corp	NE NW S15 07N 10E	2201 Vondron Rd
Town of Blooming Grove	SW NE S12 07N 10E	CTH BB
Town Blooming Grove 1954- 60	NW NW S13 07N 10E	
Dunkirk		
Cty Stoughton	NW SW S04 05N 11E	
Orrin Hagen Farm	NE SW S10 05N 11E	
Thomas Matson (Demo)	NW SW S10 05N 11E	
Town of Dunkirk	NE NE S16 05N 11E	
Uniroyal Eng Products- Hagen	NE SW S10 05N 11E	
Pleasant Springs		
Clifford Sagen	SW S17 05N 09E	
Lloyd Dorning	NW S06 06N 11E	
Town of Pleasant Springs	SW NW S36 06N 11E	
Town of Pleasant Springs	NE SW S25 06N 11E	
Town of Pleasant Springs	S25 05N 11E	
Rutland		
Every Farm	SE NE S02 05N 10E	
Oregon Kar Body	NW S07 05N 10E	
Oregon Race Track	SW SW S09 05N 10E	
Town of Rutland	SE NE S17 05N 10E	CTH A
Town of Rutland	NW NW S02 05N 10E	
Town of Rutland	S36 05N 10E	

Source: Registry of Waste Disposal Sites in Wisconsin.

Table 8-2   Contaminated Sites; Albion, Blooming Grove, Dunkirk, Pleasant Springs, and Rutland; 2003

Albion	Activity Type	Activity Name	Site Name	Address
	ERP	Anderson Trucking	Anderson Trucking	.5 Mi N Of Lake Dr Rd & I90
	LUST	Deyoung Farm Property	Deyoung Farm Property	Willow Dr
	LUST	Severson Transport Garage	Severson Transport Garage	624 Albion Rd
	Spills	I90 E Bound S of mile marker 159	I90 E Bound S of mile marker 159	I90 E Bound S of mile marker 159
	Spills	MP 162 WB I90	MP 162 WB I90	MP 162 WB I90
Blooming Grove				
	ERP	Blooming Grove Town	Blooming Grove Town	HWY 12 & 18
	ERP	Convenience Transportation LLC	Convenience Transportation LLC	HWY 12/18 & I39/90
	ERP	Hirschbein Property	Hirschbein Property	4235 CTH AB
	ERP	Koch Pipeline	Koch Pipeline	MP 61
	ERP	Midwest Steel	Midwest Steel Co Inc (H Samuels Co)	2002 Vondron Rd
	General Property	Willshire Holdings LLC Property	Blooming Grove Town	CTH BB
	LUST	Terra Engineering & Const	Terra Engineering & Const Corp	2201 Vondron Rd
	LUST	Kampmeier Quarry	Wingra Stone	4381 Marsh Rd
	Spills	Terra Engineering & Const	Terra Engineering & Const Corp	2201 Vondron Rd
Pleasant Springs				
	ERP	Miller Transport	Miller Transport	I90 S Of MP 151
	LUST	Danco Prairie Fs Coop Bulk Plant	Danco Prairie Fs Coop Bulk Plant	2434 Skaalen Rd

Source: WiDNR BRRTS Search
Note: LUST – Leaking underground storage tank
ERP – Emergency Repair Program

Highway AB. It was long ago sealed and is currently rural land. The second landfill was located at 3233 County Highway BB, in the far eastern portion of the town. This landfill was covered many years ago and is now rural land. The DNR has identified several landfills within the town, see Table 8-3 for locations.

The Town of Pleasant Springs operated a licensed landfill at 1754 Tower Drive since 1972. The area is approximately 7.44 acres in size. The site became a transfer station in September of 1989 and had a wood burning exemption granted in October 1990. Today the site is operational as a brush burning/compose site. Only town residents and property owners are allowed to use the site.

None of these waste disposal sites are considered brownfields in need of development or redevelopment. Finally, there are no Superfund sites within any of the towns.

8 . 6 Land Use Conflicts

Non-metallic mines and communication towers tend to be the greatest source of conflict with adjoining and nearby properties. The Madison International Speedway is an intermittent use that detracts from the rural and quiet character of a good portion of Rutland. As more houses are built in this largely agricultural part of the county, conflicts between farmers and the newcomers will likely increase.

8 . 7 Designated Redevelopment Areas

Currently, there are no areas designated for redevelopment in any of the five towns.

8 . 8 Local Real Estate Forces

Table 8-4 shows a snapshot of what was on the real estate market in the month of December 2003. The figures that are listed are only for single-family residences only and excludes condominiums or other residences that could be considered multi-family. The average amount of time single-family homes stayed on the market in the past year ranged from 38 to 85 days. The average home prices in the five towns ranged from $123,534 up to $243,669.

It is anticipated that the real estate market in the five towns will remain strong because of the continued growth of the Madison metropolitan area.

Table 8-4   House Sales; Albion, Blooming Grove, Dunkirk, Pleasant Springs, and Rutland: 2003

Price Range	Albion	Blooming Grove	Dunkirk	Pleasant Springs	Rutland
<$99,999	12	0	0	0	0
$100,000 – $129,000	7	0	0	1	0
$130,000 – $159,999	5	5	4	4	1
$160,000 - $199,999	2	4	5	9	4
$200,000 - $229,999	4	0	4	1	3
$230,000 - $299,999	1	1	0	9	2
> $300,000	0	0	0	5	2
Total	31	10	13	29	12
Average sale price	$123,534	$166,479	$194,023	$243,669	$213,642
Average days on market	78	85	38	49	42

Source: South Central Wisconsin MLS Corporation, December 18,2003

Note: Reported sales between January 1 and December 15, 2003
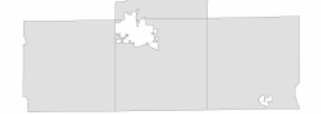
9 Demographics

1 National and Statewide
Population Trends

2 Regional Population Change

3 Age Structure

9.1 National and Statewide Population Trends

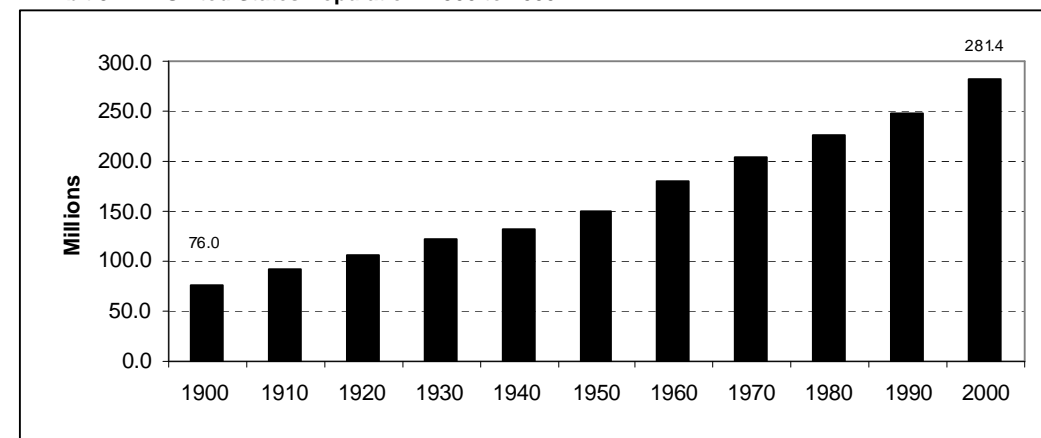As depicted in Exhibit 9-1, the population of the United States has increased steadily from its founding to the current day. During the last decade (1990-2000), however, the rate of population growth was near record levels. Most of the growth resulted from immigration, not from natural increase through births. Changes in immigration law at the federal level will likely continue to facilitate immigration from other countries, especially from Mexico and countries throughout Latin America.

Because of the significant level of immigration in recent years and other demographic shifts, the population center of the United States is moving south and west away from the Midwest and Northeast (Exhibit 9-2).
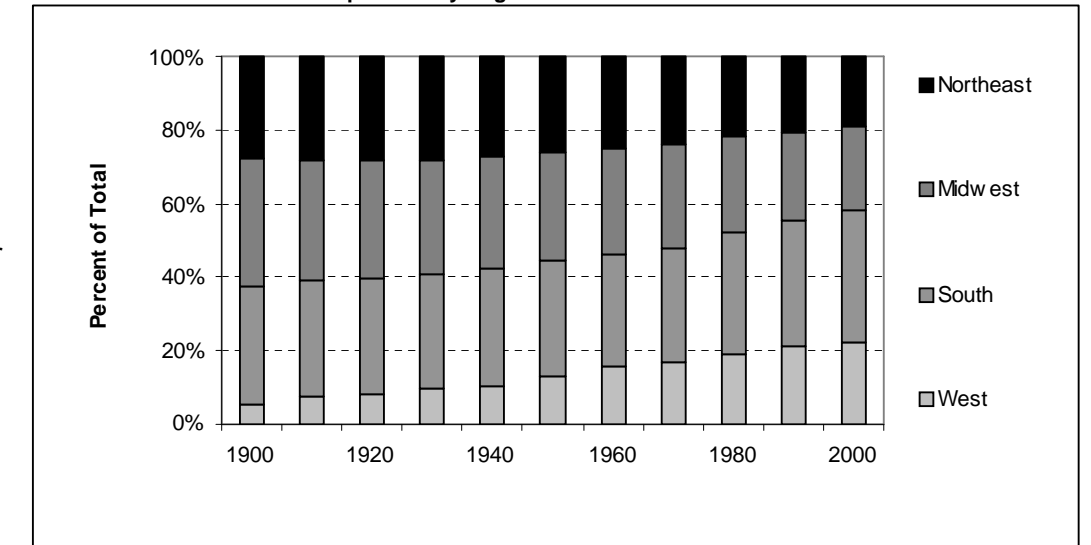
This population shift will have profound implications on Wisconsin's labor force and its economic development potential in the coming years, not to mention political influence at the national level. Some economic development specialists in Wisconsin are predicting a labor shortage in the coming years and see immigration to Wisconsin as one way of addressing this potential impediment to sustained economic activity.

The nature of households is also changing throughout the United States. Although married-couple households are most common, other types of living arrangements are becoming more common (Exhibit 9-3). As the proportion of married-couple households declines, we see a significant growth in one-person households. Although the data presented here is for the entire United States and may not reflect precisely what is happening at the local level, it is a trend that should be considered in assessing the types of housing units that may be needed in the coming years in the region.

At the state level, the population has been increasing, but slower than the national rate, and at a substantially slower rate when compared to many states in the west and south as noted in the previous section. Between 1970 and 2000, nearly one million new residents have been added to the state. The rate of growth between 1990 and 2000 was 9.6 percent, which was twice the rate of growth experienced in the preceding decade.

Most of the state's growth is centered in and around the Madison and Milwaukee metropolitan areas, along the Fox River Valley, and in St. Croix County (Exhibit 9-4).

Exhibit 9-1.   United States Population: 1900 to 2000

Source: Census Bureau

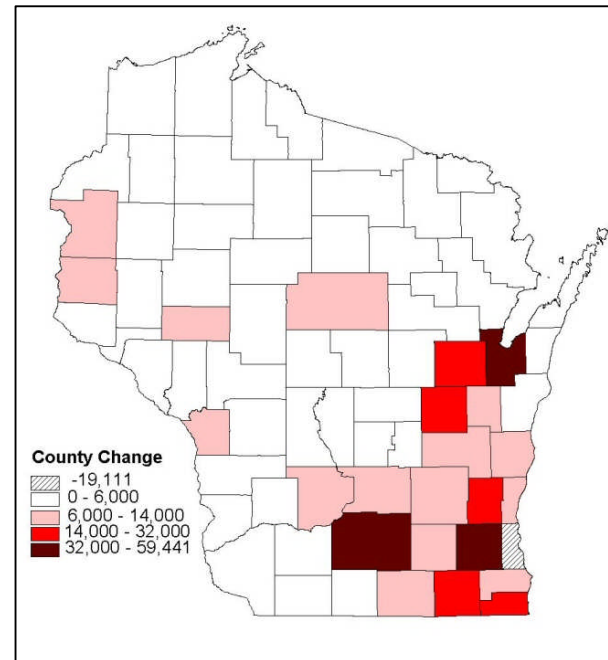**Exhibit 9-2.   United States Population by Region: 1900 to 2000**

Source: Census Bureau

Exhibit 9-3.   Households by Type; United States: 1950 to 2000

Source: Census Bureau

**Exhibit 9-4.   Numeric Population Change;
Wisconsin: 1990 to 2000**

County Change
- -19,111
- 0 - 6,000
- 6,000 - 14,000
- 14,000 - 32,000
- 32,000 - 59,441

Source: Census Bureau

have been built in the Town each year resulting in an annual increase of 17 residents.

Table 9-1.   Population; Dane County Municipalities: 1980 to 2000

				Percent Change	
				1980 to	1990 to
Jurisdiction	1980	1990	2000	1990	2000
Towns					
Albion	**1,918**	**1,964**	**1,823**	**2.4**	**-7.2**
Berry	1,116	1,098	1,084	-1.6	-1.3
Black Earth	406	365	449	-10.1	23.0
Blooming Grove	**1,965**	**2,079**	**1,768**	**5.8**	**-15.0**
Blue Mounds	637	667	842	4.7	26.2
Bristol	1,723	1,835	2,698	6.5	47.0
Burke	2,967	3,000	2,990	1.1	-0.3
Christiana	1,209	1,182	1,313	-2.2	11.1
Cottage Grove	2,952	3,525	3,839	19.4	8.9
Cross Plains	1,003	1,206	1,419	20.2	17.7
Dane	945	921	968	-2.5	5.1
Deerfield	1,111	1,181	1,470	6.3	24.5
Dunkirk	**2,098**	**2,121**	**2,053**	**1.1**	**-3.2**
Dunn	4,966	5,274	5,270	6.2	-0.1
Madison	6,162	6,442	7,005	4.5	8.7
Mazomanie	1,007	982	1,185	-2.5	20.7
Medina	1,019	1,124	1,235	10.3	9.9
Middleton	2,598	3,628	4,594	39.6	26.6
Montrose	1,024	1,032	1,134	0.8	9.9
Oregon	1,798	2,428	3,148	35.0	29.7
Perry	632	646	670	2.2	3.7
Pleasant Springs	**2,529**	**2,660**	**3,053**	**5.2**	**14.8**
Primrose	654	595	682	-9.0	14.6
Roxbury	1,491	1,536	1,700	3.0	10.7
Rutland	**1,393**	**1,584**	**1,887**	**13.7**	**19.1**
Springdale	1,279	1,258	1,530	-1.6	21.6
Springfield	2,379	2,650	2,762	11.4	4.2
Sun Prairie	1,990	1,839	2,308	-7.6	25.5
Vermont	634	678	839	6.9	23.7
Verona	2,259	2,137	2,153	-5.4	0.7
Vienna	1,365	1,351	1,294	-1.0	-4.2
Westport	2,748	2,732	3,586	-0.6	31.3
Windsor	3,812	4,620	5,286	21.2	14.4
York	714	649	703	-9.1	8.3

Continued

Table 9-1.   Population; Dane County Municipalities: 1980 to 2000

				Percent Change	
				1980 to	1990 to
Jurisdiction	1980	1990	2000	1990	2000
Villages					
Belleville	1,203	1,349	1,795	12.1	33.1
Black Earth	1,145	1,248	1,320	9.0	5.8
Blue Mounds	387	446	708	15.2	58.7
Brooklyn	250	406	502	62.4	23.6
Cambridge	785	883	1,014	12.5	14.8
Cottage Grove	888	1,131	4,059	27.4	258.9
Cross Plains	2,156	2,362	3,084	9.6	30.6
Dane	518	621	799	19.9	28.7
Deerfield	1,466	1,617	1,971	10.3	21.9
Maple Bluff	2,363	2,329	3,432	-1.4	47.4
Marshall	2,363	2,329	3,432	-1.4	47.4
Mazomanie	1,248	1,377	1,485	10.3	7.8
McFarland	3,783	5,232	6,416	38.3	22.6
Mount Horeb	3,251	4,182	5,860	28.6	40.1
Oregon	3,876	4,519	7,514	16.6	66.3
Rockdale	200	235	214	17.5	-8.9
Shorewood Hills	1,837	1,680	1,732	-8.5	3.1
Waunakee	3,866	5,897	8,995	52.5	52.5
Cities					
Edgerton	0	0	42	-	na
Fitchburg	11,973	15,648	20,501	30.7	31.0
Madison	170,616	190,766	208,054	11.8	9.1
Middleton	11,848	13,785	15,770	16.3	14.4
Monona	8,809	8,637	8,018	-2.0	-7.2
Stoughton	7,589	8,786	12,354	15.8	40.6
Sun Prairie	12,931	15,352	20,369	18.7	32.7
Verona	3,336	5,374	7,052	61.1	31.2
Dane County	323,545	367,085	426,526	13.5	16.2

Source: Census Bureau

9 . 2   Regional Population Change

In Dane County, the population grew by 136,254 residents from 1970 to 2000 (Table 9-2). The population in the towns of Albion, Blooming Grove, and Dunkirk declined during that period, while all other jurisdictions in the county experienced positive growth. The town of Bristol experienced the highest rate of growth (47%), over the past ten years. Other towns appear to be growing at a pace similar to that of Pleasant Springs and Rutland, 14.8 and 19.1 percent, respectively. Between 1970 and 2000, most of the growth occurred in the cities (214,870 new residents) when compared to the county's 10 villages (64,836 new residents). A majority of the county's growth occurred in Madison or in villages or cities that are in close proximity to Madison. Out of all the municipalities in Dane County, the Village of Cottage Grove experienced the highest growth rate (259%) between 1990 and 2000.

The apparent decline in Albion's population between 1990 and 2000 is due to a counting error in the 1990 census when students from Oaklawn Academy were inadvertently included. They were not included in the 2000 census which consequently showed a declining population for the Town.. Over that 10-year period, an average of seven new dwelling units

9 . 3 Age Structure

The age structure of town residents is similar to that of the state, except in a few age groups (Table 9-2). The proportion of those 19 years and younger is similar to that of the state. The 20 to 34 age cohort in the Town is on a proportional basis less than that of the state. People in this age group tend to leave their parent's home to attend college and/or to work, predominantly in larger communities where opportunities for work are characteristically more abundant and varied. Those between the age of 35 to 64, as a proportion, represent more of the total than found throughout the state. Due largely to an absence of long-term elderly housing, the proportion of those older than 65 is less that what is seen throughout the state.

Table 9-2.   Age Structure by Percent of Total: 2000

	Albion	Blooming Grove	Dunkirk	Pleasant Springs	Rutland	Wisconsin
Under 5 years	4.4	4.8	5.7	6.4	7.4	6.4
5 to 9 years	7.0	6.3	7.1	6.5	6.6	7.1
10 to 14 years	8.0	7.0	8.5	7.9	8.1	7.5
15 to 19 years	7.3	6.9	7.1	7.7	7.0	7.6
20 to 24 years	4.4	5.1	3.8	3.2	2.8	6.7
25 to 34 years	11.7	10.4	10.7	8.5	10.6	13.2
35 to 44 years	19.8	21.0	20.1	20.2	22.2	16.3
45 to 54 years	15.8	19.1	16.9	18.6	19.6	13.7
55 to 59 years	5.3	6.2	6.2	6.9	4.8	4.7
60 to 64 years	4.4	4.0	5.4	4.2	3.3	3.8
65 to 74 years	6.7	5.7	5.4	5.9	5.0	6.6
75 to 84 years	4.0	2.7	2.5	3.3	2.1	4.7
85 and older	1.2	0.8	0.7	0.6	0.5	1.8
Total	100	100	100	100	100	100

Source: U.S. Census Bureau