



# 2040 COMPREHENSIVE PLAN

**TOWN OF MIDDLETON**  
ADOPTED DECEMBER 16, 2019



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# ACKNOWLEDGEMENTS

The project team would like to thank the following individuals for their role in this Plan Process.

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# INTRODUCTION



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# Introduction

## OUR COMMUNITY

The Town of Middleton is a vibrant, growing community in western Dane County that offers excellent amenities, experiences, and all-around quality of life. Like any community, the Town is constantly changing, and managing that change through careful and intelligent planning is vital to ensuring the Town remains a desirable place to live, work, and play. Town public officials have a duty to protect the health, safety, and general welfare of the Town as a whole. This plan assesses the community's existing conditions, and provides a detailed plan for achieving the goals, objectives, and strategies identified for each of the nine elements listed to the right.

## WISCONSIN'S SMART GROWTH LEGISLATION

### Local Comprehensive Planning

Local units of government (counties, towns, villages, and cities) are not required to adopt a comprehensive plan. However, if a local unit of government wants to regulate land use after January 1, 2010, it must have an adopted plan and must make land use decisions consistent with the plan. Wisconsin Statutes §66.1001 requires that a comprehensive plan will, at a minimum, address the following nine elements: Issues and Opportunities; Housing; Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources; Economic Development; Intergovernmental Cooperation; Land Use; and Implementation. These comprehensive plans are to be adopted by the governing

body through an ordinance. As such, an adopted plan becomes much more than a reference document with no consistency requirements.

### Nine Elements of a Comprehensive Plan

- Issues and Opportunities
- Housing
- Transportation
- Utilities and Community Facilities
- Agricultural, Natural, and Cultural Resources
- Economic Development
- Intergovernmental Cooperation
- Land Use
- Implementation

### State Planning Goals

Although the state Smart Growth legislation does not dictate local land use policy, it does include 14 planning goals:

1. Promotion of redevelopment.
2. Encouragement of neighborhood designs.
3. Protection of natural areas.
4. Protection of economically productive areas.
5. Promoting efficient development patterns.
6. Preservation of cultural, historic, and archaeological sites.
7. Encouragement of cooperation.
8. Building community identity.
9. Providing an adequate supply of affordable housing.
10. Providing infrastructure, services & developable land.
11. Promoting expansion or stabilization of the economic base.

12. Balancing individual property rights.
13. Planning & developing land uses that create or preserve unique urban & rural communities.
14. Providing an integrated, efficient, and economical transportation system.

State agencies are encouraged to design programs, policies, infrastructure, and investments to support these local planning goals.

## PURPOSE OF THIS PLAN

This Plan was prepared to comply with the state requirements, as mentioned above. In the absence of this Plan, the Town could not take actions with regard to zoning, subdivision regulations, or official mapping after January 31, 2010. This Plan is intended to provide a long-range perspective for planning decisions over a twenty-year period.

## ADOPTION PROCESS

Prior to starting the planning process, the Town Board adopted a public participation plan consistent with state requirements (§66.1001(4)(a), Wis. Stats.) to document the ways Town residents would be involved in the preparation, review, and approval of the Plan.

Preparation and adoption of this Plan occurred over an eight month period. In April 2019, the Town Board created a committee to gather public input and draft this Comprehensive Plan. The Steering Committee (hereafter referred to as “Plan Commission”) reviewed draft elements from the Plan and provided comment. After completion of the Plan, the Plan Commission adopted a resolution, as required by State Statute, recommending

approval of the Plan to the Town Board. The Plan was adopted by ordinance, which is included as Appendix 10. Following Plan adoption, a copy of the Plan was mailed to surrounding municipalities and other parties as required by state law.

The State Statutes require plans to be updated every ten years (§66.1001(2)(i)) to ensure that the data and planning recommendations of the plan remain. Updates shall be initiated by the Town Board and shall require adoption of a public participation plan prior to starting the project. At a minimum, updates shall include: replacement of data in the text, figures, and maps, a re-evaluation of the goals, objectives, and strategies, and opportunities for the public to add input throughout the process. After the Plan was finalized and recommended for approval by the Plan Commission, a public hearing was held at the Town Board to allow the public to view and make comments on the Plan. The Town Board then reviewed and officially adopted the updated Plan.

## ORGANIZATION OF THIS PLAN

This Plan is organized into two primary parts. The first part consists of Chapters 2 through 10. These sections generally correspond to the nine comprehensive plan elements required by state law. Chapters 2 through 10 each include a description of the respective element, as well as the goals, objectives and policies for that element. The second part of each section consists of the appendices and any relevant maps. Appendices 2 through 9 include background information for each of the nine required elements. Appendix 10 includes the adoption ordinance for this Plan.



**ISSUES & OPPORTUNITIES**

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## Issues & Opportunities

### WIS. STATS §. 66.1001(2)(a)

*“The Issues and Opportunities element provides background information on the local government unit and a statement of overall objectives, policies, goals and programs of the local government unit to guide the future development and redevelopment of the local government unit over a 20-year planning period. Background information shall include population, household and employment forecasts that the local government unit uses in developing its comprehensive plan, and demographic trends, age distribution, educational levels, income levels and employment characteristics that exist within the local government unit.”*

## OVERVIEW

Before a community can effectively plan for its future, a good understanding of current conditions and trends is essential. This part of the Comprehensive Plan provides an overview of the important community trends and background information that were considered in the preparation of this Plan. This information was considered when identifying the Town's goals, objectives and policies for future development.

These are the key issues that in some way have the potential to affect the Town's future and its preferred courses of action.

## BACKGROUND INFORMATION – EXISTING CONDITIONS AND TRENDS ANALYSIS

The following demographic information and background data is intended to help provide a snapshot of the Town as it exists today and to begin to forecast some of the trends that may shape its physical, cultural, and economic landscapes in the future.

For this update to the Comprehensive Plan, the Town collected information on population, household and employment characteristics, age distribution, educational attainment, income levels, and employment characteristics.

In addition, the Town's 2009 Comprehensive Plan was reviewed to determine what has been implemented and what is still relevant to development patterns today. State and County level plans, along with plans from adjacent municipalities were also considered in an effort to maintain consistency with other units of government.

### About the Data

Data used for this plan comes from federal, state, county, and local sources. While the U.S. Census is an important data source for a wide range of community statistics, much of the information that used to be collected by the decennial Census is now collected by the American Community Survey (ACS). The ACS is an ongoing survey that collects sample data and provides estimates each year. For smaller communities, “5-year estimates” (numbers based on sample data collected over a five-year period) provide the best estimate for various measurements.

### Population Trends

Between 2010 and 2019, the Town's population grew by an estimated 672 residents, or 11.43 percent. This growth rate was by far the highest among neighboring municipalities and Dane County as a whole. It is worth noting that this population growth took place even as the Town decreased in area due to annexations by the City of Madison.

**Table 2-1: Town of Middleton and Vicinity Population Trends**

Municipality	1990	2000	2010	2019 Estimate	% Change (2010-2019)
<b>Town of Middleton</b>	<b>3,628</b>	<b>4,594</b>	<b>5,877</b>	<b>6,549</b>	<b>11.43%</b>
City of Madison	190,766	208,054	233,209	255,650	9.62%
City of Middleton	13,785	15,770	17,442	20,713	18.75%
Town of Springfield	2,650	2,762	2,734	2,918	6.73%
Town of Cross Plains	1,206	1,419	1,507	1,564	3.78%
Town of Verona	2,137	2,153	1,948	1,998	2.57%
Dane County	367,085	426,526	488,073	537,156	10.06%

Source: Wisconsin DOA

**Population, Housing, and Employment Forecasts**

Population and household forecasts can be found in Chapter 3 of this Plan. Comprehensive Plans are based on population forecasts over a minimum 20-year planning horizon. It is anticipated that the Town’s population will grow to 8,330 residents and 3,016 households by 2040.

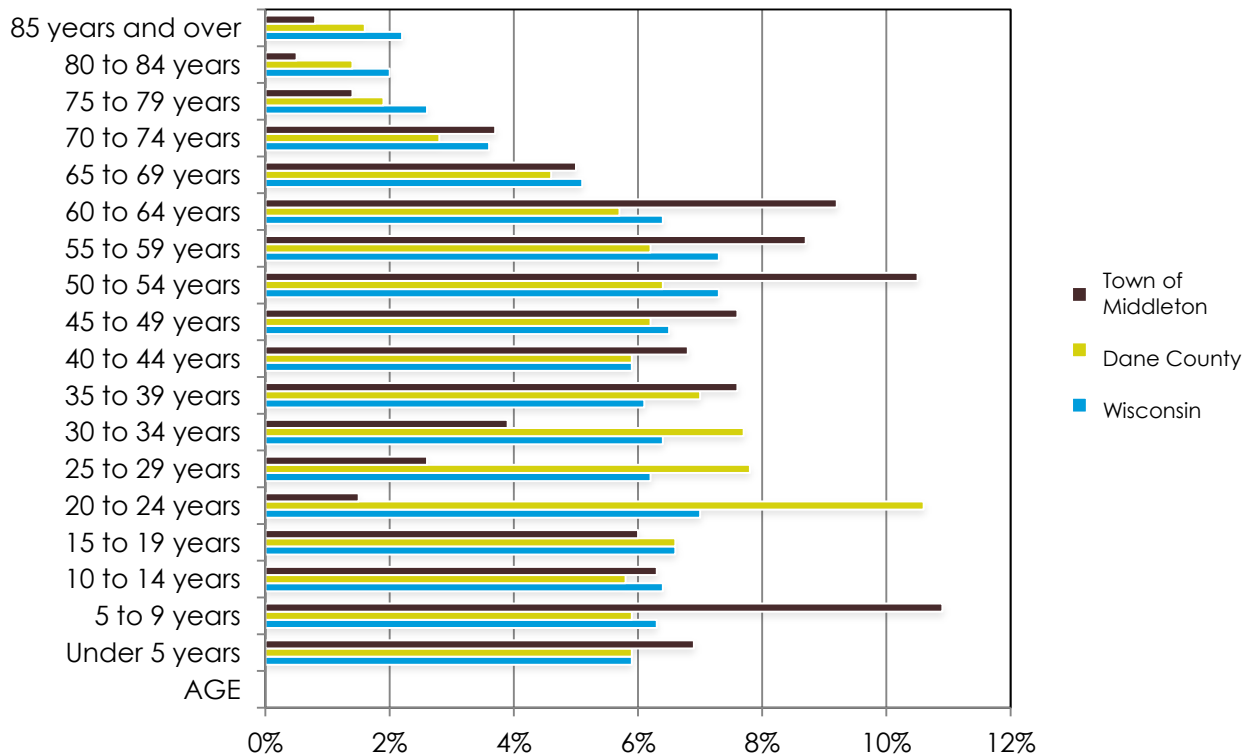
Over the next decade, the senior population is expected to increase explosively across the country. According to Harvard University’s Joint Center for Housing Studies, by 2030, the senior population will nearly double to 70 million, bringing the elderly share of the U.S. population to 20 percent. The consequences of this demographic shift will be significant both nationally and throughout Wisconsin.

**Age Distribution**

According to the 2010 Census, the median age of residents of the Town was 43.1 years, more than six years higher than the Dane County median age of 34.4 years. Figure 2-2 provides a breakdown of the age distribution for the Town at the time of the 2017 American Community Survey.

Further discussion of the age distribution of the population and its impact on Town planning is discussed in the appendix to this chapter.

**Figure 2-2: Age Distribution for the Town, Dane County, and Wisconsin, 2017**



Source: 2017 ACS 5-Year Estimates

## Household Income Levels

The 2017 median household income for the Town was \$143,975. In comparison, the median household income was \$67,631 for Dane County as a whole and \$56,759 for Wisconsin. The fact that the median income for the Town is more than twice that of Dane County and Wisconsin can have an impact on the affordability of housing and potential economic growth in the Town.

Further detail regarding household incomes within the Town, Dane County, and Wisconsin can be found in Appendix 3.

## Employment and Education Levels

Local income/employment and educational attainment data helps us gain perspective on the local economy and its link to regional growth dynamics. Since the mid-1980s, the State of Wisconsin has realized a growing economy but a shortened supply of labor. In general, labor shortages and competition have led to recruitment outside the state and internationally.

The Town has a relatively high overall education attainment level compared to Dane County and the State of Wisconsin. According to the 2017 American Community Survey, approximately 88 percent of Town residents over 25 years old had some post high school education, compared to 78 percent of Dane County and 61 percent of the State. For additional information regarding educational attainment in the Town, refer to Appendix 3.

# COMMUNITY PRIORITIES

## Public Feedback

The following issues were identified by Town residents and landowners at various public involvement sessions and from the survey.

- 68 percent of respondents strongly agreed that protecting the community's existing character and quality of life should be the Town's top priority.
- Email (38 percent) and the Town's website (24 percent) were identified as the two most effective ways the Town can provide information to the community.
- 72 percent of respondents agreed that the Town has adequate recreational facilities (including parks, conservancies, and trails).
- 75 percent of respondents agreed that the Town should make efforts to preserve and protect historic structures and sites.
- 91 percent of respondents agreed that protecting the remaining natural resources from development pressure should be a Town priority.
- 47 percent of respondents believe the Town's planning process has been successful in the past at preserving and protecting environmentally sensitive areas. 39 percent selected 'Neither Yes nor No'.
- 62 percent of respondents disagreed with the statement: "The Town needs more commercial activity."



- 80 percent of respondents agreed the Town should limit its residential development to mostly single-family detached houses.
- 78 percent of respondents agreed the Town should limit the development of apartment buildings.
- 69 percent of respondents agreed the Town should focus more on providing bicycle and pedestrian facilities.
- 86 percent agreed that the Town should continue to develop with large lots/lower housing densities.
- 77 percent agreed with the statement: "I would be willing to use tax dollars to preserve natural resources and environmentally sensitive areas in the Town (in addition to the Town looking for other resources).

### Plan Commission Feedback

The following is a summary of the primary issues and opportunities identified by the Plan Commission during the update to this Comprehensive Plan.

### Town Character

- **Residential development:** The Town has a semi-rural, residential identity and a high quality of life. The Town is known for having areas of single-family homes intermingled with agricultural areas. The Town's landscape is typified by hilly and forested terrain, providing residents with a private and natural environment. These characteristics of the Town are explored in greater detail in subsequent sections of this Plan.

- **Commercial development:** The majority of commercial development that has taken place within the original boundaries of the Town was annexed by the cities of Madison and Middleton. Many of the remaining commercial areas are in Town islands or the southeastern portion of the existing Town that will be annexed by 2042 under the terms of the intergovernmental agreement with the City of Madison. As is the case in many communities, commercial development has been concentrated in a linear fashion along major roadways.

Of the area planned to remain within the Town, there are two primary areas zoned, as of 2019, for commercial use: an existing commercial area along Mineral Point Road, just west of Pioneer Road, and a portion of the U.S. Highway 14 (USH 14) corridor. This Plan incorporates and in some cases expands these existing commercial-zoned areas into areas identified for commercial uses on the Future Land Use Map. Commercial development in the USH 14 corridor will be limited to some extent by existing factors such as: the presence of the existing railway line, the potential future expansion of USH 14, existing floodplains and wetlands, and the extraterritorial review authority of the City of Middleton pursuant to the existing Intergovernmental Cooperation Agreement. Several other pockets of commercially zoned land exist in the Town, but they are not anticipated to expand during this Plan's planning horizon. There are no other significant areas specifically zoned or planned for

commercial development.

- **Intergovernmental agreements:** In 2002, the Town and the City of Madison signed an intergovernmental agreement that establishes a future boundary between the two municipalities that generally aligns with Pioneer and Meadow Roads. The City of Madison has agreed not to annex lands west of this boundary, while the Town has agreed not to contest annexations east of the boundary. All remaining Town lands east of the boundary will be annexed to the City of Madison by the year 2042. In 1994, the Town signed an intergovernmental agreement with the City of Middleton which establishes a boundary line for the City exercising its extraterritorial jurisdiction over land subdivisions. The Town has agreed to make land use decisions east of that line consistent with the City of Middleton's land use plans.

There are no other agreements in place with other adjacent communities, including the Towns of Springfield, Cross Plains, and Verona. For further information regarding the two existing agreements, refer to Chapter 8: Intergovernmental Cooperation.

Moving forward, the Town has an opportunity to expand upon the existing agreements with neighboring municipalities, and to establish new agreements with others. These intergovernmental agreements may allow the Town to make planning decisions with an increased level of certainty. Such agreements may also provide for

increased efficiencies and opportunities for Town residents.

## Education

- **Primary and Secondary Education:** The majority of the Town is located in the Middleton Cross-Plains Area School District (MCPASD). According to the MCPASD 2006-2017 School Performance Report, District students scored above the state average on the 2014-2015 Badger and Dynamic Learning Map Proficiency metrics in English Language Arts and Mathematics. The high quality educational opportunities that are available locally are considered a valuable asset for Town residents.
- **Higher education:** The availability of several options for post-secondary education within a thirty minute drive from the Town provides an opportunity to attract new residents and businesses. These options include the University of Wisconsin-Madison, Edgewood College, Upper Iowa University, and Madison College.

## Housing

- **Housing mix:** Almost all housing within the Town consists of single-family residential homes. As of 2019, there are no apartments or condominiums and only a few duplexes within the Town.
- **Recreational opportunities:** There are multiple recreational opportunities located within or near the Town. The Town has focused on the preservation or development of high quality natural areas, parks, and trails. Residents and others utilize the

Town's trails and roads for bicycling, hiking and other activities. In addition, several outside organizations own and maintain recreational areas within Town boundaries (i.e. Ice Age Park, Black Earth Creek Wildlife Area – Sunnyside Unit, etc.). The Town is home to a unique recreational facility: the Blackhawk Ski Club which operates Dane County's only ski jump, along with downhill and cross country ski trails. A golf course currently going through Town approval, along with several conservancy and natural areas, are also located in the Town. In 2008, the Town adopted a Comprehensive Outdoor Recreation Plan (CORP) to outline opportunities for future additional parks, trails and recreational facilities. The Town is preparing an update to the CORP in 2019.

### Transportation

- **Roads:** The Town's primary east-west corridors have been identified as Mineral Point Road, Old Sauk Road, Airport Road and USH 14. The remaining Town roads are mostly residential or provide access to residential areas. Most residents use these roads in their daily commutes. As of 2019, there are no mass transit opportunities serving the Town. In the future, opportunities may exist for Town residents to be served by expanded mass transit opportunities in partnership with neighboring municipalities and Dane County.

### Land Use

- **Environmental constraints:** The Town landscape is partially forested and includes areas of prairie. The Town also includes areas where steep slopes limit or prohibit development. Many of these steep slopes are concentrated along the Black Earth Creek corridor and in the southwest corner of the Town. The Town is also home to areas of wetland and flood plains and is part of the Black Earth Creek, Sugar River, and Lake Mendota/Yahara River Watersheds.
- **Land supply:** The Town has experienced significant growth, and as a result, the supply of undeveloped land remaining in the Town is limited. The remaining undeveloped lands are privately owned and could be converted in the future to other uses pursuant to Town and County regulations and requirements.

### Economic Development

- **Economic planning:** Town residents have indicated that economic development should be directed toward existing commercial areas and the USH 14 corridor. Most Town residents commute to adjacent communities for work, shopping, entertainment, and dining. In the future, opportunities may exist for economic development to occur in a manner that is consistent with the character of the Town.

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## Appendix 2: Issues & Opportunities

### WIS. STATS. § 66.1001(4)(a)

*“The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative, or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments. The written procedures shall describe the methods the governing body of a local governmental unit will use to distribute proposed, alternative, or amended elements of a comprehensive plan to owners of property, or to persons who have a leasehold interest in property pursuant to which the persons may extract nonmetallic mineral resources in or on property, in which the allowable use or intensity of use of the property is changed by the comprehensive plan.”*

### OVERVIEW

The Town adopted the public participation plan on April 8, 2019 in accordance with Wis. Stats. 66.1001(4)(a), as quoted above. The public participation plan's purpose was

to achieve broad community participation in updating the Comprehensive Plan's long-range vision, goals, and recommendations. The Town also sought to promote public awareness of the planning process and of the Comprehensive Plan as the primary policy document that guides Town decision-making related to land use, future growth, and preservation.

The goals of the public participation plan were:

- Provide a range of opportunities and venues for residents to participate in the planning process.
- Meet state statutes.
- Establish a formalized and recorded framework for public participation.
- Respect the time and effort the Town and residents spent crafting the previous plan, including previous comments.
- Work with the Town Board and the Plan Commission to create a thorough plan that can implement the goals and vision of the Town.

The Town recognized that reaching a broad swath of the public required a variety of methods for gauging public feedback. The methods used by the Town as part of this planning process included:

- Community Survey (online and paper)
- Direct mail notifications
- Town Newsletter
- Press Release for the Open House
- Flyers in key public places
- Public meetings (Plan Commission, Town Board, Open House)
- Social media posts

- MAY
  - Plan Commission Meeting #1 (Kickoff Meeting)
  - Community Survey
- JUNE
  - Plan Commission Meeting #2
  - Public Open House
- JULY - SEPTEMBER
  - Plan Commission Meeting #3 & Meeting #4
- OCTOBER
  - Plan Commission Meeting #5 (Recommend Draft Plan for Approval)
- NOVEMBER
  - Town Board Meeting (Public Hearing)
- DECEMBER
  - Town Board Meeting (Plan Approval)

## PUBLIC MEETINGS

### Meetings Summary

The agenda for the Kickoff Meeting on May 1, 2019, featured a review and approval of draft outreach materials, a review and approval of draft community survey questions, a review of the goals, objectives, and policies for the first five Comprehensive Plan chapters, and a discussion of the project schedule. In the end, all of the agenda items were accomplished except for a review of the goals, objectives, and policies for Chapters 4 and 5, Transportation and Utilities and Community Facilities. After the meeting, the project team activated the survey online and disseminated paper copies to Town residents who requested one via mail.

The June 5, 2019 Plan Commission meeting featured a progress update of the initial plan draft and a review of early survey results. The Plan Commission also reviewed the goals, objectives, and policies for the remaining chapters in the

document. Finally, the Plan Commission discussed logistics of the June 19, 2019 Open House. The project team took feedback from the meeting and made changes to several Town maps, along with additional work on updating data, figures, and tables throughout the Plan.

The June 19, 2019 Open House was attended by 53 people. The event began with a slideshow introducing the public to the project and explaining why updating the Comprehensive Plan serves the Town's interests. Attendees posed questions to the project team in a large group setting for about half an hour before breaking up and viewing draft versions of Plan maps posted on boards around the room.

The questions that were asked focused on topics such as annexation of Town land to the City of Madison as part of the Cooperative Plan, status about reimbursement from FEMA for August 2018 flood damage, changes to the stormwater management system, concerns over water table impacts on new development, regulation of well and septic systems, and planned road projects. Other individuals also expressed desires to see certain parcels in the Town have land uses changed and rezoning amendments made. The most popular maps to receive feedback were Transportation, Road Pavement Maintenance, and Bicycle/Pedestrian Accommodations. Many attendees identified the Pioneer Road-Mineral Point Road intersection as being in particular need of pavement and bicycle/pedestrian amenity upgrades.

The July Plan Commission meeting featured a review of the results from the Open House, a review of specific edits

to the plan's maps, and instructions on formatting and content for the plan narrative.

The September 4, 2019 Plan Commission meeting featured a review of the full plan draft, including maps and appendices. The Plan Commission requested several changes to be made in terms of content. At the October 2, 2019 Plan Commission Meeting, the Plan Commission recommended the plan for approval by the Town Board.

A Public Hearing was conducted before the Town Board Meeting on November 18, 2019, and the Plan was ultimately adopted that evening.

## COMMUNITY SURVEY

### Response Summary

The Public Survey received 370 completed surveys via online platform and hard copies. This corresponds to a response rate of 5.7 percent of Town residents.

Survey respondents tended to be middle aged and older, with only 0.24 percent of respondents identifying as 24 years or younger. The vast majority of respondents own their home, which is consistent with the residential composition of the Town. Respondents generally thought the Town should limit its residential development to single family detached houses on large low-density lots, and limit the development of apartment buildings. Respondents also believed business development should be allowed or encouraged near existing business areas, the USH 14 corridor, and Mineral Point Road.

A strong majority of respondents stated that vehicle traffic in the Town is

acceptable, and a substantial number identified bicycle/pedestrian accommodations as important transportation/safety features to be considered in future planning. More than 70 percent of respondents believe the Town should continue building rural roads with shoulders and ditches rather than urban streets with curbs and sidewalks.

Respondents are generally satisfied with the current level of Fire and EMS service in the Town, with only slightly more than 4 percent expressing dissatisfaction with these services when asked. Likewise, almost three-quarters of respondents agreed that the existing municipal/community buildings and facilities in the Town are adequate. Twenty-three percent of respondents agreed with the statements that the Town should incorporate as a Village or City.

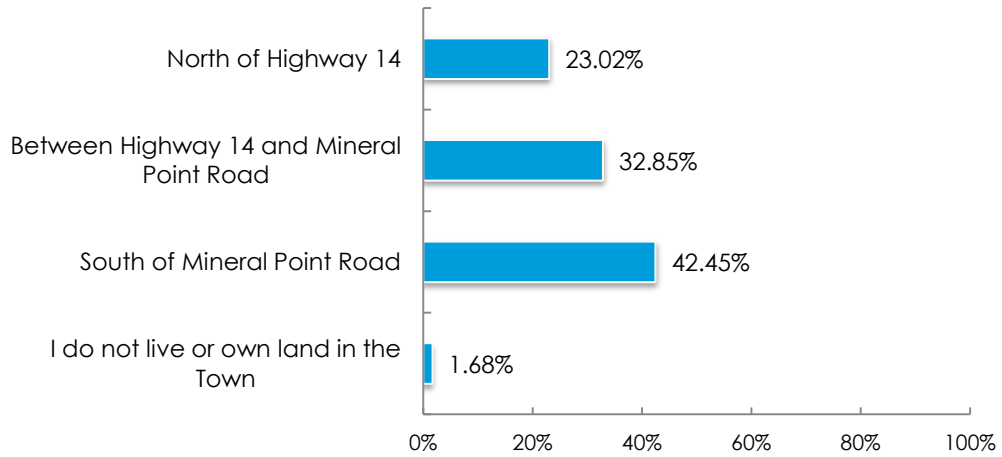
Environmental protection seemed to be an important topic to many respondents, as 77 percent stated that they would be willing to use tax dollars to preserve natural resources and environmentally sensitive areas in the Town. Respondents were also asked to select the most important natural resources to them. The most popular choices were the groundwater supply (27 percent), forested areas (26 percent), and creeks and watersheds (17 percent).

These and other survey results can be viewed in the graphs below.

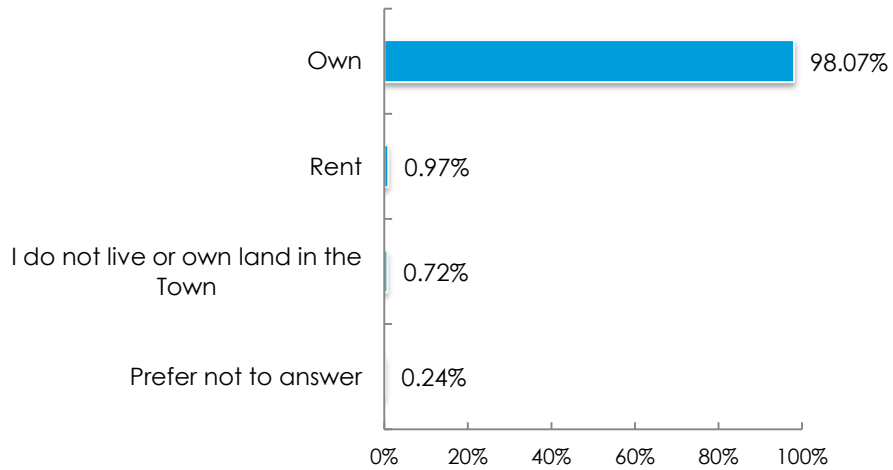
### Survey Response Data Charts

The final results of the Public Survey were tallied and placed in graphs to illustrate the scale of the public's views on a range of issues. These graphs are shown on the following pages.

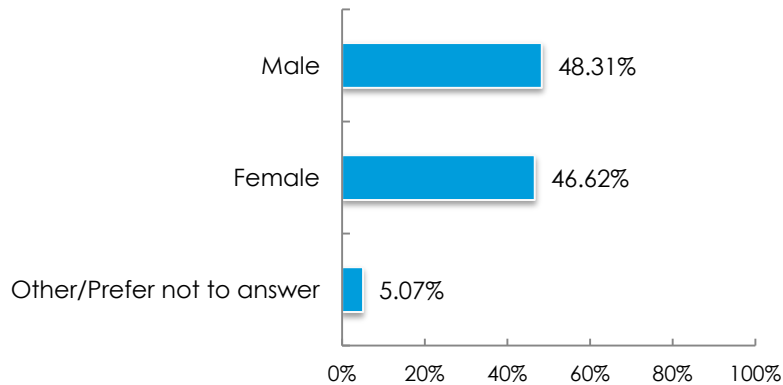
**1. Please identify where you live or own land in the Town.**



**2. Please state whether you (check one):**

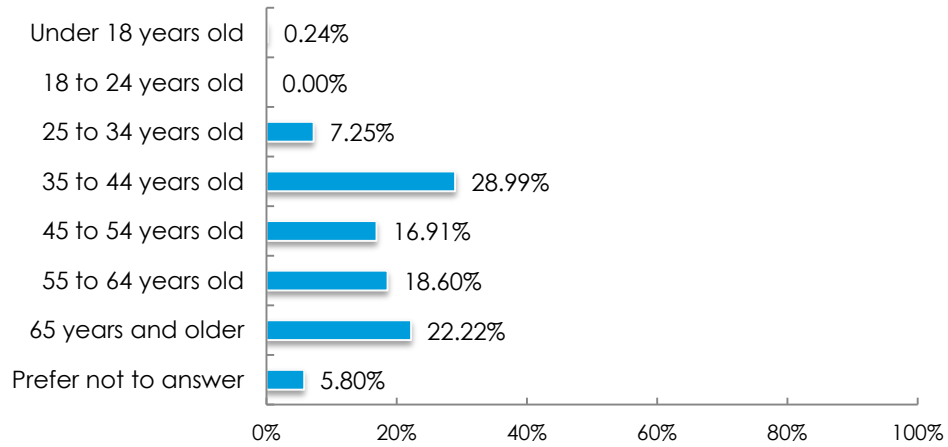


**3. Gender (check one):**

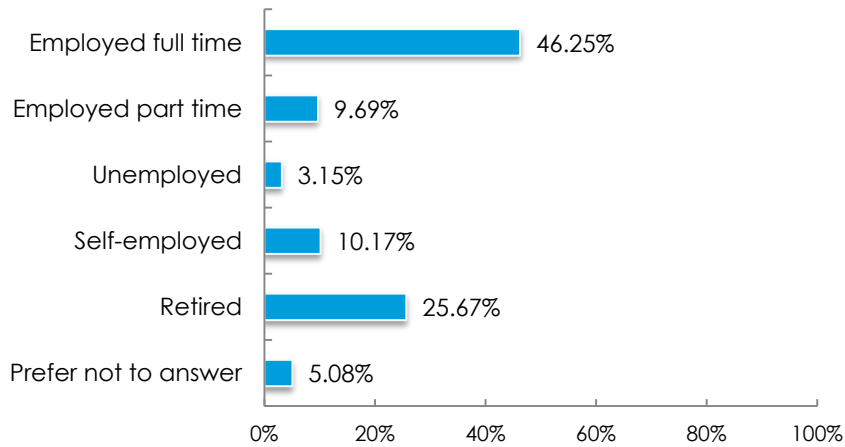




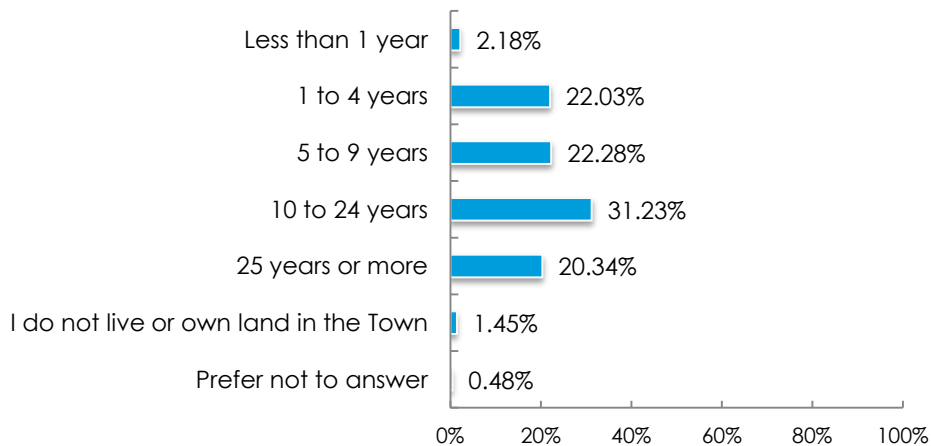
#### 4. Survey Respondent Age (check one):



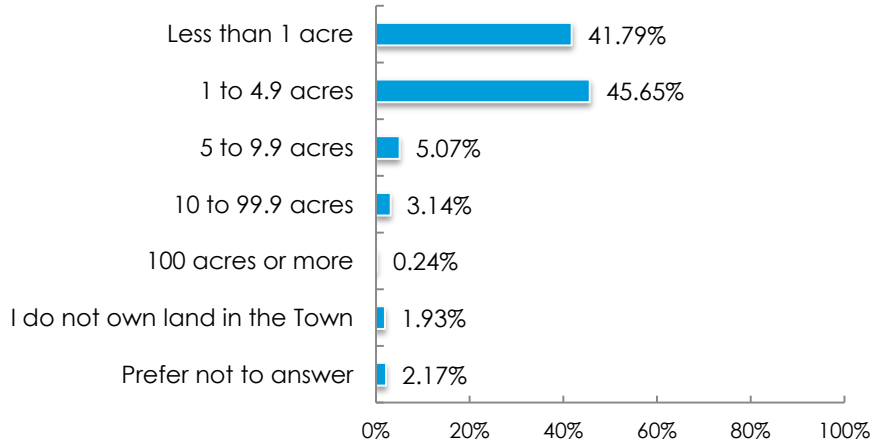
#### 5. Employment Status (check one):



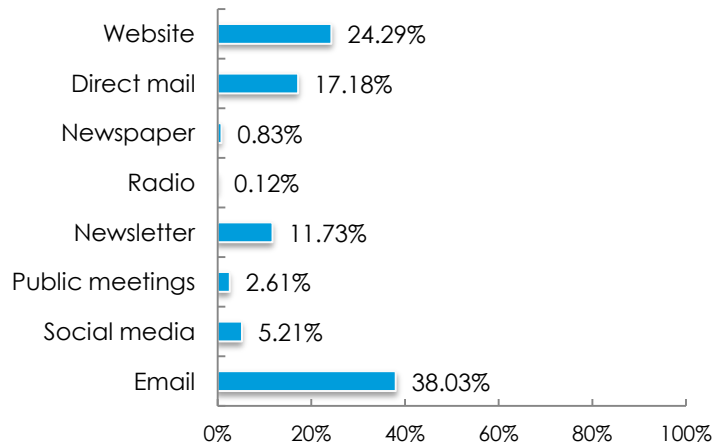
#### 6. How long have you lived or owned land in the Town? (check one)



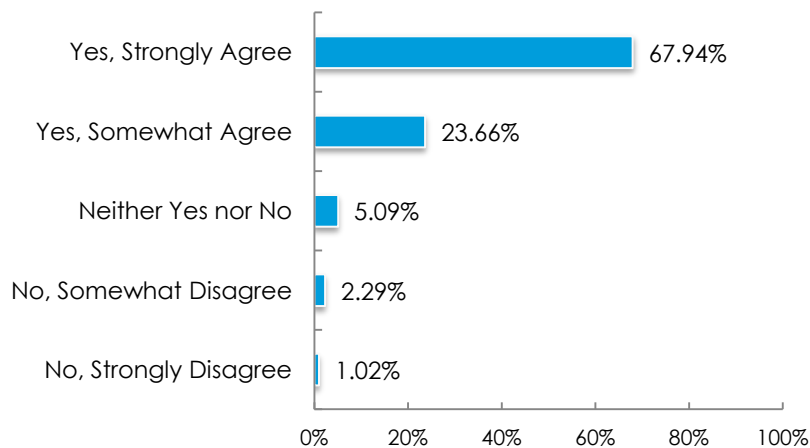
**7. How many acres of land do you own in the Town?  
(check one)**



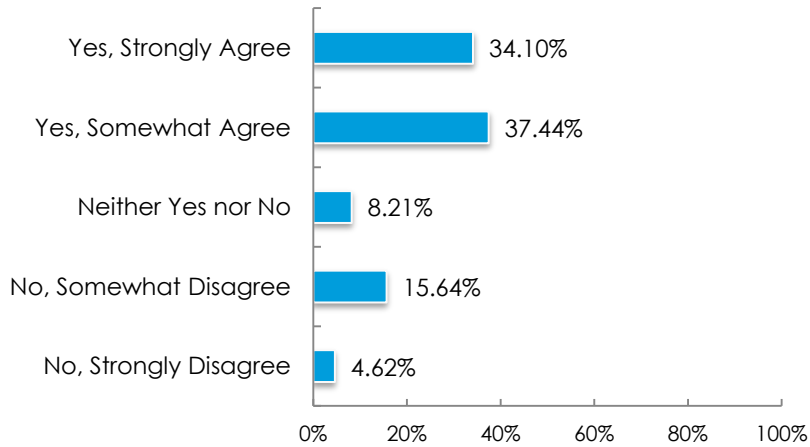
**8. Mark the two most effective ways the Town can provide information to the community.**



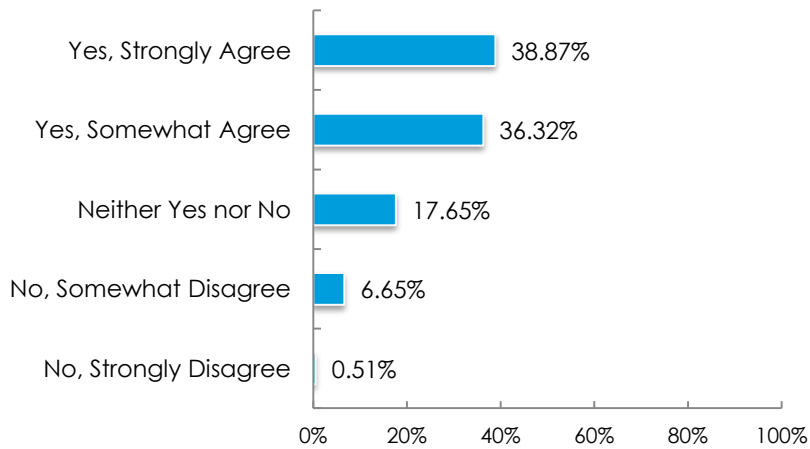
**9. Protecting the community's existing character and quality of life should be the Town's top priority.**



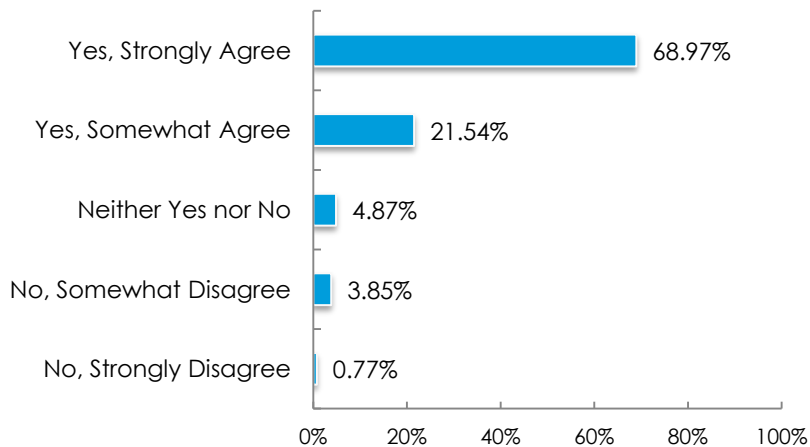
**10. The Town has adequate recreational facilities (including parks, conservancies, and trails).**



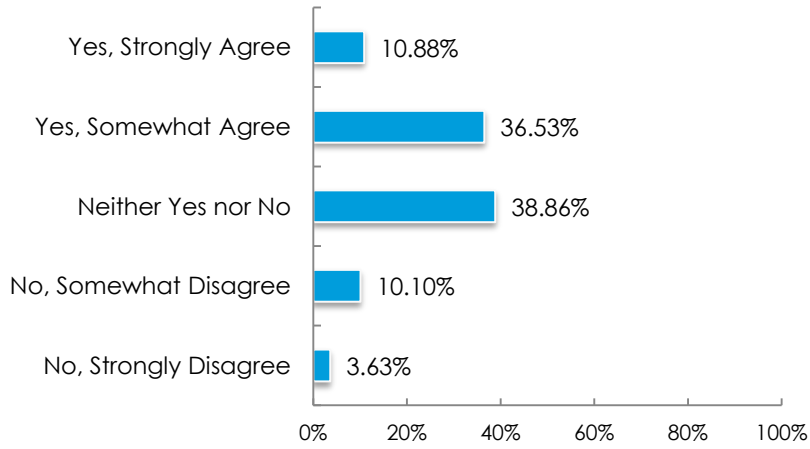
**11. The Town should make efforts to preserve and protect historic structures and sites.**



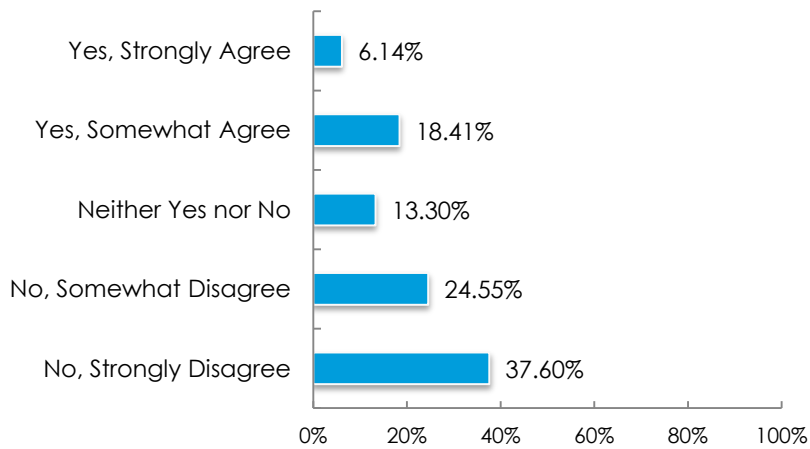
**12. Protecting the remaining natural resources from development pressure should be a Town priority.**



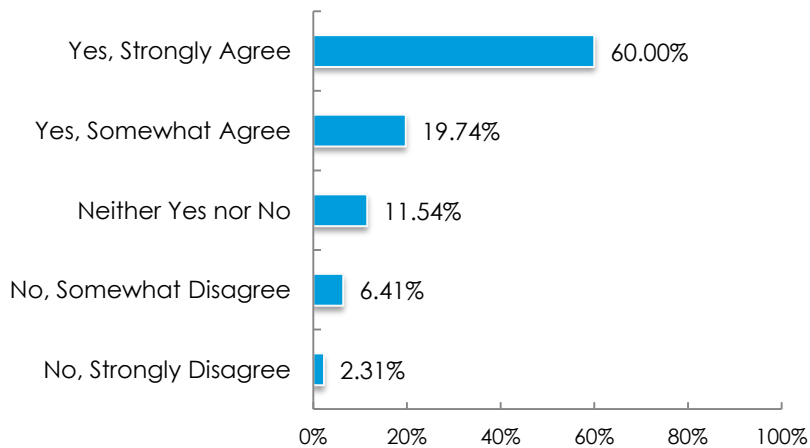
**13. The Town planning process has been successful in the past in preserving and protecting environmentally sensitive areas.**



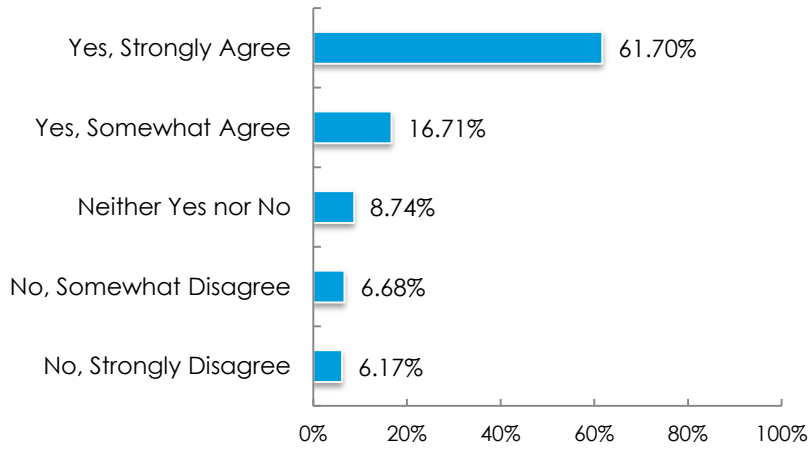
**14. The Town needs more commercial activity.**



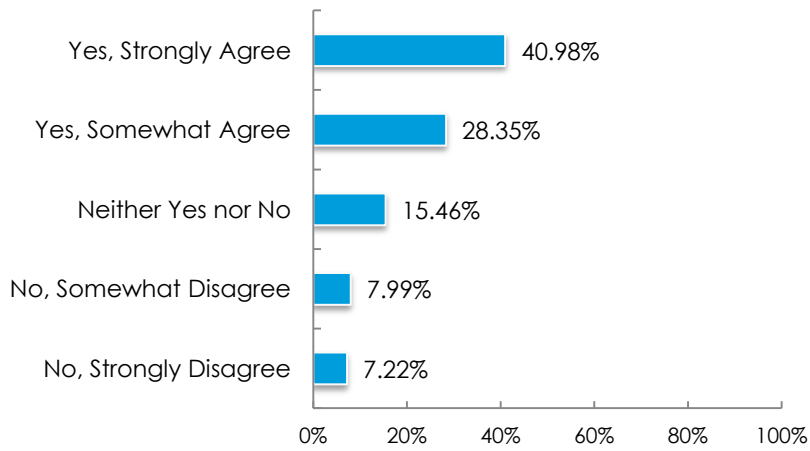
**15. The Town should limit its residential development to mostly single-family detached houses.**



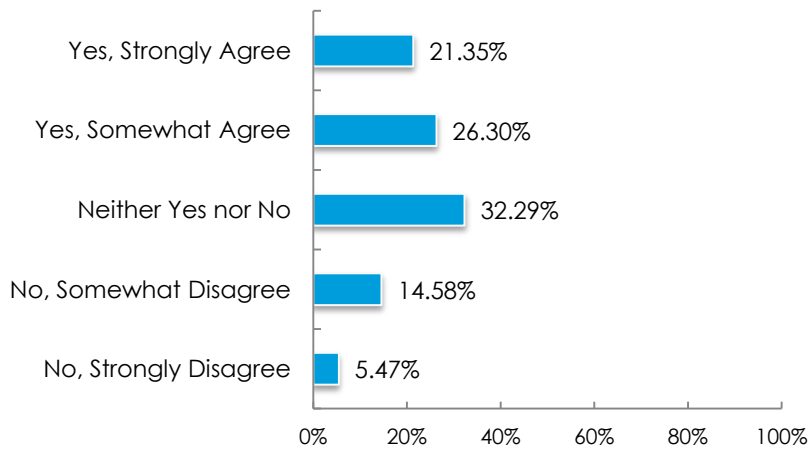
**16. The Town should limit the development of apartment buildings.**



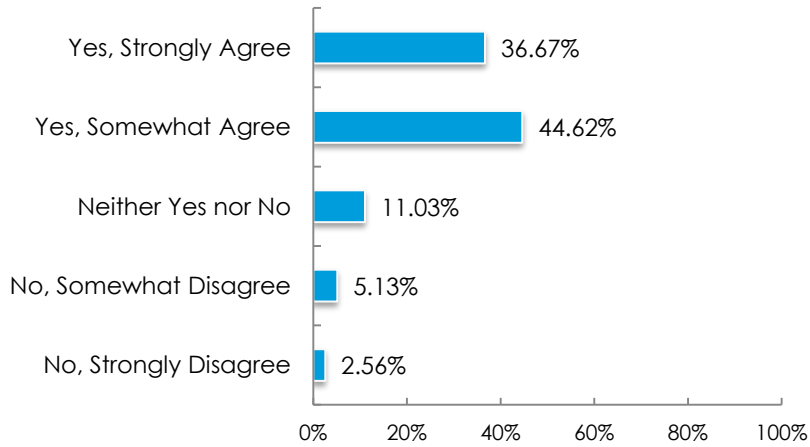
**17. The Town should focus more on providing bicycle and pedestrian facilities.**



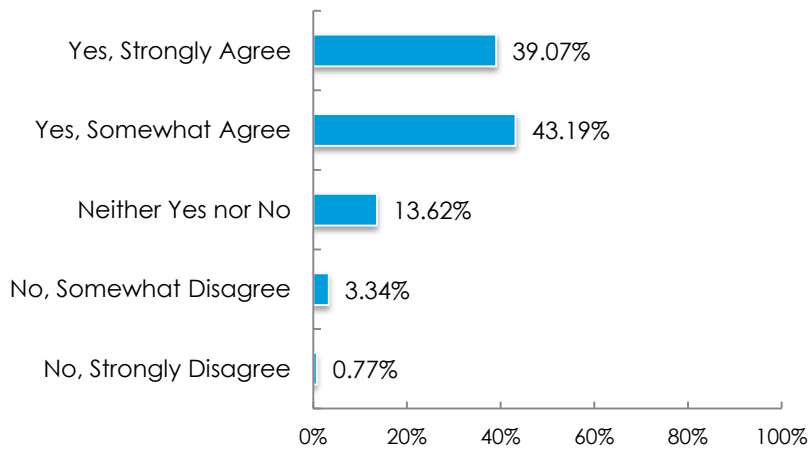
**18. There are adequate housing choices at a variety of price points.**



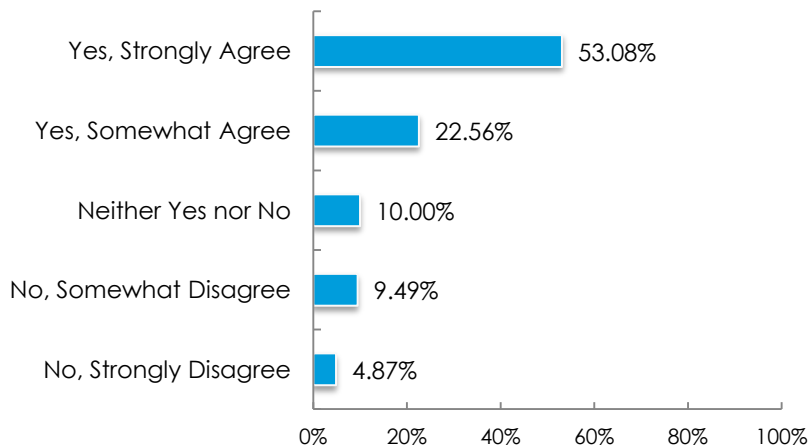
**19. I am satisfied with the current level of police service in the Town.**



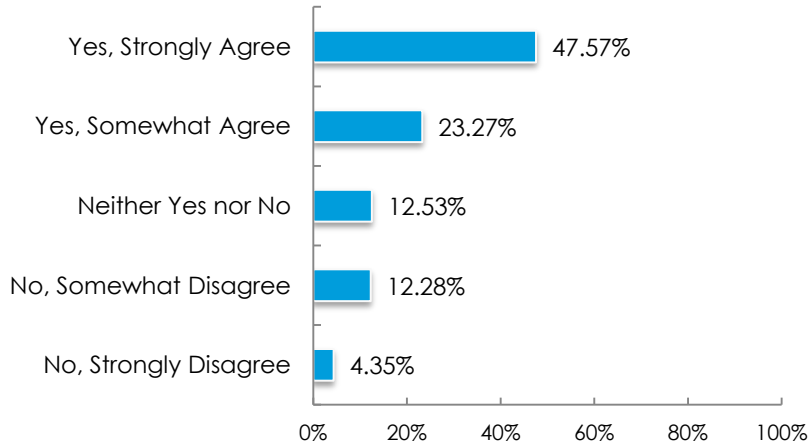
**20. I am satisfied with the current level of Fire and EMS service in the Town.**



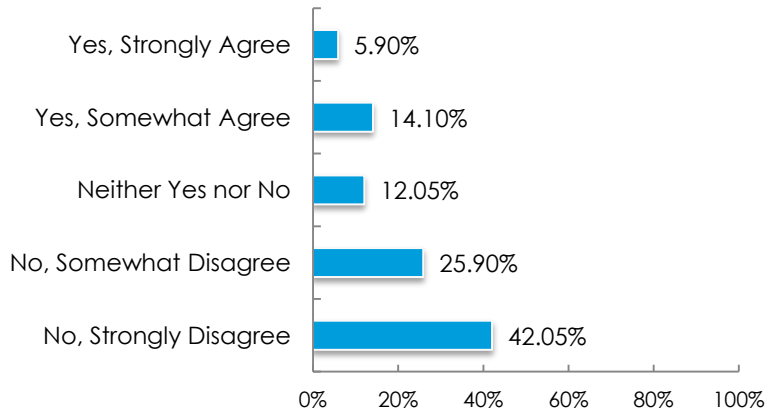
**21. The Town should continue to develop with large lots/lower housing densities.**



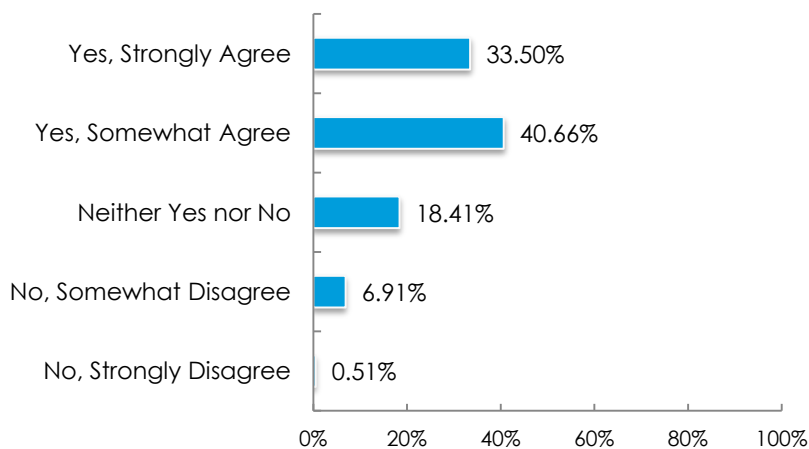
**22. The Town should continue to build rural roads with shoulders and ditches, rather than urban streets with curbs and sidewalks.**



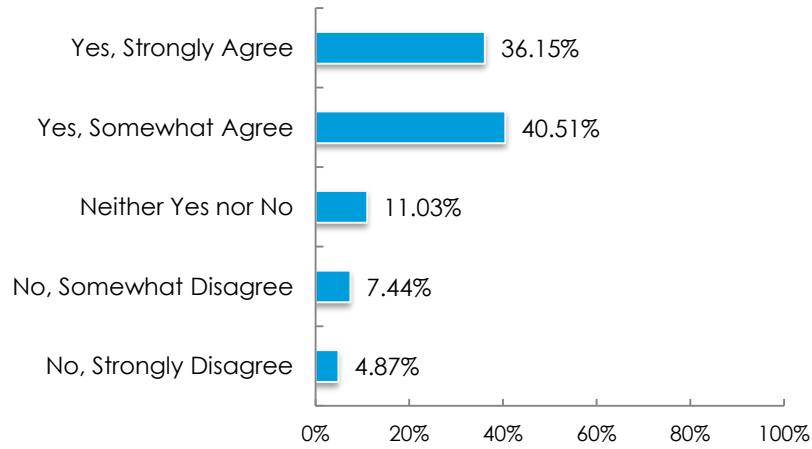
**23. The Town should consider allowing more housing options such as two, three, or four-unit condominiums, apartments, townhouses, and smaller single-family lots, in appropriately zoned areas.**



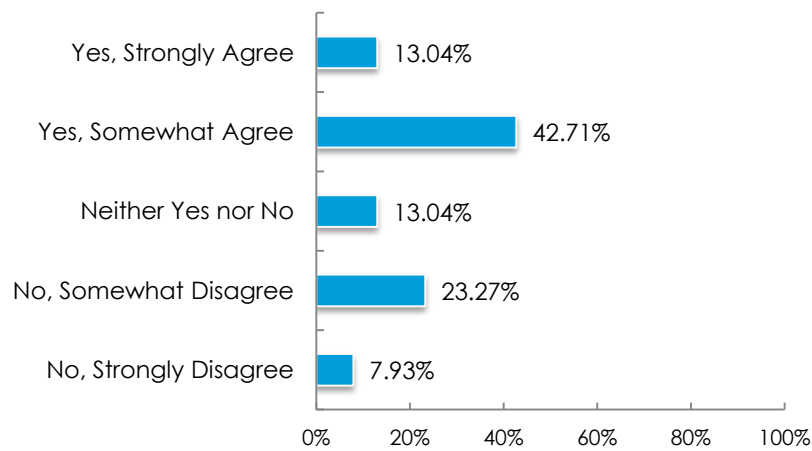
**24. The municipal/community buildings and facilities in the Town are adequate.**



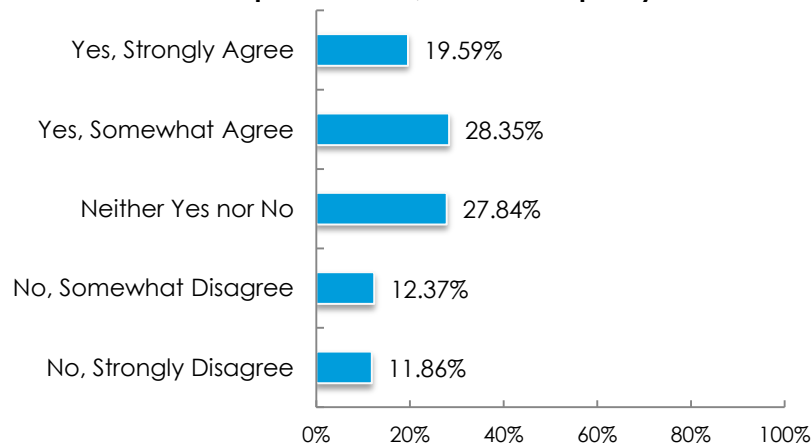
**25. I would be willing to use tax dollars to preserve natural resources and environmentally sensitive areas in the Town (in addition to the Town looking for other resources).**



**26. Road and pavement quality in the Town is acceptable.**

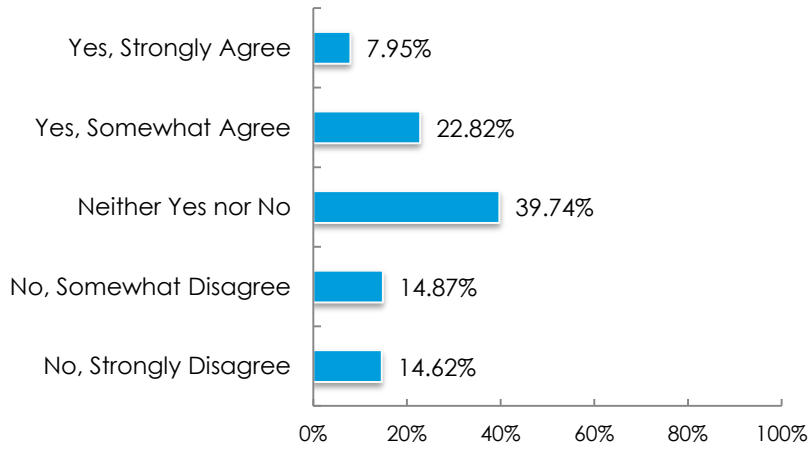


**27. The Town should provide information or educational materials on the maintenance of septic systems and private wells, and water quality.**

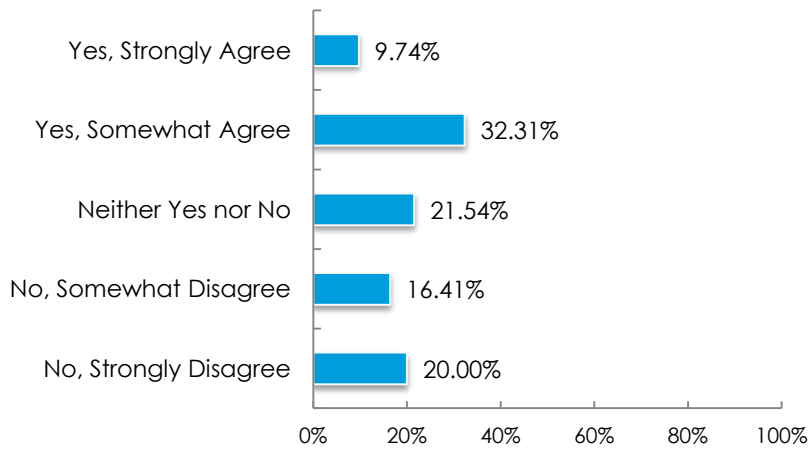




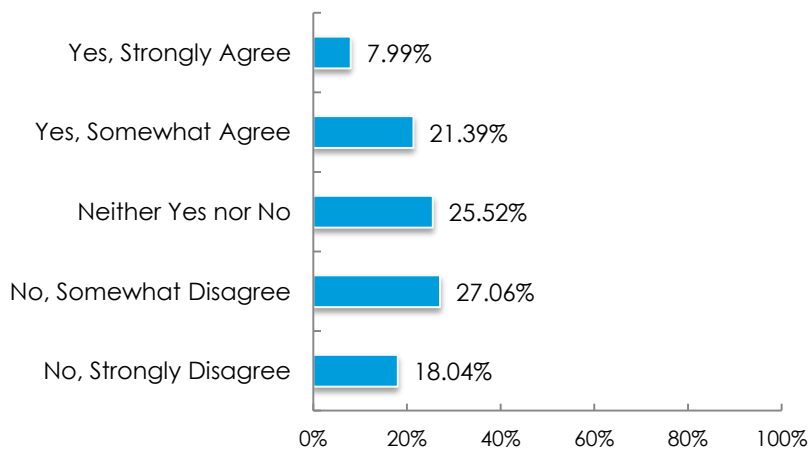
**28. There is a need for Senior Housing in the community.**



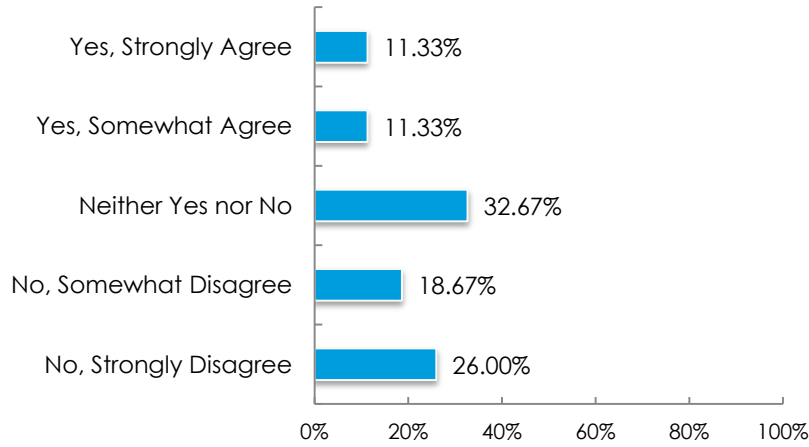
**29. It is sometimes appropriate for businesses and residences to be co-mingled.**



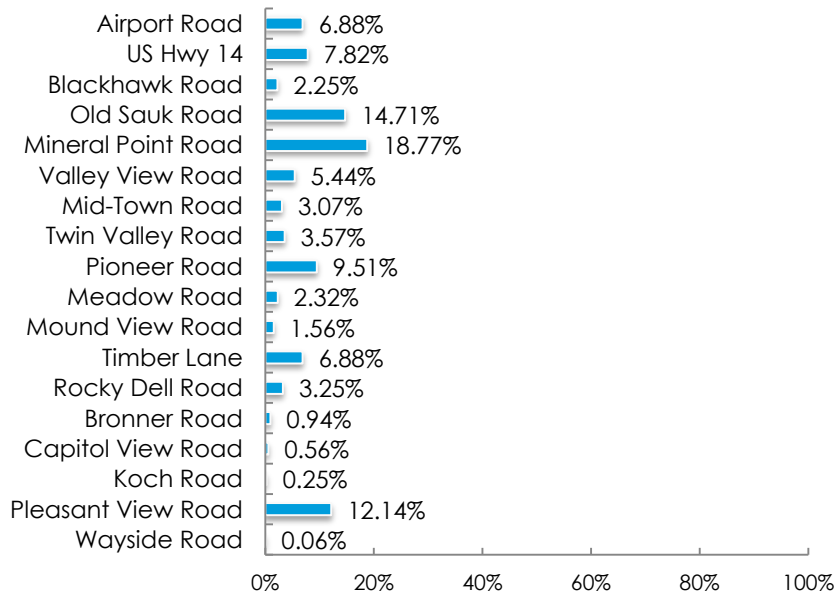
**30. Business retention and economic development should be a Town priority.**



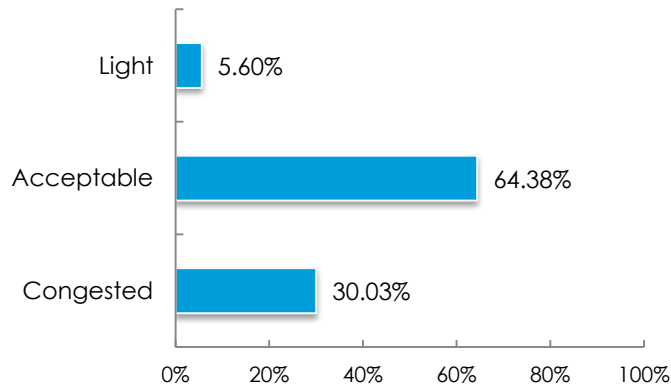
**31. The Town should explore incorporation as a Village or City.**



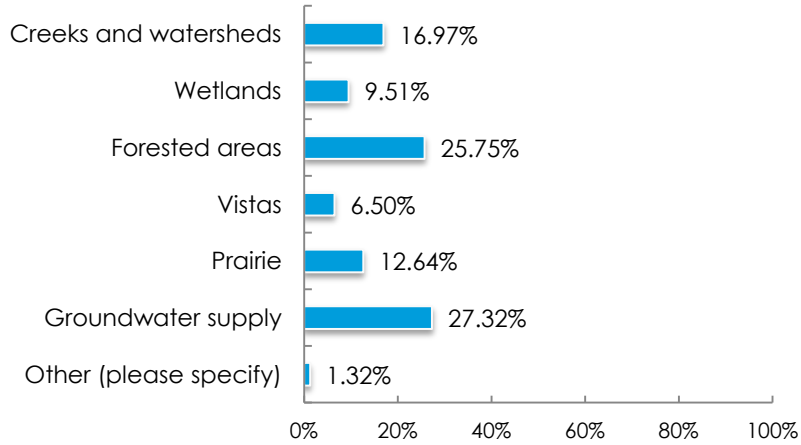
**32. Which roads do you travel on the most going into and out of the Town? (select all that apply)**



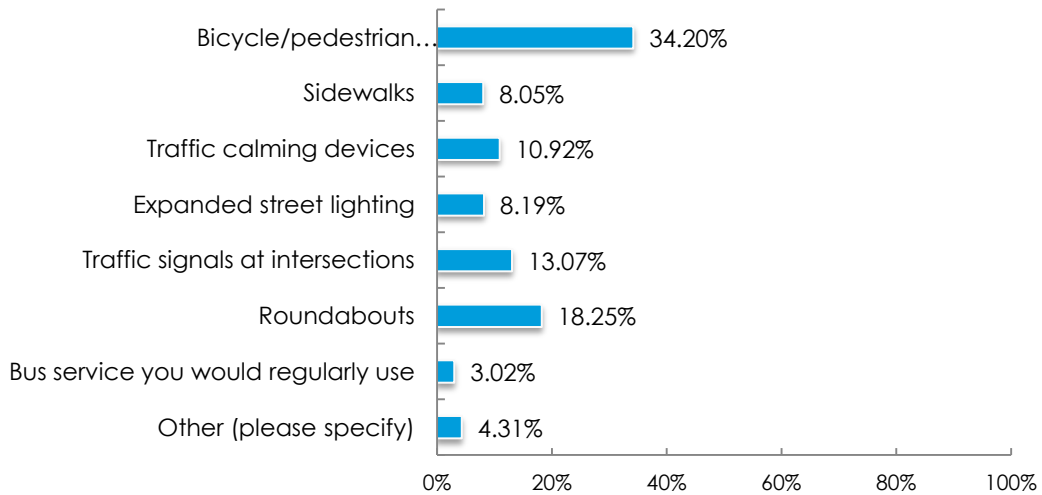
**33. Vehicle traffic in the Town is (check one):**



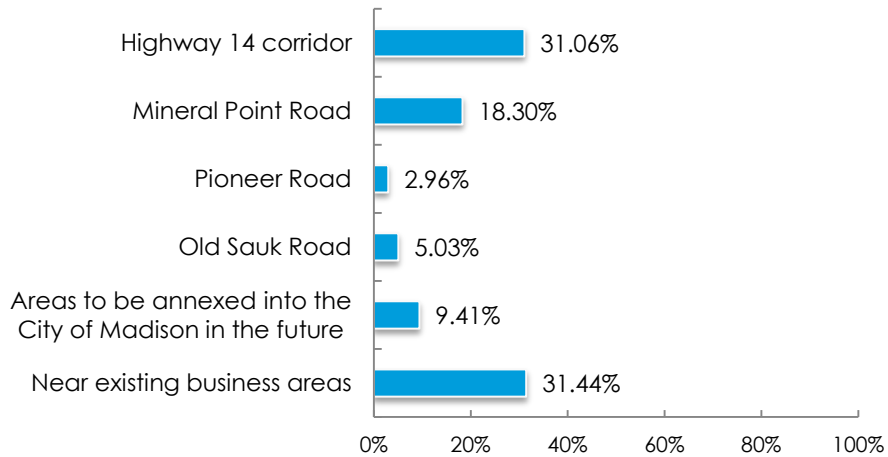
**34. Which of the following natural resources are most important to you? (check up to two)**



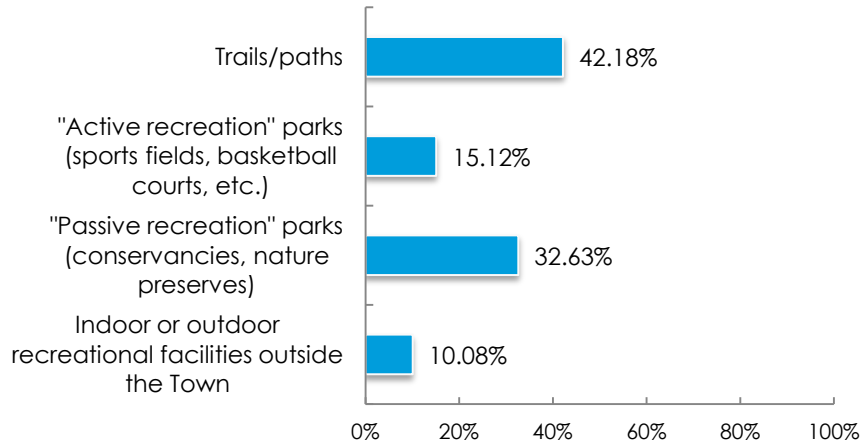
**35. Which of the following transportation/safety features should be considered in future planning? (check up to two)**



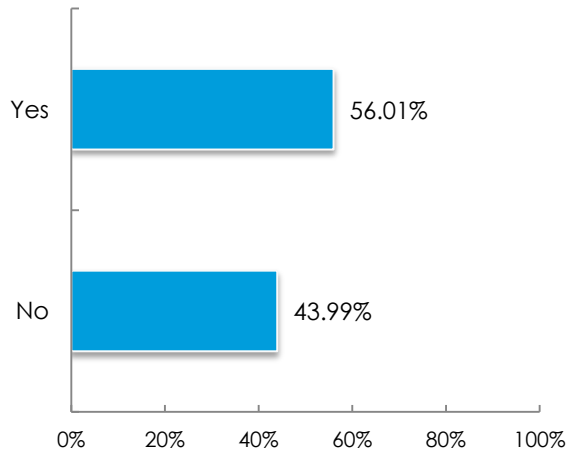
**36. Where should business development be allowed or encouraged? (check all that apply)**



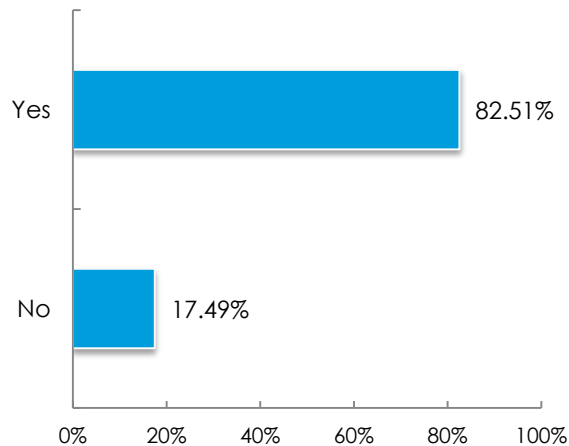
**37. What type of recreational facilities do you currently use the most? (check one)**



**38. Are you aware that the Town has an intergovernmental agreement with the City of Madison regarding future municipal boundaries?**



**39. Should the Town pursue an agreement with the City of Middleton regarding future boundaries?**



# HOUSING



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# Housing

## WIS. STATS § 66.1001(2)(b)

*"The Housing Element is a compilation of objectives, policies, goals, maps, and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local government unit. Specifically the housing element shall assess the age, structural, value, and occupancy characteristics of the local governmental unit's housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meets the needs of persons of all income levels and all age groups and persons with special needs, policies, and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain and rehabilitate the local governmental unit's existing housing stock."*

## OVERVIEW

### State of Wisconsin

One of the local comprehensive planning goals of Wisconsin's Smart Growth legislation is to provide an adequate supply of housing for individuals of all income levels throughout each community. Related to this is the goal of encouraging neighborhood design that supports a range of transportation options. The location of housing directly impacts adjacent land use patterns and individual choices in terms of transportation.

Housing is one of the most challenging social and political issues facing Wisconsin and the people who live here. Housing costs are the single largest expenditure for most Wisconsin residents. According to the U.S. Census Bureau (2017 ACS), 22 percent of Town homeowners spend 30 percent or more of their income on housing costs each month.

Over two-thirds of Wisconsin households are owner-occupied and it is likely 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. In fact, nearly sixty percent of the net worth of a typical homeowner is equity in their home. Housing plays a critical role in the state and local economies. It is likely that housing is the largest land use in a given community and the community's largest capital asset. Housing is also a major source of revenue for local communities in the form of property taxes.

### Town of Middleton

The Town of Middleton has continued to shrink in area over the years, losing land through annexations to the cities of Madison and Middleton. The Town has been reduced in size from the original 23,040 acres to approximately 9,432 acres, which is less than half the area of a typical 36 square-mile township.

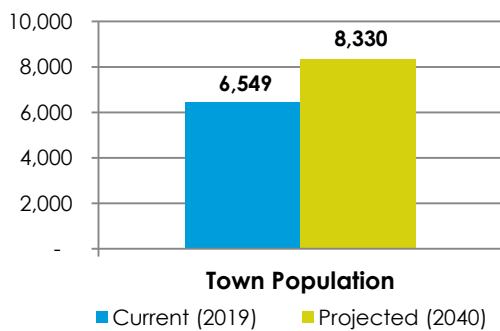
The Town's population has increased significantly over the years. Between 2010 and 2019, 672 new residents were added to the population. The Wisconsin Department of Administration (DOA) anticipates that by the year 2030, the Town will have an estimated population of 7,635. DOA projections estimate 8,330 Town residents by 2040.

New housing units have increased significantly as well, with the greatest number of housing units built between the years 2000-2010. Figures 3.1 and 3.2 outline the estimates and projections from the DOA for population and households in the Town through 2040.

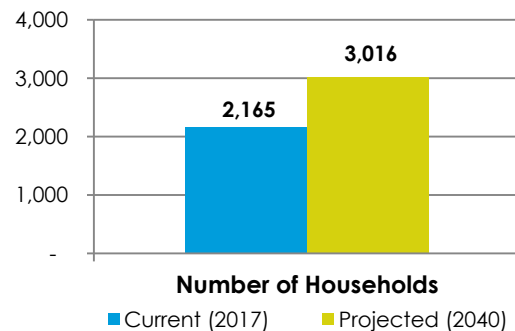
Housing values continue to increase in the Town. The median value for owner-occupied housing in the Town for the year 2010 was \$401,500<sup>1</sup>. By the year 2017, the median value for owner-occupied housing in the Town had increased to an estimated \$461,400. The Transition Area identified in the 2002 Cooperative Plan between the Town and the City of Madison will serve as the area of focus for directing higher density and more varied housing development.

Currently there are no owner-occupied condominium developments within the Town and no permits for new two-family or multi-family units were granted in the Town between 1981 and 2018.<sup>2</sup> It is also estimated that Dane County's population of persons age 55 and older will increase from 106,519 in 2010 to a population of 189,270 by 2040, an increase of 78 percent.<sup>3</sup>

**Figure 3.1: Population Projections**



**Figure 3-2: Housing Projections**



<sup>1</sup> 2010 U.S. Census

<sup>2</sup> Town of Middleton, CARPC

<sup>3</sup> Wisconsin Dept. of Administration



# GOALS AND OBJECTIVES

As life, health, family, and financial circumstances change, so do housing needs. Housing is an important land use category and, like other land uses, housing generates demand for additional services. While total population and density may determine the aggregate level of housing demand, the configuration and location of dwelling units may determine how, where, and what types of services may be delivered in a semi-rural setting.

Public survey results showed Town residents are keen on maintaining the large lot, low-density development pattern already characterizing most of the Town's residential areas. Respondents were generally opposed to allowing more housing options, such as two, three, or four-unit condominiums, apartments, townhouses, and smaller single-family lots, in appropriately zoned areas. These and other results to questions about housing were considered when preparing the following goals, objectives, and policies.

**Goal: The Town of Middleton will promote safe, code-compliant housing that is consistent with the semi-rural character of the community and takes into consideration the needs of its residents.**

**Objectives:**

1. Preserve the quality of Town housing as the residents of the Town see it.
2. Encourage high quality construction and maintenance standards for housing.
3. Encourage housing development in areas that will not:
  - Result in environmental degradation;
  - Adversely affect the semi-rural character of the Town;

- Or impair working agricultural operations
4. Encourage neighborhood designs and locations that:
    - Ensure the separation of incompatible land uses;
    - Promote connectivity of roads, open-spaces, and environmental systems;
    - And preserve the semi-rural character of the Town
  5. Encourage the balanced development of a variety of housing types, including:
    - Traditional single family detached residences on large lots;
    - More affordable single family homes on smaller lots, potentially within cluster<sup>4</sup> subdivisions.
    - Investigate permitting owner-occupied attached multi-family housing, senior housing, and/or denser detached single family housing in areas identified as the "Transition Area" by the 2002 City of Madison and Town of Middleton Cooperative Plan. The Town reserves the Transition Area to allow for a variety of higher density residential development types, including unsewered cluster subdivisions with minimum 25,000 square foot lots (minimum 12,000 square foot lots for sewerred areas). This will help provide greater housing choices for different income and age levels. The Town Board will consider development proposals in the Transition Area with consideration of density and compatibility of

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<sup>4</sup> Cluster Subdivision: A major subdivision where the parcel to be divided is 15 acres or more in size and uses smaller individual lot sizes and common open space areas as a means to reduce site disturbances, preserve sensitive features and open space, ensure a rural-like atmosphere, yet maintain gross densities similar to those permitted under Traditional Subdivision controls.

surrounding land uses.

6. Plan for a sufficient supply of available land for housing, in areas consistent with this Comprehensive Plan. Refer to Map 9.3 Future Land Use Map in Appendix 9.

**Policies:**

1. Work with Dane County Zoning Administrator to address code violations on existing properties.
2. Guide housing development out of conservancies, wetlands, floodplains, hydric soils, and recognized environmental corridors.
3. Work to screen housing from primary thoroughfares to the extent possible by utilizing natural topography, vegetation (tree lines, wooded edges), and right-of-way setbacks.
4. Discourage the use of through streets in certain situations such as environmentally sensitive areas or where slopes exceed 20 percent.
5. All new housing lots shall have frontage on a public road per Town and County Subdivision regulations. Flag lots should generally be discouraged.
6. Preserve existing vegetation, stone fences, fence lines, tree lines, and structures of historic value. (Note: Housing developments should consider protecting trees, but should not be prohibited from placing lots / homes in trees.)
7. The Town will discourage homes or other buildings being placed in wetlands, floodplains, or on slopes in excess of 20 percent.

8. Provide incentives for the use of cluster subdivisions which provide for interconnected networks of open space.
9. Limit building envelopes to those areas with slopes of less than 20 percent. For lots containing slopes of greater than 20 percent, the building envelope should be limited to areas with slopes of 15 percent or less.
10. Require safe, consistent standards for the placement of Cluster Box Unit mailboxes (CBUs)<sup>5</sup> in all new subdivisions.
11. Periodically review the balance of housing types to see if housing needs for all Town residents, including seniors, is being met.

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<sup>5</sup> Cluster Box Unit: A centralized apparatus of individually locked compartments for the delivery and collection of mail.

## Appendix 3: Housing

Table 3-3 below outlines the total housing units of various housing types in Dane County, the Town of Middleton, and several neighboring communities.

The categories for Table 3-3 are defined as follows:

- 1-unit (detached) – One unit structure detached from any other house, with open space on all four sides.
- 1-unit (attached) – One unit structure that has one or more walls extending from ground to roof separating it from adjoining structures.
- 2 or more units – These are units in structures containing two or more housing units.

Tables 3-4 and 3-5 on the following page outline the total population residing in

various types of owner-occupied and rental housing in Dane County, the Town of Middleton, and neighboring communities.

From the perspective of consumer choice in the housing market, a good mix of housing options is important. If the housing stock is dominated by single-family units, there may be few options for retirees who are downsizing, young couples who are just getting started, and those unable to afford the high cost of single family housing. In fact, there have been studies concluding that many communities with relatively few rental opportunities have higher unemployment rates and/or more residents who are under-employed. This is especially true in those communities that are not within a reasonable commute of a larger employment center. In contrast to renters, homeowners cannot easily pick up and move if employment opportunities decline. Homeowners, who are laid off for example, tend to be out of work longer and quite often take jobs for which they are over-qualified at a lower wage rate.

**Table 3-3: Town Housing Units by Type**

	Town of Middleton	Town of Springfield	Town of Verona	Town of Cross Plains	Dane County
1 Unit (Detached)	2,111	969	717	601	119,835
1 Unit (Attached)	25	29	13	3	14,119
2 Units	0	69	8	6	9,562
3 or 4 Units	0	0	30	0	13,894
5 to 9 Units	0	0	8	0	14,733
10 to 19 Units	0	0	0	0	14,586
20 or More Units	29	23	68	3	37,707
Mobile Home	0	58	5	0	1,727
Boat, RV, Van, etc.	0	0	0	0	26
<b>TOTAL</b>	<b>2,165</b>	<b>1,148</b>	<b>849</b>	<b>613</b>	<b>226,189</b>

Source: ACS 2013-2017 5-year Estimates (DP-04)

**Table 3-4: Total Population in Occupied Housing Units by Tenure (Owner-Occupied, Year 2017)**

	Town of Middleton	Town of Springfield	Town of Verona	Town of Cross Plains	Dane County
Single-family attached or detached	5,963	2,432	1,758	1,350	303,722
Multi-Family	0	27	13	0	15,700
Mobile Home	0	46	14	0	2,890
Boat, RV, van, etc.	0	0	0	0	0
<b>TOTAL Owner-Occupied Units</b>	<b>5,963</b>	<b>2,505</b>	<b>1,785</b>	<b>1,350</b>	<b>322,312</b>

Source: 2017 ACS 5-Year Estimates

**Table 3-5: Total Population in Occupied Housing Units by Tenure (Rental, Year 2017)**

	Town of Middleton	Town of Springfield	Town of Verona	Town of Cross Plains	Dane County
Single-family attached or detached	158	181	136	120	39,546
Multi-Family	29	191	186	16	146,115
Mobile Home	0	18	0	0	804
Boat, RV, van, etc.	0	0	0	0	89
<b>TOTAL Owner-Occupied Units</b>	<b>187</b>	<b>390</b>	<b>322</b>	<b>136</b>	<b>186,554</b>

Source: 2017 ACS 5-year Estimates

## OCCUPANCY STATUS

The vacancy rate is an important measure of housing supply and demand. As a general rule, an overall vacancy rate of three percent represents a desirable balance between supply and demand in an area. For owner-occupied housing, an acceptable rate is one and one-half percent, while for rental housing it is five 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 not for owner-occupied units, and vice versa.

As shown in Table 3-6, the vacancy rate found in the Town in the year 2017 of 0.0 percent was lower than the rates for both Dane County and the State of Wisconsin. This suggests a shortage of housing stock in the Town for both rentals and owner-occupied units.

**Table 3-6: Vacancy and Occupancy (Year 2017)**

	Town of Middleton	Dane County	Wisconsin
Occupied Units	2,165	216,930	2,328,754
Vacant Units (Total)	0	9,259	339,938
Vacancy Rate (Overall)	0.0%	4.1%	12.7%
Vacancy Rate (Homeowner)	0.0%	1.0%	1.5%
Vacancy Rate (Renter)	0.0%	2.4%	4.8%

Source: 2017 ACS 5-year Estimates

## HOUSING TENURE

In 2017, nearly 97 percent of the 2,165 occupied housing units in the Town of Middleton were owner-occupied (Table 3-7). This rate is somewhat higher than neighboring towns, and is approximately 40 percentage points higher than the rate for Dane County as a whole.

In 2017, there were an estimated 5,660 residents in owner-occupied housing units in the Town compared to only 74 renters, a ratio of almost 99 to 1.

## HOUSEHOLD SIZE

Over the last several decades, the average household size in the United States has been on a steady downward trend. A wide range of factors are working to create an unprecedented change in the housing picture. The increasing average age of American citizens 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 3-7: Housing Units by Tenure (Year 2017)**

	Town of Middleton		Town of Springfield		Town of Verona		Town of Cross Plains		Dane County		Wisconsin	
	Total	%	Total	%	Total	%	Total	%	Total	%	Total	%
Owner-Occupied	2,089	96.5%	964	85.8%	644	79.9%	528	90.1%	126,397	58.3%	1,559,308	67.0%
Renter-Occupied	76	3.5%	160	14.2%	162	20.1%	58	9.9%	90,533	41.7%	769,446	33.0%
TOTAL	2,165	--	1,124	--	806	--	586	--	216,930	--	2,328,754	--

Source: 2017 ACS 5-year Estimates

**Table 3-8: Average Household Size / Persons per Household (Years 1990-2017)**

	Town of Middleton		Town of Springfield		Town of Verona		Town of Cross Plains		Dane County		Wisconsin	
	Size	% Chg	Size	% Chg	Size	% Chg	Size	% Chg	Size	% Chg	Size	% Chg
2000	2.90	-9%	2.86		2.69		2.77		2.37	-8%	2.50	-4%
2010	2.93	1%	2.70	-6%	2.61	-3%	2.59	-6%	2.33	-2%	2.43	-3%
2017	2.84	-3%	2.58	-4%	2.61	0%	2.54	-2%	2.35	1%	2.41	-1%

Source: 2000/2010 US Census, 2017 ACS 5-Year Estimates

However, 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 being out on their own for awhile. Increasingly, people are living together with parents and other immediate family members. However, despite situations where family sizes are increasing, nationwide, the trend is clear – households are getting smaller.

The average household sizes for Wisconsin, Dane County, and the Town have all followed the national trend of declining size in recent years (Table 3-8). Between 2010 and 2017 for example, the household size has declined from 2.43 persons to 2.41 throughout Wisconsin. During the same period, the Town experienced a decline from 2.93 persons per household in 2010 to 2.84 in 2017.

This demographic trend, while interesting from a sociological perspective, has very important implications for this Plan. Even if the population of the Town remained the same, more housing units will be needed to accommodate new households as they form.

## 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 housing maintenance is especially hard to achieve with limited resources.

**Table 3-9: Average Household Size by Tenure (Year 2017)**

	T. Middleton	T. Springfield	T. Verona	T. Cross Plains	Dane County	Wisconsin
Average HH Size (Owner-Occupied)	2.9	2.6	2.8	2.6	2.6	2.5
Average HH Size (Rental-Occupied)	2.5	2.4	2.0	2.3	2.1	2.2

Source: 2017 ACS 5-year Estimates

**Table 3-10: Age of Housing (Year 2017)**

	Town of Middleton		Town of Springfield		Town of Verona		Town of Cross Plains		Dane County	
	#	%	#	%	#	%	#	%	#	%
Built 2014 or later	47	2.2%	52	4.5%	92	10.8%	2	0.3%	3,549	1.6%
Built 2010 to 2013	55	2.5%	43	3.7%	39	4.6%	13	2.1%	6,189	2.7%
Built 2000 to 2009	643	29.7%	164	14.3%	58	6.8%	88	14.4%	40,497	17.9%
Built 1990 to 1999	389	18.0%	96	8.4%	162	19.1%	110	17.9%	36,494	16.1%
Built 1980 to 1989	458	21.2%	187	16.3%	53	6.2%	97	15.8%	26,798	11.8%
Built 1970 to 1979	314	14.5%	302	26.3%	207	24.4%	103	16.8%	36,006	15.9%
Built 1960 to 1969	130	6.0%	89	7.8%	119	14.0%	30	4.9%	22,793	10.1%
Built 1950 to 1959	52	2.4%	58	5.1%	39	4.6%	40	6.5%	19,264	8.5%
Built 1940 to 1949	40	1.8%	13	1.1%	10	1.2%	7	1.1%	7,944	3.5%
Built 1939 or earlier	37	1.7%	144	12.5%	70	8.2%	123	20.1%	26,655	11.8%
<b>TOTAL</b>	<b>2,165</b>		<b>1,148</b>		<b>849</b>		<b>613</b>		<b>226,189</b>	

Source: 2017 ACS 5-year Estimates

When compared to neighboring communities and Dane County as a whole, the Town's housing stock is relatively new. Approximately 34 percent of the Town's housing stock has been constructed since 2000. By contrast, approximately 22 percent of Dane County's housing stock has been built over the same period. The towns of Springfield, Verona, and Cross Plains have had 23 percent, 22 percent, and 17 percent of their housing stock built since 2000.

In the Town of Middleton, approximately 12 percent of the housing units were built before 1970; and 54 percent were built between 1970 and 2000. It should be noted that no new two-family or multi-family housing units have been constructed within the Town since at least 1980.

## NEW HOUSING STARTS

Between 1981 and 2018, the number of new housing fluctuated from a high of 113 dwelling units in 2003 to a low of 11 units in 2010 and 1982 (Table 3-11). There were no building permits issued for two-family or multi-family units over that same period.

**Table 3-11: Residential Building Permit Activity**

	Single-Family	Two-Family	Multifamily	Total Permits
1981	22	0	0	22
1982	11	0	0	11
1983	39	0	0	39
1984	35	0	0	35
1985	39	0	0	39
1986	68	0	0	68
1987	72	0	0	72
1988	59	0	0	59
1989	48	0	0	48
1990	42	0	0	42
1991	30	0	0	30
1992	43	0	0	43
1993	43	0	0	43
1994	29	0	0	29
1995	23	0	0	23
1996	27	0	0	27
1997	41	0	0	41
1998	59	0	0	59
1999	73	0	0	73
2000	66	0	0	66
2001	61	0	0	61
2001	103	0	0	103
2003	113	0	0	113
2004	67	0	0	67
2005	65	0	0	65
2006	36	0	0	36
2007	36	0	0	36
2008	19	0	0	19
2009	28	0	0	28
2010	11	0	0	11
2011	24	0	0	24
2012	16	0	0	16
2013	38	0	0	38
2014	40	0	0	40
2015	45	0	0	45
2016	32	0	0	32
2017	22	0	0	22
2018	47	0	0	47
<b>TOTAL</b>	<b>1,672</b>	<b>0</b>	<b>0</b>	<b>1,672</b>

Source: Town of Middleton, CARPC



## HOUSING VALUES

The median value of owner-occupied homes in the Town of Middleton in the year 2017 was \$461,400. This is higher than the Town of Springfield—\$365,300, the Town of Verona—\$372,400, and the Town of Cross Plains—\$372,400. It is also far higher than Dane County as a whole, which has a median value of \$242,700.

**Table 3-12: Value for Owner-Occupied Housing Units (Year 2017)**

	Town of Middleton	Town of Springfield	Town of Verona	Town of Cross Plains	Dane County
Less than \$50,000	0	45	8	10	2,937
\$50,000 to \$99,999	0	0	3	0	2,781
\$100,000 to \$149,999	0	16	11	12	10,983
\$150,000 to \$199,999	30	25	48	19	24,619
\$200,000 to \$299,999	295	202	126	116	44,001
\$300,000 to \$499,999	905	459	292	187	31,363
\$500,000 to \$999,999	737	182	144	158	8,444
\$1,000,000 or more	122	35	12	26	1,269
<b>TOTAL</b>	<b>2,089</b>	<b>964</b>	<b>644</b>	<b>528</b>	<b>126,397</b>
Median (dollars)	\$ 461,400	\$ 365,300	\$ 372,400	\$ 405,900	\$ 242,700

Source: 2017 ACS 5-year Estimates

**Table 3-13: Housing Value, Rent, and Income**

	Town of Middleton	Town of Springfield	Town of Verona	Town of Cross Plains	Dane County
2010 Median Housing Value	\$ 401,500	\$ 343,900	\$ 374,300	\$ 369,600	\$ 230,800
2010 Median Gross Rent/ Mo.	\$ 1,069	\$ 1,011	\$ 916	\$ 900	\$ 832
2010 Median Household	\$ 113,942	\$ 96,553	\$ 100,750	\$ 94,145	\$ 60,519
2017 Median Housing Value	\$ 461,400	\$ 365,300	\$ 372,400	\$ 405,900	\$ 242,700
2017 Median Gross Rent/ Mo.	\$ 1,480	\$ 1,040	\$ 1,146	\$ 1,273	\$ 983
2017 Median Household	\$ 143,975	\$ 104,122	\$ 98,393	\$ 113,056	\$ 67,631

Source: 2010 & 2017 ACS 5-year Estimates

## HOUSING FOR SPECIAL POPULATIONS

Surveys of Town residents have indicated that in addition to typical housing units, the Town should also consider the housing needs of special populations, including the elderly and those needing supportive services. Wisconsin Statutes §. 66.1001 (2)(b)) also state that a comprehensive plan should identify policies and programs that provide a range of housing choices, including those of all age groups and with special needs.

There are 19 nursing homes, 77 adult family homes, 122 community-based residential facility, and 27 residential care apartment complexes in Dane County. However, none of these facilities are located in the Town. More information on care facilities is provided in the following pages. There are currently two facilities for the developmentally disabled in the County. This information is listed below in Table 3-14.

**Table 3-14: Types of Special Housing in Dane County**

Housing Type	General Description	Facilities
Nursing Home	A place where 5 or more persons who are not related to the operator or administrator reside, receive care or treatment and, because of their mental or physical condition, require access to 24-hour nursing services, including limited nursing care, intermediate level nursing care and skilled nursing services.	19
Facility for the Developmentally Disabled (FDD)	A residential facility for four or more unrelated persons with developmental disabilities. FDDs are also known as Intermediate Care Facility for Individuals with Intellectual Disabilities (ICF/IID). FDDs provide treatment to individuals with developmental disabilities to help them maintain and improve their current skills and to develop new skills (e.g., work, social, activities of daily living, education, etc.).	2
Adult Family Home (AFH)	A place where 3 or 4 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 7 hours per week of nursing care per resident.	77
Community Based Residential Facility (CBRF)	A place where 5 or more unrelated people live together in a community setting. Services provided include room and board, supervision, support services, and may include up to 3 hours of nursing care per week.	122
Residential Care Apartment Complex (RCAC)	Independent apartment units in which the following services are provided: room and board, up to 28 hours per week of supportive care, personal care, and nursing services.	27

Source: WI Dept. of Health & Family Services

## Nursing Homes

As of August 2019, there were nineteen nursing homes in Dane County. There are also several other licensed nursing homes located in relatively close proximity to the Town of Middleton. These include facilities located on the west side of the City of Madison and in the neighboring cities of Middleton and Verona.

## Facilities for the Developmentally Disabled

As of August 2019, there were 2 facilities for the developmentally disabled (FDD's) in Dane County. FDD's are licensed by the state to treat residents who are developmentally disabled, primarily due to mental retardation or cerebral palsy. Occupancy rates are quite variable throughout the state ranging from 100 percent to about 75 percent.

## 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)** There are currently 1,976 AFHs throughout the state with a total capacity of 7,637 individuals. While AFHs serve a wide range of clients, the three largest groups are those with developmental disabilities, those with mental illness, and those with physical disabilities. In Dane County there are 77 AFHs.
- **Community Based Residential Facilities (CBRFs)** CBRFs serve the second largest number of state residents requiring special housing options. Almost 75 percent of all CBRFs are relatively small

(20 or fewer beds). The elderly make up the largest group served by CBRFs followed by those with Alzheimers/irreversible dementia. There are 122 CBRFs in Dane County including Girlies Manor III, located in Cross Plains, and two additional facilities, Girlies Manor and Inglehaven, located in Mount Horeb.

- **Residential care apartment complexes (RCACs)** RCACs quite often are part of another facility such as a nursing home or community based residential facility (CBRF). There are 27 RCACs found in Dane County.

## RELEVANT PLANS & AGENCIES

The Town has adopted or is in the process of updating several relevant documents to this Plan:

- The Tumbledown Trails Neighborhood Plan, drafted in 2005;
- Chapter 15 of the Land Division and Subdivision Code, updated in 2018;
- The Comprehensive Outdoor Recreation Plan (CORP), currently updating.

There are several other state and local planning initiatives that are relevant to this Comprehensive Plan as follows:

### Dane County Housing Summit (Annual)

The Summit is hosted by the Dane County Housing Initiative (DCHI). DCHI is a public-private partnership of residents, elected officials, financial institutions, housing developers, non-profit housing agencies and interested stakeholders. DCHI works to develop a network of information and resources, facilitate communication and learning, and help build strategies that

expand housing options in Dane County. The 2016 Summit included a fact sheet that compiled useful information about planning tools to address housing. The Summit covered each tool, discussed how it affects housing, and discussed how it can be used to expand housing options. The tools were comprehensive planning, zoning, subdivision regulation, and tax increment financing.

### **Dane County Housing Needs Assessment (2015)**

This report presents data on the housing demand, supply, and needs for Dane County and each of its municipalities. It built on other recent initiatives from the City of Madison, Dane County, and the Capital Area Regional Planning Commission. It focuses mainly on the housing needs of lower income households and the supply of different housing types across Dane County. The reports key findings include, but are not limited to the following:

- About 49 percent of new units added since 2000 in Dane County have been single family detached homes.
- 3.1 percent of all rental units in the County are overcrowded.
- Between 2000 and 2013, there was very little construction of 2-4 unit rental structures, even though this type was 22 percent of the overall rental housing stock.
- Municipalities have a variety of tools which they can use to cooperate with each other to increase housing opportunities.

### **Dane County Housing Authority**

The Dane County Housing Authority (DCHA) administers the Housing Choice Voucher Program providing eligible families and individuals the opportunity to rent homes of their choice in the private sector. DCHA distributes more than 6 million dollars in rental subsidies on behalf of Dane County residents to landlords each year. DCHA has an allocation of 1,211 vouchers through the Department of Housing and Urban Development (HUD).

### **Dane County Comprehensive Plan Housing Element (2016)**

The Dane County Department of Planning adopted its updated Comprehensive Plan in 2016. The housing element featured a full array of goals, objectives, policies, partnerships, and programs to fulfill the chapter's purpose. The plan cites the following points as part of its purpose:

- Provide an adequate housing supply that meets existing and forecasted housing demand.
- Promote housing development in proximity and with good access to transportation and other services.
- Promote a range of housing choices for residents of all income levels, age groups and needs
- Inventory and assess existing housing stock.
- Maintain, improve and rehabilitate the county's existing housing stock.
- Promote opportunities for mixed-use development.
- Promote compact, residential development that provides efficient service delivery and conserves farmland and open space.

- Promote the availability of land for development or redevelopment of low and-moderate income housing.
- Identify barriers to affordable housing.
- Promote attractive, distinct and diverse communities and neighborhoods.
- Ensure that housing needs are met in a way that maximizes energy conservation.

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**TRANSPORTATION**

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## Transportation

### WIS. STATS. § 66.1001(2)(c)

*"The Transportation element is a compilation of objectives, policies, goals, maps, and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, electric personal assistive mobility devices, walking, railroads, air transportation, trucking, and water transportation. The element shall compare the local governmental unit's objectives, policies, goals, and programs to state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional, and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans, and rail plans that apply in the local governmental unit."*

### OVERVIEW

#### State

All residents depend on the transportation facilities in their community and the region to connect them to other areas of the state, the rest of the nation and the world. The type, quality, and location of transportation facilities are all important components of quality of life and sustainable economy.

There is a significant relationship between transportation and land use. New development or changes in existing land uses, whether incremental or sudden, directly affect the safety and functionality of

roadways and the demand for additional transportation facilities. On the other hand, creating new or improving existing transportation corridors can have a significant distribution effect on the type and timing of development within a community and/or a region. Thus, this element and the Land Use element should support and complement one another.

For the foreseeable future, the private automobile will continue to dominate all other modes of transportation. However, it is important to recognize that people have different needs and capabilities and that a good transportation system should include a variety of choices.

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

#### Town of Middleton

The majority of the Town consists of semi-rural residential property, along with a few large agricultural properties, parks, commercial properties, and lands that lie within a floodplain or that are too steep to support development. The road network is the primary transportation facility within the Town of Middleton. It primarily consists of Town roads that provide direct access to properties and services as well as interconnectivity within the Town. There is also one U.S. Highway (USH 14) and one

County Highway (CTH S) within the Town. They are regional in nature and serve as the primary connections to areas outside the Town. Bicycles and pedestrians are accommodated on roads and on separate paths. Some roads include paved shoulders to better accommodate bicycles.

The only other significant transportation facility within the Town is a primarily freight-only railroad line operated by Wisconsin and Southern Railroad Company that runs east-west along the south side of USH 14 with intermittent passenger service for special events.

Other transportation options available nearby include public and privately owned and operated bus services and privately owned and operated taxis and airplanes.

Town residents were another primary source of transportation information and feedback during the comprehensive planning process. They provided over 113 comments and opinions related to vehicle traffic in the Town. Based on this input, it is clear that residents enjoy the semi-rural nature of the Town and an existing transportation system that heavily relies on the private automobile and other types of motorized vehicles. Nevertheless, additional bicycle and pedestrian infrastructure was identified as a desire. Traffic volumes are perceived as acceptable by more than 64 percent of Town residents, with about 30 percent saying it is too congested. Future development that generates significant additional vehicular traffic is not desired. In several locations, roadway safety deficiencies such as narrow lanes/shoulder widths, insufficient sight distance, the absence of guard rails, intersection problems, and speed of motorists were cited.

Cyclist and pedestrian safety is a common concern. Many Town residents suggest a need for more or better bike/pedestrian facilities. Support for funding of new or expanded modes of mass transit is almost non-existent. A possible future expansion of the City of Middleton Municipal Airport – Morey Field (a/k/a “Morey Airport”) also concerns a number of residents. At the annual meeting on April 16, 2019, the majority of the Town Electors voted against any expansion of the Morey Airport.

Geographic expansion of, or more intensive use of, the Morey Airport will have a significant effect on the quality of the human environment in the Town. No expansion of the Morey Airport, either geographically or in terms of intensity of use, under federal or state law should occur without a full environmental impact statement being prepared and approved under the National Environmental Policy Act (NEPA) and under the Wisconsin Environmental Policy Act (WEPA).

The Town is currently trying to work with the City of Middleton to ensure that Morey Airport remains compatible with surrounding communities, maintaining a balance between the needs of aviation, the environment, and the requirements of residents. In this connection, any new Morey Airport-related annexations to the City of Middleton from the Town, any Morey Airport-related land or easement acquisitions by the City of Middleton in the Town, official mapping in the Town by the City of Middleton that is tied to Morey Airport expansion, or any Morey Airport-related rezoning, extraterritorial zoning or airport zoning by the City of Middleton, is not permitted by this Plan unless expressly consented to by the Town in a cooperative boundary agreement with the City of Middleton adopted under the statutes governing cooperative boundary plans.

The transportation plans of the State of Wisconsin, Dane County, and adjacent municipalities are a third primary source of information. They detail existing conditions of and goals for all modes of transportation in the area. They also provide information on future improvements to existing regional roads within and near the Town, as well as possible future additions to roads and trails near the Town that may improve or otherwise affect interconnectivity across Town borders. Improvement and expansion plans for area airport, bus, and rail facilities are also included in these plans.

## GOALS AND OBJECTIVES

**Goal:** The transportation network will be well planned, properly maintained, and affordable. It will provide multiple options for safe and efficient access and travel within, to and from the Town. Transportation improvements and additions will be compatible with the semi-rural character of the Town, support growth plans, consider interconnectivity within and across Town borders, and enhance the quality of Town life, but will not unnecessarily impact private property or the environment.

### Objectives:

1. Maintain the existing transportation infrastructure.

#### *Policies*

- a. Update the Town of Middleton Transportation Master Plan on a regular basis and expand it to fully incorporate pedestrian/bicycle facilities and other modes of transportation in the Town.
- b. Develop and regularly update a multi-year maintenance plan, including timing, location, and type of yearly maintenance activities.

2. Improve and add to Town arterials.

#### *Policies*

- a. Consider improvement to Twin Valley Road between Old Sauk Road and USH 14.
- b. Consider upgrading Old Sauk Road to accommodate increasing vehicle and bicycle traffic from Swoboda to Timber Lane.
- c. Monitor and participate in studies and improvement projects conducted by the State

or County related to USH 14 and Mineral Point Road (CTH S).

3. Improve interconnectivity within the local street network for safety and maintenance purposes.
  - a. Require land divisions to provide street connections to existing development and undeveloped adjacent lands that can reasonably be developed.

4. Improve safety.

#### *Policies*

- a. Adopt minimum acceptable safety standards for all classifications of roads and bicycle/pedestrian facilities and uniformly apply them to new facilities and improvements to existing facilities.
- b. Consider school transportation and emergency services when reviewing new proposed roads.
- c. Partner with law enforcement to promote safe driving.

5. Improve bicycle and pedestrian facilities and increase awareness of other transportation options.

#### *Policies*

- a. Determine path and road shoulder improvement needs based on an analysis of safety, bicycle, and pedestrian volumes and interconnectivity needs.
- b. Develop and implement a biking and walking facilities improvement plan and emphasize links to recreational facilities.
- c. Educate residents regarding area travel options and facilities in addition to private vehicles.

6. Consider transportation in meeting overall Town planning goals.

*Policies*

- a. Ensure that new development proposals properly address/mitigate traffic impacts.
- b. Promote efficient use of major roadways in the area and favor Town land use changes that are compatible with and make best use of the existing transportation network.
- c. Update the Town Official Map annually.
- d. Limit new driveway access points on collectors and arterials when possible, especially when lands are contained within proposed subdivisions. Existing driveways should be relocated to local streets if possible.

7. To the extent practical, preserve the scenic nature of Twin Valley and Rocky Dell Roads.

*Policies*

- a. Abutting property owners and other Town stakeholders should be provided ample opportunity to be involved in the planning and design of improvements and changes to these roadways.

8. Consider compatibility with long range transportation plans of adjacent municipalities, Dane County, the Metropolitan Planning Organization (MPO), and the Wisconsin DOT.

*Policies*

- a. Work cooperatively with neighboring communities, County, and State governments on changes to transportation facilities that affect connectivity across the borders or that have the potential to affect the

character of the Town.

- b. Monitor the availability of and utilize available County, State, and Federal funding programs for road and trail improvements when possible.
- c. The Town acknowledges the Wisconsin DOT U.S. Highway 14 Corridor Preservation Access Study, which was completed in 2010. The Town provided feedback to the DOT on the report, which recommends improvements for safety and operations along the corridor from WIS 78 to US 12/18. As of summer 2019, the timing of future construction projects is to-be-determined.

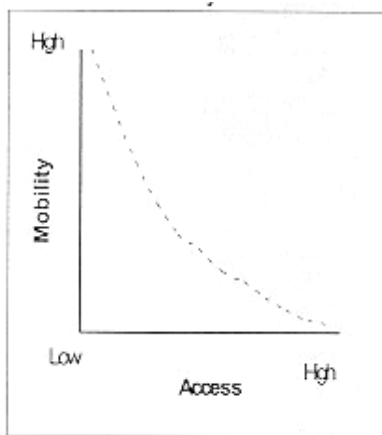
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## Appendix 4: Transportation

### ROAD NETWORK

Roadways serve two competing functions: providing access to individual properties and traffic mobility. These needs compete because as the number of property accesses increases along a route, traffic mobility decreases (Figure 4-1). The balancing of these two competing needs is often referred to as access management.

**Figure 4-1: General Relationship between Access and Mobility**



#### Access Management

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 to urban environment.

Cooperation between land use and transportation interests is vital to a successful transportation network and street and driveway patterns are important determinants of community character. Although the Town does not have jurisdictional authority over state and county highways, development around these highways impacts the amount and type of traffic using the facility. In addition, the extent to which the Town's road system accommodates local travel directly impacts the amount of traffic that is diverted onto state and county roads.

#### Road Classification

To help accommodate and manage current and future traffic conditions, it is useful to categorize roads based on their primary function. The Town sorts roads into five road functional classifications:

- **Rural Principal Arterial (RPA):** Principal arterials serve corridor movements having trip length and travel density characteristics of an interstate or interregional nature.
- **Rural Minor Arterial (RMA):** Minor arterials, in conjunction with principal arterials, serve moderate to large-sized places (cities, villages, towns, and clusters of communities), and other traffic generators providing intraregional and inter-area traffic movements.
- **Rural Major Collector (RMAC):** Major collectors provide service to smaller- to-moderate sized places and other intra-area traffic generators, and link those generators to nearby larger population centers (cities, villages, and towns) or higher function routes.
- **Rural Minor Collector (RMIC):** Minor collectors provide service to all

remaining smaller places, link the locally important traffic generators with their rural hinterland, and are spaced consistent with population density so as to collect traffic from local roads and bring all developed areas within a reasonable distance of a collector road.

- **Local Street:** A street of little or no continuity designed to provide access to abutting property and leading into Collector Streets.

These classifications are used to categorize all of the arterials and collectors in the Town, as shown below:

- Airport Road – RMA
- Blackhawk Road – RMIC
- Bronner Road – RMIC
- Capital View Road – RMIC
- Koch Road – RMIC
- Meadow Road – RMAC
- Mid Town Road – RMIC
- Mineral Point Road – RMA
- Mound View Road – RMIC
- Old Sauk Road – RMAC
- Pioneer Road RMAC
- Pleasant View Road – RMAC
- Rocky Dell Road – RMAC
- Timber Lane – RMIC
- Twin Valley Road – RMIC
- U.S. Highway 14 – RPA
- Valley View Road – RMIC
- Vosen Road – RMIC
- Wayside Road – RMIC

The vast majority of roadways in the town are local streets. The only non-local streets are those listed above. The Town has just over 66 miles of roads. A breakdown of this total by road type is included in Table 4-2 below.

## 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.

According to the Wisconsin Department of Transportation (WisDOT), USH 14 and Mineral Point Road (CTH S) are the only designated truck routes within the Town. It is recommended that, in the future, any new truck-intensive land uses be located along the USH 14 corridor.

## AIR TRANSPORTATION

There are four airports in Dane County: Dane County Regional Airport in Madison (less than 15 miles from the Town of Middleton), Blackhawk Airfield in Cottage Grove, Morey Airport, and Waunakee Airport. Commercial passenger service is only available at the Dane County Airport, but charter service is available at both Dane County and Morey Airports.

**Table 4-2: Road Mileage by Type in the Town of Middleton**

Road Type	Approximate Total Length (miles)
United States Highways	3.09
County Roads	1.73
Town Roads	61.21

Source: Dane County GIS Data



On April 11, 2019, the City of Middleton began the process to consider a Master Plan that may significantly expand Morey Airport beyond its current geographic footprint. City of Middleton condemnation of Town of Middleton private residential property land will likely be involved with any expansion of Morey Airport as there are currently no willing sellers of land in the Town of Middleton in the vicinity of Morey Airport. There are three significant expansion proposals under consideration by the City: 1) Extend the primary east/west 4,000 foot paved runway to 5,000 foot plus a new 1,000 foot runway protection zone; 2) Pave and extend the cross-wind 2,000 foot Turf runway (north/south); and 3) Build a new cluster of hangars for larger charter, cargo and business jets.

Any possible benefits of such a significant expansion of Morey Airport will accrue to the City of Middleton with detrimental impacts to the Town of Middleton. In accord, on April 16, 2019 at the Town of Middleton Annual Meeting, a majority of Town Electors voted against the expansion of Morey Airport beyond its current geographic footprint. The Town of Middleton also acknowledges that the Town and the City of Middleton have traditionally had a cooperative relationship that the Town seeks to continue. As such, the following policy positions should be part of and included in the Morey Airport Master planning process now and in the future as follows:

1. Geographic expansion of, or more intensive use of, the Morey Airport will have a significant effect on the quality of the human environment in the Town. No expansion of the Morey Airport, either geographically or in terms of intensity of use, under federal or state law should occur without a full environmental impact statement being prepared and approved under the National Environmental Policy Act (NEPA) and under the Wisconsin Environmental Policy Act (WEPA).
2. Any new Morey Airport-related annexations to the City of Middleton from the Town, any Morey Airport-related land or easement acquisitions by the City of Middleton in the Town, official mapping in the Town by the City of Middleton that is tied to Morey Airport expansion, or any Morey Airport-related rezoning, extraterritorial zoning or airport zoning by the City of Middleton, is not permitted by this Plan unless expressly consented to by the Town in a cooperative boundary agreement with the City of Middleton adopted under the statutes governing cooperative boundary plans.
3. The City of Middleton should keep its December 15, 1998 promise to citizens to not extend the primary runway beyond 4,000 feet, to not support the construction of a crosswind runway, and to urge pilots to follow flight patterns away from residential areas. Currently, in the Town of Middleton, there are two schools and approximately 900 homes located within the two to three-mile area immediately west of Morey Airport. Per Federal Aviation Administration regulations, this area is considered a "congested area" requiring airplanes to fly at a safe minimum altitude of at least 1,000 feet above ground level, except as necessary for takeoff or landing or helicopter operations.
4. The City of Middleton should encourage a continued focus for Morey Airport as a local, small, recreational airport with 40 hangars and airplanes 12,500 pounds and below, and not seek to change its classification to attract larger, heavier jets.

5. The City of Middleton should inform, involve, and work cooperatively with the Town of Middleton and its landowners in advance of any proposed changes and/or special events at Morey Airport that will negatively impact the Town, including but not limited to, increased airplane traffic, increased noise, increased mobile air pollution from leaded aviation-gas or Jet A fuel, changes in air traffic patterns or increased student pilot practice operations that may result in low flying airplane traffic over residential areas that increases the risk of injury or harm to persons and property on the ground.
6. The City of Middleton should adopt a fly neighborly policy and update its noise abatement procedures to avoid flying over incompatible land use areas, such as residential neighborhoods and schools, in the Town of Middleton.
7. Consider and protect Town of Middleton residential and other property values, landowner rights, and the high quality of life in the Town of Middleton.

## RAILROAD FACILITIES

A single freight line owned and operated by Wisconsin and Southern Railroad Company runs east-west through the Town, parallel to and south of USH 14. One through Town road (Twin Valley Road) and two dead-end Town roads cross it. There are no flashers or other advance warning systems in place at any of the crossings. Similarly, there are no gates or other mechanical devices to prevent vehicles from entering the crossing when a train is approaching; however, the current lack of safety mechanisms should not be an issue until and unless traffic volumes across the tracks increases significantly or safety problems develop.

Wisconsin & Southern Railroad Co. (WSOR) is a regional railroad operating 700 miles of track throughout south central Wisconsin and northeastern Illinois. They provide direct access for shippers via the Chicago, IL gateway connecting with all major railroads via the Belt Railway of Chicago, Burlington Northern Santa Fe at Prairie du Chien, WI, and Union Pacific, IC&E, Canadian Pacific, and Canadian National (Wisconsin Central) at various points on the system.

Access to barge facilities for bulk commodities on the Mississippi River is available at Prairie du Chien. WSOR has rail-to-truck transloading facilities at Milwaukee, Oshkosh, Janesville, and Madison, WI.

This railroad infrastructure could be emphasized as a benefit available to commercial enterprises located near the USH 14 corridor within the Town.

## BICYCLE AND PEDESTRIAN FACILITIES

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 as a mode that many individuals choose for their primary transportation. Improvements to bicycle/pedestrian facilities should be considered in conjunction with road projects in the Town's capital improvement budget.

The Town of Middleton Recreational Trail Plan consists of a combination of separate trails and paved roadway shoulders. It identifies both existing and possible future additions to the current network. Refer to Map 5.5 in Appendix 5 for the map of the Recreational Trails Plan.

The State has adopted several pedestrian and bicycle transportation plans that are relevant to Town development:

- Connections 2030
- Wisconsin Pedestrian Policy Plan 2020
- Wisconsin Department of Natural Resources State Comprehensive Outdoor Recreation Plan 2019

### **Snowmobile Trails**

Wisconsin snowmobilers are proud of the statewide trail system that ranks among the best in the nation. This trail system would not be possible without the generosity of the thousands of landowners around the state, as 70 percent of all trails are on private land. Trails are established through annual agreements and/or easements granted by these private property owners to the various snowmobile clubs and county alliances throughout the state.

According to the Dane County Council of Snowmobile Clubs, there are two established trails within the Town, both located in the northern third of the township.

### **MASS TRANSIT**

Bus service in the Madison Metropolitan Area is provided by City of Madison - Metro Transit. The routes nearest to the Town are in the City of Middleton and the southwest part of Madison. The farthest west the routes extend is Pleasant View Road. It is likely these will be extended west and closer to the Town in the future as planned development in both cities occurs.

Taxi and ride share (Uber, Lyft, etc.) companies can be contacted directly for rates and hours of service.

Park and ride lots are scattered at various

locations around Dane County. Park and ride lots may be considered in the Town in the future. Currently, the two lots closest to the Town are located at:

- The intersection (Exit 248) of US Highway 12 and Parmenter Street in the City of Middleton, and
- On Old PB near Exit 81 from US Highway 18/151.

## **REVIEW OF EXISTING TRANSPORTATION PLANS AND PROGRAMS**

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 have 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.

**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.

**Wisconsin State Highway Connections 2030 Plan** – Wisconsin Department of Transportation Connections 2030 is the WisDOT long-range multi-modal transportation plan. It sets forth the blueprint

for Wisconsin's transportation system through 2030. Connections 2030 is structured as a policy- and implementation-focused plan; a departure from previous long-range needs-based plans. Connections 2030 links statewide transportation policy to region-level implementation activities. Each policy includes a set of action steps that address critical issues and prioritize funding requests. In addition, the detailed corridor maps are a visual tool to implement plan policies and communicate long-range plan actions to stakeholders, the public, and WisDOT staff. Connections 2030 emphasizes preservation and seamless connections between modes. Details are found at:

<http://www.dot.wisconsin.gov/projects/state/connections2030.htm>

**Wisconsin State Airport System Plan 2030** – Is a component of the Wisconsin Department of Transportation ("WisDOT") Bureau of Aeronautics continuous aviation system planning process and provides an inventory and evaluation of the Wisconsin Airport System's 98 airports. Overall, the plan recommends no new airports. Morey Airport is classified as a General Aviation Airport ("GA") where Large GA and Air Taxi Operations (e.g. charter flights) Compounded Annual Growth Rate is projected to be a mere 0.2%. The plan states further that going forward, there will be continued challenges such as the degree to which general aviation and business aviation recovers from a decade of decline and the continued substitution of ground transportation for air cargo (e.g. UPS) and its effect on air cargo capacity in Wisconsin. The plan also states that WisDOT chose to expand its environmental justice analyses to include children (age 17 and under) and seniors (age 65 and older) to ensure full and fair public participation by all potentially-affected communities in the

transportation decision-making process.

**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.

Information on the Dane County and Madison Area Transportation Planning Board plans can be found at the following web sites (*note: websites current as of August 2019*):

- Dane County Land Use and Transportation Plan (Vision 2020)  
<http://www.co.Dane.wi.us/vis2020/2020home.htm>
- Madison Area Transportation Planning Board (Regional Transportation Plan 2050)  
<http://www.madisonareampo.org/planning/RegionalTransportationPlan2050.cfm>
- Transportation Improvement Program  
<http://www.madisonareampo.org/planning/improvementprogram.cfm>

## REVIEW OF HIGHWAY PROJECTS AND STUDIES

### State of Wisconsin

WisDOT began a study in 2007 that will identify current conditions and deficiencies, determine general improvement needs, and preserve and improve the safety and functionality of the corridor to the horizon year determined. The study goals include a Needs Assessment and Operational Analysis to clearly define the functional deficiencies of the corridor, and the identification of alternatives to provide improved access management, intersection improvements, mainline, and local system connections.

- No construction dollars are linked to this study.
- This phase of the study is intended to provide the justification for future improvement funding for this corridor, possibly including capacity expansion.
- Plans will incorporate multi-modal opportunities.

### Dane County

The City of Madison resurfaced the portion of Mineral Point Road (CTH S) located in the Town as far west as the roundabout at the intersection of Pleasant View Road since the previous Comprehensive Plan was adopted. The County has also improved CTH S from Pleasant View Road west through the Town and into the Town of Cross Plains in 2019.

### Town of Middleton and Neighboring Communities

As of mid-2019, improvements to Mineral Point Road are underway. The Town is considering a range of options for making

pedestrian and bicycle crossings along the road. The Cities of Middleton and Madison are also reconstructing portions of Pleasant View Road in the next one to three years. The intersection of Mineral Point Road and Pioneer Road is also planned to be improved by conversion from stop signs to a traffic signal in 2019. Other than planned improvements to Bronner Road and its intersection with Airport Road, no other improvements or additions to the existing network of major east-west or north-south routes in the Town are currently being planned or developed.

## FUNDING

USH 14 improvements are funded by a combination of State and Federal funds.

Mineral Point Road improvements are funded by a combination of County, State, and Federal funds. The Town contributed to the new traffic signals and other improvements at the intersection of Pioneer and Mineral Point Roads.

The Town capital budget has been and likely will continue to be the major source of transportation maintenance and improvement funding. The Town annually schedules a varying amount of routine maintenance, including seal coats, gravel shoulder restoration, and overlays. More costly efforts to improve the existing system should also be incorporated as prioritized in a long-range plan and based on safety, traffic volumes, pavement conditions, and other relevant factors.

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 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](http://www.dot.state.wi.us) and should be consulted to understand the full array of programming.

The following list outlines some potential sources for transportation-related funding that may be available to the Town. Further investigation should be conducted in relation to specific projects to identify additional sources of funding.

#### **WisDOT Six Year Highway Improvement**

**Program:** The state highway system consists of 876 miles of Interstate freeways and 10,869 miles of state and US-marked highways. While the 11,745 miles of state highways represent only 9.3 percent of all public road mileage in Wisconsin, they carry over 38 billion vehicle miles of travel a year, or about 58.6 percent of the total annual statewide highway travel. The remaining 115,147 miles are maintained and improved by local units of government.

#### **Transportation Alternatives Program (TAP):**

The Transportation Alternatives Program (TAP) is a legislative program that was authorized in Fixing America's Surface Transportation Act (or "FAST Act"), the federal transportation act that was signed into law on December 4, 2015. With certain exceptions, projects that met eligibility criteria for the Safe Routes to School Program, Transportation Enhancements, and/or the Bicycle & Pedestrian Facilities Program are eligible TAP projects.

#### **Local Roads Improvement Program (LRIP):**

Established in 1991, the Local Roads Improvement Program (LRIP) assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets. LRIP is a reimbursement program, which pays up to 50 percent of total eligible costs with local

governments providing the balance.

#### **Town Road Improvement Discretionary Program (TRID):**

The TRID program is specifically targeted to high-cost town road improvement projects costing \$100,000 or more. TRID projects must meet all Local Road Improvement Program criteria, as well as the following:

- **Safety:** Highest preference given to those projects that will improve safety or correct an existing traffic hazard.
- **Reconstruction Projects:** The second highest preference is given to reconstruction projects.
- **High Traffic Volume Projects:** The third highest preference is given to those projects that need an improvement due to high traffic volume.
- **Joint Projects:** The fourth highest preference is given to those joint projects between towns, villages, cities, or counties.

# UTILITIES & COMMUNITY FACILITIES



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## Utilities & Community Facilities

### WIS. STATS. § 66.1001(2)(d)

*“The Utilities and Community Facilities element is a compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, stormwater management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities such as police, fire and rescue facilities.”*

### OVERVIEW

A community needs a wide variety of utilities and community facilities to ensure basic health and safety needs are met, to maintain a high quality of life, and to promote a sustainable economy. The intent of this chapter is to provide an inventory of community facilities and services currently offered in the Town of Middleton and to identify utilities and facilities needed to accommodate the Town's future population and business activities. The Public Facilities Plan is intended to identify the public services that should be expanded or rehabilitated and to identify new services that should be provided to meet the community's needs. 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 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 intended to improve the quality of life, safety, or general welfare of community residents.

The Town oversees a number of community facilities to support a high quality environment and level of service for its residents. The Town maintains a system of parks, conservancies and trails; and has adopted a five-year Comprehensive Outdoor Recreation Plan. The Town also maintains the Town Hall located at 7555 West Old Sauk Road. A number of other facilities within the Town are maintained by other public and private entities. An in-depth summary of utilities and facilities located within the Town is located in Appendix 5.

The purpose of this element is to develop a compilation of goals and objectives to guide the future development of utilities and community facilities within the Town of Middleton. Appendix 5 summarizes the current condition, use and capacity of existing utilities and community facilities.

# GOALS AND OBJECTIVES

## Goal 1: Promote a cost-effective system of utilities and services to meet the current and future needs of Town residents.

### Objectives:

1. Continue to update the current Stormwater Master Plan to stay abreast of changing regulations and technologies. Encourage the use of "green" practices and technologies that promote infiltration and protect water quality.
2. Limit the use of new wastewater holding tanks except for short term or unique circumstances.
3. Ensure adequate utility corridors are available for future development.
4. Work with telecommunications providers to ensure residents have access to the most advanced telecommunications services.
5. Require developers to install and pay for public services and facilities within new developments as well as the expansion of existing infrastructure needed to service the new development.
6. Continue to work with private refuse collection and recycling firms to provide efficient and cost-effective service to Town residents.
7. Encourage the installation of underground utilities whenever possible.
8. Maintain an inventory of cemeteries within the Town in order to protect those areas from development.

9. Allow for the use of alternative energy sources and establish guidelines for their use to meet the needs of Town residents, according to applicable regulations.

## Goal 2: Develop and maintain a system of outdoor recreation facilities to meet the current and future needs of Town residents.

### Objectives:

1. Continue to develop and improve the network of trail systems within the Town. Encourage development of a network of trails that links community facilities and destinations (i.e. schools, parks, Town Hall).
2. Continue to require developers to dedicate new parkland or pay fees to fund park and open space improvements. Continue to conduct regular parks and recreation surveys every 5 years (prior to updating the Comprehensive Outdoor Recreation Plan) to assess facilities and evaluate resident needs. Evaluate and adjust the formula for park dedication and fees on a regular basis, consistent with the CORP.
3. Develop resident volunteer programs for trail improvements and maintenance and/or potential trail sponsorship programs.
4. In conjunction and cooperation with willing landowners, coordinate with State of Wisconsin and Dane County agencies to preserve and protect areas of special natural resource interests.
5. Utilize available sources of outside funding to assist in paying for recreation facility development, improvements and maintenance.

**Goal 3: Cooperate with other local, county, state and federal governments and agencies to ensure the safety and general welfare of Town residents.**

**Objectives:**

1. Continue to contract with the Dane County Sheriff's Department for public safety services. Evaluate the addition of dedicated officers as the population expands or as precinct calls increase.
2. Maintain agreement with the Middleton Fire District to provide fire and rescue services. Evaluate the expansion or addition of stations and water supply options if demand for services increases in the future.

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## Appendix 5: Utilities & Community Facilities

### WASTEWATER SYSTEM

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.

The majority of the developed property within the Town of Middleton is serviced by private on-site wastewater treatment systems (POWTS). Private septic systems are wastewater treatment systems that use septic tanks and drain fields to treat wastewater and dispose of it in the soil. Septic systems are generally used in rural areas or on large lots where sanitary sewer systems are not available. These systems are regulated by the Wisconsin Department of Commerce with permits issued by Dane County.

The state requirements for septic system location and design are specified in Chapter SPS 383 of the Wisconsin Administrative Code. This code relies heavily on the ability of the soil to efficiently absorb the effluent discharged from the system.

Since the previous Comprehensive Plan was adopted, the City of Madison and the Madison Metropolitan Sewerage District (MMSD), constructed a sanitary sewer interceptor to provide sanitary sewer service to the Lower Badger Mill Creek Drainage Basin. The first phase of this interceptor was constructed from Mineral Point Road to Mid-Town Road in the Town. A lift station was constructed at Mid-Town Road to pump the

sewage through a force main to the east to the Nine Springs Valley Interceptor/Mid-Town Extension in the Morse Pond and Upper Badger Mill Creek Drainage Basin. Eventually, the sewage is conveyed to the MMSD Nine Springs Wastewater Treatment Facility for treatment and release into the Badfish Creek and/or the Badger Mill Creek. A subsequent phase has extended the sewer north from Mid Town Road to Mineral Point Road in the Town of Middleton.

There are several options by which Town residents can obtain sanitary sewer service from the installed interceptor. The key concerns among the options discussed with the City are who pays for installation of the sanitary sewers' tributary to the interceptor, who owns and maintains the tributary sewers, and receipt of a limited urban service area amendment for Town residents (out of City customers) who are to be served by the proposed interceptor. These concerns will have to be worked out on a case by case basis for each Town residence, business or developer seeking sanitary sewer service from the interceptor.

A second sanitary district is located in the Town's jurisdictional limits, but was transferred to the City of Madison to operate and maintain.

### WATER SUPPLY

Potable water is supplied to homes and businesses in the Town by private wells. Unlike Community Water Systems and Public Water Systems, maintenance of private wells is the responsibility of the home or business owner.

Proper location and construction of private wells is critical in ensuring a safe drinking water supply not only for the well owner, but also for the entire community that shares the aquifer. Chapter NR 812 of the Wisconsin

Administrative Code establishes minimum standards and methods for obtaining groundwater, and for protecting groundwater and aquifers from contamination through adequate construction of wells and water systems and abandonment of wells and drill holes. Chapter NR 845 of the Wisconsin Administrative Code establishes the standards for counties to adopt and enforce the requirements of Chapter NR 812 through an ordinance for private well location, construction, pump installation and well abandonment. Therefore, Dane County requires that home and business owners constructing new private wells obtain a well construction permit from the county to ensure that the requirements of Chapter NR 812 are met.

The construction and location of new private wells must comply with Chapter NR 812 of the Wisconsin Administrative Code. Subchapter NR 812.08 (Register, January, 2006, No. 601) establishes the requirements for new well locations and construction, which include, but are not limited to:

- Located at the highest point on the property if reasonably possible
- Protected from surface water and flooding
- Not down slope of a contamination source located on the property or adjacent property
- As far away as possible from potential contamination sources
- Top of the well casing is at least 12 inches above final established ground grade
- 2 feet from building overhangs
- 8 feet from buried gravity sanitary

sewer, storm building drain/sewer, water-tight clear water waste sump or drain, etc.

- 25 feet from septic tanks, regional high water elevation of a lake or stormwater detention pond, edge of the floodway of streams or rivers, edge of a ditch or stormwater detention basin, etc.
- 50 feet from animal yards or shelters, silos, septic system mounds and absorption fields, etc.
- 100 feet from petroleum, waste oil, pesticide or fertilizer storage tanks, manure or silage storage structures, stormwater infiltration basins, sanitary sewer lift stations, etc.
- 250 feet from a manure stack, excavated or earthen manure storage system, sludge land spreading or drying area, earthen silage storage trench or pit, liquid waste disposal system, salvage yard, etc.
- 1,200 feet from edge or limits of filling of any existing, proposed or abandoned landfill site, etc.

See the most recent register of Subchapter NR 812.08 of the Wisconsin Administrative Code for a current and complete list of well location and construction requirements.

The Wisconsin Department of Natural Resources (DNR) has designated two areas in the Town as either open or requiring continuing obligations as Remediation and Redevelopment sites. The first area is in the vicinity of the Refuse Hideaway Landfill. This special casing area was established to help protect new and replacement wells from volatile organic compound (VOC) contamination. Within most of the special

casing area there is known VOC contamination from the landfill. The second area is located at the Kwik Trip along Mineral Point Road and is closed with continuing obligations applying. Hazardous substances were discharged into the soil at the location in 1994 and residual tests have shown contaminants in the soil and groundwater. The DNR requires anyone seeking to construct or reconstruct a well in the area to contact state personnel for approval of well construction specifications.

Installing well casing to a deeper depth is a common technique used to seal off contaminated aquifers or parts of aquifers. Steel casing pipe is installed in the bedrock and sealed in place with a cement-sealing product. This allows the well to draw water from below the contaminated zone. For all properties within the special casing area, the DNR must be contacted prior to drilling so that a casing depth can be specified. Property owners may need to disclose the fact that the property is located within the special casing area if the property is transferred.

When considering wells that serve multiple homes and/or businesses, it is important to know that any well and/or water system serving seven or more homes, ten or more mobile homes, ten or more apartment units, or ten or more condominium units is defined as a "Community Water System" per Chapter NR 811 of the Wisconsin Administrative Code. Community Water Systems are subject to the construction, operation, sampling, testing and reporting to the DNR requirements established by Chapter NR 811.

## TELECOMMUNICATION FACILITIES

Local telephone service in the Town is provided by TDS. There are four cellular towers within the Town. The first tower is located at 4315 Pleasant View Lane. A second tower is located at 6909 Seybold Road in a Town island located near the Beltline and surrounded by the City of Madison. A third tower is located within another Town island just east of Gammon Road in the southeastern corner of the Town. This tower is owned by the City of Madison. A fourth tower is located at 7306 U.S. Highway 14 (USH 14) adjacent to a parking lot for an adult-oriented business.

Cable television for the Town of Middleton is provided by Spectrum (formerly known as Charter) Communications.

## ELECTRIC AND NATURAL GAS

According to the Public Service Commission of Wisconsin, the Town's Electric Utility Service is provided by Madison Gas and Electric and Alliant Energy. The respective service areas for each company are illustrated in Map 5.1. There is one electric transmission substation located in the Town. This substation is located at 4343 Willow Lane, just south of U.S. Highway 14 (USH 14). Three other substations are located near the Town. The first substation is located at 4017 Timber Lane, just across Timber Lane from Town land at the intersection with Old Sauk Road. A second substation is located within the City of Madison at 602 Pleasant View Road, just south of Old Sauk Road. Several pockets of Town land are located to the east of the intersection of Old Sauk and Pleasant View Roads. A third substation is located just west of the Town boundary within the Town of Cross Plains near the intersection of Cleveland Road and USH 14.

Two electric transmission lines pass through the eastern and northern portions of the Town.

The American Transmission Company completed the 32-mile 345-kilovolt Rockdale-West Middleton Transmission Line in 2013. The project has a 1,267 megawatt capacity and provides electricity for up to 239,000 homes. The Badger-Coulee Transmission Line runs 180 miles and supports a 345-kilovolt capacity. A third line—the Cardinal-Hickory Creek Transmission Line, has been approved by the Public Service Commission and is anticipated for completion in 2023 pending final approvals.

Natural gas service to the Town is provided by Madison Gas and Electric. There are still some areas within the Town not served by natural gas that rely on propane. The Dane County Sheriff's Department portion of the Town Hall currently relies on propane, while the remainder of the Town Hall is served by natural gas. The Town may wish to consider encouraging the extension of natural gas service to these areas.

The Town should investigate the feasibility of providing for and utilizing alternative energy sources to meet the needs of Town residents. Such alternative sources of energy may include, but are not necessarily limited to, solar, wind, geothermal, and biomass (ethanol, biodiesel, landfill gas and others).

## **SOLID WASTE DISPOSAL AND RECYCLING**

A private waste disposal company provides weekly solid waste and recycling service to the Town. The Town provides brush pick-up service. A drop-off location for non-woody yard waste is located at the Town Hall.

The Dane County compost site nearest the Town of Middleton is located adjacent to the old landfill at Badger Prairie Park in Verona.

There are no active landfills located within the Town. Two known former landfill sites are located within the Town boundaries. The first is the Refuse Hideaway landfill, located at 7562 USH 14. A second former landfill is located on the north side of Old Sauk Road, just east of Pope Farm Park, in the area that will eventually be annexed to the City of Madison as part of the Cooperative Boundary Agreement. It is believed that only agricultural and construction waste was dumped at the site.

## **STORMWATER MANAGEMENT FACILITIES**

The Town of Middleton is located within portions of three watershed basins. The northern and eastern portions of the Town are located in the Lake Mendota watershed. In this watershed, runoff from the Town drains to the Pheasant Branch Creek and into Lake Mendota, then to the Yahara River before reaching the Rock River south of Dane County. The northwestern portion of the Town is located in the Black Earth Creek Watershed, which drains to the Wisconsin River. The southern and southwestern portions of the Town are located in the Upper Sugar River Watershed, which eventually drains to the Rock River south of the Wisconsin/Illinois border. For a map of the approximate watershed boundaries within the Town, refer to Figure 5.2 in Appendix 5.

Most of the stormwater in the Town is conveyed by grass swales and/or drainways that discharge directly or indirectly to Pheasant Branch Creek, Black Earth Creek, and the Upper Sugar River.



There are approximately 65 subdivisions or sites that contain one or more stormwater management facilities<sup>1</sup> in the Town. Some have a permanent pool of water (wet basins), and some only experience standing water during and immediately after storm events (dry basins). Some stormwater management facilities include infiltration areas, which are designed to infiltrate/evaporate standing water after a storm event – generally within twenty-four hours. The Town has developed a Stormwater GIS (Geographic or Geospatial Information System) which includes the locations of all stormwater management facilities within the Town, both privately-owned and Town-owned.

There are eight areas within the Town which have had reported problems with flooding. These areas are located as follows:

1. Seybold Road – Conveyance along street shoulders and around buildings.
2. Former Tumbledown Golf Course property.
3. Meadow Road near Aspen Meadow Estates.
4. Mineral Point Road – Former Rest Haven Nursing Home property.
5. Valley View/Blue Glacier
6. Cherrywood Forest Outlot 1
7. Swoboda Road south of Cherrywood Lane.
8. In the USH 14 Corridor along Black Earth Creek from the westerly limits of

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<sup>1</sup> Stormwater Management Facilities, also known as detention basins, retention ponds, infiltration basins, and wet ponds. These are stormwater facilities that hold back the developed peak stormwater flow rate and release the predeveloped flow rate by means of an outlet structure or spillway.

the Town, east to the City of Middleton corporate limits.

There are two areas within the Town which have had a history of reported problems with erosion. These areas are located as follows:

1. Applewood – Erosion in the park and along the roads in this development.
2. Settler's Prairie Park Drainway – West of Ellington Way.

There are three areas within the Town which are being considered for stormwater retrofits to help existing flooding, erosion issues, and stormwater quality requirements. These areas are located as follows:

1. Swoboda Road Wet Detention basin – Retrofit possibility.
2. Cherrywood Pond – Just northeast of Vickiann Street.
3. Stonebrook Estates.

Per Wisconsin Pollutant Discharge Elimination System (WPDES) Permit #WI-S058416-4, the Town is required to meet the Rock River Total Maximum Daily Load (TMDL) allocations for total phosphorus (TP) and total suspended solids (TSS) in the Rock River Basin. The Rock River TMDL includes permit holders from Columbia, Dane, Dodge, Fond du Lac, Green, Green Lake, Jefferson, Rock Walworth, Washington, and Waukesha Counties, Wisconsin. The Rock River TMDL was approved by the EPA on September 28, 2011. Please note that the Sugar River, even though it discharges to the Rock River, is not included. This is because it discharges to the Rock River south of Wisconsin.

For further information, refer to the Town of Middleton Stormwater Master Plan (November 2017).

## PARKS, TRAILS, AND RECREATION FACILITIES

One of the principal assets of a community is its recreational opportunities. The Town of Middleton prides itself on providing a high ratio of recreational and open space lands per capita. The Town's park and open space system includes facilities that fall under six categories based on the planning standards established by the National Recreation and Park Association (NRPA). The NRPA standards have been modified to meet the particular needs of the Town. These six categories are as follows: *Note: the number of existing facilities (as of the time of adoption of this Plan) is in italics.*

### Mini-Park (MP) (5 parks)

Mini-park is the smallest park classification. It is used to address limited or isolated recreational needs, or unique recreational opportunities. Mini-parks may also be used to serve a concentrated or limited population or specific group such as young children or senior citizens. Typically, mini-parks are approximately one acre in size. In residential settings, the service area for a mini-park is usually  $\frac{1}{4}$  of a mile or less.

### Neighborhood Park (NP) (5 parks)

Neighborhood parks serve as the recreational and social focus of the neighborhood. They should be developed for both active and passive uses geared specifically for those living within the service area. It is important to accommodate a wide variety of age and user groups, including children, adults, elderly and other special populations. The character of the park site and the neighborhood should be brought together to create a sense of place. The service area of a neighborhood park should encompass an area of  $\frac{1}{4}$  to  $\frac{1}{2}$

mile uninterrupted by non-residential roads and other physical barriers.

### Community Park (CP) (2 parks)

Community parks are larger in size and serve a broader purpose than neighborhood parks. The focus of a community park is to meet the recreational needs of multiple neighborhoods or large sections of the community. Additionally, community parks may serve to preserve unique landscapes and open spaces. They allow for group activities and other uses that are not feasible or desirable at the neighborhood level. Community parks should also be developed for both active and passive recreational activities. Community parks should serve several neighborhoods. The service area should generally be  $\frac{1}{2}$  to 3 miles in radius.

### Nature Area/Conservancy (N/C) (13 named facilities and a total of 23.7 additional acres dedicated to the Town, but not designated for any specific uses)

Nature areas/conservancies are lands set aside for preservation of significant natural resources, remnant landscapes, open space and visual aesthetics/buffering. Resource availability and opportunity are the primary factors in determining the location of these facilities. Such areas can include:

- Individual sites exhibiting natural resources
- Lands that are unsuitable for development but offer natural resource potential, such as parcels with steep slopes and natural vegetation, drainways, surface water management areas and utility easements
- Protected lands, such as wetlands or shorelines.

Primary Trails (PT) (approximately 35 miles of planned trails)

Primary trails are multipurpose trails often located within greenways, parks and natural resource areas. These trails serve as major links between various Town parks and facilities as well as other destinations. The Town envisions an eventual interconnected network of primary trails servicing all parts of the Town. Primary trails should be planned and designed with the following concepts in mind:

- Emphasize harmony with the natural environment
- Tie the various parks and recreation areas together to form a comprehensive park and trail system
- Protect users from vehicular traffic

Secondary Trails (ST) (approximately 19 miles of planned trails)

Secondary trails are intended to serve smaller areas than primary trails. Secondary trails allow neighborhood residents to access the primary trail network. Secondary trails may be located within utility easements or along artificial drainage ways. Secondary trails may be located within road rights-of-way only when necessary.

For further information regarding the Town's parks, trails and recreation facilities, refer to the Town's Comprehensive Outdoor Recreation Plan and the subsequent maps:

- 5.3 Town of Middleton Parks, Nature Areas, and Conservancies
- 5.4 Town of Middleton Recreational Trails

## 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. The Town of Middleton contributes toward the Dane County Library Service. The Dane County Library Service is the primary public library for residents of all Dane County towns and various villages and cities within the County. The Dane County Library Service is a member of the South Central Library System. The public libraries nearest the Town of Middleton include:

- Madison Public Library (Alisha Ashman Branch)  
733 N. High Point Road
- Middleton Public Library  
7424 Hubbard Avenue
- Cross Plains (Rosemary Garfoot Public Library)  
2107 Julius Street

## PUBLIC SAFETY

The Dane County Sheriff's Office provides public safety protection for the Town of Middleton. The Sheriff's Office maintains a substation in the lower level of the Town Hall (7555 W. Old Sauk Road), and the Town contracts with Dane County for deputies who exclusively serve the Town. These deputies provide law enforcement, crime investigation, patrols, traffic supervision, and community programs.

## FIRE AND RESCUE SERVICES

The Middleton Fire District provides fire response services to the Town of Middleton. The Middleton Fire District also provides services for the City of Middleton, the Town

of Westport and the Town of Springfield. The District has a volunteer fire department that operates three fire stations, a variety of apparatus, and 120 personnel including Firefighters, Rehab Technicians, and Fire Corps Personnel. One of these stations—Station #2, is located on Pioneer Road.

The department receives requests for Prairie Burns, provides applications for volunteer positions, and other important information at their website:

<http://www.mifd.net/mifd/Welcome.html>.

## MUNICIPAL BUILDINGS

Middleton Town Hall is located at:

7555 West Old Sauk Road  
Verona, WI 53593

The Town's website can be found at [www.town.middleton.wi.us](http://www.town.middleton.wi.us)

As previously mentioned, the Dane County Sheriff's Office maintains a substation in the lower level of the Town Hall. The Town Hall also provides meeting space, offices for Town staff and a municipal garage.

## SCHOOLS

The majority of the Town of Middleton is located within the Middleton-Cross Plains School District. The District in total encompasses sixty-eight square miles containing an estimated 28,300 residents in eight municipalities. In addition to the Town of Middleton, the district serves the City of Middleton, the Village and Town of Cross Plains, and portions of the City of Madison, the Village of Waunakee and the Towns of Berry, Westport and Verona. The District's enrollment for the 2018-2019 school year was 7,437 students. Schools in the District include the following.

*Elementary Schools (Kindergarten through 5<sup>th</sup> grade):*

- Elm Lawn Elementary
- Northside Elementary
- Park Elementary
- Pope Farm Elementary
- Sauk Trail Elementary
- Sunset Ridge Elementary  
*Note: Located within the Town of Middleton*
- West Middleton Elementary  
*Note: Located within the Town of Middleton*

*Middle Schools (6<sup>th</sup> through 8<sup>th</sup> grades):*

- Glacier Creek Middle School
- Kromrey Middle School

*High Schools (9<sup>th</sup> through 12 grades):*

- Middleton High School
- Clark Street Community School

Private schools located in or near the Town of Middleton include:

- Kids Express (Pre-Kindergarten through 2<sup>nd</sup> grade)
  - Located within the Town at 3276 High Point Road
- The Goddard School for Early Childhood Development (6 weeks to 6 years old)
  - Located in Verona
- St. Francis Xavier (Kindergarten through 8<sup>th</sup> grade)
  - Located in Cross Plains
- St. Peter Catholic (Pre-Kindergarten through 5<sup>th</sup> grade)
  - Located in Ashton

- Madison Community Montessori School (15 months to 14 years old)
  - Located within the Town at 8406 Ellington Way

Some Town residents also attend the Madison Metropolitan School District and the Verona Area School District. Other Town residents attend independent schools throughout the Madison area.

## CHILDCARE FACILITIES

A regulated childcare program has either been licensed through the Wisconsin Department of Children and Families 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 number 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 are 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. County Certification is a voluntary form of regulation for childcare programs that do not need a license. Data generally shows that childcare demand outstrips supply locally, statewide and nationally. The cost of care often plays an important role in household decisions about childcare arrangements.

## HEALTH CARE FACILITIES

There are no hospitals in the Town of Middleton. There are three general medical and surgical hospitals and one psychiatric hospital located in the City of Madison (Table 5-1). Numerous outpatient clinics are also operated in addition to these hospitals.

As of August 2019, there were 19 residential care apartment complexes, 39 adult family homes, three ambulatory surgical centers, two adult day care facilities, and five nursing homes<sup>2</sup>. For further information regarding nursing homes and other special housing, refer to Appendix 3: Housing Background Information.

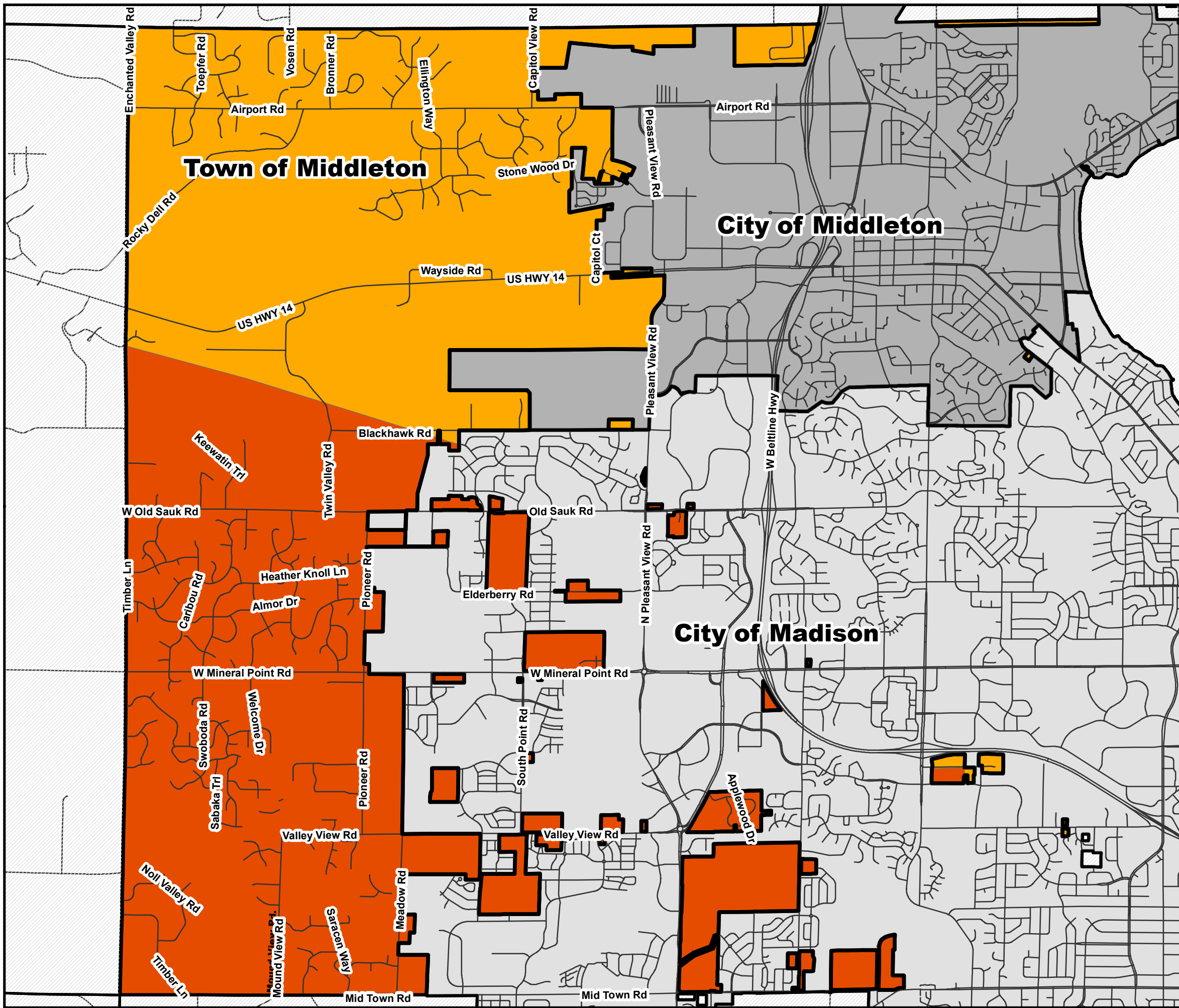
**Table 5-1: Hospitals in Dane County (2019)**

Name	Location	Type
UnityPoint Health-Meriter Hospital	Madison	General Medical and Surgical
SSM Health St. Mary's Hospital	Madison	General Medical and Surgical
UW Hospital and Clinics	Madison	General Medical and Surgical
William S. Middleton Memorial Veterans Hospital	Shorewood Hills	General Medical and Surgical
Mendota Mental Health Institute	Madison	Psychiatric

Source: Dane County GIS Data

<sup>2</sup> Source: Wisconsin Department of Health Services

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# Comprehensive Plan

## Map 5-1: Utility Service Areas

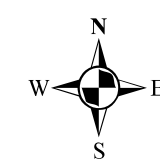
October 9, 2019

### Legend

#### Town of Middleton Utility Service Areas

- Madison Gas & Electric Company
- Alliant - Wisconsin Power & Light Company

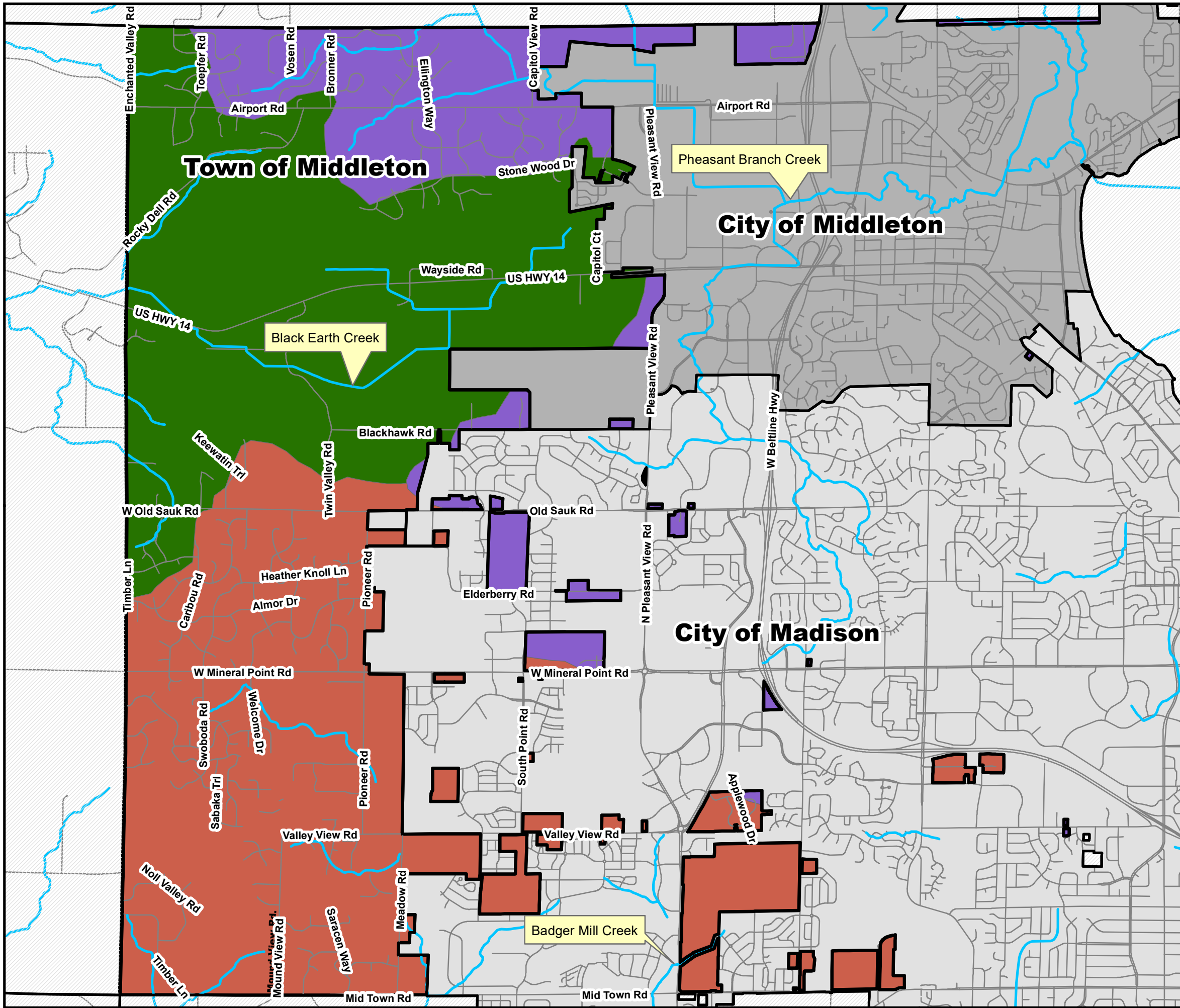
Data Sources:  
Dane County Land Information Office, Public Service Commission of Wisconsin



0 0.5 1 Miles



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# Comprehensive Plan

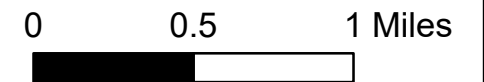
## Map 5-2: Watersheds

October 9, 2019

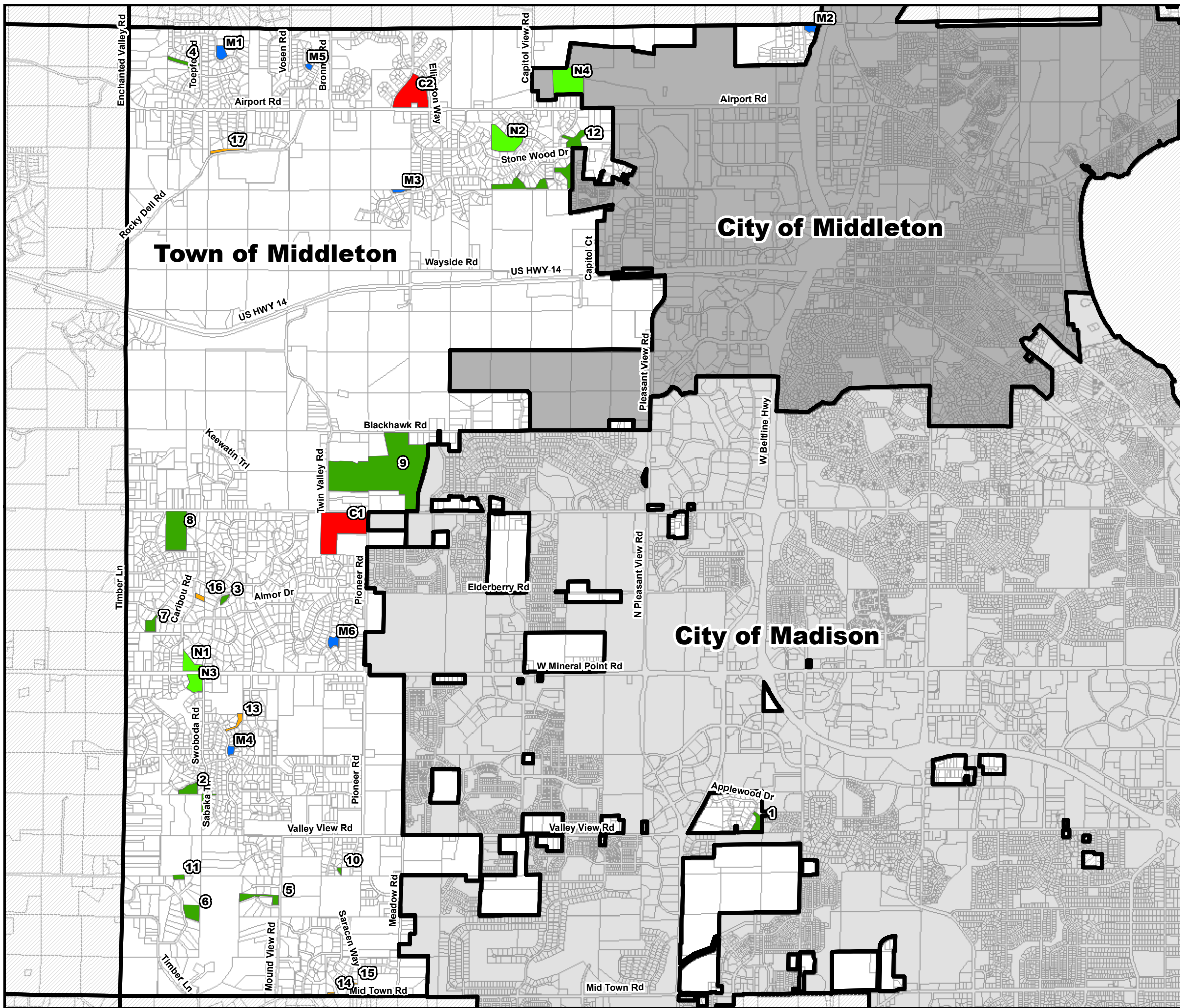
### Legend

-  Streams, Tributaries & Overland Flow Paths
-  Pheasant Branch Creek
-  Black Earth Creek
-  Upper Sugar River

Data Sources:  
Dane County Land Information Office, WDNR







# Comprehensive Plan

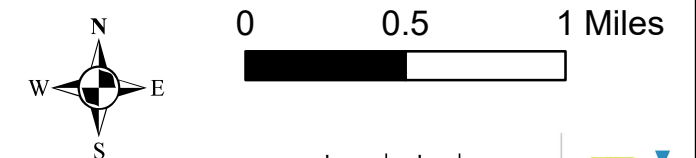
## Map 5-3: Town-Owned Parks, Nature Areas, & Conservancies

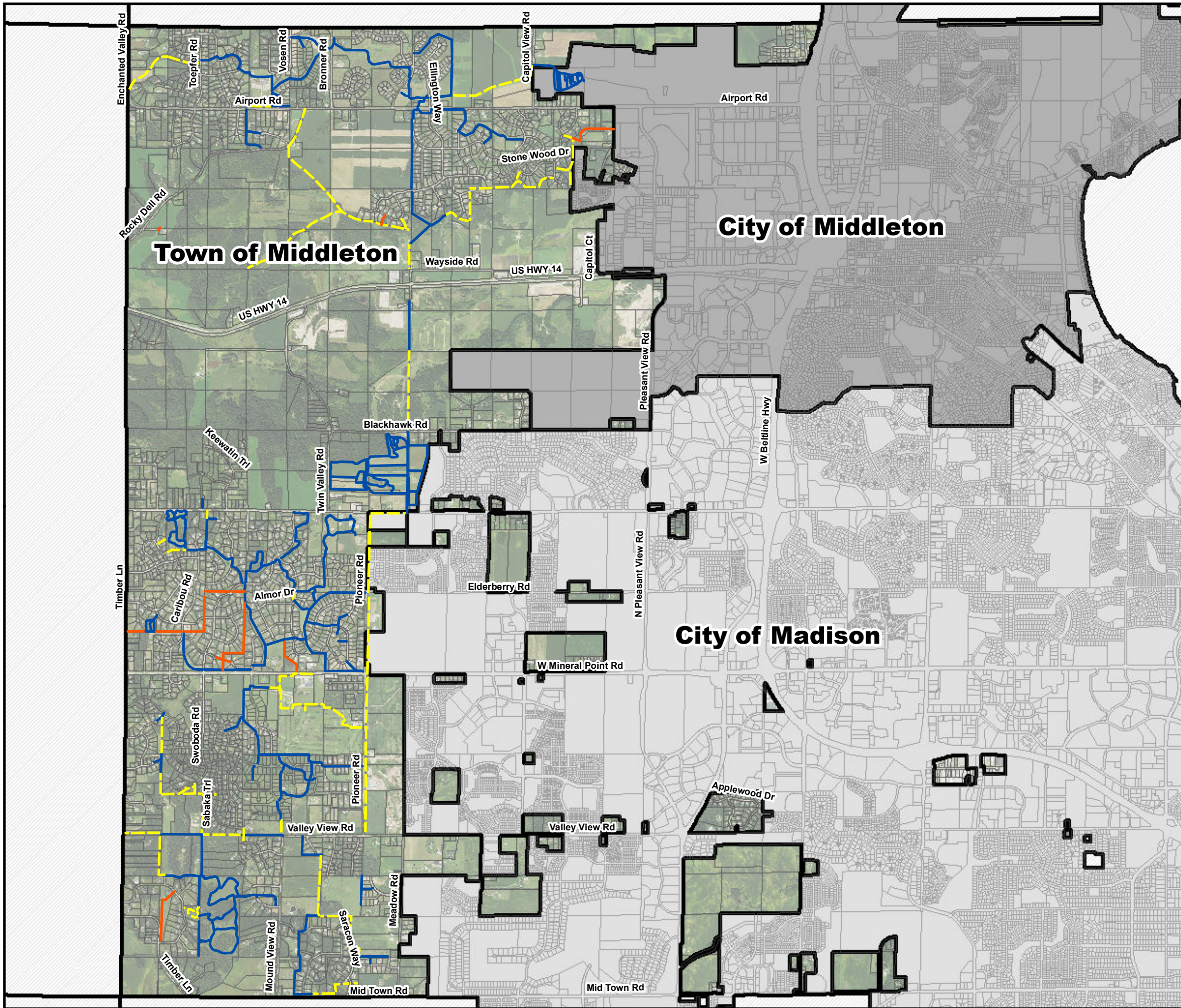
October 9, 2019

### Legend

- Parcels
- City of Madison
- City of Middleton
- Named Nature Areas / Conservancies
  - 1. Applewood Hills
  - 2. Cherrywood Nature Area
  - 3. Cherrywood Acres Oak Savannah Conservancy
  - 4. Enchanted Valley Conservancy Area
  - 5. Moraine Highland Conservancy
  - 6. Noll Valley Oak Savannah
  - 7. Pheasant Point Woods
  - 8. Goth Park
  - 9. Pope Farm Park
  - 10. Valley Woods
  - 11. White Oak Woodland
  - 12. Hickory Woods Conservancy Area
- Other Areas Dedicated to the Town
  - 13. Public Area Between Mathias and Kempfer Streets
  - 14. Glacier's Woods, Outlot 3
  - 15. Glacier's Woods, Outlot 4
  - 16. Pheasant Point I, Outlot 2
  - 17. Pine Manor Estates, Outlot 1
- Community Park
  - C1. Pioneer Park
  - C1. Settler's Prairie Park
- Neighborhood Park
  - M1. Enchanted Valley Park
  - M2. Murphy Park
  - M3. Summit Park
  - M4. Vickiann Park
  - M5. Vosen Memorial Park
  - M6. Spruce Hollow Park
- Mini Park
  - N1. Cherrywood Acres Park
  - N2. Hickory Woods Park
  - N3. Voss Park
  - N4. Ed Tallard Park

Data Sources: Dane County LIO





# Comprehensive Plan

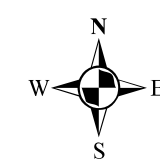
## Map 5-4: Recreational Trails

October 9, 2019

### Legend

- Planned Trail - Corridors shown are only general in location and direction
- Improved Trail
- Not Improved Trail - Land or rights have been acquired
- Town of Middleton
- City of Madison
- City of Middleton
- Parcels

Source: Dane County LIO



0 0.5 1 Miles





**AGRICULTURAL, NATURAL, & CULTURAL RESOURCES**

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## Agricultural, Natural and Cultural Resources

### WIS. STATS. § 66.1001(2)(E)

*“The Agriculture and Natural Resources element is a compilation of objectives, policies, goals, maps, and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under s. 295.20 (2), parks, open spaces, historical and cultural resources, community design, recreational resources, and other natural resources.”*

### OVERVIEW

This element provides an inventory of the Town's 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, parks and open space, and historical and cultural resources. The purpose of identifying these resources is to help the Town recognize areas that need to be protected, or characteristics that would limit development potential. By incorporating this information into its land use decisions, the Town is better prepared to make sound choices for the future.

The Town of Middleton was originally 36 square miles in size; however due to annexations by the cities of Middleton and Madison, the Town now measures approximately 15 square miles.

### GOALS AND OBJECTIVES

#### **Goal 1: Protect the Town's natural resources and environmentally sensitive lands from incompatible uses and/or development.**

##### **Objectives:**

1. Prevent the diminishment of the Town's environmentally sensitive lands (e.g. wetlands, floodplains, riparian habitats, woodlots, oak savannas, and native prairies), endangered habitats, endangered species, and surface and groundwater resources.

##### **Policies:**

Note: See also Section 3 (Housing Goals and Objectives) for policies regarding the location of building envelopes.

1. Require that new lots be located as to protect environmentally sensitive or valuable areas.
2. Encourage the use of a variety of lot designs that protect environmentally sensitive and valuable areas. These designs may include, but are not limited to cluster<sup>1</sup> subdivisions and large, low-density lots.
3. Support natural, site-specific landscaping in areas such as prairies, meadows, oak and other forest

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<sup>1</sup> Cluster Subdivision: A major subdivision where the parcel to be divided is 15 acres or more in size and uses smaller individual lot sizes and common open space areas as a means to reduce site disturbances, preserve sensitive features and open space, ensure a rural-like atmosphere, yet maintain gross densities similar to those permitted under Traditional Subdivision controls.

regeneration areas, and other sensitive areas.

4. Consider water quality management when making Town planning decisions. Utilize natural drainage patterns and take preventative measures to minimize surface and groundwater pollution.
5. Preserve the ecological and hydrological functions of wetlands by protecting them from development.
6. Utilize a no-net-loss policy for quality trees in new development areas. Encourage a replanting policy for quality native species.
7. Encourage the preservation of large, contiguous spaces for the protection of natural resources, wildlife, and habitat.
8. Support the efforts of landowners to keep natural areas from being developed by using conservation easements or other means.
9. Encourage the planting of native plant species.
10. Encourage practices that protect the quality of water for Town residents.

**Goal 2: Preserve the semi-rural identity of the Town and enable the continuation of agricultural activities within the Town where feasible.**

**Objectives:**

1. Keep the semi-rural quality of the Town intact by incorporating open space into plats through conservancy development and the provision of conservancy areas, trails, parkland, and other open space.
2. Protect farming and forestry operations from land uses and activities that may adversely affect capital investment in agricultural land, woodlots, improvements, equipment, and livestock.

**Goal 3: Preserve the Town's historic and archaeological resources.**

**Objectives:**

1. Encourage the preservation of acknowledged historic sites in the Town that may warrant listing on the National and/or State Registers of Historic Places.
2. Promote the preservation of historic and archaeological sites through land use regulations and decisions.

**Policies:**

1. Encourage the preservation, rehabilitation, and adaptive reuse of historic buildings.
2. Coordinate with and support State and federal agencies working to protect historic sites and resources. Support identifying and designating eligible national, state, and local historic properties.

## Appendix 6: Agricultural, Natural and Cultural Resources

### AGRICULTURAL RESOURCES

#### Productive Agricultural Areas

Seventy-four percent of Dane County's land is considered to be either prime farmland, potential prime farmland if drained, or farmland of statewide importance according to the Natural Resources Conservation Service (NRCS) soil map data.

There are 282 parcels within the Town of Middleton that are classified by the Wisconsin Department of Revenue as agricultural. These parcels comprise a total of 2,437 acres. Agricultural lands comprise 26 percent of the Town's total land area, and 0.001 percent of the total equalized real estate value.

### NATURAL RESOURCES

#### Geology

According to the Wisconsin Geological and Natural History Survey, the bedrock underlying the Town is primarily sandstone with some dolomite.

#### Soils

The basic components of soil are sand, gravel, silt, clay, and organic material. The different soil types are composed of various combinations of each component. The Soil Conservation Service has developed a County Soil Survey for each Wisconsin County. These surveys include soil association maps that delineate landscapes that have a distinctive proportional pattern of soils. The soil types in one association may occur in another, but in a different pattern.

The Dane County soil survey shows that the following soils associations are found within the Town of Middleton.

#### Dodge-St. Charles-McHenry

The Dodge-St. Charles-McHenry association is the predominant soil type in the northwestern quarter and a portion of the southeastern corner of the Town. This association is characterized by both well-drained and moderately well-drained soils with a silt loam subsoil, and is underlain by sandy loam glacial till. This association has a varied landscape that is characterized by drumlins and moraines.

#### Batavia-Houghton-Dresden

The Batavia-Houghton-Dresden association is found throughout the Town. This association is characterized by both well-drained and poorly drained, deep and moderately deep silt loams and mucks underlain by silt, sand, and gravel. These soils were formed by outwash material near streams or adjacent to glacial moraines.

#### Plan-Ringwood-Griswold

The third predominant soil association in the Town is the Plano-Ringwood-Griswold association. These soils are found in the southern half of the Town. This association is characterized by moderately well-drained and well-drained, deep silt loams underlain by sandy loam glacial till.

#### Watersheds

The Town of Middleton overlaps three watersheds: the Pheasant Branch-Lake Mendota, Black Earth Creek, and the Upper Sugar River.

The southernmost portion of the Town lies within the Upper Sugar River watershed. The area around the Cities of Madison,

Middleton, and Verona has experienced rapid urbanization over recent years, resulting in increased pressure on both surface water and groundwater resources in this watershed.

Much of the central and western portions of the Town lie within the Black Earth Creek watershed. The Black Earth Creek is a nationally known trout stream with its headwaters near Old Lake Middleton in the northern half of the Town along U.S. Highway 14 (USH 14).

The northeastern portion of the Town is within the Six Mile and Pheasant Branch Creeks watershed. This watershed drains into Lake Mendota and is the site of one of the first Non-point Source Pollution Priority Watershed Projects undertaken by the Wisconsin Department of Natural Resources (WDNR).

### **Floodplains**

A floodplain is land that has been, or may be, covered by floodwater during a 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.

According to the Federal Emergency Management Agency (FEMA) interactive mapping website, the floodplains within the Town are concentrated primarily immediately adjacent to the Black Earth Creek. For further details, refer to Map 6-1 in Appendix 6 for the map of FEMA floodplains within the Town. According to the Dane County Zoning Department, there are approximately ninety-three acres of floodplain immediately adjacent to the Black Earth Creek.

### **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, wetlands have continued to be destroyed and degraded as they are drained and filled for agriculture, development, and roads, and are impacted by pollutants.

According to the Wisconsin DNR Wetland Delineation project, there are only 166 acres of wetlands within the Town. These wetlands are primarily associated with the Black Earth Creek in the northern portion of the Town. Refer to Map 6-2 in Appendix 6 for the locations of wetlands within the Town.

### **Groundwater**

Although there are ample groundwater resources for the State as a whole, some portions of the State are facing concerns about the availability of good quality groundwater for municipal, industrial, agricultural, and domestic use.

According to the DNR, groundwater pumping has led to declines in groundwater in the most populous areas of the State. Several problems have been associated with lowering groundwater levels. Pumping costs may be increased. Wells may yield less water or dry up. 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. A prudent measure would be for all new and



existing wells to be periodically tested for contamination. Professional service and evaluation of all new and existing wells is recommended by the Town. The Town should also monitor groundwater levels and contamination.

Atrazine is a popular corn herbicide that has been used in Wisconsin and has been detected in groundwater in some areas of the State. Groundwater monitoring has determined that the concentrations of this chemical already exist at high enough levels within the groundwater table in certain areas to issue a ban on the use of atrazine. The Town of Middleton is located in an atrazine prohibition area as delineated by the Wisconsin Department of Agriculture, Trade, and Consumer Protection.

A number of sites on the Leaking Underground Storage Tank (LUST) database have been identified in the Town by the DNR. As of August 2019, the only LUST site considered open by the DNR is the Refuse Hideaway Landfill site at 7562 USH 14.

### **Woodlands**

According to the WDNR, there are over 17 million acres of forest land in Wisconsin (49 percent of the State's total land area). Millions of additional urban trees also contribute to the quality of life in the state. These forests are important for their beauty, recreational opportunities, wildlife habitat, air quality enhancement, water protection, biodiversity, products, and other values. However, 57 percent of the forest land in the State is in private ownership, making sustainable forest management more complex. The WDNR 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."

Due to the prevalence of past agricultural practices and development, the Town contains limited areas of significant woodland cover. Upland wooded areas cover about 1,565 acres or 17 percent of the Town's total land area. These woodland areas are classified as "woodland-non-commercial" or "woodland commercial" by Dane County. The most common tree species found in these woodlands are oak, elm, and maple. Remaining woodlands are valuable contributors to the area's rural character and beauty.

The Town's urban forest is an important resource. The WDNR defines an urban forest as all of the trees and other vegetation in and around a town, village, or city. This includes not only publicly owned trees such as those lining streets, in parks, in utility rights-of-way, or along riverbanks but also 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.

There are two forest tax laws in Wisconsin: the Managed Forest Law (MFL) and the Forest Crop Law (FCL). The FCL program closed enrollment in 1986. These programs provide private property owners with tax reductions in exchange for entering into long-term contracts with the WDNR to ensure proper forest management. The MFL program is available to landowners with 10 or more contiguous acres of forestland. Participating landowners must agree to a forest management plan that includes selective harvesting. In exchange, their property is taxed at a lower rate. The public also benefits from the additional opportunities for recreation, wildlife habitat, and watershed protection that proper forest management provides. All FCL lands and some MFL lands are open to the public.

Landowners in the MFL program may choose to enroll their land as open to the public or closed (at a higher property tax rate). According to the WDNR, as of August 2019 there are no properties in either program within the Town that are open to the public.

### Threatened or Endangered Species

The Bureau of Endangered Resources, part of the Wisconsin Department of Natural Resources, maintains a database of threatened and endangered species and their locations throughout the State. The Bureau also maintains the State's Natural Heritage Inventory (NHI). This program maintains a database of the status and locations of rare and endangered species, natural communities, and natural features found or potentially found throughout the State. In order to protect these species and habitats, their specific locations are not publicized. However, the NHI provides free maps that show the potential general locations of endangered species in each County. 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, 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 NHI, there are six known rare or endangered plant species, nine known animal species, and six rare natural communities in or adjacent to the Town. According to the NHI, there are endangered aquatic species located in several areas along the Black Earth Creek/USH 14 corridor in the western portion of the Town. There are also endangered terrestrial species located in the northwestern corner of the Town and in the northeastern corner of the Town along U.S. Highway 12. It should not be assumed that the lack of documented sightings of other rare or endangered species is evidence that additional endangered resources are not present.

**Table 6-1: Town of Middleton Natural Heritage Inventory Species and Resources**

Species/Community	Type	Species/Community	Type
<i>Acipenser fulvescens</i> (Lake Sturgeon)	Fish	<i>Notropis anogenus</i> (Pugnose Shiner)	Fish
<i>Agalinis gattingeri</i> (Roundstem Foxglove)	Plant	<i>Papaipema silphii</i> (Silphium Borer Moth)	Moth
<i>Asclepias purpurascens</i> (Purple Milkweed)	Plant	<i>Ruellia humilis</i> (Hairy Wild Petunia)	Plant
<i>Bombus affinis</i> (Rusty Patched Bumble Bee)	Bee	Shrub-carr	Community
<i>Cuscuta glomerata</i> (Rope Dodder)	Plant	Southern dry-mesic forest	Community
<i>Cuscuta polygonorum</i> (Knotweed Dodder)	Plant	Southern sedge meadow	Community
Emergent marsh	Community	Springs and spring runs, hard	Community
<i>Emydoidea blandingii</i> (Blanding's Turtle)	Turtle	Stream--fast, hard, warm	Community
<i>Epiaschna heros</i> (Swamp Darner)	Dragonfly	<i>Terrapene ornata</i> (Ornate Box Turtle)	Turtle
<i>Houstonia caerulea</i> (Azure Bluets)	Plant	<i>Thamnophis radix</i> (Plains Gartersnake)	Snake
<i>Microtus ochrogaster</i> (Prairie Vole)	Mammal		

Source: WDNR Natural Heritage Inventory

## 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 Town of Middleton.

### **Nonmetallic**

Nonmetallic mining is a widespread activity in Wisconsin. NR 135 of the Wisconsin Administrative Code establishes a statewide program regulating nonmetallic mine reclamation. Nonmetallic mines may not operate without a reclamation permit. The program is administered at the local level, and according to Dane County, the Town currently has two active gravel mines operated by WK Construction and Northwestern Stone. These mines are required by law to develop a reclamation plan that will designate an approved land use once mining operations have ceased.

## CULTURAL RESOURCES

### **Historical/Cultural Resources**

Historic 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 Registers of Historic Places give 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. There is one site within the Town listed on the Wisconsin National Register of Historic Places: the First Lutheran Church located at the intersection of Old Sauk and Pleasant View Roads.

The Wisconsin Architecture & History Inventory is a collection of information on historic buildings, structures, sites, objects, and historic districts that illustrates 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. The Wisconsin Architecture & History Inventory contains records of 19 existing sites and one demolished site of historical significance within the Town. The most recognizable historic building is the First Lutheran Church.

### **Archaeological 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 Town of Middleton is

located in the portion of the State where effigy mounds are most common.

According to the Wisconsin Historical Society (WHS), there is one known historic burial mound site located within the Town. The approximate location of the mound is believed to have been just south of Pope Farm Park.

The Wisconsin Historical Society maintains a database of archaeological sites and cemeteries in the State. Although this database is the most comprehensive list available 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.

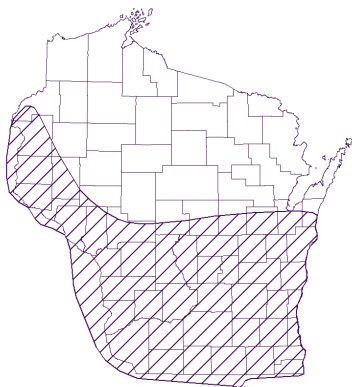
Burial sites and cemeteries, whether or not they are included in the database, are protected from intentional disturbance by Wisconsin law.

## CEMETERIES

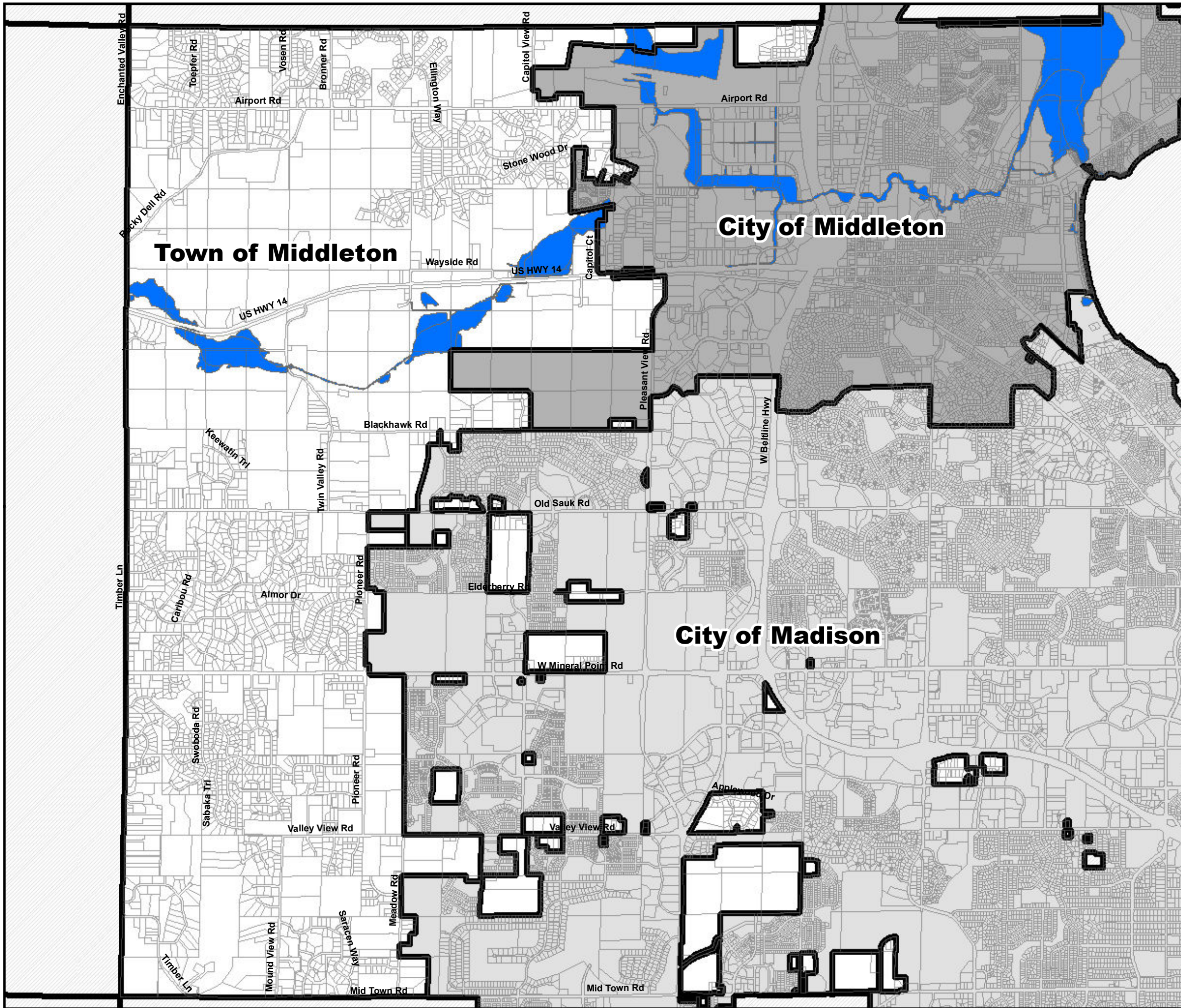
The following cemeteries are located within the Town of Middleton:

- Evergreen Hill Cemetery – located on the eastern side of Evergreen Road, in the northeastern portion of the Town. The City of Middleton abuts the cemetery to the east.
- Saint John's Cemetery – located on the southern side of Airport Road, between Ellington Way and High Point Road. The cemetery is adjacent to the Prairie Home Estates 1st Addition and Whispering Winds subdivisions.
- West Middleton Lutheran Church Cemetery – located on the northeastern corner of the intersection of Pioneer and Mineral Point Roads.
- Unnamed cemetery – located just south of Pioneer Place along Pioneer Road.
- First Lutheran Church Cemetery – located in a Town island on the northeast corner of the intersection of Old Sauk and Pleasant View Roads.
- Unnamed cemetery – located in Prairie Vista Outlot 2 on Weatherwood Trail.

**Figure E.2: Effigy Mounds in Wisconsin**



Source: Rowe, C. 1956. *The Effigy Mound Culture of Wisconsin*. *Publications in Anthropology No. 3*, Milwaukee Public Museum.







**Comprehensive Plan**

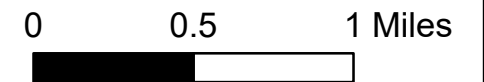
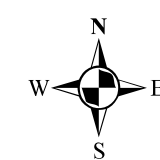
**Map 6-1: FEMA  
 100-Year Floodplains**

October 9, 2019

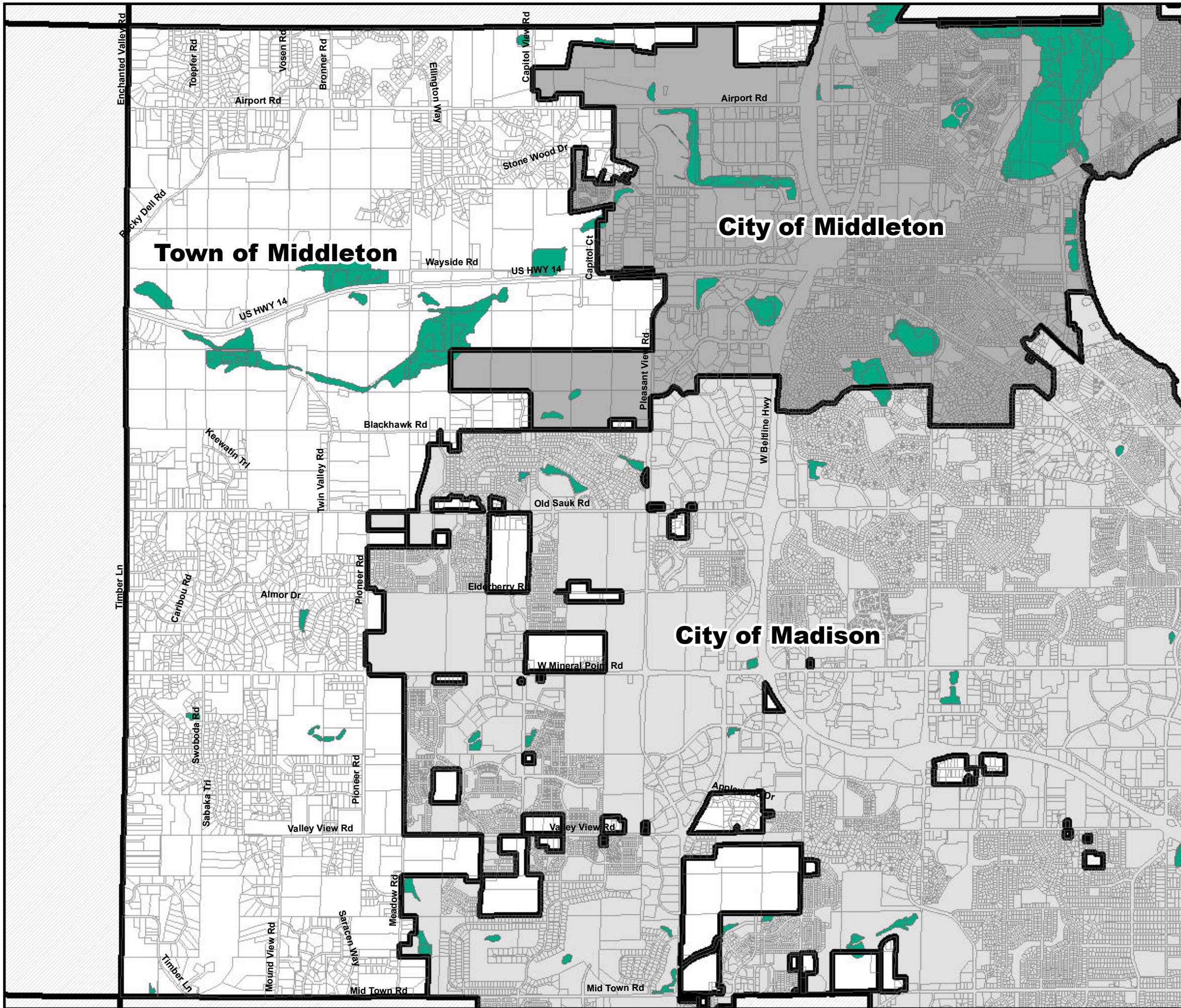
**Legend**

-  Parcels
-  FEMA 100-Year Floodplain Boundaries (Oct 2018)
-  City of Madison
-  City of Middleton

Source: Dane County LIO, FEMA MSC



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# Comprehensive Plan

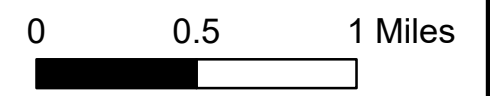
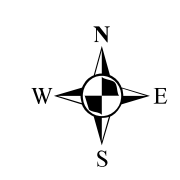
## Map 6-2: DNR Wetlands Inventory

October 9, 2019

### Legend

- Parcels
- Wetlands (July 2019)
- Town of Middleton
- City of Madison
- City of Middleton

Source: Dane County LIO, WDNR



**vierbicher**  
planners | engineers | advisors





**ECONOMIC DEVELOPMENT**

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## Economic Development

### WIS. STATS. §. 66.1001(2)(F)

*"The Economic Development element is a compilation of objectives, policies, goals maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial and industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit."*

### 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 the opportunity for employment and income for community residents. Another is the formation, attraction or expansion of the organizations that create wealth – businesses, enterprises, associations, farms and governments that

organize 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.

The economic development element of a Comprehensive Plan explores the relationship between economic activity and land use. Through the vision, goals and policies of this element, a community establishes guidelines for making decisions about where economic activity may occur, what types of economic activity are acceptable within the community, what constraints should be imposed on economic development for the benefit of the community, and how the community should be involved in promoting the development of appropriate types of economic activity.

The Economic Development (ED) Element of the Comprehensive Plan for the Town of Middleton presents a unique situation and opportunity to discuss and evaluate the Town's goals and objectives regarding business and job location within the Town. The Town serves primarily as a bedroom community for the surrounding employment centers of the Madison Metropolitan Area. Surveys conducted for this Plan and previous land use plans indicate that the vast majority of residents wish to preserve the semi-rural nature of the Town. Survey respondents indicated that they value and support the development of parks, trails, and open space. Respondents also would like the Town to keep the tax burden as low as possible. These surveys have also indicated that respondents want economic development to be directed only toward existing commercial and industrial areas and along the U.S. Highway 14 (USH 14)

corridor. For a more detailed breakdown of survey results refer to Appendix 2.

The State of Wisconsin Economic Development Institute has developed guidelines for what should be included in an economic development plan. These guidelines also outline the necessary steps for creating a plan with the infrastructure to support it. After reviewing these guidelines, it is obvious that the Town of Middleton would have to dedicate staff and extensive resources to develop and maintain a plan that would meet those guidelines. The first and most significant requirement would be the development of utility infrastructure such as municipal water and sewer. Most large businesses considering locating within the Town would require those amenities and could potentially request financial assistance for connecting to them.

Approximately sixty percent of the existing businesses in the Town are located east of Pioneer Road, and they will be annexed to the City of Madison by the year 2042, if not before, per the Intergovernmental Agreement between the Town and the City of Madison. The other forty percent are scattered throughout the Town, including those fronting USH 14 and other major road corridors. These businesses include agriculture, individual in-home, landscaping, golf course, and quarry operations.

Due to high costs to develop a comprehensive economic development plan and the fact that Town residents like the existing character of the Town, this Plan does not recommend development of an economic development plan for the Town during this document's planning horizon. The lack of a formal plan does not preclude the possibility of working with a business that may be considering building or expanding within our borders. It simply means that

major funds should not be budgeted to develop an extensive economic development plan or the administration and utility infrastructure needed to support such a plan.

## GOALS AND OBJECTIVES

The following goals and objectives are based in part on responses to the 2019 Economic Development Survey, previous Town plans and documents, and other sources.

### **Goal 1: Maintain and expand communications with existing businesses.**

#### **Policies:**

1. Maintain an inventory of all businesses within the Town.
2. Conduct periodic surveys of existing businesses within the Town regarding their suggestions and concerns on economic development.
3. Request input regarding business, jobs and economic development potential where appropriate.
4. Town staff should attend strategic governmental meetings that specifically address business growth within the Town.

### **Goal 2: Consider economic development in all future planning decisions, as appropriate.**

#### **Policies:**

1. The Plan Commission should allow for discussion and consideration of economic development issues.
2. The Town should consider the health of the Town's existing businesses as well as the state of the agricultural community as a business when making land-use decisions.
3. Land-use and planning decisions should be evaluated regarding their impact on existing and future economic development.

### **Goal 3: Maintain contact with neighboring municipalities to stay apprised of their business development plans for areas adjacent to the Town of Middleton.**

#### **Policies:**

1. Town residents should be encouraged to become members of and attend meetings of the Chambers of Commerce for neighboring municipalities.
2. The Town should stay involved with and apprised of Dane County regional planning efforts regarding the future development of infrastructure that may accommodate economic development.
3. The Town should stay involved with the Wisconsin Towns Association and other associations in order to share information regarding economic development issues.

### **Goal 4: Continue to consider the improvement and expansion of infrastructure that will enhance the value of the Town for both residents and the business community.**

#### **Policies:**

1. Town decisions regarding infrastructure expansion should consider related impacts on economic development and job growth along with residential and transportation considerations.
2. The Town should consider the impact on both residential and business property values when making decisions regarding infrastructure.
3. The Town should evaluate the use of business tax base to directly benefit existing businesses.

**Goal 5: Evaluate the use of brownfields and other contaminated sites for redevelopment.**

**Goal 6: Evaluate the impact of the business community on transportation issues.**

**Policies:**

1. The Town should consider the needs of agricultural businesses when making any decisions regarding infrastructure improvement or expansion.
2. The Town should consider developing and maintaining an inventory of the business use of roads within the Town.

**Goal 7: Create, maintain and regularly update Town ordinances relating to economic development.**

**Policies:**

1. The Town should seek public input regarding the desirability and character of economic development within the Town on a regular basis.
2. The Town should ensure strict regulation of those commercial entities that can affect the health and welfare of Town residents.

The Town should ensure that any commercial development does not adversely impact the cost of maintaining the Town's transportation network.

## Appendix 7: Economic Development

### ECONOMIC ACTIVITY AND LAND USE

Economic activity can be categorized by the impact that activity has on land use. Economic activity has an impact on land use in a variety of ways. 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. A few examples can illustrate the types of impacts economic activity may have upon land use.

A quarry is an activity that literally consumes the land. The land has value for this activity that is dependent upon the material in the ground. A quarry may change the way that water drains from the land, and it may create noise from heavy equipment and blasting. It may require heavy equipment that must be transported to and from the site. Material from the site may need to 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, through odors and noise that may be generated as part of normal operations and from run-off from fields and

animal enclosures. Farmers depend on 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.

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. Such waste may be solid, liquid or gaseous and may have a wide range of reactions with the environment and humans. Impervious surface from buildings and parking lots increases the amount of water that drains from the land and increases 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. Banks play key roles as intermediaries in the wealth creation process.

Commercial activity (primarily offices and retail) also uses land as a site for operations. The value of the land is dependent upon the available public services 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 activity does, but there is still a demand for waste disposal and an increase in impervious surfaces that require stormwater management to prevent flooding and run-off impacts. Most commercial operations require the stocking of goods and supplies that must be brought to the site from a distribution point.

Residential development also impacts the land and other land uses. Similar to other uses, residential development creates new impervious surface areas and an increased need for stormwater management. As new residential development occurs, municipalities are faced with increased costs for providing additional infrastructure, school capacity and other services. Residential development can also impact existing agricultural, industrial and other land uses as the new residential uses can be incompatible with other existing uses.

**Table 7-1: Population Age 16+ by Employment; Town of Middleton, Dane County, and Wisconsin: 2017**

	Town of Middleton	Dane County	Wisconsin
Population Age 16+	4,556	425,119	4,618,274
In Armed Forces	0.0%	0.1%	0.1%
Civilian - Employed	71.8%	69.9%	63.7%
Civilian - Unemployed	1.0%	2.8%	3.1%
Not in Labor Force	27.2%	27.3%	33.1%

Source: 2017 ACS

**Table 7-2: Households by Household Income; Town of Middleton, Dane County, and Wisconsin: 2017**

	Town of Middleton	Dane County	Wisconsin
Total Households	2,165	216,930	2,328,754
Households by Income Level			
Less than \$15,000	1.1%	8.9%	10.0%
\$15,000-\$24,999	3.0%	7.3%	10.0%
\$25,000-\$34,999	1.5%	8.3%	10.0%
\$35,000-\$49,999	4.5%	12.1%	13.9%
\$50,000-\$74,999	6.9%	18.1%	19.3%
\$75,000-\$99,999	12.2%	14.1%	13.7%
\$100,000-\$149,999	22.3%	17.0%	14.3%
\$150,000-\$199,999	13.4%	7.5%	4.7%
\$200,000 and over	35.1%	6.6%	3.9%
\$50,000 and over	89.9%	63.3%	55.9%
Median Household Income	\$ 143,975	\$ 67,631	\$ 56,759
Per Capita Income	\$ 79,508	\$ 37,193	\$ 30,557

Source: 2017 ACS

## EXISTING LABOR FORCE CHARACTERISTICS

### Employment Sector

As noted throughout this Plan, the Town is noted for its residential value. Single-family homes are the predominant land use within the Town. Many of the remaining undeveloped areas are actively farmed or in long term forest management and land management programs. There is no major employment base within the Town. Existing commercial areas providing local jobs are generally located in areas that will likely be annexed to adjacent cities or along major highway corridors. Two existing quarry operations are assumed to be viable for the duration of the planning horizon. The proposed Pioneer Pointe Golf Course will provide seasonal employment. Landscape businesses, retail commercial operations such as hotels and restaurants also supply some job base, but many of these are located in areas likely to be annexed to the cities of Madison and Middleton. Table 7-1 illustrates the Town's employment figures compared to the state and Dane County.

### Household Income

Overall, incomes in the Town of Middleton are higher than state and county averages. Approximately 90 percent of households in the Town make over \$50,000, compared to 63 percent for Dane County and 56 percent for the state as a whole (Table 7-2).

### Educational Attainment

The population of persons over age 25 in the Town of Middleton has a relatively high overall education attainment level compared to the Dane County and State of Wisconsin averages (Table 7-3). 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.

## ECONOMIC BASE

In 2017, the three largest employment sectors operating within the Town were:

- Educational, health care, social assistance.
- Finance, Insurance, Real Estate, Rental, Leasing.
- Professional, Scientific, and Technical Services, Administrative and Support, and Waste Management and Remediation Services.

**Table 7-3: Population Age 25+ by Educational Attainment; Town of Middleton, Dane County and Wisconsin: 2017**

	Town of Middleton	Dane County	Wisconsin
Population Age 25+	4,222	341,196	3,907,816
Educational Attainment			
Less than 9th Grade	1.9%	1.7%	2.8%
Some High School, No Diploma	0.5%	2.8%	5.5%
High School Graduate (or GED)	10.2%	17.9%	31.3%
Some College, No Degree	9.2%	17.6%	20.9%
Associate Degree	11.7%	10.0%	10.5%
Bachelor Degree	39.2%	29.9%	19.2%
Graduate or Professional	27.4%	20.1%	9.9%
Total with some post-high school education	87.5%	77.6%	60.5%

Source: 2017 ACS

Table 7-4 shows the estimated number of employees working in various industries in the Town of Middleton.

**Table 7-4: Employment by Industry: 2017**

Industry	Estimated Employees	% of Total Employment
Agriculture, Forestry, Fishing, Hunting, and Mining	25	0.8%
Construction	93	2.8%
Manufacturing	284	8.7%
Wholesale Trade	64	2.0%
Retail Trade	180	5.5%
Transportation and Warehousing	50	1.5%
Information	160	4.9%
Finance and Insurance, Real Estate, Rental, and Leasing	519	15.9%
Professional, Scientific and Technical Services, Administrative and Support, and Waste Management and Remediation Services	446	13.6%
Educational Services, and Health Care and Social Assistance	1,065	32.6%
Arts, Entertainment, and Recreation, Accommodation and Food Services	136	4.2%
Other Services	118	3.6%
Public Administration	129	3.9%
<b>Total</b>	<b>3,269</b>	<b>100.0%</b>

Source: Wisconsin Dept. of Workforce Development

### Employment by Sector

The labor force residing in the Town of Middleton is employed more in management and professional occupations than the overall labor forces for Dane County and Wisconsin.

Conversely, the labor force in the Town is employed to a lesser extent in other fields such as service, farming, fishing, forestry and construction in comparison to Dane County and Wisconsin. Table 7-5 is a summary of occupations for the labor force in the Town of Middleton, Dane County and the State of Wisconsin.

**Table 7-5: Employed Population Age 16+; Town of Middleton, Dane County, and Wisconsin: 2017**

	Town of Middleton	Dane County	Wisconsin
Employed Civilian Population Age 16+	3,269	297,072	2,939,880
Occupations			
Management, Professional and Related	69.7%	49.9%	35.5%
Service	3.3%	15.5%	16.8%
Sales and Office	19.3%	21.1%	22.5%
Construction, Extraction, and Maintenance	4.3%	5.3%	8.5%
Production, Transportation, and Material Moving	3.4%	8.1%	16.6%

Source: 2017 ACS



## GROWING INDUSTRIES

Agricultural entities across the state are diminishing as land use turns more to parks, open space, and residential development. Utility growth such as substations, transmission lines and cellular phone towers are expected to comprise much of the future commercial growth within the Town. Small businesses may locate within the Town and hopefully grow, but their capacity for growth in the Town is limited by infrastructure and neighboring land uses.

The Wisconsin Department of Workforce Development has projected employment growth by industry. A summary of the fastest growing industries is provided in Table 7-6. Table 7-7 is a summary of the industries that are expected to add the greatest number of new jobs to the Wisconsin economy through 2016.

**Table 7-6: 20 Fastest Growing Industries in Wisconsin Projections (with at least 500 jobs): 2016-2026**

SIC Code	Industry Title	2016 Estimated Employment	2026 Estimated Employment	% Change
519	Other Information Services	736	1,248	69.6%
334	Computer and Electronic Product Manufacturing	18,575	30,304	63.1%
425	Wholesale Electronic Markets and Agents and Brokers	12,249	19,198	56.7%
551	Management of Companies and Enterprises	68,402	86,483	26.4%
237	Heavy and Civil Engineering Construction	13,484	16,666	23.6%
621	Ambulatory Health Care Services	120,599	141,718	17.5%
493	Warehousing and Storage	19,209	22,554	17.4%
518	Data Processing, Hosting and Related Services	7,911	9,182	16.1%
712	Museums, Historical Sites, and Similar Institution	2,102	2,417	15.0%
671	Total Self Employed and Unpaid Family Workers, All Jobs	152,592	174,330	14.2%
624	Social Assistance	82,008	93,357	13.8%
487	Scenic and Sightseeing Transportation	339	385	13.6%
713	Amusement, Gambling, and Recreation Industries	34,424	38,944	13.1%
541	Professional, Scientific, and Technical Services	107,079	120,318	12.4%
722	Food Services and Drinking Places	204,794	229,494	12.1%
623	Nursing and Residential Care Facilities	79,953	89,116	11.5%
325	Chemical Manufacturing	16,999	18,852	10.9%
236	Construction of Buildings	26,625	29,497	10.8%
423	Merchant Wholesalers, Durable Goods	66,679	73,425	10.1%
488	Support Activities for Transportation	5,837	6,378	9.3%

Source: Wisconsin Dept. of Workforce Development

**Table 7-7: 15 Fastest Growing Industries in Wisconsin Projections (with at least 500 jobs): 2016-2026**

SIC Code	Industry Title	2016 Estimated Employment	2026 Estimated Employment	2016-2026 New Jobs
722	Other Information Services	204,794	229,494	24,700
671	Computer and Electronic Product Manufacturing	152,592	174,330	21,738
621	Wholesale Electronic Markets and Agents and Brokers	120,599	141,718	21,119
551	Management of Companies and Enterprises	68,402	86,483	18,081
541	Heavy and Civil Engineering Construction	107,079	120,318	13,239
334	Ambulatory Health Care Services	18,575	30,304	11,729
621	Warehousing and Storage	82,008	93,357	11,349
623	Data Processing, Hosting and Related Services	79,953	89,116	9,163
813	Museums, Historical Sites, and Similar Institution	100,350	108,457	8,107
425	Total Self Employed and Unpaid Family Workers, All Job	12,249	19,198	6,949
423	Social Assistance	66,679	73,425	6,746
561	Scenic and Sightseeing Transportation	139,676	145,554	5,878
524	Amusement, Gambling, and Recreation Industries	67,342	72,654	5,312
238	Professional, Scientific, and Technical Services	71,950	76,566	4,616
713	Support Activities for Transportation	34,424	38,944	4,520

Source: Wisconsin Dept. of Workforce Development

## COMMUTING PATTERNS

The Town has several major East –West highway corridors, but few North-South corridors other than those located primarily in adjacent cities. The general and most used highway and bikeway corridors are used for people to go either through the Town on their way to and from work, or from the Town to the adjacent Cities again on their way to and from work. The patterns are consistent with morning and evening rush hour travel times.

The USH 14 corridor and the Mineral Point Road (County Highway S) are major through routes for commuters. The Old Sauk Road and Airport Road corridors are for the most part carrying Town residents to and from work in adjacent cities. However, as major construction projects are carried out and the traffic gets heavier on the major highways, the local roads become more and more used by through commuters. A good example is Airport Road where the City of Middleton has developed a major industrial park on the Town's eastern border and has created much more traffic through the Town to get to and from that major employer area.

Table 7-8 provides a summary of commute times for the Town of Middleton, Dane County and Wisconsin.

**Table 7-8: Work Commute; Town of Middleton, Dane County, and Wisconsin; 2017**

	Town of Middleton	Dane County	Wisconsin
Total Persons Employed	2,980	278,114	2,767,231
Commute Time			
Less than 5 Minutes	3.5%	3.0%	4.4%
5 to 14 Minutes	30.2%	28.5%	30.4%
15 to 24 Minutes	39.0%	35.6%	31.3%
25 to 34 Minutes	17.7%	20.5%	17.5%
35 to 44 Minutes	3.8%	5.5%	6.0%
45 to 89 Minutes	4.7%	5.8%	8.8%
90 or More Minutes	1.2%	1.0%	1.6%

Source: 2017 ACS

**Table 7-9: Equalized Property Values; Town of Middleton and Dane County: 2018**

	Town of Middleton	Dane County	Wisconsin
Residential	\$ 1,192,463,100	\$ 43,581,418,800	\$ 388,614,618,400
Commercial	\$ 54,113,600	\$ 18,269,124,500	\$ 109,739,356,600
Manufacturing	\$ 4,589,800	\$ 1,019,777,000	\$ 15,085,912,900
Agricultural	\$ 716,700	\$ 100,674,700	\$ 2,156,126,600
Undeveloped	\$ 50,500	\$ 83,129,400	\$ 2,014,079,800
Agricultural Forest	\$ 1,024,600	\$ 102,493,200	\$ 3,084,110,300
Forest	\$ 629,800	\$ 54,443,800	\$ 7,370,166,400
Other (not including Personal)	\$ 14,322,700	\$ 694,670,000	\$ 12,090,782,400
Total Assessed Value	\$ 1,267,910,800	\$ 63,905,731,400	\$ 540,155,153,400
Per Capita Assessed Value	196,881	120,459	92,870

Source: Wisconsin Dept. of Revenue

## PROPERTY VALUE

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. In 2018, the per capita assessed value for the Town of Middleton was \$196,881. The per capita assessed value for Dane County in 2007 was \$120,459.

Table 7-9 shows how the total equalized value is distributed across various land use categories within the Town of Middleton and Dane County. It should be noted that the Town of Middleton has a much higher concentration of property value in residential use than Dane County as a whole. Approximately 94 percent of all property value in the Town is in residential use, compared to approximately 68 percent for all of Dane County.

## 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.

### What Can Municipalities Do?

The first step is to identify the brownfield properties in the jurisdiction. There is no comprehensive brownfield database, 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 avoided by developers because of suspected contamination. Former gas stations are one such example.

Once a brownfield is identified, a first step is 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 Town of Middleton

For further information regarding brownfields and contaminated sites in the Town of Middleton, refer to the DNR site: <https://dnr.wi.gov/topic/Brownfields/BOTW.html>.

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, with the exception of the Refuse Hideaway Landfill, there is no local evidence that these sites are still a problem and hampering economic development.

## STATE AND FEDERAL ASSISTANCE

There are numerous programs and laws available to assist municipalities 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 Town of Middleton.

### State Programs

The Wisconsin Economic Development Corporation (WEDC) 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. WEDC maintains a network of Area Development Managers to offer customized services to each region of Wisconsin. For more information on WEDC finance programs contact the Area Development Manager.

The Brownfields Grant provides grants to local governments, businesses, nonprofits, and individuals for redeveloping commercial and industrial sites impacted by environmental contamination.

*The Business Development Loan Program* supports retention and expansion of businesses operating in the state of Wisconsin. The program offers financing primarily to small businesses that have limited access to standard types of debt or equity financing, particularly, but not limited to, rural areas of the state. The program is intended to provide gap financing to existing businesses seeking to expand, increase operational efficiency, or enhance competitiveness in key Wisconsin industries.

*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 Assistance 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.

Link:

<https://doa.wi.gov/Pages/LocalGovtsGrants/CDBGPublicFacilitiesEconomicDevelopmentProgram.aspx>

*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 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 Minority Business Development Fund* supports new and expanding minority and veteran-owned businesses in the state of Wisconsin. The program offers direct assistance to nonprofit organizations. Fund dollars are intended to promote investment and job retention in minority communities and underserved markets by increasing access to capital and business development and training opportunities.

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 Increment 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 projects in underdeveloped and blighted areas. Taxes generated by the increased property values pay for land acquisition or needed public works. In 2004, the state passed legislation allowing towns to create Tax Increment Districts (TIDs). There are two main restrictions on town TIDs: the town must enter in to a cooperative plan with a City or Village that would arrange annexation of the town TID area in the future, and the City or Village must adopt a resolution approving the town's TID creation. Through 2007, only one town (the Town of Madison) had created a TID.

*The State of Wisconsin Department of Transportation:* Transportation Economic Assistance ("TEA") program provides grants with a 50% local match for transportation projects (road, rail, harbor, and airport) that are essential for an economic development project have the local government's endorsement, benefit the public, and begin within three years of the project agreement.

### **Federal Programs**

There are 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 Town. Each program is described below and includes the CFDA identifier. Detailed program descriptions can be found at <https://beta.sam.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.

*Brownfields 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 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: 59.001-59.999, 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

Objectives: 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.





**INTERGOVERNMENTAL COOPERATION**

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## Intergovernmental Cooperation

### WIS. STATS. § 66.1001(2)(G)

*“A compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts and adjacent local governmental units, and to the region, the state and other governmental units. The element shall consider, to the greatest extent possible, the maps and plans of any military base or installation, with at least 200 assigned military personnel or that contains at least 2,000 acres, with which the local governmental unit shares common territory. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, 66.0307 or 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.”*

### OVERVIEW

Given the number and range of public and quasi-public entities that can affect the daily lives of Town residents, intergovernmental cooperation is an important consideration in this Plan.

Cooperation can take many forms (Figure 8-1). Relationships may be informal, based on verbal agreements or other informal arrangements. Alternatively, cooperation may be more formally expressed in a legally binding agreement.

**Figure 8-1: Examples of Intergovernmental Cooperation**

- |  |                               |
|--|-------------------------------|
| • Transfer of territory (annexation, detachment)           | • Areawide service agreements |
| • Sharing information, staff, resources, etc.              | • Joint use of facilities     |
| • Boundary agreements                                      | • Communication               |
| • Consolidation or trading of services                     | • Joint Ventures              |
| • Special purpose districts serving multiple jurisdictions | • Cooperative purchasing      |
| • Regional planning  | • Revenue sharing             |

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 with broader jurisdiction. For example, the relationship between a local unit of government to the state and federal governments is vertical.

In vertical relationships, actions of one level of government 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 of counties, villages, cities and towns. For example, 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 connection of towns to one another and to other adjacent municipalities. 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.

## GOALS AND OBJECTIVES

### Goal 1: Enhance Intergovernmental Cooperation.

#### Objectives:

1. Foster cooperative working relationships with neighboring municipalities and Dane County.
2. Continue to share services with neighboring jurisdictions to provide for residents and businesses in the most efficient and cost-effective manner possible.
3. Enhance and expand cooperation between the Town of Middleton and neighboring municipalities through

intergovernmental agreements, cooperative boundary agreements or other means.

#### Policies:

1. Maintain existing service sharing agreements with neighboring communities, and explore opportunities to create new alliances.
2. Coordinate with other jurisdictions the siting, building and redevelopment of public facilities and the sharing of public services when possible.
3. Coordinate with the Middleton-Cross Plains School District and other local school districts and agencies when possible to develop, utilize and maintain facilities. This includes cooperation in obtaining funding (e.g. grants) as well as coordinating the shared use of these facilities.
4. Coordinate with neighboring municipalities to protect the various watersheds within the Town of Middleton. The Town should cooperate with other jurisdictions to identify and reduce or mitigate the negative impacts on these watersheds from newly developed impervious surface areas as well as point and non-point sources of pollution.
5. Work with the state, county and neighboring jurisdictions to coordinate the protection and preservation of environmental corridors that cross jurisdictional boundaries.
6. Consider the suitability of joint services where consolidating, coordinating or sharing services will result in better services or cost savings.
7. Explore the opportunities and issues regarding the incorporation of the Town of Middleton.

8. Advocate for a full environmental impact statement to be prepared by the FAA or the Wisconsin Division of Aeronautics in connection with any geographic expansion or change in the intensity of use of the Morey Airport by the City of Middleton, under the National Environmental Policy Act (NEPA) and the Wisconsin Environmental Policy Act (WEPA).
9. Investigate the feasibility of additional agreements with the City of Middleton to establish a mutually agreed-upon municipal boundary and timeline for achieving it, including provisions dealing with the Morey Airport, as provided for at page 4-2, Transportation, in this Plan.
10. Investigate the feasibility of establishing additional intergovernmental agreements and/or cooperative boundary agreements with neighboring municipalities with which the Town of Middleton has no existing agreements (i.e. City of Verona, Town of Verona, Town of Cross Plains, Town of Springfield).
11. Coordinate planning decisions with guidelines set forth by the Capital Area Regional Planning Commission.

affecting the Town, planning processes and their opportunities to participate.

2. Seek out and utilize the skills and expertise of residents to serve on volunteer committees.

**Goal 2: Encourage Citizen Participation**

**Objectives:**

1. Provide opportunities for residents' involvement in the functions and operations of the Town.
2. Encourage residents to become involved in their community.
3. Educate new residents regarding services provided by the Town.

**Policies:**

1. Provide citizens with up-to-date information on community events, issues

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## Appendix 8: Intergovernmental Cooperation

### ORGANIZATIONAL STRUCTURES OF LOCAL JURISDICTIONS

#### Town of Middleton

The Town of Middleton has a board of four supervisors and one chairperson. The Board of Supervisors is elected at-large and is responsible for setting policies. The Town Board Chair is also elected at-large, presides at Town Board meetings, and votes on all matters before the Board. It is the Town Board's responsibility to carry out the decisions made at the bimonthly Town meeting, as well as to oversee Town property, finances, roads and public services. The Board has the authority to make and adopt ordinances and policies. The Town Board appoints a seven-person Plan Commission. The Board also appoints a seven-person Parks Commission.

#### Dane County

The Town of Middleton is located within Dane County. The County Board of Supervisors consists of thirty-seven supervisors, each representing a particular geographic area. The Town of Middleton is located within Supervisory District 29.

#### Surrounding Cities and Villages

The cities of Madison and Middleton are directly adjacent the Town of Middleton's eastern boundary. The City of Verona is located approximately two miles to the south of the Town. The Village of Cross Plains is located approximately one and one-half miles to the west of the Town.

#### Surrounding Towns

The Town of Middleton is bounded to the north by the Town of Springfield, to the west by the Town of Cross Plains, and to the south by the Town of Verona.

### REGIONAL GOVERNMENTAL BODIES

#### Regional Planning Commission (RPC)

There are eight regional planning commissions within Wisconsin created pursuant to s. 66.0309, Wis. Statutes. RPCs are created by the governor with the consent of local governing bodies. RPCs are formed to provide a wide range of services to local units of government within their respective geographic boundaries, including planning assistance on regional issues, assisting local interests in responding to state and federal programs, providing advisory service on regional planning problems, serving as a coordinating agency for programs and activities and to provide shared planning and development assistance to local governments. The Town of Middleton is located within the Capital Area Regional Planning Commission (CARPC), which was created in 2007. CARPC took the place of the earlier Dane County Regional Planning Commission.

CARPC consists of a thirteen member commission appointed by the:

- Mayor of the City of Madison (4 members);
- Dane County Executive (3 members);
- Dane County Cities and Villages Association (3 members);
- Dane County Towns Association (3 members).

The area of responsibility for CARPC is concurrent with the boundaries of Dane County. The function of the Commission is to serve as a regional planning and area-wide water quality management planning entity. CARPC is charged with the duty of preparing and adopting a master plan for the physical development of the region, and maintaining a continuing area-wide water quality management planning process.

### **Metropolitan Planning Organization (MPO)**

Metropolitan planning organizations 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 fourteen MPOs. 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 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 their jurisdiction. Secondly, an MPO has the responsibility of developing a short-range transportation improvement program to prioritize federally funding improvement projects. MPOs also ensure that state and federal requirements relating to regional transportation planning are implemented.

The Madison Area Transportation Planning Board (MATPB) serves as the federally designated MPO for the Madison Urban Area. The MATPB is responsible for the cooperative, comprehensive regional transportation planning and decision making for the Madison Metropolitan Planning Area. The Planning Area consists of the City of Madison and the Madison urbanized area, which includes all or portions of twenty-seven contiguous municipalities that are or are likely to become urbanized within a twenty year planning period. The MATPB was created in 2007 to take the place of the previous MPO for the area, the Madison Area MPO. The Madison Urban Area has been served by MPOs since 1973. While the MATPB provides regional coordination and approves the use of federal transportation funds within the planning area, the responsibility for implementation of specific transportation projects lies with the Wisconsin Department of Transportation, Dane County, the City of Madison and other local units of government.

The goal of the MATPB planning process is:

*“ . . . to build regional agreement on transportation investments that balance roadway, public transit, bicycle, pedestrian, and other transportation needs and support regional land use, economic and environmental goals.”*



## SPECIAL PURPOSE DISTRICTS

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, cities, villages 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 sports team districts) but typically authorize local counties and municipalities to create special districts according to the requirements contained in the statutes. Table 8-2 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

There is one sanitary district located within the Town of Middleton. Middleton Sanitary District Number 5 serves the Town island in the area around Seybold and Watts Roads, and is currently owned and maintained by the City of Madison. This system is approximately thirty years old, and requires minimal maintenance.

All remaining Town islands in the Seybold Road area are scheduled to be annexed to the City of Madison by 2042 under the terms of a cooperative boundary agreement between the City and the Town. This agreement is discussed in greater detail in a later section of this appendix. If Town properties near Seybold Road wish to acquire access to City of Madison water service, they would be required to annex to the City sooner.

Given the nature of this system and its location in a Town island, the Town may wish to consider a formal agreement with the City of Madison regarding the future ownership of this system.

**Table 8-2: 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	Section 66.1007

Source: Wisconsin Statutes

## 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 and other reasons. Per state mandate, drainage 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 within Dane County, and the vast majority of these are active. There are two drainage districts located within the Town of Middleton. The first is Middleton District 19, located along the Black Earth Creek/USH 14 corridor. The second district is Drainage District 6, which includes lands in the northeastern portion of the Town and portions of neighboring municipalities. According to the Dane County Geographic Information System (GIS), as of 2019 Drainage District 6 contains no sewer.

## School Districts

The majority of the Town of Middleton is located within the Middleton-Cross Plains School District. Some students from the Town also attend schools in the Madison Metropolitan School District and the Verona Area School District. The respective sizes of the school boards for these districts are as follows:

- Middleton-Cross Plains: 9 members

- Madison Metropolitan: 7 members and 2 student representatives
- Verona Area: 7 members

For further information regarding schools, refer to Appendix 5.

## Technical College District

In Wisconsin there are sixteen technical college districts. The Town of Middleton is located within the Madison Area Technical College (MATC) district, also known as Madison College. 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.

## STATE AGENCIES

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

The DNR has a wide range of state 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: Northern, West Central, Northeastern, South Central, and Southeastern. Their work is further subdivided into twenty-three geographic management units (GMU) whose boundaries roughly match the state's natural river basins and large waterways. DNR staff members are responsible for defining the area's natural ecology and identifying threats to natural resources and the 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.

The Town of Middleton is 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.

#### **Wisconsin Department of Transportation (WisDOT)**

The Wisconsin Department of Transportation is divided into five regions for administrative and programmatic purposes. The Town of Middleton is located in Region 1, which includes the Southwest Region. The Southwest Region offices are located in Madison and La Crosse.

The Division of Aeronautics is part of the Wisconsin Department of Transportation. The Division should require a full environmental impact statement in connection with any geographic expansion or increase in the intensity of use of the Morey Airport under the Wisconsin Environmental Policy Act (WEPA).

#### **Wisconsin Department of Safety and Professional Services (DSPA)**

The Department of Safety and Professional Service (formerly 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.

#### **Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP)**

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

#### **Wisconsin 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.

#### **Wisconsin Department of Administration (DOA)**

The Department of Administration 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.

## **Wisconsin Emergency Management (WEM)**

Wisconsin Emergency Management 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. More 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. 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 State and local governments. When disasters and emergencies strike, they are the Division's initial responders and serve as field liaisons with the state. The Town of Middleton is located within the Southwest Region, whose office is located in Madison.

## **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 a sample of these organizations and how they are organized and their purpose.

## **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 the public-private partnership. The State Governor is the 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.

## **Resource Conservation and Development Councils (RC&D Councils)**

Resource Conservation and Development Councils are private, non-profit organizations created pursuant to state enabling legislation to improve the social, economic and environmental opportunities of an area. Nationally, there are more than 200 districts and there are seven in Wisconsin.

Working through the local 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.

Dane County, and in turn the Town of Middleton, are part of the Town and Country RC&D. This organization covers a 13-county area in southeastern Wisconsin and is headquartered in Wauwatosa. The Town and Country RC&D works under the following mission statement: "Our mission is to optimize opportunities for sustainable economic growth, healthy communities and healthy environment in the Town and Country RC&D area through the support and coordination of our region's agencies, municipalities and organizations."

## 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. Table 8-3 summarizes these tools and the following sections describe them in more detail.

### 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. As of 2008, the Town of Middleton is not party to any such stipulation or order.

### General Agreements

State statutes (sec. 66.0301) authorize local units of government to cooperate for the "receipt or furnishing of services or the joint exercise of any power or duty required or authorized by law" (Table 8-3).

In 1994 the Town of Middleton signed an Intergovernmental Cooperation Agreement with the City of Middleton. Under this agreement, the City of Middleton agreed pursuant to sec. 236(10)(5), Wis. Stats., not to exercise its extraterritorial jurisdiction "west of a line running from the point between Sections 4 and 5 on the northern border of the Town, to the point between Sections 32 and 33 on the southern border of the Town."

**Table 8-3: Types of Intergovernmental Cooperation**

	General Agreement	Stipulation and Order	Revenue Sharing Agreement	Cooperative Boundary Agreement
State Authorization	Sec. 66.0301	Sec. 66.0225	Sec. 66.0305	Sec. 66.0307
Uses	Services	Boundaries	Revenue sharing	Boundaries, services and 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: Wisconsin Statutes

The Town agreed to make development and land use decisions for all areas subject to the City's extraterritorial jurisdiction in accordance with the Town's Land Use Plan of 1994. Any amendments to the 1994 Land Use Plan that affect any areas subject to the City's extraterritorial jurisdiction are subject to City approval. The agreement also included language pertaining to the City's Quisling annexation petition and lands near the Pleasant View Golf Course. The agreement covers governmental actions for a twenty year period from 1994. The agreement will automatically be renewed for an additional ten-year term unless either party notifies the other, at least one year prior to expiration, of its intention not to renew.

Other agreements of which the Town is party to are summarized in Table 8-4 on Page 8-14.

### **Municipal Revenue Sharing Agreements**

Under sec. 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. Other than the revenue sharing component of the 2003 cooperative boundary agreement with the City of Madison (described below), the Town is not party to any revenue sharing agreements other than the temporary revenue sharing for annexed properties that is part of the Cooperative Boundary Agreement with the City of Madison.

### **Cooperative Boundary Agreements**

Cooperative boundary agreements (sec. 66.0307) can be used to resolve boundary conflicts between cities, villages and towns and may include revenue sharing or any other arrangement. With adoption of a cooperative boundary agreement, the

ordinary rules of annexation do not apply (Table 8-3).

The Town of Middleton is party to one cooperative boundary agreement: with the City of Madison. This agreement was signed in 2002. It formed the basis for a Cooperative Plan signed by the City and Town in 2003. Per the plan and agreement, an eventual boundary line is established south of Blackhawk Road and along Pioneer and Meadow Roads. This boundary will shift westward if and when the City's planned realignment of the intersection of Pioneer and Meadow Roads takes place. In February, 2042, the City will annex all remaining Town lands east of this boundary line. As part of the agreement, the City waived its right to annex property west of the boundary line, except with the approval of a two-thirds majority of the Town Board. The City also agreed, with a few exceptions, not to exercise its extraterritorial jurisdiction west of the boundary line.

Whenever a commercial property is attached to the City under this agreement, a revenue sharing procedure will occur by which the City will collect taxes for five years based upon a declining portion provided to the Town. The agreement also establishes a Transition Area extending one half mile to the east and west of Pioneer Road. This intergovernmental Transition Area is bounded on the north by Old Sauk Road and on the South by Valley View Road. The agreement establishes development standards for property within the Transition Area. For more information regarding these standards and the rest of the agreement and plan, refer to Appendix 8 of this Plan, or to the City of Madison and Town of Middleton Intergovernmental Agreement dated March 28, 2002 or to the City of Madison and Town of Middleton

Cooperative Plan dated September 29, 2003.

Section 15.06 of the Town Ordinances also establishes a developmental Transition Area along the eastern edge of the Town. This Town Transition Area lies south of Old Sauk Road and east of a line one half mile west of and parallel to Pioneer Road and Pioneer Road extended southward. In effect, this Transition Area is bounded on the west by the western section lines of Sections 20, 29 and 32. Only half of this transition area is subject to the Intergovernmental Agreement and the Cooperative Plan between the City and the Town discussed in the preceding paragraph. The Subdivision Ordinance establishes a set of requirements for land subdivisions within the Transition Area. For further information, refer to Chapter 15 of the Town Ordinances.

This Plan provides that certain Morey Airport-related actions by the City of Middleton are to be undertaken only when expressly approved by the Town pursuant to a cooperative boundary plan adopted in accordance with the applicable statutory provisions for such plans. See page 4-2, Transportation, under this Plan.

## EXISTING OR POTENTIAL AREAS OF CONFLICT

The Town maintains a working relationship with each of the neighboring municipalities. It is imperative that this cooperation continue through the implementation of this Plan and those of the surrounding municipalities. Section 8 of this Plan includes a set of goals and objectives describing the ways in which the Town will attempt to avoid and/or minimize conflict with its surrounding neighbors. The Town will face challenges when dealing with the surrounding incorporated cities and villages. Annexation issues are often one of the most significant issues that towns face when dealing with other municipalities.

As described on page 4-2, Transportation, under this Plan, the geographic expansion of the Morey Airport, or more intensive use of the Morey Airport, by the City of Middleton is a potential area of conflict between the Town and the City of Middleton and should be undertaken only pursuant to a cooperative boundary plan that is approved by the Town under state law.

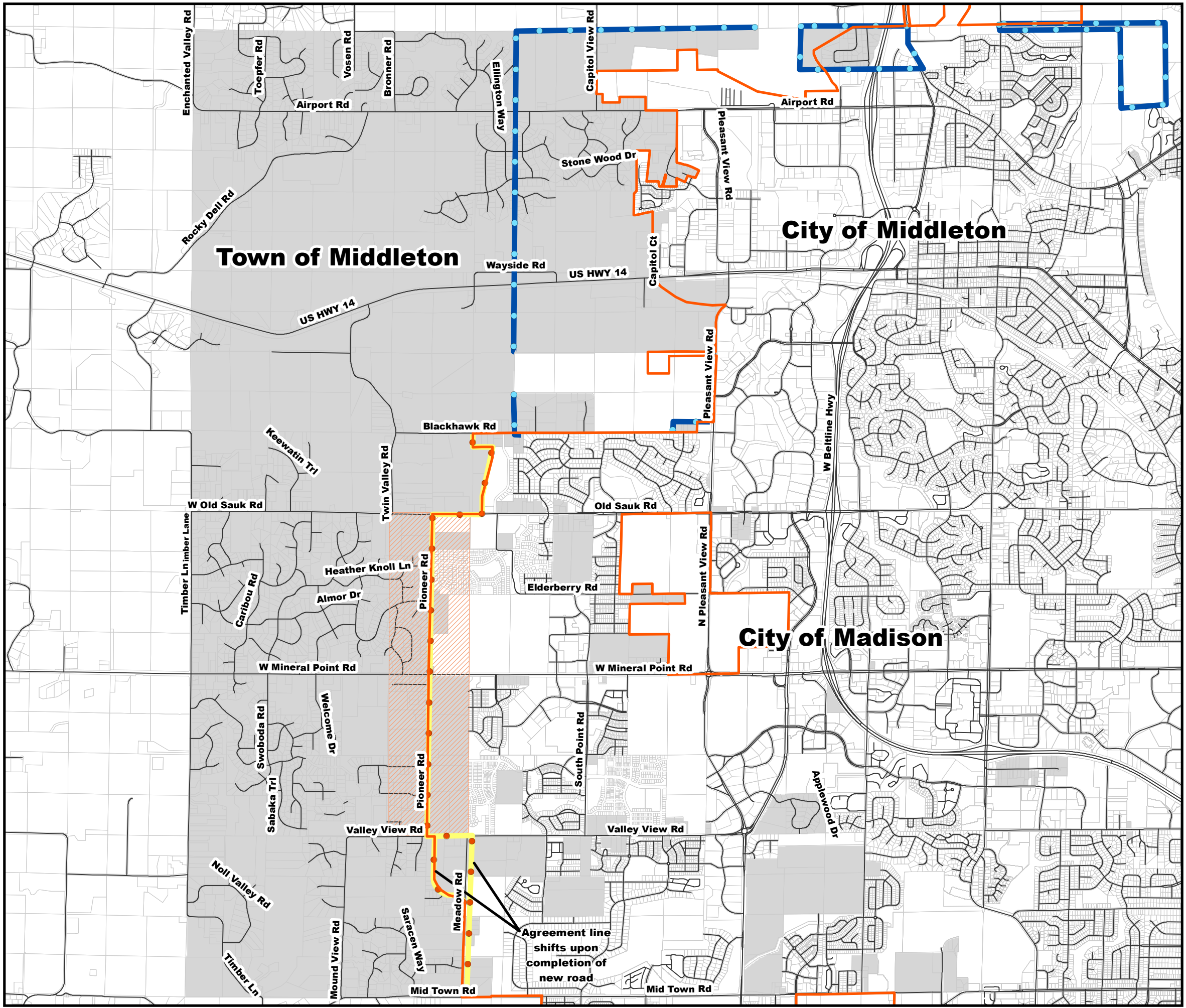
**Table 8-4: Summary of Agreements with Neighboring Jurisdictions: 2019**

Partner	Type of Agreement
Dane County	<ul style="list-style-type: none"> <li>• Dane County maintains property listing and calculates and prints tax bills. Since 2004, the Town has contracted with the County to collect property taxes (except personal property taxes that are unpaid by January 31st, which are the responsibility of the Town).</li> <li>• The Town contracts with Dane County to provide bi-annual bridge inspections and various road repairs</li> <li>• Dane County maintains a Public Agency Access System for geographic and land information. An agreement signed on March 1st, 2001 provides the Town with access to this information. The agreement requires "... confidentiality of personally identifiable information"</li> <li>• The Town has received several grants from Dane County for park and trail development. The Town has also cooperated with the County and provided funding for park development within the Town</li> <li>• The Town is responsible for maintaining the emergency sirens within the Town. These sirens are activated by Dane County.</li> <li>• The Town operates a road salt storage facility adjacent to the Town Hall. Salt is purchased from Dane County, and the facility is periodically inspected by the Wisconsin Department of Natural Resources.</li> </ul>
City of Madison	<ul style="list-style-type: none"> <li>• Cooperative boundary agreement (2002) and plan (2003)</li> <li>• The Town and the City of Madison have a written agreement regarding winter road maintenance. This agreement is modified as the responsibility for certain roads is taken over by the City.</li> <li>• Seybold Road Sanitary District No. 5.</li> </ul>
City of Middleton	<ul style="list-style-type: none"> <li>• Intergovernmental cooperation agreement (1994) regarding extraterritorial jurisdiction and other matters.</li> <li>• The Town and the City of Middleton have a written agreement regarding road maintenance</li> <li>• The Town and the City have an agreement regarding Tallard Conservancy. The Town permits the City to utilize the area south of the drainage way for a driveway and parking. The City has agreed to maintain these improvements.</li> </ul>
Town of Cross Plains	<ul style="list-style-type: none"> <li>• Informal agreement between the towns regarding the plowing and salting of Timber Lane, Rocky Dell Road, Deer Run Road, Fawn Court and Enchanted Valley Road.</li> </ul>
Town of Verona	<ul style="list-style-type: none"> <li>• Informal agreement between the towns regarding the maintenance of Midtown Road and Timber Lane.</li> </ul>
Town of Springfield	<ul style="list-style-type: none"> <li>• Informal agreement between the towns regarding the plowing and salting of Springton Drive, Highwood Circle, Capital View Road, Koch Road and Enchanted Valley Road.</li> </ul>
Wisconsin Department of Natural Resources	<ul style="list-style-type: none"> <li>• As part of the permitting process for the Town Garage, the Town has entered into a "Holding Tank Agreement" for water collected from the garage floor.</li> <li>• The Town has received various grants for the development of parks and trails within the Town.</li> </ul>

Source: Town Administrator



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# TOWN OF MIDDLETON Wisconsin

## Comprehensive Plan

### Map 8-1 Current Intergovernmental Agreements

October 9, 2019

- Legend**
- Existing Urban Service Area (CARPC Sewer & Water Service Area)
  - Extraterritorial Jurisdictional Limit Agreement (City of Middleton)
  - Intergovernmental Boundary Line (City of Madison)
  - Intergovernmental Agreement Transition Area (City of Madison)
  - Parcels
  - Town of Middleton

Data Sources: Dane County, CARPC

0 0.25 0.5 1 Miles

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planners | engineers | advisors





**LAND USE**

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## Land Use

### WIS. STATS. § 66.1001(2)(H)

*“The Land Use element is a compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications.”*

## 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 the Town of Middleton. Existing land development patterns were considered, along with the existence of any brownfield sites. Local real estate forces were considered and used in fashioning the Future Land Use Plan and supporting goals, objectives, and policies. The Town’s relationships with Dane County and neighboring municipalities also played an important role when determining how land in the Town could be developed in the coming years.

The terrain of the Town is typified by gently rolling farmland and wooded hillsides. The eastern portion of the Town is relatively flat or comprised of rolling hills formed by glacial moraines, outwash plains and glacial lake bottoms. Most of the prime agricultural soils are located in the central basin areas. As one travels further west, the terrain consists of varied topography with steep slopes, ravines and stream bottoms formed by terminal moraine materials deposited by continental glaciers as well as older, unglaciated terrain. The westernmost portions of the Town lie within what is known as the “driftless area”, a portion of Wisconsin that was not covered by glaciers during the most recent period of glaciation.

The Town straddles the watershed divides for Black Earth Creek, Lake Mendota, and the Sugar River. The upper portion of Black Earth Creek, which is a protected watershed and trout stream, traverses the Town. The Upper Black Earth Creek watershed contains many of the Town's most environmentally sensitive sites. This area has been the subject of extensive preservation and conservation efforts over the last four decades.

The size of the Township of Middleton has been continually decreasing due to annexation by the cities of Madison and Middleton. By 2019, the Town had been reduced to approximately 9,433 acres which is about 41 percent of a "standard" 36 square mile or 23,040 acre township. The Town continues to develop in a manner consistent with the Land Division and Subdivision Ordinances in order to maintain the semi-rural character that is preferred by residents. The Town reserves the Transition Area identified in the 2003 Cooperative Plan between itself and the City of Madison as an area within the Town designated for more dense and varied housing development. See Map 8-1 for the location of the Transition Area.

## GOALS AND OBJECTIVES

The following goals, objectives and policies are based in part on responses to the 2019 Comprehensive Plan Survey, previous Town plans and documents, and other sources. They have been reviewed and updated as part of the 2019 Plan Update process. Objectives and policies are provided for the future land uses displayed on Map 9-3.

**Goal 1: Promote a pattern of development that preserves the high quality of life and the semi-rural character of the Town.**

**Goal 2: Promote a pattern of development that minimizes potential conflicts between incompatible land uses.**

**Goal 3: Protect and maintain environmentally sensitive areas in their natural state when making land-use decisions.**

### General Objectives:

1. Consider a planned pattern of growth that promotes the health, safety and general welfare of Town residents and makes efficient use of land, public services and public facilities.
2. Rezoning and other land use decisions shall be consistent with the recommendations of this Plan.
3. Require that developers address the effects of stormwater runoff so that new developments will not adversely impact existing adjacent lands. Require stormwater runoff and erosion control plans for all proposed subdivisions.

### Residential Development Objectives:

1. Encourage well-designed residential development through the use of clustered subdivisions or similar design methods as well as through traditional lot subdivisions.
2. Preserve the semi-rural character of the Town and minimize the visual impact of residential development.
3. Encourage residential development that preserves environmentally sensitive areas.

### Residential Development Policies:

1. Encourage the preservation of existing stone rows in good condition, fence lines and tree lines with mature native vegetation as defined by Town Ordinance.

2. Subdivisions and certified surveys should be designed to blend with the natural contours of the land, to improve appearance and to minimize disturbance to the site.
3. Permit the continuation of existing institutional, research and development, and mixed use within the Town limits as permitted development uses.

**Commercial Development Objectives:**

1. Encourage the development of new retail commercial uses in identified commercial corridors.

**Commercial Development Policies:**

1. Direct businesses to locate along USH 14, Mineral Point Road and within appropriate Town islands. Businesses may locate elsewhere as permitted by existing zoning and any other applicable county and town regulations.
2. Ensure that all commercial sites are served by adequate roads and other infrastructure.
3. Ensure that all commercial development along USH 14 and County roads maintains consistency with WisDOT and County plans for these corridors, including issues relating to safety, connectivity, and access.
4. Require landscaped buffers to protect residential neighborhoods from adverse impacts associated with proximity to commercial uses, including impacts caused by commercial truck traffic, noise and vehicle emissions.

**Agriculture Development Objectives:**

1. Encourage agriculture and open space uses.
2. Permit development of agricultural land for residential purposes.

**Agriculture Development Policies:**

1. Allow the continuation of existing agricultural and open space land uses in areas planned for future residential or commercial development, as shown on the Future Land Use Map.
2. Refer to Chapter 6: Agriculture and Natural Resources for further information regarding agriculture development policies.

**Transportation Objectives:**

1. Encourage the provision of well-spaced access points from large subdivisions onto the arterial and collector street system. Particular attention should be afforded to the design of the street systems serving the extension of existing subdivisions.

**Transportation Development Policies:**

1. Refer to Section 4: Transportation for further information regarding transportation development objectives and policies.

**Environmental Protection Objectives:**

1. Require environmentally responsible development on land suitable for development.
2. New development should not negatively impact the natural environment or existing property.
3. Promote land uses, densities and regulations that protect the Town's valued resources and recognize existing physical limitations to development (e.g. steep slopes, woodlands, wetlands and water resources, etc.).

### Environmental Protection Policies:

1. Permit recreational activities such as trails in publicly and private-owned conservancy areas if compatible with wetlands and other natural resource protection.
2. Encourage native plantings or existing quality vegetation to be utilized and maintained in landscaping plans for new and existing developments.
3. Encourage the clustering of lots to maintain large, interconnected areas of green space that provide recreational and ecological functions.
4. Identify and protect groundwater recharge areas from inappropriate development.

The Town recognizes that parts of it are identified as “Rural Development and Transitional Areas,” in the Dane County Comprehensive Plan, and that this designation has the following policies that accompany it:

- Continue to promote limited, compact, and efficient development;
- Encourage the use of conservation design, Transfer of Development Rights, site planning, design review and other techniques to ensure compatibility with agricultural, natural resource and open space use, and with neighboring communities;
- Develop opportunities and guidelines for limited, multi-family senior housing in unincorporated Rural Development and Transitional Areas to serve local aging populations, and;
- Continue to refer to town plans adopted by the county board for detailed land use policies within Rural Development and Transitional Areas.

The Town reserves the “Transition Area” identified in the 2003 City of Madison and Town of Middleton Cooperative Plan as an area designated for more varied and dense development. The Town will consider permitting owner-occupied attached multi-family housing, senior housing, and/or denser detached single family housing in this area.

As a whole, the Town is committed to preserving valuable natural resources and open space, and protecting the semi-rural identity of the area through conservancy development, strong developer open space requirements and protection standards, and the provision of multi-use trails.

### EXISTING LAND USE

An understanding of the Town's existing land use pattern is important before planning a future land use pattern. Information from the Dane County land use inventory – a project undertaken on a 5-year cycle by Dane County and the Capital Area Regional Plan Commission to map land uses based primarily on aerial photography - was utilized along with spot field checks and consultation with Town staff and Plan Commission.

Table 9-1 summarizes existing land uses in the Town as of 2015, and Map 9-1 provides a visual depiction of these uses. The map and table depict data from the year 2015. The land use categories are established by Dane County. Note: The specific acreages and balance of land uses is expected to change over time. Several changes in land use and infrastructure have occurred in the Town since 2015 that may not be reflected in this summary. A new inventory will be done in 2020 which can provide updated data for this Plan.



The latest data reveals the Town is approximately 9,433 acres. According to the Dane County inventory, at approximately 27 percent of the Town's land area, agricultural uses made up the largest land use category. Typical agricultural uses in the Town include the farming of corn and alfalfa and tree farming. The amount of land in the Town that is used for agricultural purposes has declined as residential development increases. As the cities of Madison and Middleton continue to grow westward, it is expected that there will be continued pressure for additional residential development within the Town. The next largest land use categories were single-family residential (approximately 26 percent) woodland (approximately 17 percent), and vacant land (approximately 14 percent). Commercial uses cover only a small portion of the land area, at less than one percent of the Town's entire acreage.

## EXISTING LAND USE PLANS AND REGULATIONS

The Town is influenced by a variety of land use regulations exercised by different jurisdictions. These include the following:

### Town of Middleton Land Division and Subdivision Regulations

All subdivisions and certified surveys in the Town of Middleton must conform to the Town's Land Division and Subdivision Code (Chapter 15 of Town Ordinances). The Code sets forth technical requirements for plats and certified surveys, required lot sizes, specifies required improvements and design standards and provides for park and public land dedications.

New development (CSM or Plat) in the Town is subject to the Land Division and Subdivision Ordinance and shall have a maximum gross density ranging from one (1)

**Table 9-1: Existing Land Uses (2019)**

Classification	Acres	%
Agricultural	2,527	26.8%
Commercial	78	0.8%
Under Construction	21	0.2%
Industrial	75	0.8%
Institutional/Governmental	74	0.8%
Recreation	529	5.6%
Residential	2,429	25.8%
Transportation	601	6.4%
Communications/Utilities	20	0.2%
Open Space/Vacant Land	1,354	14.4%
Mineral Extraction	117	1.2%
Water	58	0.6%
Woodlands	1,551	16.5%
<b>TOTAL</b>	<b>9,433</b>	<b>100.0%</b>

Source: Dane County Land Information Office

dwelling unit per 50,000 square feet for Cluster Subdivisions in the Transition Area to one (1) dwelling unit per 75,000 square feet for Traditional Subdivisions outside the Transition Area (see below).

Section 15.06 of the Town Ordinances establishes a Transition Area within the Town along the boundary line with the City of Madison. This Transition Area lies south of Old Sauk Road and east of a line one-half mile west of and parallel to Pioneer Road and Pioneer Road extended southward. In effect, this Transition Area is bounded on the west by the western section lines of Sections 20, 29 and 32. Part of the Transition Area is subject to the 2003 Cooperative Plan between the Town and the City discussed later in this chapter and in Appendix 8. The ordinance establishes a set of requirements for cluster subdivisions within the Town's Transition Area. For further information, refer to Chapter 15 of the Town Ordinances.

### **Tumbledown Neighborhood Plan**

The Tumbledown Neighborhood Plan was drafted in 2005. It provides future land use recommendations for a neighborhood near the proposed Pioneer Pointe subdivision plat, bordered by Mineral Point Road to the north, Pioneer Road to the east and Valley View Road to the south. The neighborhood abuts the Cherrywood subdivision to the west. The Tumbledown planning area consists of approximately 517 total acres. The Plan recommends a mixture of single family residential, commercial, and greenway/park land, which was taken into account when preparing this chapter. However, evolving conditions over the years, including the closure of the Golf Course in 2018 have prompted the Town to consider flexibility for future development in this area, including the incorporation of more residential land use.

### **Dane County Land Division Regulations**

All subdivisions and certified surveys must comply with the Dane County Chapter 75 Land Division and Subdivision Ordinance. In those instances where the County and Town Subdivision Ordinances differ, applicants must comply with the more restrictive regulation.

### **Dane County Comprehensive Plan**

Dane County considers both the Town and County Comprehensive Plans when reviewing plat applications and requests for zoning changes. It is anticipated that this Comprehensive Plan will be adopted by Dane County and incorporated into the Countywide Comprehensive Plan, as is common practice.

### **Extraterritorial Zoning and Plat Review Jurisdictions**

Incorporated cities and villages in Wisconsin have the ability to exercise extraterritorial zoning and plat review powers for unincorporated areas within certain distances of their municipal boundaries. First class, second class (i.e. Madison) and third class cities (i.e. Middleton) and villages can exercise these powers within a three mile radius, while fourth-class cities and villages can exercise these powers within one and one-half miles.

Where the boundaries of multiple extraterritorial jurisdictions overlap, the jurisdictional boundaries are divided on a line all points of which are equidistant from the boundaries of each municipality concerned. No more than one municipality may exercise extraterritorial power over any one area. Historically, the Cities of Madison and Middleton have used Blackhawk Road (extended westward) as an informal boundary between their respective extraterritorial jurisdictions.

The City of Madison formerly had extraterritorial jurisdiction extending three miles from the City border, covering much of the Town. As part of the 2003 Cooperative Plan, the City shall not exercise extraterritorial jurisdiction west of the boundary line of the agreement for zoning, official mapping or otherwise. The City does retain extraterritorial jurisdiction over several other areas of Town territory. For further detail, refer to the City of Madison and Town of Middleton Cooperative Plan dated September 29, 2003. Additional information is also available in the Intergovernmental Agreement chapter and Map 8-1 in Appendix 8.

The City of Middleton retains extraterritorial jurisdiction over portions of the Town, but only for land divisions (not zoning). There is a less comprehensive boundary agreement between the Town and the City of Middleton. Under this 1994 agreement, the City agreed not to exercise its extraterritorial jurisdiction west of a line established by the agreement. For additional information, refer to the Intergovernmental Cooperation Agreement between the Town of Middleton and the City of Middleton, dated May 12, 1994.

The Village of Cross Plains also has a 1.5-mile extraterritorial plat review boundary which extends into the northwest corner of the Town along Airport Road.

### **Dane County Zoning, Shoreland and Floodplain Management/Soil Erosion Control Regulations**

All proposed development in the Town must comply with the Dane County Code of Ordinances including Zoning (Chapter 10), Shoreland and Floodplain Management (Chapter 11) and Soil Erosion Control (Chapter 14). In 2019, after months of collaboration between the County and

Town, the County overhauled its Zoning Ordinance and established new zoning districts, including some customized districts for the Town that were intended to accommodate existing land uses and Town lot size policies. The current zoning designations for the Town, as of July 2019, are depicted on Map 9.2 in Appendix 9.

The Town's policy is to rezone plat and CSM lots under 5 acres in size to SFR-08 Single Family Residential. Where possible, this will be done annually with a rezone petition submitted by the Town to Dane County, for lands subdivided over the previous year.

### **Central Urban Service Area Delineation**

The Capital Area Regional Planning Commission (CARPC), Madison Metropolitan Sewerage District (MMSD), the Dane County Planning Division, and the Wisconsin Department of Natural Resources (WDNR) collaborate to guide regional development in Dane County. The Vision 2020: Dane County Land Use and Transportation Plan was adopted in 1997 and updated in 2008 and 2017. A key part of this plan is the Central Urban Service Area delineation, which regulates the areas that may be served by public sanitary sewer and water. Extensions of public sanitary sewer service beyond the approved Central Urban Service Area boundaries require an amendment of the regional plan and the Urban Service Area (USA) boundary. The current Urban Service Boundary, as of July 2019, is depicted on Map 8-1 in Appendix 8.

Other than the Seybold Road area, the Town does not have any areas served by sanitary sewer, and does not proactively seek to serve new areas with sewer. In 2019 it requested a USA amendment in collaboration with the City of Madison, to serve new residential development in the Tumbledown Neighborhood. The Town's

general policy is to allow extensions of urban services, if requested by a land owner or developer and if the costs of such an extension are borne entirely by the party requesting the extension (as opposed to being borne by Town taxpayers). The Town made an exception for residential development in the Tumbledown Neighborhood area because of soil conditions that are not amenable to septic service.

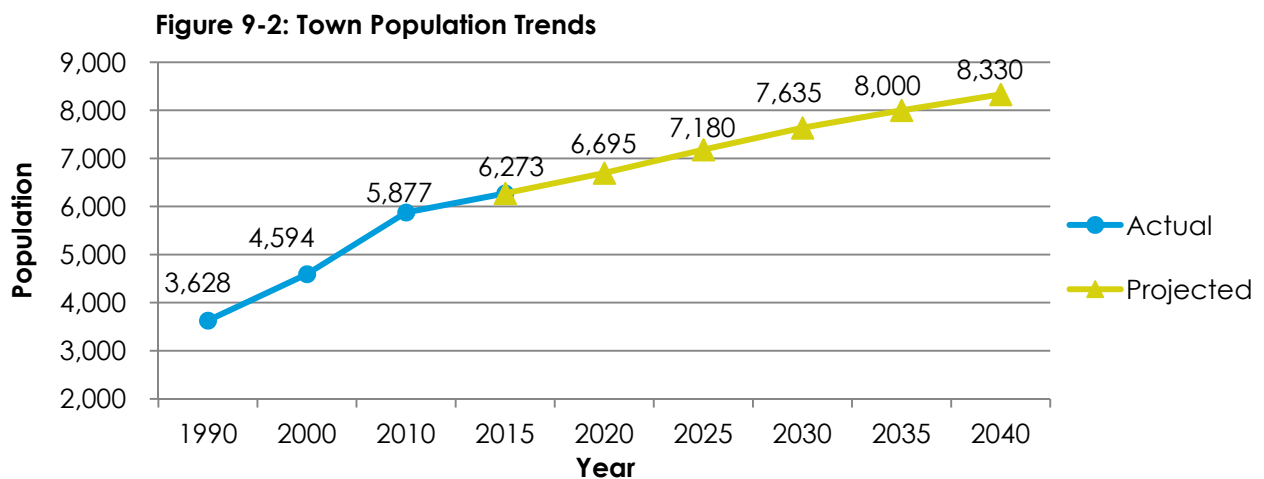
## DEVELOPMENT FACTORS

There are a number of physical conditions that limit or restrict land development within and around communities. Existing development or structures can limit future development potential. Other physical factors include conditions that favor a particular use (such as agriculture), or environmental features that make construction more difficult. Examples of these are soils classified as prime farmland, steep topography (having a slope greater than 20 percent), and hydric soils. Physical features such as these do not necessarily prevent development from occurring,

though they may pose significant challenges. However, delineating land as wetland can prohibit development from taking place.

Future growth in the Town is limited by several factors. One such factor is the prevalence of steep topography in certain areas. These steep slopes are most prevalent along the Black Earth Creek Corridor and in the area of the glacial terminal moraine in the southwestern portion of the Town. Development is also limited in areas identified as 100-year floodplains.

These floodplains are concentrated primarily along Black Earth Creek and near the Pheasant Branch Creek in the northeastern corner of the Town. Wetlands within the Town, as identified by the Wisconsin Department of Natural Resources, are concentrated almost entirely along the Black Earth Creek Corridor. Maps 6-1 and 6-2 depict environmental factors throughout the Town that may affect or limit land uses.



Source: US Census, Wisconsin DOA Projections

## LAND USE FORECASTS

### Population Forecast

Figure 9-2 summarizes the population projections from the Wisconsin Department of Administration (DOA) for the Town over the length of this Comprehensive Plan's planning horizon. The number of new residents is projected in five-year increments. The DOA projects the Town population to grow from 6,273 as of January 1, 2016 to 8,330 in 2040. This would mean 1,906 new residents by 2040 (an average projected annual increase of 76 new residents per year).

### Housing Forecast

Nationally, the average household size has been declining steadily for a number of decades. This trend is also evident throughout much of Wisconsin and in the Town of Middleton. According to the U.S. Census, the average household size for the Town fell from 2.93 residents per household in the year 2010 to 2.84 residents per household in the year 2017.

This trend is expected to continue in the coming decades.

Table 9-3 shows the anticipated number of households in 2010 (latest Census), 2017 (latest ACS estimates), and 2040 (the end of the planning horizon). This data is useful for determining the number of housing units that will be needed to accommodate these new residents. The 2017 ACS Five-Year Estimate of the Town's housing units is 2,165, of which 2,089 are owner-occupied. The Department of Administration projects this number to increase by 39 percent to 3,016 in 2040. This means the Town will need to build an additional 851 units, or 37 new units per year to keep up with projected demand.

**Table 9-3: Housing Forecasts**

Town of Middleton	Avg. HH Size	Past	Future	Growth (%)
2040 (WDOA Projection)	2.75	-	3,016	-
2017 (ACS Estimate)	2.84	2,165	-	39%
2010 (Census)	2.93	1,996	-	51%

Source: Wisconsin DOA, ACS

### **Employment Forecast**

The Town is predominantly residential, with only small pockets of commercial and industrial land uses. In turn, many of these commercial and industrial areas are located in Town islands or other areas designated to be annexed to the City of Madison by intergovernmental agreement. The Town does not anticipate being an employment center over the length of this Plan. Any anticipated growth in commercial and industrial areas is planned to be located primarily in existing commercial and industrial areas and along the USH 14 corridor. Therefore, it is not pertinent to this Plan to forecast employment growth for establishments within the Town.

### **Land Use Forecast**

The land area needed to accommodate new housing was calculated by multiplying the number of additional housing units needed over the next twenty years by an average lot size of 1.06 acres. This figure is based upon the average size of Town lots with residential uses according to the 2015 Existing Land Use inventory.

With an additional 851 housing units forecast to be needed, the future land use map should provide a minimum of approximately 902 acres for residential development before infrastructure and open space is taken into account. This value was then adjusted upward by 30 percent to account for infrastructure (e.g. roads) and open space. As a result, a minimum of approximately 1,263 acres will be necessary to address new residential uses forecast to occur over the next twenty years.

It should be noted that these forecasts are intended for planning purposes only. It is important to stay abreast of actual development levels and update these forecasts as more current information becomes available and to account for actual development activity and shifts in the housing market.

## FUTURE LAND USE MAP

Through the Town Ordinances and the zoning powers exercised by Dane County, the Town has the ability to guide future growth in a manner that enhances its residents' quality of life and is consistent with its long-term vision. However, misguided or inappropriate use of these tools can lead to undesirable results, including unnecessary land use conflicts, inefficient service delivery, a decreased quality of life and other potential problems.

The Future Land Use Map included as Map 9-3 in Appendix 9 is intended to illustrate the Town's vision and guide future growth over the next 20 years and beyond. It will serve as a guide for the Plan Commission and Town Board when making land use, zoning and infrastructure related decisions. The map will also provide direction for property owners and developers when making decisions about the future of their property in the Town. The Future Land Use Map uses land use categories that generally correspond to classifications defined by the Dane County Zoning Ordinance. Similar zoning classifications were consolidated into broader land use categories for the purposes of this map. The future land use categories do not have the authority of zoning classifications. However, zoning and land division decisions must be consistent with this Plan and the Future Land Use Map and associated policies of this Plan.

As noted elsewhere in this document, it will be important to periodically review and update this Plan, and the Future Land Use Map, to ensure that local development preferences are maintained.

The City of Madison has adopted numerous neighborhood development plans for neighborhoods throughout the City. Several of these plans include land currently located within the Town. Per the 2003 Cooperative Plan, all areas covered by these plans will be annexed to the City by the year 2042. The land use plans of each of these neighborhood development plans have been adapted and incorporated into the Town's Future Land Use Map. As of July 2019, the following City of Madison neighborhood development plans cover areas currently within the Town:

- Blackhawk
- Elderberry
- Junction
- Pioneer
- Midtown
- Raymond

As shown on Map 9-3, the majority of the Town is intended to remain a mixture of agricultural and low-density residential development. The largest land use category is Residential, which is intended to protect the semi-rural character of the Town. This category is intended to allow for a mixture of residential, institutional, and agricultural uses, in order to accommodate community institutional uses that serve neighborhoods (such as schools and municipal buildings) as well as the continued use of lands for agriculture. It is not intended that all areas covered by the Residential category be developed for strictly residential use.

Commercial development is planned for existing commercial locations (including lands with existing commercial zoning) and along the USH 14 corridor. The total acreages designated for each future land use category are outlined in Table 9-5.

**Table 9-4 Future Land Use Classifications**

Land Use Category	General Description
<p><b>Residential / Agricultural</b></p>	<p>This category is intended for areas that are currently used, or planned to be used, for residential use. It generally includes existing platted lots and areas anticipated to be developed (platted) within the next 10 to 20 years. It also includes areas that are currently used for agricultural or rural residential use, but which may transition to non-agricultural residential uses. Development densities are governed by the Town's Subdivision Ordinance provisions for clustered and traditional subdivisions.</p> <p>The Residential category also specifically includes lands within the Town Ordinance Transition Area (established by the Town Subdivision Ordinance), and the City of Madison Transition Area (established by the intergovernmental Cooperative Plan), which are areas intended for focusing slightly more on dense residential development. For lands that will remain in the Town for the foreseeable future, densities are intended to be similar to those that currently exist in the Town. For those lands covered by the 2003 City of Madison – Town of Middleton Cooperative Plan and/or City neighborhood plans, this category may allow a mixture of low to high densities.</p> <p><u>Suitable zoning districts:</u> SFR-08, AT-5, SFR-08, RR-2, RR-4, RR-8, RM-16</p> <ul style="list-style-type: none"> <li>• SFR-08 (Single-Family Residential – Small Lot) The Town generally intends to use this zoning for platted or CSM lots under 5 acres that are developed for residential use, and which do not include existing agricultural uses such as farm crops or livestock.</li> <li>• AT-5 (Ag Transition) The Town intends to use AT-5 zoning for un-platted lands and CSM lots over 5 acres in size, as well as to accommodate properties with existing agricultural uses.</li> <li>• RR districts are for lots intended to maintain a mix of residential and small-scale farming uses, with limited livestock.</li> <li>• RM-16 (Rural Mixed Use) would accommodate certain agricultural uses.</li> </ul>
<p><b>Institutional</b></p>	<p>Intended for schools, churches, cemeteries, local government facilities, utilities and other parcels that are owned by a public, utility, or religious entity. Institutional land uses may also be allowed in other areas of the Town, not just those mapped as “institutional”.</p> <p><u>Suitable zoning districts:</u> Flexible. County zoning does not maintain a district specific to public uses and institutions. Rather, these uses are typically listed as permitted or conditional uses in other zoning districts.</p>
<p><b>Commercial</b></p>	<p>Commercial areas are intended to recognize existing commercial uses and provide room for future business uses. Commercial development is typically located along main thoroughfares (major arterials and collectors) in the Town. Appropriate uses include, but are not limited to: offices, gas stations, landscaping and contractor operations, service and repair shops, warehousing/storage, retail stores, indoor fitness and recreation uses, restaurants, as well as municipal or utility facilities. This category also includes lands currently zoned as LC Limited Commercial under Dane County's comprehensive zoning ordinance that became effective on January 17, 2019. (continued →)</p>



	<p>This category also includes lands within the Boundary Adjustment Area per the 2003 City of Madison – Town of Middleton Cooperative Plan. In those areas, future land uses are subject to the provisions of the Cooperative Plan (see below).</p> <p><u>Suitable zoning districts:</u> LC, GC, HC, MI.</p> <ul style="list-style-type: none"> <li>• LC (Limited Commercial) would accommodate contractor, landscaping and similar limited low-traffic commercial uses that are compatible with both agriculture and residential uses</li> <li>• Other zoning districts are intended for more intensive non-residential land uses.</li> </ul>
<p><b>Commercial Recreation</b></p>	<p>This district includes privately-owned recreation lands, such as golf courses, ski facilities, and the like.</p> <p><u>Suitable zoning districts:</u> RE / Recreational (The Town generally uses RE zoning for privately-owned recreation and open space uses).</p>
<p><b>Public Recreation</b></p>	<p>This district recognizes federal, state, county and town lands that are managed as parkland and for forestry, resource protection, wildlife management and other uses consistent with the mission of the controlling agency. Lands dedicated as private outlots or conservation areas are also included in this category. These lands may or may not be open to the public.</p> <p><u>Suitable zoning districts:</u> NR-C / Natural Resource Conservancy (The Town generally uses NR-C zoning for public recreation and open space uses.)</p>
<p><b>Transition Area (Town Ordinance § 15.06) – see Map 8-1</b></p>	<p>Area comprised of lands within ½ mile west of the centerline of Pioneer Road, between Old Sauk Road and Mid-Town Road. The Town Ordinance encourages cluster subdivisions in this area. New unsewered lots in Transition Area cluster subdivisions shall have minimum lot sizes of 25,000 square feet. New sewerred lots in this area shall have a minimum lot size of 12,000 square feet, with another 2,000 square feet for each additional dwelling unit. New lots in Transition Area cluster subdivisions must be at least 80 percent of the size of abutting lots or parcels three acres in size or less. The maximum gross development density for subdivisions is one dwelling unit per 50,000 square feet.</p>
<p><b>Intergovernmental Transition Area (City of Madison) – see Map 8-1</b></p>	<p>Area comprised of lands within ¼ mile of the centerline of Pioneer Road. The 2003 Cooperative Plan regulates the land uses in the area by:</p> <ul style="list-style-type: none"> <li>• Development limited to residential land uses and associated improvements.</li> <li>• Residential densities limited to 4 units per net acre.</li> <li>• Number of units in an attached multi-family residential structure is limited to 4.</li> <li>• Height of residential structures shall be limited to 35-feet as measured from the finished grade on the street side of the building.</li> <li>• Private driveway access to new development shall be prohibited from Pioneer Road unless approved by the Town and City.</li> <li>• The Town and City shall work to preserve environmental corridors; development within these corridors is prohibited.</li> <li>• An 80-foot wide landscaped building setback shall be provided as a condition of development approval.</li> </ul>

<p><b>Boundary Adjustment Area (City of Madison) – see Map 8-1</b></p>	<p>Area established by the 2003 City of Madison – Town of Middleton Cooperative Plan, intended for attachment to the City of Madison by 2042 (or a later date, if the intergovernmental agreement is extended). Key policies:</p> <ul style="list-style-type: none"> <li>• New construction in Town on private water wells and on-site septic will be generally limited to one principal use building on existing lots;</li> <li>• Lots 5 acres or more may be split into only 2 lots for residential purposes without requiring attachment to the City;</li> <li>• Any other development may only occur subject to attachment to the City.</li> </ul>
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The total acreages designated for each future land use category are outlined in Table 9-5. This reflects the relative share of each category on the map but does not suggest a limit on the amount of land that may be zoned for each type of use.

**Table 9-5: Future Land Uses**

Classification	Acres	%
Residential/Agricultural	6,787	72.0%
Public Recreation	1,233	13.1%
Commercial	604	6.4%
Commercial Recreation	124	1.3%
Institutional/Governmental	92	1.0%
Transportation	587	6.2%
<b>TOTAL</b>	<b>9,427</b>	<b>100.0%</b>

Source: Dane County GIS

## Appendix 9: Land Use

### HISTORY OF ANNEXATIONS AND DETACHMENTS

Over the years the Town of Middleton has been reduced in size due to annexations by the cities of Madison and Middleton. Most of the northeastern corner of the original township has been annexed by the City of Middleton. Much of the eastern one-half of the southern portion of the original township has been annexed by the City of Madison. Per the 2002 Intergovernmental Agreement and the 2003 Cooperative Plan between the Town and the City of Madison, the City will eventually annex all areas south of Blackhawk Road and east of Pope Farm Park and Pioneer and Meadow Roads. All land within this area that has not already been annexed by the City by the year 2042 will become part of the City at that time.

The Town also has an intergovernmental agreement in place with the City of Middleton. This agreement was signed in 1994. The City of Middleton agreed not to exercise its extraterritorial jurisdiction "west of a line running from the point between Sections 4 and 5 on the northern border of the Town, to the point between Sections 32 and 33 on the southern border of the Town." The Town agreed to make development and land use decisions for all areas subject to the City's extraterritorial jurisdiction in accordance with the Town's Land Use Plan of 1994. For additional information, refer to Chapter 8: Intergovernmental Cooperation,.

### LAND SUPPLY AND DEMAND

The Town's Existing Land Use Map was updated in July 2019 using 2015 Dane County data for land use and the latest Dane County data for corporate limits. According to this map, there are approximately 1,479 acres of "open space/vacant land", 2,437 acres of "agricultural land" and 1,565 acres of "woodland" within the Town. This land is scattered throughout the Town, with the greatest concentration near the Black Earth Creek corridor. Due to environmental constraints and ordinances, not all of these lands are suitable for residential, commercial or industrial development.

A review of the local Multiple Listing Service (MLS) provided a snapshot of local real estate trends. In August 2019, there were approximately 96 single-family homes for sale in the Town, with the cost of these homes ranging in price from \$120,000 to \$2,300,000 (including vacant, buildable lots).

### WASTE DISPOSAL 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 can return abandoned or underutilized properties to the tax rolls and to productive use. Redevelopment of brownfield sites also contributes toward optimal use of existing infrastructure.

To identify brownfield sites, a number of sources were used:

- Wisconsin Department of Natural Resources (WDNR) Bureau of Remediation and Redevelopment Tracking System (BRRTS)
- Environmental Protection Agency's (EPA) Superfund Listing
- Local knowledge

As an initial step in identifying brownfield sites, the BRRTS database was searched to identify contaminated sites within the Town. The WDNR maintains the BRRTS database that catalogs all contaminated properties known to the WDNR and other activities related to the investigation and cleanup of contaminated soil or groundwater in Wisconsin. As of August, 2019 there were ten sites in the BRRTS database located within the Town of Middleton.

The Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) is a Federal policy created to address abandoned hazardous waste sites. The Federal Environmental Protection Agency administers the Superfund program to carry out CERCLA policy. The Superfund process involves steps taken to assess sites, place them on the National Priorities List, and establish and implement appropriate cleanup plans. The Refuse Hideaway Landfill is the only site within the Town included on the Superfund list of sites. Refer to Appendix 5 for further detail regarding the Refuse Hideaway Landfill.

## LAND USE CONFLICTS

Conflicts often develop over time when certain land uses are located inappropriately, or adequate buffering is not provided between conflicting land uses. Sometimes industrial or commercial land uses have characteristics including noise, dust, odors and truck traffic that can potentially be viewed as a nuisance by surrounding residents. The Town of Middleton is not immune to these types of conflicts, some of which are discussed earlier in this section.

# Comprehensive Plan

## Map 9-1: Existing Land Use\*

\* This land use data is from 2015 and represents the most current land use available. Municipal boundaries are based on 2019 data. Numerous land divisions have occurred since 2015 and are not reflected on this map, though some land use discrepancies identified by the Town Plan Commission have been updated. The land use data will be amended when Dane County and CARPC complete the next land use inventory beginning in 2020.

### Legend

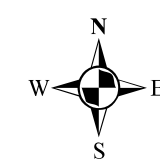
#### Town of Middleton Existing Land Use

- Residential
- Commercial
- Industrial
- Institutional/Governmental
- Communications/Utilities
- Agriculture
- Recreation
- Transportation
- Under Construction
- Open Space/ Vacant Land
- Water
- Woodlands

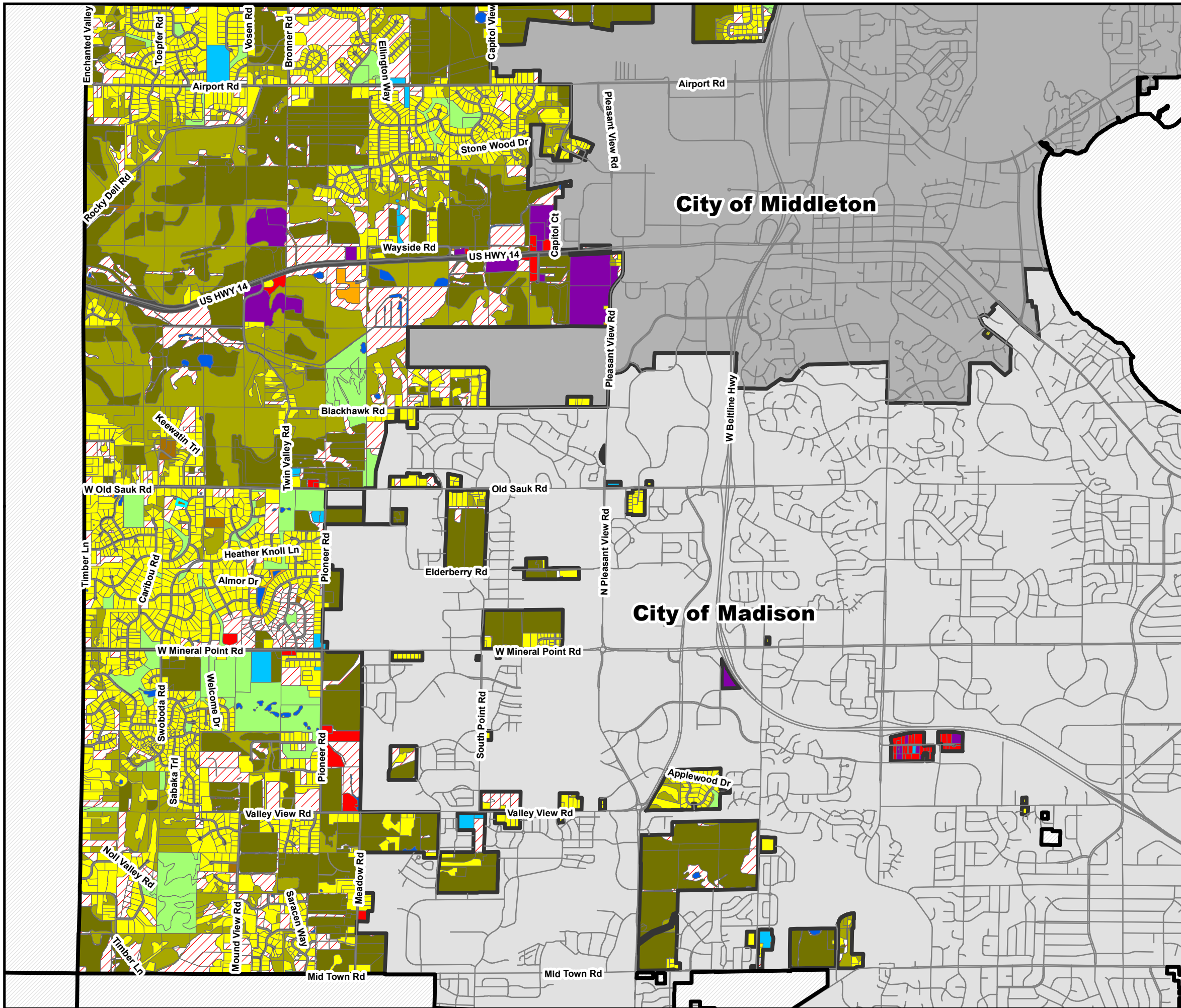
#### Municipality

- City of Madison
- City of Middleton

Data Sources:  
Dane County Land Information Office, Town of Middleton



0 0.5 1 Miles





















# Comprehensive Plan

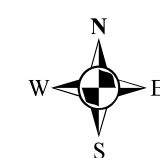
## Map 9-2: Existing Zoning

October 9, 2019

### Legend

-  City of Madison
-  City of Middleton
-  Parcels
- Town of Middleton Zoning**
-  AT-35 (Agriculture Transition)
-  AT-5 (Agriculture Transition, 5 Acres)
-  GC (General Commercial)
-  HC (Heavy Commercial)
-  LC (Limited Commercial)
-  MI (Manufacturing and Industrial)
-  NR-C (Natural Resources - Conservation)
-  RE (Recreational)
-  RR-1 (Rural Residential 1-2 Acres)
-  RR-2 (Rural Residential 2-4 Acres)
-  RR-4 (Rural Residential 4-8 Acres)
-  SFR-08 (Single Family Residential Sm Lots)
-  SFR-1 (Single Family Residential 1-2 Acres)
-  TFR-08 (Two Family Residential Sm Lots)
-  UTR (Utility, Transportation and ROW)

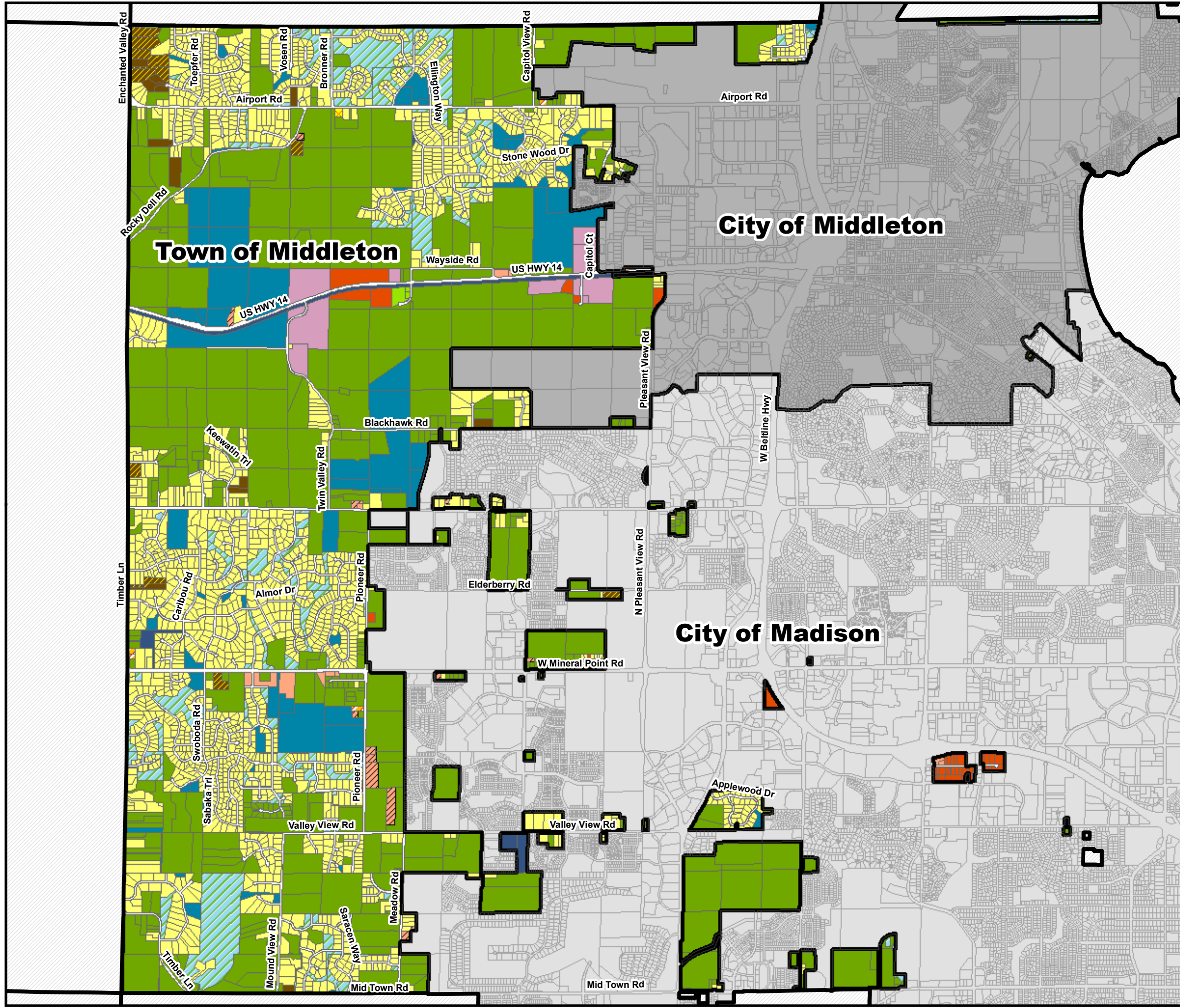
Source: Dane County LIO



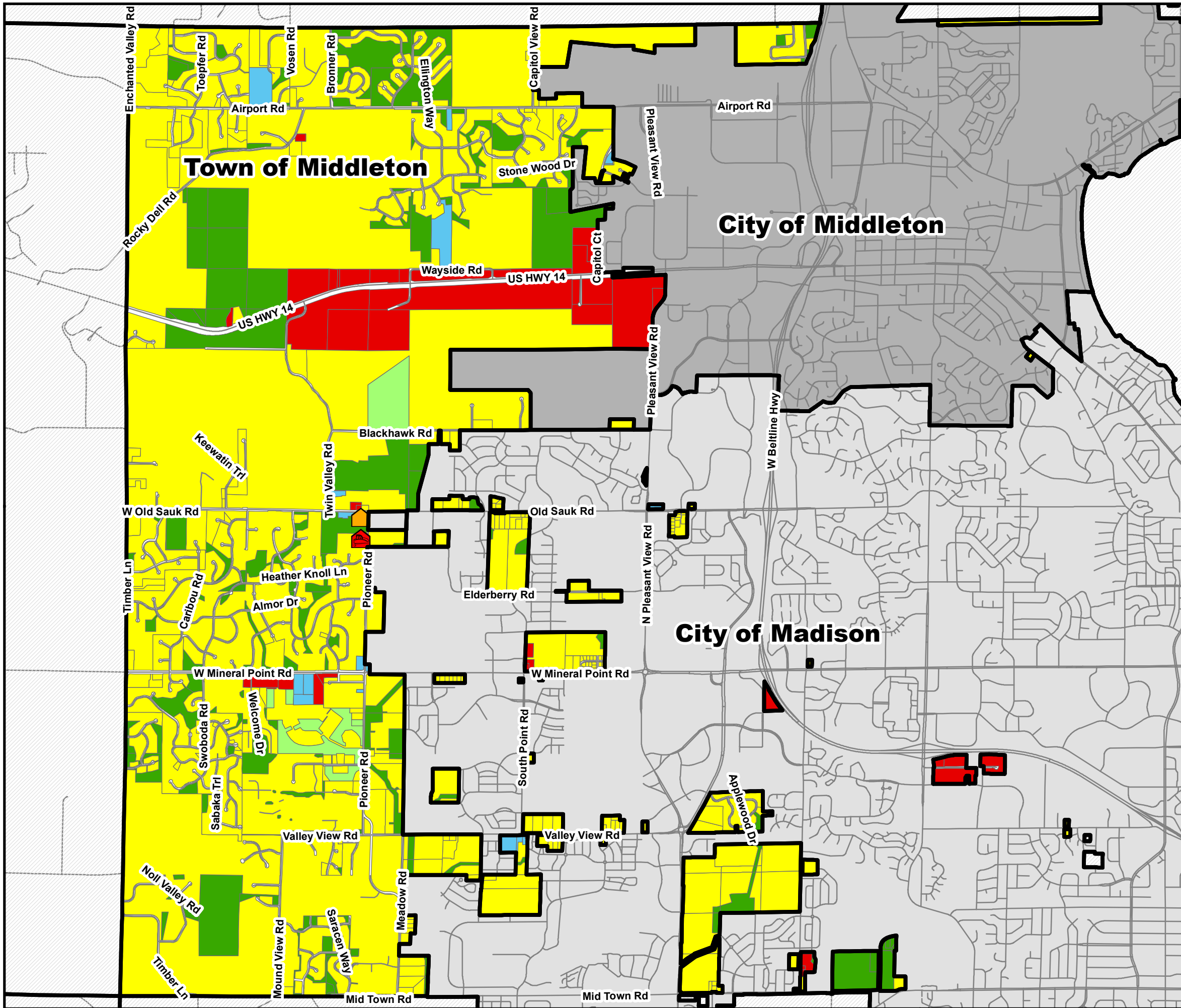
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T:\Corp\Clients\Middleton\_Town of Middleton\_Town of Middleton\_CompPlan2019\9-3 Future Land Use.mxd





# Comprehensive Plan







## Map 9-3: Future Land Use 2019

### Legend



#### Facilities

-  Fire Station #2
-  Town Hall

#### Town of Middleton Future Land Use

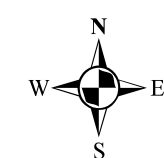
-  Commercial
-  Institutional
-  Public Recreation
-  Transportation
-  Commercial Recreation
-  Residential/Agricultural

#### Municipality

-  City of Madison
-  City of Middleton

Amended by Town Board Resolution: May 18, 2020

Data Sources:  
Dane County, Town of Middleton



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**vierbicher**  
planners | engineers | advisors







# IMPLEMENTATION



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## Implementation

### WIS. STATS. §. 66.1001(2)(I)

*“A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit’s progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.”*

### OVERVIEW

Of the multiple elements involved in the comprehensive planning process, implementation requires the most attention and has typically been the most problematic for the vast majority of communities. A comprehensive plan is of little use to a community if it is not being implemented.

Implementation is a critical component of Wisconsin’s Smart Growth legislation. All actions of a local government that affect land use must be consistent with its comprehensive plan per state statutes. Completing and adopting a comprehensive plan is an important accomplishment for a community, but once the plan is adopted the planning work must continue. A great deal of effort is needed after the plan is

adopted to bring it into compliance with a municipality’s rules and regulations.

For the Town to fully recognize and utilize its Comprehensive Plan elements, it must assign responsibilities and adopt a timeline for implementation. This element provides a roadmap for guiding decisions on future development and includes a list of implementation goals for each element laid out in earlier sections of this Plan.

In 2019, the Town of Middleton Comprehensive Plan was prepared by the Plan Commission, adopted by the Town Board and forwarded to Dane County for final approval and incorporation into the County’s overall plan. The Plan was also submitted to the State of Wisconsin Department of Administration.

This Plan was written to reflect the current goals, objectives and policies of the citizens of the Town of Middleton. While it is unlikely that this Plan’s core goals will change radically, it must be recognized that the passage of time may alter the Plan’s individual objectives and policies. Therefore, amendments may be deemed appropriate in the years following adoption of this Plan. State statutes require that the Comprehensive Plan must be updated every ten years. The Plan Commission expressed a desire for regular updates, prompted especially by new releases of data (e.g. U.S. Census, updated land use inventory, and zoning code updates).

### IMPLEMENTATION SCHEDULE

This Implementation Element is intended to establish a process by which the Town will maintain, update and utilize the Comprehensive Plan for the length of the planning horizon. In order to be consistent

with the plan's recommendations, the Town Board, Plan Commission and Parks Commission and all other decision-making bodies should refer to relevant Plan goals, objectives and policies during their decision-making process. Town staff will be responsible for assisting Plan implementation by providing the relevant information to these decision-making bodies. Staff will also assist in the implementation of land use decisions as well as recommended Plan policies.

The Plan will be reviewed and updated every ten years, except for the Existing Land Use Map, which will be updated every five years in accordance with Dane County's Land Use Inventory update. Table 10-1 does not include all goals, objectives, and policies as found in each chapter. Rather, the schedule serves as a list of the highest priority action items that the Town can realistically implement over the course of the planning horizon.

**Table 10-1: Action Items Schedule – General Administration**

General Administration Actions	Review Timeline			Responsible Party
	2020-2025	2026-2030	2031-2040	
Send a copy of the adopted Plan to the Wisconsin Land Council and to local units of government as required by 66.1001(4)(c), Wis. Stats.	X			Town Administrator, Town Clerk
Send a copy of the adopted Plan to the Madison and Middleton Public Libraries as required by 66.1001(4)(b), Wis. Stats.	X			Town Administrator, Town Clerk
Review land development regulations to ensure that they are consistent with the adopted Plan and make revisions as necessary.	X			Town Plan Commission, Town Board

**Table 10-1: Action Items Schedule – Housing**

Housing Actions	Review Timeline			Responsible Party
	2020-2025	2026-2030	2031-2040	
Work with Dane County to address code violations on existing properties.	X	X	X	Town Administrator
Guide housing development out of conservancies, wetlands, floodplains, hydric soils, and recognized environmental corridors.	X	X	X	Town Administrator, Town Clerk
Work to screen housing from primary thoroughfares to the extent possible by utilizing natural topography, vegetation (tree lines, wooded edges), and right-of-way setbacks.	X	X	X	Town Administrator, Town Clerk
Consider preservation of existing vegetation, stone rows, fence lines, tree lines, and structures of historic value when evaluating housing developments.	X	X	X	Town Administrator, Town Clerk
The Town will discourage homes or other buildings being placed in wetlands, floodplains, or on slopes in excess of 20%.	X	X	X	Town Administrator, Town Clerk
Provide incentives for the use of cluster and conservation type subdivisions which provide for interconnected networks of open space.	X	X	X	Town Administrator, Town Clerk
Limit building envelopes to those areas with slopes of less than 20%. For lots containing slopes of greater than 20%, the building envelope should be limited to areas with slopes of 15% or less.	X	X	X	Town Plan Commission, Town Board
Periodically review the balance of housing types to see if housing needs for all Town residents, including seniors, is being met.	X	X	X	Town Administrator, Town Plan Commission

**Table 10-1: Action Items Schedule – Transportation**

Transportation Actions	Review Timeline			Responsible Party
	2020-2025	2026-2030	2031-2040	
Update the Town of Middleton Transportation Master Plan on a regular basis and expand it to fully incorporate pedestrian/bicycle facilities and other modes of transportation in the Town.		X	X	Town Plan Commission, Town Board
Develop and regularly update a multi-year maintenance plan, including timing, location, and type of yearly maintenance activities.		X	X	Public Works and Town Services Committee, Town Board
Consider improvement to Twin Valley Road between Old Sauk Road and USH 14.			X	Town Plan Commission, Town Board
Consider upgrading Old Sauk Road to accommodate increasing vehicle and bicycle traffic from Swoboda to Timber Lane.		X	X	Public Works and Town Services Committee, Town Plan Commission, Town Board
Monitor and participate in studies and improvement projects conducted by the State or County related to US Highway 14 and Mineral Point Road.		X		Public Works and Town Services Committee
Require land divisions to provide street connections to existing development and undeveloped adjacent lands that can reasonably be developed.	X	X	X	Town Plan Commission, Town Board
Adopt minimum acceptable safety standards for all classifications of roads and bicycle/pedestrian facilities and uniformly apply them to new facilities and improvements to existing facilities.	X	X	X	Public Works and Town Services Committee, Town Board
Develop and implement a biking and walking facilities improvement plan and emphasize links to recreational facilities.	X	X		Town Park Commission, Town Board
Update the Town Official Map annually.	X	X	X	Town Engineer, Town Plan Commission
Limit new driveway access points on collectors and arterials when possible, especially when lands are contained within proposed subdivisions. Existing driveways should be relocated to local streets if possible.	X	X	X	Town Plan Commission, Town Board
Monitor the availability of and utilize available County, State, and Federal funding programs for road and trail improvements when possible.	X	X	X	Finance Committee, Public Works and Town Services Committee

**Table 10-1: Action Items Schedule – Utilities and Community Facilities**

Utilities & Community Facilities Actions	Review Timeline			Responsible Party
	2020-2025	2026-2030	2031-2040	
Continue to update the current Stormwater Master Plan to stay abreast of changing regulations and technologies. Encourage the use of "green" practices and technologies that promote infiltration and protect water quality.		X	X	Town Engineer, Town Board
Monitor the development of new private on-site wastewater treatment system (POWTS) technologies for future development.	X	X	X	Public Works Director, Town Board
Limit the use of new wastewater holding tanks except for short term or unique circumstances.	X	X	X	Town Board
Ensure adequate utility corridors are available for future development.		X	X	Public Works and Town Services Committee
Work with telecommunications providers to ensure residents have access to the most advanced telecommunications services.		X	X	Public Works and Town Services Committee
Require developers to install and pay for public services and facilities within new developments as well as the expansion of existing infrastructure needed to service the new development.	X	X	X	Finance Committee, Town Plan Commission, Town Board
Encourage the installation of electrical lines underground whenever possible.	X	X	X	Public Works and Town Services Committee
Allow for the use of alternative energy sources and establish guidelines for their use to meet the needs of Town residents, according to applicable regulations.	X	X	X	Town Plan Commission, Town Board
Develop resident volunteer programs for trail improvements and maintenance and/or potential trail sponsorship programs.		X	X	Town Park Commission, Town Board
In conjunction and cooperation with willing landowners, coordinate with State of Wisconsin and Dane County agencies to preserve and protect areas of special natural resource interests.		X	X	Town Park Commission, Town Plan Commission, Town Board
Utilize available sources of outside funding to assist in paying for recreation facility development, improvements and maintenance.	X	X	X	Town Park Commission, Town Board

**Table 10-1: Action Items Schedule – Agricultural, Cultural & Natural Resources**

Agricultural, Cultural, & Natural Resources Actions	Review Timeline			Responsible Party
	2020-2025	2026-2030	2031-2040	
Protect the Town's natural resources and environmentally sensitive lands from incompatible uses and/or development.	X	X	X	Town Plan Commission, Town Board
Encourage the use of a variety of lot designs that protect environmentally sensitive and valuable areas. These designs may include, but are not limited to cluster and/or conservation design subdivisions and large, low-density lots.	X	X	X	Town Plan Commission, Town Board
Consider water quality management when making Town planning decisions. Utilize natural drainage patterns and take preventative measures to minimize surface and groundwater pollution.	X	X	X	Town Plan Commission, Town Board
Utilize a no-net-loss policy for quality trees in new development areas. Encourage a replanting policy for quality native species.	X	X	X	Town Plan Commission, Town Board
Support the efforts of landowners to keep natural areas from being developed by using conservation easements or other means.	X	X	X	Town Park Commission, Town Board
Preserve the semi-rural identity of the Town and enable the continuation of agricultural activities within the Town where feasible.	X	X	X	Town Plan Commission, Town Board
Encourage the preservation of acknowledged historic sites in the Town that may warrant listing on the National and/or State Registers of Historic Places.	X	X	X	Town Plan Commission, Town Board
Encourage the preservation, rehabilitation, and adaptive reuse of historic buildings.	X	X	X	Town Plan Commission, Town Board



**Table 10-1: Action Items Schedule – Economic Development**

Economic Development Actions	Review Timeline			Responsible Party
	2020-2025	2026-2030	2031-2040	
Maintain an inventory of all businesses within the Town.		X	X	Town Administrator, Town Clerk
Conduct periodic surveys of existing businesses within the Town regarding their suggestions and concerns on economic development.		X	X	Town Administrator, Town Clerk
Land-use and planning decisions should be evaluated regarding their impact on existing and future economic development.	X	X	X	Finance Committee, Town Plan Commission, Town Board
The Town should stay involved with and appraised of Dane County regional planning efforts regarding the future development of infrastructure that may accommodate economic development.	X	X	X	Town Plan Commission, Town Board
The Town should stay involved with the Wisconsin Towns Association and other associations in order to share information regarding economic development issues.	X	X	X	Town Administrator, Town Plan Commission, Town Board
The Town should consider the impact on both residential and business property values when making decisions regarding infrastructure.	X	X	X	Town Plan Commission, Town Board
The Town should seek public input regarding the desirability and character of economic development within the Town on a regular basis.	X	X	X	Town Administrator, Town Plan Commission, Town Board
The Town should ensure strict regulation of those commercial entities that can affect the health and welfare of Town residents.	X	X	X	Town Plan Commission, Town Board
The Town should ensure that any commercial development does not adversely impact the cost of maintaining the Town's transportation network.	X	X	X	Town Plan Commission, Town Board

**Table 10-1: Action Items Schedule – Intergovernmental Cooperation**

Intergovernmental Cooperation Actions	Review Timeline			Responsible Party
	2020-2025	2026-2030	2031-2040	
Continue to share services with neighboring jurisdictions to provide for residents and businesses in the most efficient and cost-effective manner possible.	X	X	X	Town Board
Maintain existing service sharing agreements with neighboring communities, and explore opportunities to create new alliances.	X			Town Board
Coordinate with the Middleton-Cross Plains School District and other local school districts and agencies when possible to develop, utilize and maintain facilities. This includes cooperation in obtaining funding (e.g. grants) as well as coordinating the shared use of these facilities.	X	X	X	Town Plan Commission, Town Board, Town Administrator
Coordinate planning decisions with guidelines set forth by the Capital Area Regional Planning Commission.	X	X	X	Town Plan Commission, Town Board
Coordinate with neighboring municipalities to plan for the provision of water to Town residents where necessary, and to protect private wells within the Town.	X	X	X	Town Plan Commission, Town Board
Provide citizens with up-to-date information on community events, issues affecting the Town, planning processes and their opportunities to participate.	X	X	X	Town Administrator, Town Clerk
Seek out and utilize the skills and expertise of residents to serve on volunteer committees.	X			Town Administrator, Town Clerk

**Table 10-1: Action Items Schedule – Land Use**

Land Use Actions	Review Timeline			Responsible Party
	2020-2025	2026-2030	2031-2040	
Promote a pattern of development that preserves the quality of life and the semi-rural character of the Town of Middleton.	X	X	X	Town Plan Commission, Town Board
Subdivisions and certified surveys should be designed to blend with the natural contours of the land, to improve appearance and to minimize disturbance to the site.	X	X	X	Town Plan Commission, Town Board
Permit the continuation of existing institutional, and research and development within the Town limits and, along with mixed use, as permitted development uses.	X	X	X	Town Plan Commission, Town Board
Direct businesses to locate along U.S. Highway 14, Mineral Point Road and within appropriate Town islands.	X	X	X	Town Plan Commission, Town Board
Permit development of agricultural land for residential purposes.	X	X	X	Town Plan Commission, Town Board
Require that developers address the effects of stormwater runoff so that new developments will not adversely impact existing agricultural, commercial, or residential uses.	X	X	X	Town Plan Commission, Town Board
Encourage the provision of well-spaced access points from large subdivisions onto the arterial and collector street system. Particular attention should be afforded to the design of the street systems serving the extension of existing subdivisions.	X	X	X	Town Plan Commission, Town Board
Encourage native plantings or existing quality vegetation to be utilized and maintained in landscaping plans for new and existing developments.	X	X	X	Town Plan Commission, Town Board
Identify and protect groundwater recharge areas from inappropriate development.	X	X	X	Town Engineer, Town Plan Commission

## PLAN IMPLEMENTATION MONITORING AND AMENDMENT

This Plan was prepared over a 6 month period and was adopted as a single document to guide future decision-making. Prior to adoption, each of the elements was reviewed to ensure internal consistency.

It is the intention of the Town that action items in this Plan shall be reviewed and updated according to the schedule outlined in Table 10-1. The implementation schedule will help ensure that each action item's goals and implementation items are being addressed. Some of the implementation items are ongoing and will not see a completion date. In future years, it will be important to ensure that the Plan remains internally consistent as amendments are made.

To help ensure the Implementation Schedule's action items are considered in Town actions, it is recommended that the Town conduct a review each year of the Comprehensive Plan's Implementation Schedule.

The Plan Commission will be tasked with reviewing and updating pertinent action items. The Commission will then forward these action items to the Town Board for review and acceptance.

## PLAN FUNDING

Some of this Plan's implementation action items are quite simple to accomplish and will require minimal resources, while others are more complex. The complicated action items will entail more time and, consequently, could benefit from the aid of outside resources. The following table has been prepared as a starting point for the Town to locate and identify potential additional resources. Each of the Wisconsin agencies listed below provides public funding assistance to jurisdictions. Additional information regarding potential funding sources may be found in several of the appendices to this Plan. The Town should examine these sources as it seeks to implement many of the goals of this Comprehensive Plan.

**Table 10-2: Wisconsin and Federal Public Funding Assistance**

<b>Project Types</b>	<b>Agency</b>	<b>Website</b>
Roads, bridges and general transportation	Department of Transportation	<a href="https://wisconsin.gov/Pages/home.aspx">https://wisconsin.gov/Pages/home.aspx</a>
Land, water, air and general environment	Department of Natural Resources	<a href="https://dnr.wisconsin.gov/">https://dnr.wisconsin.gov/</a>
Community Development Block Grants (CDBG), business and community development	Department of Safety and Professional Services	<a href="https://dsps.wisconsin.gov/pages/Home.aspx">https://dsps.wisconsin.gov/pages/Home.aspx</a>
Advertising, marketing and promotion	Department of Tourism	<a href="https://www.travelwisconsin.com/">https://www.travelwisconsin.com/</a>
Economic Development	Wisconsin Economic Development Corporation	<a href="https://wedc.org">https://wedc.org</a>
Housing	Wisconsin Housing and Economic Development Authority	<a href="https://www.wheda.com/">https://www.wheda.com/</a>
Disaster planning and recovery	Wisconsin Emergency Management	<a href="https://dma.wisconsin.gov/DMA/wem">https://dma.wisconsin.gov/DMA/wem</a>
Comprehensive planning, housing, coastal management and Geographic Information Systems (GIS)	Wisconsin Department of Administration	<a href="https://doa.wisconsin.gov/Pages/home.aspx">https://doa.wisconsin.gov/Pages/home.aspx</a>
Stream and other natural resource protection, Rural and community development	U.S. Department of Agriculture	<a href="https://www.usda.gov/">https://www.usda.gov/</a>

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**Appendix 10: Plan Adoption  
Ordinance**

**ORDINANCE NO. 20191216**

**ORDINANCE APPROVING AN AMENDMENT TO THE  
COMPREHENSIVE PLAN FOR THE TOWN OF MIDDLETON**

The Town Board of Middleton, Wisconsin, do ordain as follows:

**SECTION 1.** Pursuant to Sections 62.23, 61.35 and 60.22(3) of the *Wisconsin Statutes*, the Town of Middleton is authorized to prepare and adopt a Comprehensive Plan as defined in Sections 66.1001(1)(a) and 66.1001(2) of the *Wisconsin Statutes*.

**SECTION 2.** The Town Board, by the enactment of an ordinance, formally adopted its Comprehensive Plan on April 6, 2009, following extensive public participation and said Plan was amended most recently on March 18, 2019.

**SECTION 3.** The Plan Commission, by a majority vote of the entire Commission at a meeting held on October 2, 2019, recommended to the Town Board the adoption of the document entitled “2040 Comprehensive Plan Update” containing all of the elements specified in section 66.1001(2) of the *Wisconsin Statutes*.

**SECTION 4.** The Town published a Class 1 public notice not less than 30 days prior to the date of the public hearing and held a public hearing regarding the plan amendment on November 18, 2019.

**SECTION 5.** The Town Board of the Town of Middleton, Wisconsin hereby adopts the document entitled “2040 Comprehensive Plan” pursuant to section 66.1001(4)(c) of the *Wisconsin Statutes*.

**SECTION 6.** The Town Clerk is directed to send a copy of this ordinance and the plan amendment to the parties listed in Section 66.1001(4)(b) of the *Wisconsin Statutes*.

**SECTION 7.** This Ordinance shall take effect upon passage by a majority vote of the full membership of the Town Board and publication or posting as required by law.

Adopted this 16<sup>th</sup> day of December, 2019.

Ayes: 5 Noes: 0 Absent: 0

  
Cynthia L. Richson  
Chair, Town of Middleton Board

ATTEST:

  
Barbara Roesslein  
Clerk, Town of Middleton

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