



TOWN OF BURKE

COMPREHENSIVE PLAN

DANE COUNTY, WISCONSIN

Plan Commission Recommended Adoption: October 9, 2013

Town Board Adopted: November 20, 2013

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**ADOPTING RESOLUTION (S)**

RESOLUTION 05152013B
ESTABLISHING PUBLIC PARTICIPATION PROCEDURES
FOR COMPREHENSIVE PLAN

WHEREAS, the Town of Burke will prepare a "Smart Growth" Comprehensive Plan under the authority of and procedures established by §66.1001(4), Wisconsin Statutes; and

WHEREAS, §66.1001(4)(a), Wisconsin Statutes, requires that the governing body of the local governmental unit adopt written procedures designed to foster public participation at every stage of comprehensive plan preparation, and that such written procedures shall provide for wide distribution of draft plan materials, an opportunity for the public to submit written comments on the plan materials, and a process for the governing body to respond to such comments; and

WHEREAS, the Town of Burke believes that regular, meaningful public involvement in the comprehensive plan process is important to assure that the resulting plan meets the wishes and expectations of the public; and

WHEREAS, the attached "Public Participation Plan for the Town of Burke Comprehensive Planning Process" includes procedures to foster public participation, ensure wide distribution of draft plan materials, provide opportunities for written comments on such materials, and provide mechanisms to respond to such comments.

NOW, THEREFORE, BE IT RESOLVED that the Town Board of the Town of Burke hereby adopts the procedures included in the "Public Participation Plan for the Town of Burke Comprehensive Planning Process" as its public participation procedures meeting the requirements of §66.1001(4)(a), Wisconsin Statutes.

Resolution Adopted: May 15, 2013


Kevin Viney, Town Chair

ATTEST:


Brenda Ayers, Town Clerk/Treasurer

**RESOLUTION NO. 10092013****ADOPTING AND RECOMMENDING THE COMPREHENSIVE
PLAN FOR THE TOWN OF BURKE, DANE COUNTY, WISCONSIN**

WHEREAS, the Town of Burke has by ordinance established a Plan Commission for the Town of Burke pursuant to Sections 60.10, 60.22(3), 61.35 and 62.23 of the Wisconsin Statutes, and

WHEREAS, the Town Plan Commission is empowered to recommend to the Town Board the adoption of a Comprehensive Plan for the physical development of the Town, pursuant to Sections 62.23 and 66.1001 of the Wisconsin Statutes, and

WHEREAS, the Wisconsin Legislature enacted a comprehensive planning law, which is set forth in Section 66.1001 of the Wisconsin Statutes, that requires "comprehensive" plans be completed and adopted by local governing bodies in order for a town to enact or amend zoning, subdivision, or official mapping ordinances, and

WHEREAS, the Town of Burke Plan Commission is charged with the responsibility of developing a comprehensive plan consistent with the requirements specified by law; and

WHEREAS, the Town of Burke Plan Commission has prepared a comprehensive plan for the Town of Burke, with assistance from the Town of Burke Comprehensive Plan Steering Committee, that includes the nine elements required by Chapter 66.1001 of the Wisconsin State Statutes along with the required maps and descriptive materials; and

WHEREAS, the Town of Burke Town Board adopted a Public Involvement Plan on May 15, 2013 that outlined the written procedures to foster public participation during the comprehensive plan preparation, and provided an opportunity for the public to submit written comments on the plan materials, and

WHEREAS, Section 66.1001(4)(b) of the Wisconsin State Statutes requires that the planning commission or other authorized body recommend to the Town Board, by a majority vote, the adoption of the prepared comprehensive plan.

NOW, THEREFORE, BE IT RESOLVED by the Town of Burke Plan Commission that:

- A. The Town Plan Commission recommends to the Town Board the attached "Town Of Burke Comprehensive Plan" dated October 9, 2013 incorporated by reference, and recommends that the Town Board adopt the same by ordinance, following notice and a public hearing in the manner provided for in Section 66.1001(4) of the Wisconsin Statutes.

BE IT FURTHER RESOLVED, that the Plan Commission Chair shall sign this resolution and shall further certify a copy to the Town Board.

Resolution Adopted: October 9, 2013


Mike Vraniak, Chairman

ATTEST:


Brenda Ayers, Town Clerk/Treasurer



ORDINANCE NO.11202013

**AN ORDINANCE OF THE TOWN OF BURKE, DANE COUNTY, WISCONSIN
ADOPTING THE TOWN OF BURKE COMPHENSIVE PLAN**

WHEREAS, pursuant to Wisconsin Statutes, including but not limited to Wis. Stats. §§ 60.10, 60.22(3), 61.35, 62.23(2) and (3), the Town is authorized to prepare, adopt and amend a comprehensive plan as defined in Wis. Stats. §§ 66.1001(1)(a) and 66.1001(2); and,

WHEREAS, the Town Board has adopted and followed written procedures to foster public participation in every stage of the preparation of a comprehensive plan as required by Wis. Stat. § 66.1001(4)(a); and,

WHEREAS, the Plan Commission, by majority vote of the entire Plan Commission, which vote is recorded in the Plan Commission official minutes, adopted a resolution on October 9, 2013 (the "Resolution") recommending that the Town Board adopt the comprehensive plan entitled "Town of Burke Comprehensive Plan" (the "Comprehensive Plan") which contains all of the elements specified in Wis. Stat. § 66.1001(2); and,

WHEREAS, the Comprehensive Plan is further described in Exhibit A, which is attached hereto and incorporated by reference as if fully set forth herein; and,

WHEREAS, pursuant to Wis. Stats. § 66.1001(4)(b), following passage of the Resolution, and prior to any public hearing, the Town Clerk provided written notice to all of the individuals required by Wis. Stats. §§ 66.1001(4)(e) and (f); and,

WHEREAS, on November 20, 2013 the Town Board held a public hearing to receive public comments on the Comprehensive Plan in compliance with Wis. Stats. § 66.1001(4)(d)("Public Hearing"); and

WHEREAS, such Public Hearing was preceded by a class 1 notice published at least 30 days prior to the Public Hearing, and such notice contained the time, date and place of the Public Hearing, a summary of the Comprehensive Plan, the name of a Town contact who can provide information on the Comprehensive Plan, and place and hours which the Comprehensive Plan can be inspected prior to the Public Hearing; and,

WHEREAS, the Town Board has reviewed the Comprehensive Plan and has considered public input on it; and,

WHEREAS, the Town Board has determined that the Comprehensive Plan is in the public interest, that it is needed to guide and accomplish the coordinated, adjusted and harmonious development of the Town in accordance with existing and future needs, that it best promotes the

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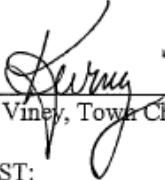


public health, safety, convenience, prosperity and welfare, and promotes the efficiency and economy of development.

NOW, THEREFORE, in consideration of the above recitals which are expressly incorporated herein, the Town Board of the Town of Burke ordains as follows:

1. That the Town Board hereby adopts the Comprehensive Plan pursuant to Wis. Stat. § 66.1001(4)(c); and,
2. That the Town Clerk/Treasurer send a copy of the Comprehensive Plan to all of the entities specified in Wis. Stat. § 66.1001(4)(b); and
3. That the Town Board recommends to the Dane County Board of Supervisors to adopt and incorporate the Comprehensive Plan into the Dane County Comprehensive Plan and other land use plans following the procedure required by applicable ordinances and statutes; and
4. That this ordinance shall take effect upon passage and posting or publication as required by law.

This ordinance was duly considered and adopted by the Town Board of the Town of Burke pursuant to a vote of 4 for and 0 against on this 20th day of November, 2013.


Kevin Viney, Town Chair

ATTEST:


Brenda Ayers, Town Clerk/Treasurer

Attachment – Exhibit A – Town of Burke Comprehensive Plan



ACKNOWLEDGEMENTS

Town Board

Kevin Viney, Chairman
R.J. Hess
Lori Munson
Bill E. Searls
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Town Plan Commission

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TOWN OF BURKE COMPREHENSIVE PLAN SUMMARY

The Town of Burke Comprehensive Plan (Plan) is a decision-making guide for the physical, social, and economic development of the community over the next 20 years.

WHO WILL USE THIS PLAN

This Plan will be utilized by elected officials and decision makers from the Town of Burke and surrounding municipalities. Residents, visitors, and developers will also find this Plan useful in answering questions related to community decision making on land use, community character, and economic development.

WHAT THIS PLAN DOES

This Plan provides a framework and strategy for making decisions about development in and around the Town. The Plan contains background information from the Town and surrounding municipalities in order for its readers to understand why development has occurred where it has and how development might occur in the future.

WHY THIS PLAN WAS PREPARED

The 2000 Comprehensive Planning Law required that by January 1, 2010, if a local governmental unit enacts or amends any of the following ordinances, the ordinances shall be consistent with a locally adopted comprehensive plan: official mapping, local subdivision, county zoning, city or village zoning, town zoning, and shorelands or wetlands in shorelands zoning. This Plan was prepared because the existing Land Use Plan (1999) and Cooperative Plan (2007) do not satisfy the requirements of the Comprehensive Planning Law.

What does this Comprehensive Plan Include?

Chapter 1: The Town's vision for the next 20 years.

Chapter 2: The Town's plan for joint planning and decision making with other surrounding jurisdictions.

Chapter 3: Opportunities and constraints posed by the Town's agricultural, natural, and cultural assets.

Chapter 4: Where and how land will develop over the next 20 years.

Chapter 5: Opportunities of the Town's transportation network.

Chapter 6: An inventory of community utilities and facilities.

Chapter 7: The future character of housing in the Town.

Chapter 8: Strategies for attracting and retaining businesses.

Chapter 9: Key recommendations of the Comprehensive Plan and steps to carry them out.



WHERE THIS PLAN IS FOUND

This Plan is found at the Town of Burke Town Hall and on the Town website (www.townofburke.com). It is also available through the Department of Administration Library of Comprehensive Plans (www.doa.state.wi.us).

WHEN THE PLAN IS IMPLEMENTED

This Plan is a guide for the next 20+ years for the Town of Burke. Incorporated into this Plan are recommendations for updating this Plan over that same timeframe. This Plan will need to be reviewed continuously and updated by the Town, as needed, following its initial adoption.

HOW THIS PLAN IS PREPARED

The Plan is a compilation of research, public input, and government official actions.



TABLE OF CONTENTS

	Page
<u>Introduction</u>	15
Purpose of this Plan	15
Planning Process	16
Town of Burke Legacy	18
 <u>Chapter One: Issues and Opportunities</u>	 19
Population Trends and Forecasts	20
<i>Table 1: Historic Population, 1970 – 2010</i>	20
<i>Table 2: Population Trends, 1980 – 2010</i>	21
<i>Map 1: Jurisdictional Boundaries</i>	22
<i>Table 3: Population Forecasts, 2010 – 2030</i>	23
Household Trends and Forecasts	23
<i>Table 4: Household Characteristic Comparisons, 2010</i>	24
<i>Table 5: Housing Occupancy Characteristics Comparison, 2010</i>	25
<i>Table 6: Household Projections, 2010 – 2030</i>	25
Age and Gender Trends and Forecasts	26
<i>Table 7: Age and Gender Characteristics, 2010</i>	26
<i>Table 8: Dane County Age Cohort Forecasts, 2010 – 2035</i>	26
Employment Trends and Forecasts	27
<i>Table 9: Labor Force Characteristics, 2010 Town of Burke</i>	27
Education and Income Levels	28
<i>Table 10: Educational Attainment, 2010</i>	28
<i>Table 11: Income Comparison, 2010</i>	29
Public Involvement	29
Key Planning Issues	32
Regional and County Opportunities	32
<i>Map 2: Regional Influences</i>	34
Overall Goals, Objectives, Policies, Programs and Recommendations	35
Town of Burke Vision Statement	36
 <u>Chapter Two: Intergovernmental Cooperation</u>	 37
<i>Map 3: Final Boundary Adjustment Areas (Cooperative Agreement)</i>	40
<i>Map 4: Town of Burke Protected Areas (Cooperative Agreement)</i>	41
<i>Map 4a. Protected Areas in Detail</i>	42

Existing Regional Framework	43
Intergovernmental Conflicts and Resolution	48
Intergovernmental Cooperation Goals, Objectives and Policies	48
Intergovernmental Cooperation Programs and Recommendations	49
 <u>Chapter Three: Agricultural, Natural and Cultural Resources</u>	 53
Agricultural Resources	54
<i>Figure 1: Agriculture and Developed Land, Land Use Changes in Dane County, 1980 – 2000.....</i>	<i>54</i>
<i>Map 5: Soils</i>	<i>56</i>
Agricultural Resource Goals, Objectives, and Policies	58
Agricultural Resource Programs and Recommendations.....	59
Natural Resource Inventory	60
<i>Table 12: Threatened Endangered and Special Concern Species in Burke.....</i>	<i>67</i>
<i>Map 6: Natural Features.....</i>	<i>68</i>
Natural Resource Goals, Objectives, and Policies	69
Natural Resource Programs and Recommendations	70
Cultural Resources	74
Cultural Resource Goals, Objectives, and Policies	76
Cultural Resource Programs and Recommendations	77
 <u>Chapter Four: Land Use</u>	 79
<i>Table 13: City, Village and Town Annexation, 1980 – 2000</i>	<i>80</i>
Existing Land Use Map Categories	80
<i>Map 7: Existing Land Use.....</i>	<i>82</i>
Existing Land Use Pattern	83
<i>Table 14: Existing Land Use Totals, Burke</i>	<i>83</i>
Land Development and Market Trends.....	84
<i>Table 15: Total Equalized Values.....</i>	<i>84</i>
Land Supply	85
Projected Land Use Demand	85
<i>Table 16: Projected Residential Land Use Demand</i>	<i>86</i>
Potential Land Use Conflicts	87
Land Use Goals, Objectives, and Policies	87
Land Use Programs and Recommendations	88
<i>Map 8: Future Land Use</i>	<i>94</i>



<u>Chapter Five: Transportation</u>	97
Existing Transportation Network	98
County, State, and Regional Transportation Plans, Studies, and Projects	101
<i>Map 9: Planned Transportation Facilities</i>	102
Transportation Goals, Objectives, and Policies	107
Transportation Programs and Recommendations	108
<u>Chapter Six: Utilities & Community Facilities</u>	111
<i>Table 17: Park Inventory</i>	113
<i>Table 18: School District Enrollment, 2008 – 2013</i>	115
<i>Map 10: School Districts</i>	116
Utilities and Community Facilities Goals, Objectives, and Policies	120
Utilities and Community Facilities Programs and Recommendations	121
<i>Table 19: Timetable to Expand, Rehabilitate, or Create New Community Utilities or Facilities</i>	124
<u>Chapter Seven: Housing & Neighborhood Development</u>	125
Existing Housing Framework	126
<i>Table 20: Housing Types, 2000 – 2010</i>	126
<i>Table 21: Select Housing Tenure and Householder Characteristics</i>	127
<i>Figure 2: Age of Housing as a Percentage of the Total Housing Stock, Town of Burke</i>	128
<i>Figure 3: Age of Housing as a Percentage of the Total Housing Stock, Dane County</i>	128
<i>Figure 4: Housing Affordability</i>	129
Housing Programs	130
Existing Neighborhood Development Pattern	131
Planned Neighborhood Development Pattern	132
Housing and Neighborhood Development Goals, Objectives, and Policies	135
Housing and Neighborhood Development Programs and Recommendations	136
<u>Chapter Eight: Economic Development</u>	141
Existing Economic Development Framework	142
Environmentally Contaminated Sites	144
Economic Development Programs	145
Assessment of Desired Economic Development Focus	147
<i>Table 22: Town Strengths and Weaknesses for Economic Development</i>	147
Economic Development Goals, Objectives, and Policies	148
Economic Development Programs and Recommendations	148



Chapter Nine: Implementation	151
Plan Adoption Process	152
Implementation Recommendations	153
<i>Table 23: Recommended Implementation Programs and Actions</i>	154
Plan Monitoring and Use, Amendments, and Update	155
Consistency Among Plan Elements	155
 Appendix A: Public Participation Plan	 157
 Appendix B: Key Planning Issues Survey Results	 161



INTRODUCTION

The Town of Burke is a great place to live in Dane County. It is a community that was founded on and grew from the area's abundant natural and agricultural resources. While these remain important defining characteristics of the community, the Town's residents have also benefited from its strategic location at the interchange of Interstates 39, 90, and 94, between the cities of Madison and Sun Prairie, and adjacent to the Dane County Regional Airport.

The beautiful countryside of Burke is rich with productive farmland. Generations of Burke families have enjoyed the quiet rural character and strong sense of community found here. However, the Town's population has been increasing steadily, presenting both opportunities and challenges. Economic growth has provided local employment opportunities, urban amenities, and a larger, diversified tax base. However, as population increases, so does the need for services to keep pace with growth and changing demands. In addition, growth brings with it additional pressure on the existing resource base that is necessary to sustain and improve the quality of life for future residents. In this context, it is essential to plan for development in a



Town of Burke Town Hall. Image courtesy Mead & Hunt, Inc., 2013

controlled, orderly, and predictable manner that will enhance the Town's ability to retain its rural character, avoid land use conflicts, provide housing and appropriate employment opportunities, and protect its natural, cultural, and agricultural resources.

Great communities do not grow by accident or without public debate and agreed-upon guidelines. Collaborative planning processes and comprehensive plans are the building blocks of such great communities. Planning helps maintain and promote livable, vital communities. This Comprehensive Plan outlines how to maintain what we like about our community, and identifies key improvements to make our community even better.

PURPOSE OF THIS PLAN

This Plan is intended to capture a shared vision for the Town. It is a statement reflecting community pride and how residents want the Town to manage growth and development in the future. This Plan will help elected officials make decisions that reflect the short- and long-term wishes of the community. It will help

prioritize the Town's human and financial resources to provide the necessary public infrastructure and amenities needed to maintain a high quality of life.

A key theme in this Comprehensive Plan is the interrelationship among the various aspects of our daily lives. These interrelationships often extend well beyond municipal lines and are regional in nature. The Town of Burke is part of a broader geographic area and economic market that influences everything from where we choose to shop and live to what areas we visit for recreation.

An over-arching principle of the Plan is that the Town of Burke will work proactively with Dane County, adjacent cities and villages, nearby towns, and state and federal agencies to cooperatively address regional issues, such as natural resources, public infrastructure, and consumer, employment, and housing markets. The State of Wisconsin Comprehensive Planning legislation adopted in 1999 requires that municipalities work cooperatively to address regional issues. The Town has been effectively working with the Village of DeForest, the Cities of Sun Prairie and Madison, and Dane County over the past decade to discuss regional issues and seek agreement on inter-municipal planning issues.

The Town of Burke – Village of DeForest – City of Sun Prairie – City of Madison Cooperative Plan (Cooperative Plan), adopted in 2007, provides an orderly, planned transition for the current Town of Burke territory to DeForest, Sun Prairie, and Madison municipal jurisdiction over the next 30 years, and maintains the fiscal viability and operational efficiency of the Town of Burke during the transition period.

The Cooperative Plan provides that all Town territory will be attached to the designated Village or City no later than October 2036. In the interim, owners of property not located within a designated "Protected Area," which will generally remain in the Town until 2036, may attach their property to the designated Village or City if that jurisdiction approves the attachment request.¹

"Protected Areas" are the residential, commercial or industrial territory of the Town that may not be attached to the adjacent Village or Cities until the end of the Protected Period (12:01am on October 27, 2036), except as specifically outlined in the Cooperative Plan.

PLANNING PROCESS

As part of the state's 1999-2000 biennial budget, Governor Thompson signed into law what is referred to as the "Smart Growth" legislation (1999 Wisconsin Act 9). Smart Growth legislation significantly changed the stature of comprehensive planning in the state and placed it very high on the "to do" list. Although state statutes do not require local governmental units to adopt comprehensive plans consistent with the requirements, it provides that by January 1, 2010, if a local governmental unit enacts or amends any of

¹ City of Madison *Northeast Neighborhoods Development Plan*, Adopted October 20, 2009



the following ordinances, the ordinances shall be consistent with a locally adopted comprehensive plan: official mapping, local subdivision, county zoning, city or village zoning, town zoning, and shorelands or wetlands in shorelands zoning.

A community must follow various substantive and procedural requirements to prepare a comprehensive plan. State statutes define nine areas that need to be addressed in a community's comprehensive plan:

1. Issues and opportunities (Chapter 1)
2. Housing (Chapter 7)
3. Transportation (Chapter 5)
4. Utilities and community facilities (Chapter 6)
5. Agricultural, natural, and cultural resources (Chapter 3)
6. Economic development (Chapter 8)
7. Land use (Chapter 4)
8. Intergovernmental cooperation (Chapter 2)
9. Implementation (Chapter 9)

The Smart Growth legislation also outlines specific procedures for public participation that must be



The Town of Burke Comprehensive Plan Steering Committee, photo courtesy Mead & Hunt, Inc. 2013

followed as part of the comprehensive planning process.

Specifically, a municipality must hold at least one public hearing on the plan and notify the public at least 30 days in advance of this hearing. In an effort to foster meaningful public input, the Town of Burke provided additional opportunities for public involvement, as outlined in Chapter 1: Issues & Opportunities. A copy of the Town of Burke Public Participation Plan can be found in Appendix A.

The planning process set out to celebrate and protect the diversity of lifestyles and interests within community, build on the strengths of the community in achieving its goals, and guide the future of the town. In order to fulfill this charge, the Steering Committee took seriously the process of engaging residents and businesses in the comprehensive planning process. The Steering Committee's job was not merely to produce a report, but to reach out and collaborate with the community, to educate

residents about planning, and to involve them in developing the plan. These goals stem from the fundamental aim of the planning process: to articulate Burke's community vision for the future.



Throughout the process, the Town website was used to inform citizens of meeting dates and to summarize the developments of the planning process. This ensured that everyone in the town was at least aware of the process, even if they weren't able to attend specific meetings.

TOWN OF BURKE LEGACY

The impetus for this plan is twofold: meet the requirements of Wisconsin law, and prepare a guide for making land use decisions within the Town. In carrying out the latter, Town leaders will be responsible for reassuring Town residents about the future, creating a positive environment for the municipalities absorbing the Town, and successfully transitioning the physical land and programs and policies of the Town.

This document and the decisions resulting from its implementation aim to leave a legacy that transcends the Town and cements the contributions of its citizens and leaders to the growth and transformation of the community of northeast Dane County. How the Town plans for and operates over the next 20 years will have a lasting impact. As the term of influence grows shorter, Town decision makers must channel their energy, hopes, and fears toward helping their successors and the community they leave behind. This will help the next leaders be ready on Day 1.

Key factors that require attention for a successful transition include politics and practices. The Town decision makers must keep the greater good in mind and shape internal politics to be constructive and support outcomes beneficial to the community. Processes that draw groups in, build a shared vision of the future, create positive coalitions, and allow open expression of competing views will prepare the Town for the transition.

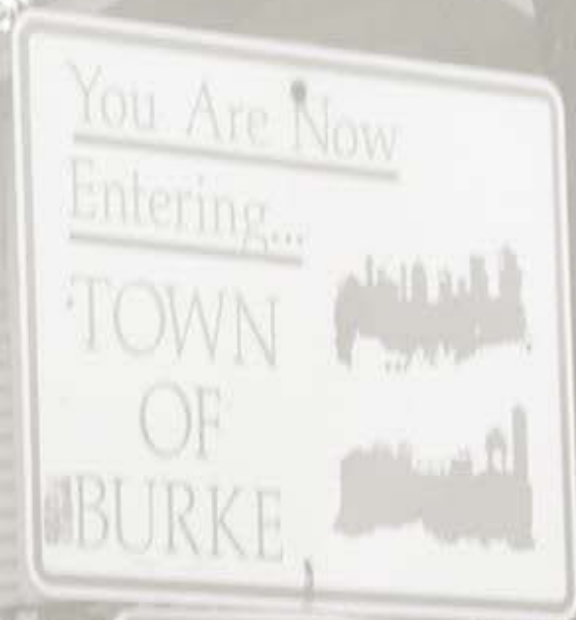
Within this document, the Town has laid out the elements of its shared vision that are critical to its legacy moving forward. This document is a host for that vision and is meant to communicate it to surrounding municipalities. The Town desires to create a strong relationship between the surrounding jurisdictions, which will ensure this legacy becomes reality.



Burke Lutheran Church is and will continue to be a recognizable place within the community, photo courtesy Mead & Hunt, Inc. 2013

CHAPTER 1

ISSUES AND OPPORTUNITIES





ISSUES AND OPPORTUNITIES

This chapter of the Plan provides demographic trends and background information for the Town. The demographic information provides an understanding of how the Town has changed over the last several decades and how that change relates to surrounding municipalities. The information provided here includes population, household and employment trends and forecasts, age distribution, and education level and income characteristics.

This chapter also includes a statement of overall objectives, policies, goals, and programs for the Town based on the present and forecasted demographic information. These recommendations will guide the preservation, development, and redevelopment of the Town over the 20-year planning period.

POPULATION TRENDS AND FORECASTS

The Town of Burke has experienced modest population growth over the last 60 years. Table 1 shows the census populations of the Town from 1970 to 2010 compared to town and city and village populations for the same timeframe in Dane County. There has been steady population growth in the Town during the 50-year period. The Town saw a slower growth rate in the 1980s than the previous decade, and in the 1990s the Town population declined. According to the *2000 Census of Population and Housing*, between 1990 and 2000 the Town of Burke exchanged territory with the cities of Madison and Sun Prairie. Both Madison and Sun Prairie experienced population growth between 1990 and 2000, and the territory exchange likely impacted the population numbers for all municipalities. Since 2000 the Town has again experienced modest population growth.

The information in Table 1 paints the big picture of population distribution over the last five decades. The population trends show that the population of towns, villages, and cities is all growing. However, it also indicates that the population of towns is increasingly making up a smaller percentage of the total population of municipalities in Dane County.

TABLE 1: HISTORIC POPULATION, 1970 – 2010

Dane County	1970	1980	1990	2000	2010
Town of Burke	1,742	2,967	3,004	2,990	3,284
Town Populations	1,520 (17%)	2,190 (21%)	1,970 (14%)	2,199 (13%)	2,320 (11%)
Village and City Populations	7,271 (83%)	8,145 (79%)	11,851 (86%)	15,148 (87%)	18,548 (89%)

Source: Capital Area Regional Planning Commission, *Regional Trends 2004 & 2010*, Dane County

Table 2 provides a comparison of population trends for the last 40 years for the Town of Burke and surrounding municipalities. This comparison provides an understanding of the growth of the Town within



the Madison Metropolitan Area and sets a baseline for future development and redevelopment, and community facilities planning within and adjacent to the Town. From 1980 to 2010 the Town experienced a 10.7 percent population growth. Similarly, the Towns of Windsor (north), Sun Prairie (east), and Westport (west) have also seen steady population growth. The Town of Blooming Grove (south), which largely encompasses the City of Madison, was the only municipality to lose population during the 40-year period.

TABLE 2: POPULATION TRENDS, 1980 – 2010

	1980	1990	2000	2010	Population Change*	% Change*
Town of Burke	2,967	3,004	2,990	3,284	+ 317	10.7
Town of Blooming Grove	1,965	2,079	1,768	1,815	- 150	- 7.6
Village of DeForest	3,367	4,882	7,368	8,936	+ 5,569	165.4
City of Sun Prairie	12,931	15,333	20,369	29,364	+16,433	127.1
Town of Sun Prairie	1,990	1,839	2,308	2,326	+ 336	16.9
Village of Waunakee	3,866	5,897	8,995	12,097	+ 8,231	212.9
Town of Westport	2,748	2,732	3,586	3,950	+ 1,202	43.7
Town of Windsor	3,812	4,620	5,286	6,345	+ 2,533	66.4
City of Madison	170,616	191,262	208,054	233,209	+ 62,593	36.7
Dane County	323,545	367,085	426,526	488,073	+ 164,528	50.9

* 2000 to 2010 population change

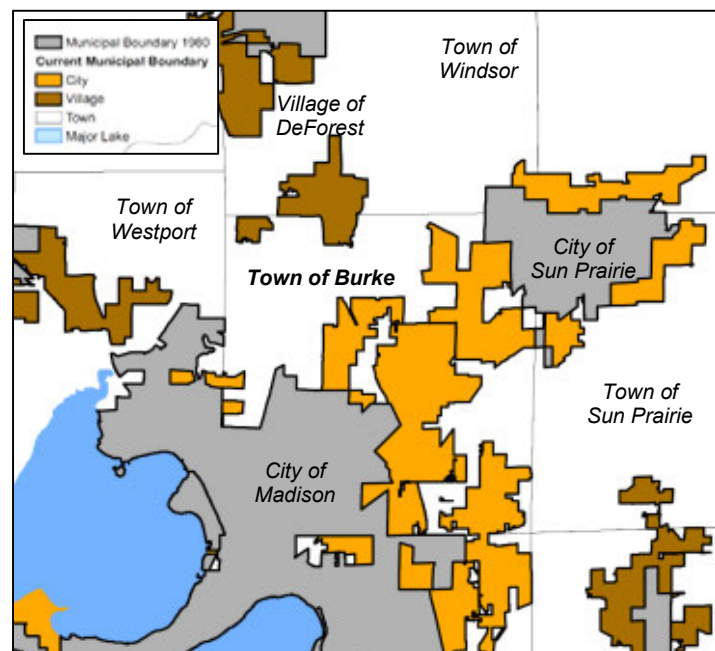
Sources: U.S. Census Bureau 2010, U.S. Census of Population and Housing, 1980-2000

The town population growth rates are significantly less than several surrounding municipalities, including the Village of DeForest (165%), the City of Sun Prairie (127%), and the Village of Waunakee (213%).

The significant growth of the villages and cities and the slower growth (and decline) of the surrounding towns in northeast Madison is one indication that the Town of Burke is experiencing heavy competition for land and resources from the increasing demands of cities and villages.

Map 1: Jurisdictional Boundaries shows the Town in relation to the surrounding

municipalities that make up the northwest Madison Metropolitan Area. The map indicates the physical encroachment of the Village of DeForest and the Cities of Sun Prairie and Madison into the Town of



Municipal Boundary Changes, 1980-2011

Source: Dane County Farmland Preservation Plan



Map 1: Jurisdictional Boundaries



Burke. Also evident is the encroachment of the City of Madison on the Town of Blooming Grove, which has created pockets of the town now physically separated from one another. As these cities and villages continue to increase in population, their demand for land and resources will also grow.

Table 3 provides population forecasts in five-year increments for the 20-year planning period for the Town of Burke as compared to surrounding municipalities. According to the U.S. Census, the population of the Town of Burke was 3,284 in 2010. Population forecasts indicate the Town is expected to continue to grow. The forecasted population, while positive, does increase at a slower rate than the previous 40-year period. Similarly, the villages and cities surrounding the Town are also forecasted to continue the growth trends experienced over the previous 40-year period.

TABLE 3: POPULATION FORECASTS, 2010 – 2030

	Census 2010	2015	2020	2025	2030	% Projected Change
Town of Burke	3,284	3,322	3,408	3,484	3,546	+ 8.0
Town of Blooming Grove	1,815	1,602	1,537	1,466	1,389	- 23.5
Village of DeForest	8,936	10,415	11,545	12,654	13,715	+ 53.5
City of Sun Prairie	29,364	30,885	34,327	37,709	40,948	+ 39.4
Town of Sun Prairie	2,326	2,615	2,739	2,855	2,961	+ 27.3
Village of Waunakee	12,097	13,409	14,976	16,517	17,996	+ 48.8
Town of Westport	3,950	4,308	4,595	4,871	5,129	+ 29.8
Town of Windsor	6,345	6,491	6,927	7,347	7,739	+ 22.0
City of Madison	233,209	245,913	259,712	272,891	284,978	+ 22.2
Dane County	488,073	523,818	559,005	592,917	624,500	+ 28.0

Source: Wisconsin Department of Administration, 2008

The population forecasts are useful for the long-term planning efforts related to land use, housing, transportation, and community facility planning for the Town. However, the population forecasts are based on historical growth patterns and the composition of the current population. In order to be both accurate and reliable, the Town must continue the growth trends of the past. In a similar fashion, the Town must also consider the projected population growth (or decline) of surrounding municipalities in planning for its own long-term well-being.

HOUSEHOLD TRENDS AND FORECASTS

According to the *U.S. Census Bureau*, a “household” consists of all people who occupy a “housing unit,” which is recognized as a house, apartment, or other group of rooms. Households include related family members and all unrelated people who share a housing unit. A person living alone in a housing unit, or a group of unrelated people sharing a housing unit, such as partners, is also counted as a household.

Table 4 presents household and housing unit characteristics for 2010 and compares the Town of Burke



to the municipalities surrounding it. In 2010 the average household size for the Town (2.60) was slightly higher than the average for the surrounding communities (2.55), excluding the city of Madison and Dane County.

TABLE 4: HOUSEHOLD CHARACTERISTIC COMPARISONS, 2010

	Total Housing Units (2010)	Total Households (2010)	Average Household Size (2010)	Median Value Owner Occupied Units	Median Rent (2010)
Town of Burke	1,301	1,244	2.60	\$ 242,500	\$ 969
Town of Blooming Grove	817	789	2.30	\$ 211,500	\$ 751
Village of DeForest	3,499	3,400	2.63	\$ 190,800	\$ 922
City of Sun Prairie	12,413	11,636	2.51	\$ 212,500	\$ 915
Town of Sun Prairie	861	826	2.81	\$ 263,600	\$ 1,082
Village of Waunakee	4,516	4,344	2.76	\$ 309,700	\$ 880
Town of Westport	1,929	1,782	2.20	\$ 291,300	\$ 870
Town of Windsor	2,548	2,432	2.61	\$ 238,500	\$ 846
City of Madison	108,843	102,516	2.17	\$ 219,600	\$ 878
Dane County	216,022	203,750	2.33	\$ 231,400	\$ 866

Source: U.S. Census Bureau, 2010

There are two major categories of households, "family" and "nonfamily." A family is a group of two or more people (one of whom is the "householder") related by birth, marriage, or adoption and residing together. A family household is a household maintained by a householder who is in a family, and includes any unrelated people who may be living there. A nonfamily household consists of a householder, or single person living alone or where the householder shares the home exclusively with people to whom he/she is not related. The Town had 1,301 housing units in 2010 with 1,244 total households. This indicates that approximately 96 percent of the total housing units were households, occupied by 2 to 3 people.

The median value of owner-occupied units in the Town of Burke in 2010 was \$242,500. This was slightly above the average as compared to the surrounding municipalities and above both the City of Madison and Dane County's median value.

Table 5 presents a housing occupancy characteristic comparison for the Town and surrounding municipalities. Within the Town, the number of single-family units (93.1%) and the percent of owner occupancy (83.5%) are the second highest for all comparison municipalities. Alternatively, the City of Madison, which is home to a university enrolling more than 30,000 undergraduate students², contains

² The Princeton Review. *University of Wisconsin – Madison*.
<http://www.princetonreview.com/universityofwisconsinmadison.aspx>

fewer than 50 percent single-family units and twice as many single-person households than the Town. The number of single-family units and high owner occupancy, coupled with the lower than average vacancy rate (4.4%), is indicative of single-family-oriented, low-density development in the Town.

TABLE 5: HOUSING OCCUPANCY CHARACTERISTICS COMPARISON, 2010

	% Single Person Household	% Vacant	% Owner Occupied*	% Single Family Units**
Town of Burke	19.5	4.4	83.5	93.1
Town of Blooming Grove	27.1	4.9	77.8	78.1
Village of DeForest	21.6	1.5	71.5	74.5
City of Sun Prairie	26.1	6.3	62.0	67.1
Town of Sun Prairie	13.9	4.7	86.8	93.6
Village of Waunakee	19.5	3.1	75.1	78.8
Town of Westport	30.1	7.6	77.2	70.3
Town of Windsor	18.4	4.6	78.9	82.9
City of Madison	36.2	5.8	49.3	49.5
Dane County	30.5	5.7	59.6	60.9

* Includes percentage of occupied units that are occupied by the owner. Occupied units may not include all housing units.

** Includes both 1-unit, detached and 1-unit, attached

Source: U.S. Census Bureau, 2010

Table 6 provides household projections for the 20-year planning period. These projections reflect the steady projected growth in population for the Town and all but one municipality. The projections are used to estimate future demand for additional housing units. A 14 percent growth in households indicates that the Town will need to plan for approximately 175 new households by 2030. Given the existing household and housing occupancy characteristics, there will also likely be demand for a wider range of household types based on various age, income, and lifestyle variables of future populations.

TABLE 6: HOUSEHOLD PROJECTIONS, 2010 – 2030

	Census 2010	2015	2020	2025	2030	% Change 2010-2030
Town of Burke	1,244	1,317	1,358	1,391	1,421	+ 14.2
Town of Blooming Grove	817	678	653	624	593	- 27.4
Village of DeForest	3,499	3,909	4,353	4,780	5,203	+ 48.7
City of Sun Prairie	12,413	12,358	13,799	15,187	16,559	+ 33.4
Town of Sun Prairie	861	943	993	1,037	1,080	+ 25.4
Village of Waunakee	4,516	4,941	5,545	6,127	6,704	+ 48.4
Town of Westport	1,929	1,918	2,056	2,184	2,308	+ 19.6
Town of Windsor	2,548	2,386	2,557	2,718	2,874	+ 12.8
City of Madison	108,843	109,118	115,780	121,881	127,802	+ 17.4
Dane County	216,022	219,624	235,170	249,624	263,732	+ 22.1

Source: U.S. Census Bureau, 2010 & Wisconsin Department of Administration, 2008

AGE AND GENDER TRENDS AND FORECASTS

The age and gender trends and forecasts for the Town and surrounding municipalities are helpful in understanding the demographic makeup of the population. This aids in determining what future needs the population might require from the Town and allows for long-term planning in order to address those needs. Table 7 provides the age and gender characteristics for the Town and surrounding area, while Table 8 presents age cohort forecasts through 2035. The Town's median age is among the highest when compared to the surrounding municipalities, and significantly greater than the City of Madison and Dane County. The Town displays an average percent of the population over 65 years old (11.8%) and an average gender distribution (50.4%).

TABLE 7: AGE AND GENDER CHARACTERISTICS, 2010

	Median Age	% under 18	% over 65	% Female
Town of Burke	42.5	23.9	12.1	49.8
Town of Blooming Grove	41.5	18.0	12.1	49.3
Village of DeForest	35.6	29.0	8.7	51.6
City of Sun Prairie	33.3	27.9	8.9	51.5
Town of Sun Prairie	41.6	26.8	10.3	48.5
Village of Waunakee	37.9	31.6	9.9	51.2
Town of Westport	49.8	18.2	23.9	50.6
Town of Windsor	39.8	24.8	12.0	50.6
City of Madison	30.9	17.5	9.6	50.8
Dane County	34.4	21.7	10.3	50.5

Source: U.S. Census Bureau, 2010

TABLE 8: DANE COUNTY AGE COHORT FORECASTS, 2010 - 2035

Dane County	Under 5	5 - 19	20 - 64	65 +
2010	30,809	91,777	316,897	50,229
2015	34,092	96,954	329,317	63,455
2020	36,871	106,213	335,280	80,641
2025	38,543	114,267	342,688	97,419
2030	39,904	121,844	350,110	112,642
2035	41,758	127,098	361,700	123,320

Source: Wisconsin Department of Administration, 2008

The age characteristics have important implications for education, service, housing, and transportation needs. The Town of Burke population is aging along with the surrounding towns, and more than surrounding villages and cities. This indicates a trend for younger populations to be located in more villages and cities than towns.



EMPLOYMENT TRENDS AND FORECASTS

The Town's labor force is the portion of the population age 16 and over that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. Table 9 shows the percentage of the Town's labor force employed by sector in 2010. Nearly one-third of the Town's labor force was employed in the educational, health care, and social services industries.

TABLE 9: LABOR FORCE CHARACTERISTICS, 2010

Occupational Group	Burke % of Labor Force	Dane County % of Labor Force
Agriculture, Forestry, Fishing, Hunting, & Mining	2.6	1.3
Construction	7.6	4.8
Manufacturing	9.8	9.2
Wholesale Trade	3.6	2.5
Retail Trade	9.9	10.1
Transportation, Warehousing, & Utilities	8.1	3.2
Information	1.6	2.9
Financial & Insurance, Real Estate, Rental, & Leasing	6.4	8.8
Professional, Scientific & Management, Administrative, & Waste Management Services	6.7	11.8
Educational Services, Health Care, & Social Assistance	28.6	27.6
Arts, Entertainment & Recreation, Accommodation, & Food Services	6.3	8.4
Other Services, Except Public Administration	5.2	4.0
Public Administration	3.6	5.3

Source: 2007 – 2011 American Community Survey

The Town's labor force is fairly reflective of Dane County's labor force. Commonalities exist in that the educational, health care, and social services are the highest percentage of both labor forces. This can likely be attributed to several factors, including the proximity of the University of Wisconsin (the second largest employer in the State³), the Madison Area Technical College, and the culmination of the Madison Metropolitan, DeForest, and Sun Prairie school districts within the Town. Both the Town and the County's primary economic activity is in employment groups related to educational services, health care, and social assistance.

³ WorkNET, Wisconsin's Largest Employers. <http://worknet.wisconsin.gov/worknet/largemp.aspx>. Accessed 9 May, 2013



The County has slightly more of its labor force in the professional and management services than the Town. The Town has a higher percentage of its labor force in the transportation, warehousing, and utility sector, indicating that the Town might serve, socially and physically, as a support community for the central city of Madison. The higher percentage of labor force in transportation, warehousing, and utilities is also reflective of Burke's location and proximity to several State Highways and the Interstate.

The top employers in the Town of Burke include Badger Utility, Vannguard Utility Partners, and Little Explorers Preschool. The top employers in Dane County include the University of Wisconsin – Madison, University of Wisconsin Hospitals, Epic Systems, and the Madison Metropolitan School District. Of the top 12 employers in Dane County, two are Educational Services and six are Health Care Services.⁴

EDUCATION AND INCOME LEVELS

Educational attainment is a variable used to measure a community's labor force potential. According to the 2010 U.S. Census, 93.8 percent of the Town's population age 25 and over attained a high school diploma or higher. This is the lowest percent as compared to the surrounding municipalities. However, the percent of the population who received a bachelor's degree or higher matches the average for surrounding municipalities (36.2%), when the City of Madison and Dane County are excluded. Table 10 presents education-related statistics for the Town and surrounding area.

TABLE 10: EDUCATIONAL ATTAINMENT, 2010

	% High School Graduate or Higher	Bachelor's Degree or Higher
Town of Burke	93.8	35.5
Town of Blooming Grove	94.6	31.7
Village of DeForest	96.3	28.7
City of Sun Prairie	94.4	40.0
Town of Sun Prairie	97.0	30.0
Village of Waunakee	96.1	46.9
Town of Westport	95.4	46.8
Town of Windsor	96.6	29.6
City of Madison	94.5	52.9
Dane County	94.4	45.4

Source: U.S. Census Bureau, 2010

Table 11 presents the income characteristics for the Town and surrounding municipalities. According to the 2010 U.S. Census, the Town's median household income was significantly higher than Dane County.

⁴ WorkNET, Wisconsin's Large Employer Search, Burke <http://worknet.wisconsin.gov/worknet/largemp.aspx>. Accessed 9 May, 2013



Additionally, this Town's median household income was higher than all but two neighboring municipalities: the Village of Waunakee and the Town of Westport. The per capita income for the Town was lower than most surrounding communities. The per capita income is defined as the total personal income, divided by the total population. This is used as a measure of the wealth of the population, and indicates that the Town's residents are not as wealthy as much of the rest of the County.

TABLE 11: INCOME COMPARISON, 2010

	Median Household Income	Per Capita Income
Town of Burke	\$ 74,500	\$ 30,990
Town of Blooming Grove	\$ 60,682	\$ 32,692
Village of DeForest	\$ 66,673	\$ 29,625
City of Sun Prairie	\$ 66,395	\$ 32,091
Town of Sun Prairie	\$ 69,375	\$ 30,503
Village of Waunakee	\$ 82,099	\$ 37,073
Town of Westport	\$ 80,588	\$ 45,811
Town of Windsor	\$ 73,023	\$ 32,500
City of Madison	\$ 54,093	\$ 30,595
Dane County	\$ 61,913	\$ 33,118

Source: U.S. Census Bureau, 2010

PUBLIC INVOLVEMENT

A critical part of any planning process is the incorporation of public input. Several techniques were used to involve the public in the preparation of the Plan.

Selected Techniques to Involve the Public

- **Smart Growth Steering Committee Meetings**

Monthly Smart Growth Steering Committee meetings were held over the course of the planning process. All Committee meetings were noticed and held as open public meetings, and provided for a public comment period. Some Committee meetings were specifically intended to solicit public input throughout the meeting, while others were Committee work sessions with a limited public comment period.

- **Direct Notification to Property Owners**

The Town sent a letter to property owners informing them of the planning process and how to provide input. The letter also clearly explained that areas covered by existing plan(s) will not be changing as a result of the updated Comprehensive Plan. A map was included that clearly depicted which areas are covered by existing plans.



- **Use of Internet**

The Town shared information and materials on its Web page (www.townofburke.com) throughout the planning process. In addition to legal posting and publishing requirements, the Town also publicized and promoted the planning process, provided information on upcoming meetings, and supplied the results of meetings, along with draft plan documents and maps.

- **Intergovernmental Cooperation**

As the Town is completely surrounded by other incorporated municipalities and there is a significant amount of infrastructure that is the responsibility of other agencies, the Town will incorporate the 2007 Cooperative Plan with the City of Madison, City of Sun Prairie, and Village of DeForest without change. As required by statute, the Town will provide draft plan materials to adjacent and overlapping governments for review and comment.

- **Public Comment at Plan Commission Meeting**

The Plan Commission formally acted on the completed draft Comprehensive Plan near the end of the planning process. This was done through a public meeting and provided an opportunity for written public comment to be reviewed by the Plan Commissioners.

- **Formal Public Hearing**

The Town held one formal public hearing on the draft Comprehensive Plan and the adopting ordinance prior to adoption. All members of the public had an opportunity to present testimony and offer comments at that public hearing. The public hearing was noticed and held per the requirements of Wisconsin Statutes, Section 66.1001.

Town Board and Plan Commission Key Planning Issues Survey

A survey on key planning issues was provided to members of the Town Board and Plan Commission. The survey asked Town officials to answer a series of questions related to existing conditions in the Town and the growth, development, or redevelopment potential for the Town. Responses are summarized below. The verbatim results of the survey can be found in Appendix B.

The results of the survey suggest that the Town has been utilizing its adopted 1999 Land Use Plan and the 2007 Cooperative Plan as decision-making tools. However, it is also evident that those mechanisms lack the guidance and comprehensive approach the Town desires. Additionally, extraterritorial land use decisions made through the Cooperative Plan by the Cities of Sun Prairie and Madison and the Village of DeForest are putting pressure on the Town. As a result, the Town has been somewhat handcuffed in its authority to make decisions because of the lack of a comprehensive plan.

The key planning issues survey has provided the Town an opportunity to develop a comprehensive guide for its future. The lack of a comprehensive plan has been an issue in Burke because the existing adopted plans lack the guidance the Town needs to make joint planning decisions with surrounding municipalities. This manifests itself when development proposals are brought to Town officials and County zoning is changed to reflect desired development instead of aligning with the long-term plan.

The Burke – DeForest Extraterritorial Zoning Committee has been a model of intergovernmental cooperation and development, but thus far has not prompted the Cities of Sun Prairie or Madison to work with the Town on development efforts. Because of its juxtaposition to surrounding municipalities, the Town does directly benefit from shared services like Fire/EMS and snow plowing, which are outlined by the Cooperative Plan.

The community character is derived from its agricultural heritage. The influence of agriculture is reflected in the Town by its small, isolated pockets of development, low density, and rural nature. The character of the community is slow paced and exurban, although all the services and benefits of the larger City of Madison are at the Town's doorstep. The Town favors the single-family housing typology currently prevalent in the community. This single-family, low-density development creates an auto dependency that the Town acknowledges and embraces. The pace of development in the Town has generally been slow. While development, both residential and non-residential, seems in large part to be driven by developers, the location and type of development has been generally compatible with the County's land use plan.

The key planning issue associated with transportation is the increase in traffic volume resulting from development related to the Extraterritorial Jurisdiction (ETJ) areas of Madison and Sun Prairie. Specifically, Reiner Road near Nelson was mentioned as an intersection that has increased in traffic since the development around the American Family Insurance Company site. Burke has not been aggressive to plan for its transportation infrastructure, but rather embraced the benefits of being located adjacent to the City of Madison and within Dane County, and adjacent to several state and federal highways. Highway development within ETJ areas has made it necessary for the Town to react to increasing traffic demands, often before intergovernmental planning has occurred.

Development and transportation go hand in hand. The results of surrounding municipalities exercising extraterritorial jurisdiction has provided opportunities for Burke to develop and redevelop portions of its community. One specific area mentioned for redevelopment is the vacant Skelly Gas station/truck stop on US Highway (US) 51, south of the interchange with Interstate 39/90/94. Areas with the most potential for development include vacant parcels adjacent to existing development. Some redevelopment of older business parks is also possible. The Town prefers the agglomeration type development to help preserve the natural and scenic assets and exurban character.



The Town's key environmental features are its wetlands and the Token Creek and associated parks. Stormwater and flooding issues have arisen because of development patterns, driven by the Cooperative Plan, which seem to bypass Town review until late in the development process. The Town emphasizes protection and preservation of its park system and feels like the Parks and Open Space Plan is an adequate mechanism for this.

Key Planning Issues

- *Community character and feel is exurban*
- *Extraterritorial jurisdiction putting the squeeze on Burke*
- *Intergovernmental relationships could be better*
- *Development is slow, scattered, and mostly in ETJ areas*
- *Token Creek and community parks/wetlands are key environmental assets*
- *Low-density, single-family housing is prevalent and preferred*
- *Auto dependent community is reactive to ETJ development and WisDOT*

REGIONAL AND COUNTY OPPORTUNITIES

According to the *2010 US Census of Population and Housing*, Dane County was the third fastest growing Wisconsin County in terms of population between 2000 and 2010, increasing by 14 percent. The Town of Burke is situated in central Dane County in the Madison Metropolitan Area. This location in the State's capital city offers unique regional opportunities based on proximity to a growing urban area like transportation accessibility, abundant, and unspoiled natural resources for recreation, and pockets of regional tourist destinations.

Madison Metropolitan Area

The City of Madison is the second largest city by population in the State of Wisconsin. Madison lies within a one- to three-hour drive of Wisconsin's other largest cities including Milwaukee, Eau Claire, Green Bay, La Crosse, and Wausau. Additionally, the cities of Chicago and Rockford, Illinois, and Dubuque, Iowa, are all within this same driving timeframe. Proximity to the major population and employment centers in the southern Wisconsin/northern Illinois region is a critical asset for the Town from both an urban and a rural perspective. The Town is likely to benefit from the exchange of people, money, commodities, and information found in urban areas.

Transportation

Interstates 39, 90, and 94 all converge on the eastern side of the City of Madison along the southern boundary line of the Town. These highways connect Madison to the major urban areas of Milwaukee, Chicago, Minneapolis, and Rockford, and various others, as mentioned above. U.S. Highways 51 and 151 also provide access to and from adjacent municipalities and regional markets such as the Fox Valley area. Access to regional markets supports traditional forms of economic development and continued tourism growth. The Town of Burke also lies adjacent to the Dane County Regional Airport. In 2012 the airport served an average of more than 67,500 passengers a month.⁵

Driving for pleasure continues to be listed as one of the top 10 most popular recreational activities for the Dane County region according to the 2012-2017 Dane County Park and Open Space Plan and the 2011-2016 State Comprehensive Outdoor Recreation Plan. Development of a county scenic roads program is an initiative of the Dane County Park and Open Space Plan that could link local, county, and state park facilities and include pull-off areas that offer scenic views and interpretive signage.

Bicycling, on and off road, is extremely popular in both rural and urban areas of Dane County. The Madison area bicycle network includes 187 miles of streets with bicycle lanes or paved shoulders and 181 miles of off-street multi-use paths. Countywide, there is a total of 237 miles of paths and trails, including the unpaved Military Ridge and Glacial Drumlin Trails.⁶ The 2013 Dane County Bicycle Budget for bicycle projects, programs, and maintenance is more than one million dollars. Connecting the Town through bicycle infrastructure will provide transportation and economic benefits for the community.

Outdoor Recreation Areas

During the decade between 2000 and 2010, the Dane County park system nearly doubled in size from approximately 6,600 acres in 2001 to over 12,000 acres in 2012.⁷ The Dane County park system uses a classification system to divide county park lands into five categories: recreation parks, natural resource areas, forests, historical/cultural sites, and wildlife areas. As a whole, this system provides active and passive recreation areas, protection of valuable natural habitats and greenbelt corridors, land management and economic resources, and protection and preservation of historically or culturally significant sites. The Dane County parks provide excellent economic and health benefits, and improves the general quality of life for the regions residents.

According to the 2012-2017 Dane County Parks & Open Space Plan, high demand and participation rates are consistently shown for camping, biking, fishing, and most trail activities in county and local recreation

⁵ Dane County Regional Airport. http://www.msnaairport.com/parking_transportation/default.aspx

⁶ The Regional Transportation System Part 3, 2035 Regional Transportation Plan Update, 2012

⁷ Dane County Parks & Open Space Plan 2012-2017



Map 2: Regional Influences



surveys. The highest rated recreation demands of the Dane County Park system in the five-year planning period were trails (particularly mountain biking, snowshoeing and multi-use regional), wildlife viewing opportunities, water access for fishing and kayaking, and camping. Devil's Lake State Park, Blue Mounds National Natural Landmark, and the Ice Age National Scenic Trail are a few of the State's most popular outdoor recreation areas that provide a regional draw to the Madison area. Locally, the 890-acre Token Creek Natural Resource Area and 427-acre Token Creek County Park provide key environmental assets for the Town. These will be explored in more detail in Chapters 3 and 6.

Tourism

Opportunities for tourism in the County and Region are centered on two things: natural and recreational

Significant tourist attractions within an hour drive of Burke include Devil's Lake, the Wisconsin Dells, Frank Lloyd's Taliesin, House on the Rock, the Fireside Dinner Theatre, and the Kettle Moraine State Forest Southern Unit.

opportunities and the City of Madison and the amenities associated with being a state capital. As discussed above, Dane County is flush with outdoor recreational opportunities including regional attractions like Devil's Lake State Park and the Ice Age National Scenic Trail. The City of Madison is no exception when it comes to outdoor recreational opportunities. Centered between Lake Mendota and Lake Monona, Madison is home to 260 public parks ranging in size from 0.1 acre to over 900 acres.⁸

Madison is also home to a variety of urban based tourist attractions including a collegiate summer league baseball team, the University of Wisconsin – Madison, State Street, the Henry Vilas Zoo, the Monona Terrace Convention Center, the UW-Madison Arboretum, Olbrich Gardens, the Overture Center, and many more. Being a state capital, Madison also provides tourism opportunities for sightseeing the Capitol building and grounds and the governor's mansion. The IRONMAN Wisconsin triathlon and Dane County Fair are yearly events which support the region and boast Madison as a major tourism destination.

Located just 10 minutes north of Madison, the DeForest area also offers a wide variety of indoor and outdoor recreation. Several historical sites, outdoor trails, and community events make the DeForest area a tourist attraction for its immediate neighbors and regional visitors.

OVERALL GOALS, OBJECTIVES, POLICIES, PROGRAMS AND RECOMMENDATIONS

Each chapter of this Comprehensive Plan includes goals, objectives, policies, programs, and recommendations that will provide a framework and policy guidance for the Town Board and Plan

⁸ City of Madison 2012 – 2017 Park and Open Space Plan



Commission members, town residents and staff members, and other stakeholder groups for the next 20+ years. Goals, objectives, policies, programs, and recommendations are defined as follows:

Goals are broad and general expressions of the Town's aspirations, towards which this Comprehensive Plan is directed. Goals tend to be ends rather than means.

Objectives are more specific targets, derived from goals and necessary actions to achieve those goals. While still general in nature, objectives are more precise, concrete, and measurable than goals.

Policies are rules or courses of action necessary to achieve the goals and objectives they are derived from. Policies are precise and measurable.

Programs are a system of projects or services necessary to achieve plan goals, objectives, and policies.

Recommendations provide detailed information regarding how to implement objectives policies, and programs.

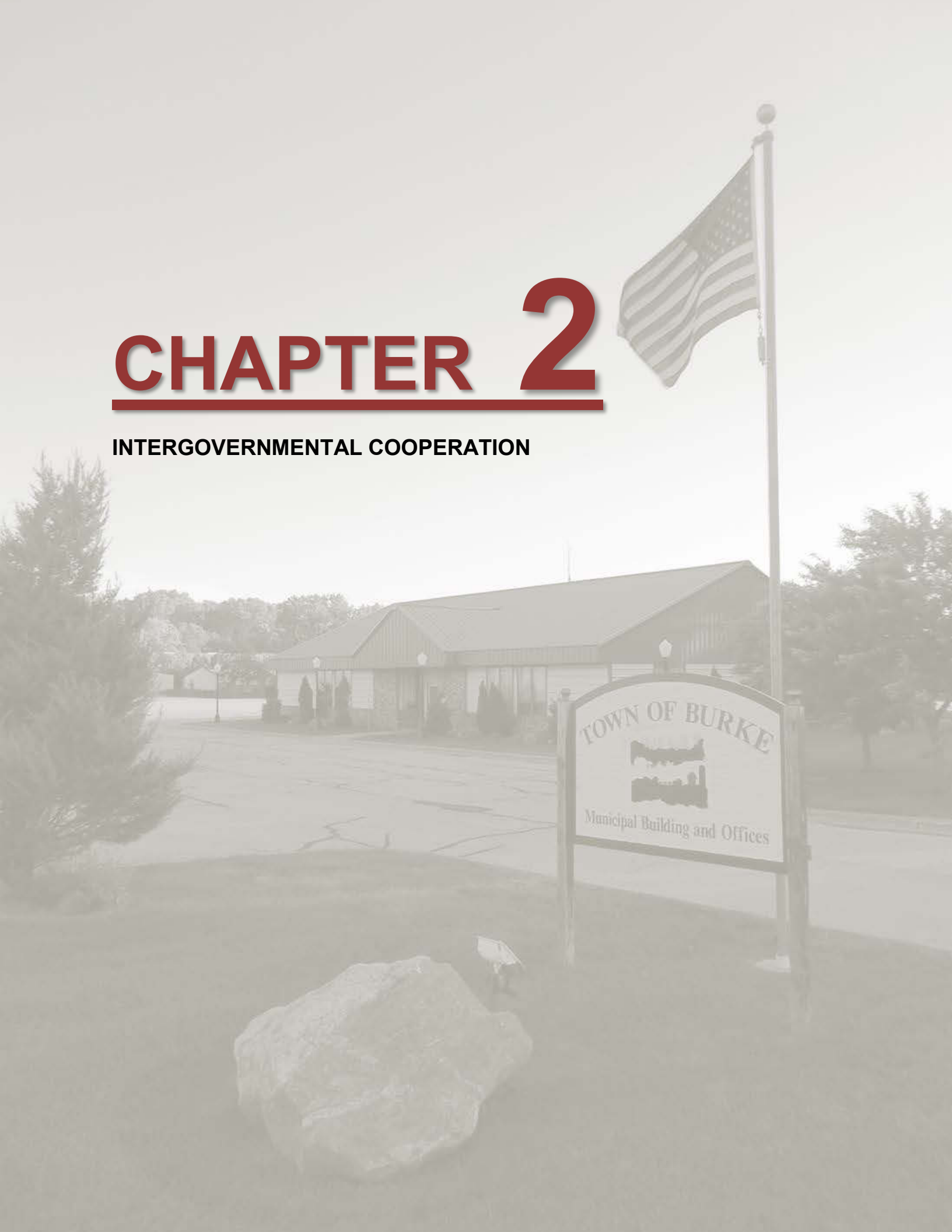
Town of Burke Vision Statement

The Town of Burke envisions that it will sustain the exurban town character of the community by prudent planning and intergovernmental cooperation. The Town will preserve its natural environmental features and housing stock by guiding new development towards planned and existing development areas. By recognizing and utilizing community resources, the Town aims to foster sense of place and leave a legacy of responsibility and community service.

- ❖ Maintain the Protected Areas of Burke through the Town's existence
- ❖ Protect the Town's natural and environmentally sensitive areas from future development
- ❖ Preserve the low-density, single-family housing majority in Burke
- ❖ Guide new development through intergovernmental and stakeholder collaboration
- ❖ Maintain and expand efficient transportation networks that meet the needs of multiple users
- ❖ Preserve the abundance of commercial and business services located in the Town's backyard

CHAPTER 2

INTERGOVERNMENTAL COOPERATION



INTERGOVERNMENTAL COOPERATION

This chapter analyzes the Town of Burke in relation to adjacent local governmental units, the region, the state, and other governmental agencies and proposes policies, programs, and recommendations for public facilities and sharing of public services. This chapter incorporates plans or agreements that the Town is a party under, including Comprehensive Plans from the Village of DeForest, the Cities of Sun Prairie and Madison, Dane County, the Madison Area Metropolitan Planning Organization, the Capital Area Regional Planning Commission (CARPC), and the state. It is intended to promote consistency between this Plan and plans for neighboring and overlapping jurisdictions. Finally, this chapter identifies existing or potential conflicts between the Town and surrounding municipalities that may arise over this plan's 20-year planning period and strives to resolve those conflicts.



In 2007 the Town of Burke, in cooperation with the Village of DeForest and the Cities of Sun Prairie and Madison, completed a Cooperative Plan for the long-range dissolution of the Town. The Cooperative Plan provides an orderly, planned transition for the current Town of Burke territory to DeForest, Sun Prairie, and Madison municipal jurisdiction over the Cooperative Plan's 30-year planning period and maintains the fiscal viability and operational efficiency of the Town of Burke during the transition period. The Cooperative Plan provides that all Town territory will be attached to the designed Village or City no later than October 2036. In the interim, owners of property not located within a designated "Protected Area," which will generally remain in the Town until 2036, may attach their property to the designated Village or City if that jurisdiction approves the attachment request.⁹

Boundary Adjustment Area

The territory subject to the Cooperative Plan is all of the existing Burke territory shown on Map 1, except that which has been annexed by Maple Bluff. The Boundary Adjustment Area (BAA) is all of the same Burke territory to be governed by this Plan until it is ultimately transferred to DeForest, Sun Prairie or Madison, shown on Map 3: Final Boundary Adjustment Areas. The BAA is the physical area in which the Village of DeForest and Cities of Sun Prairie and Madison *may* plan and develop. Extraterritorial Jurisdiction, as described below, allows the municipalities the authority *to* plan and develop, within the BAAs. All development within the BAA of each respective municipality should comply with the

⁹ City of Madison *Northeast Neighborhoods Development Plan*, Adopted October 20, 2009



development requirements of that municipality which include, but are not limited to, the municipality's adopted Comprehensive Plan, neighborhood development plans, and other detailed land use plans. In addition to BAAs, the Cooperative Plan outlined Protected Areas, mostly consisting of existing development, which will remain in the Town through 2036. These areas are shown on Map 4: Town of Burke Protected Areas.

With the dissolution of Burke, the Village of DeForest and Cities of Sun Prairie and Madison's boundaries will meet. In total, the City of Madison will share a boundary with the Towns of Westport, Windsor and Sun Prairie, the Village of DeForest, and the City of Sun Prairie. Final Boundary Lines are shown on Maps 3 and 4.

Extraterritorial Jurisdiction

Extraterritorial jurisdiction is the extension of cities and villages beyond their municipal boundaries into unincorporated areas of towns. Under *Wisconsin Statutes*, cities and villages have the authority, by right, to exercise extraterritorial land use planning, subdivision review, official mapping, and, with town approval, zoning outside their incorporated boundaries. In order to exercise extraterritorial zoning, cities and villages must work cooperatively with adjoining towns. The Village of DeForest and Cities of Sun Prairie and Madison have extraterritorial jurisdiction over different portions of the Town of Burke as defined by the BAAs established in the Cooperative Plan.¹⁰ Map 3 shows the respective BAAs within which the respective municipalities can exercise extraterritorial jurisdiction in order to make land use decisions for their futures.¹¹ Intergovernmental cooperation is critical to addressing mutual land use concerns within each extraterritorial area and to avoiding potential conflicts.

Urban Service Areas

Urban Service Areas (USA) are those areas in and around existing communities that are most suitable for urban development and capable of being provided with a full range of urban services (e.g., municipal sewer and water).¹² USA boundaries represent the outer limits of planned urban growth over a long-term planning period. Because these boundaries are drawn on the basis of a long-term planning period, typically 20 years, they can change over time. The area of the USA is typically within the extraterritorial jurisdiction boundaries of a city or village, and essentially reserves land for future urban development by discouraging premature development on private water and sewer systems in those areas. USAs are also included in area wide plans so that local, regional, and state agency decisions can be coordinated, consistent, and capable of achieving desired growth and development patterns.

¹⁰ Currently, the Town of Burke only has an Extraterritorial Zoning Committee with the Village of DeForest.

¹¹ The discrepancy between the Final Boundary Line and the ETJ boundaries is due to differences in the planning horizon year for local plan adoptions and updates.

¹² Urban and Limited Service Areas. Capital Area Regional Planning Commission
http://www.capitalarearpc.org/USA_overview.html.



Map 3: *Final Boundary Adjustment Areas (Cooperative Plan)*



Map 4: Town of Burke Protected Areas (Cooperative Plan)



Map 4a: Protected Areas in Detail (Cooperative Plan)

Currently, several main USAs serve residents and businesses of the Town of Burke. These include the Central Area USA, the Sun Prairie USA (serving the far northeastern portion of the Town), and the Northern USA serving a small portion of the Town adjacent to State Trunk Highway (STH) 19. Additionally, the Windsor USA serves a business park setting at the interchange of Interstate 39/90/94 and STH 19. Map 1: Jurisdictional Boundaries shows these boundaries. More details about Town utilities is provided in Chapter 6.

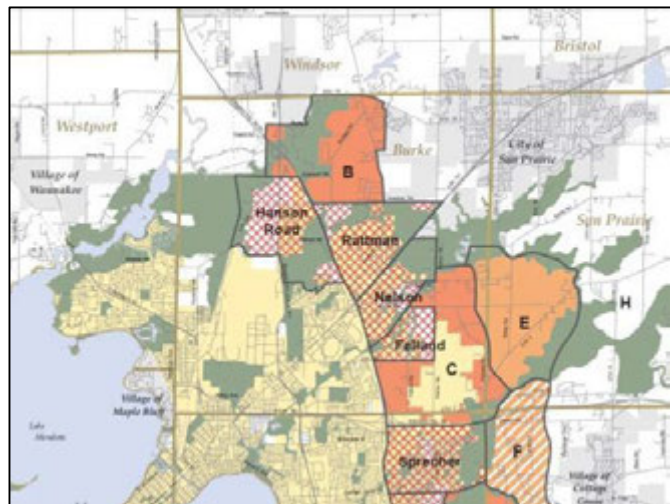
EXISTING REGIONAL FRAMEWORK

The following is a brief description of the local units of government that surround the Town of Burke, as well as a description of other regional and state jurisdictions operating within or adjacent to Dane County. Map 1 depicts the existing municipal boundaries of Burke's neighboring and overlapping jurisdictions.

City of Madison

The City of Madison is located to the south and west of the Town of Burke's remaining land area. The city's 2010 population was 233,909, which makes it the second largest city in the state after Milwaukee. In order to effectively plan for the needs of a large population base, the city has clustered development around distinct neighborhoods, which provide convenient access to basic services, shopping, and a variety of housing choices.

In 1990 the City adopted the Peripheral Area Development Plan (PADP) as an element of the City's Master Plan. The PADP assigned peripheral area lands (also referred to as ETJ areas) a classification and provides land use development recommendations for the different classification areas beyond Madison's physical boundary. Near the Town of Burke, the City's peripheral area is very large and extends to the northern boundary with the Towns of Windsor, and into the Town of Sun



Source: City of Madison Comprehensive Plan – 2006 Peripheral Planning Areas

Prairie. The large future development area, depicted in the graphic above, includes areas for permanent open space, urban expansion and several distinct neighborhood plans. Each of the neighborhood development plans includes a description of recommended land uses, transportation facilities and services, urban services, and public improvements specific to that neighborhood, but also relative to one another and the surrounding municipalities. Implementation of the neighborhood plans will occur in stages over several years, but is planned for well in advance, allowing for joint planning and decision making with surrounding municipalities. The Hanson Road, Rattman, Nelson, and Felland future



neighborhoods are shown above, along with several areas of permanent open space (shown in green). The Northeast Neighborhood Development Plan, area “C,” is also shown. All of these plan areas, as well as others, are described in more detail in Chapter 7, Housing and Neighborhood Development.

As part of the Cooperative Plan, the City of Madison also established a Community Separation Agreement and Area and designated lands for landscaped buffer zone and open space between itself and the City of Sun Prairie.

City of Sun Prairie

The City of Sun Prairie is located in the northeast corner of the Town of Burke. The City’s extraterritorial land area is also in the northeast of the Town and shares a boundary with the City of Madison. Land within the City of Sun Prairie Boundary Adjustment Area will be guided by the City of Sun Prairie Comprehensive Plan, adopted in 2009, and intended to replace the city’s Master Plan 2020.



There are three separate sub-areas within the city’s Boundary Adjustment Area: the western area, southern area, and central area, which is already encircled by the City. The western area, which is currently part of the Town of Burke, contains low-density residential land uses including pockets of open space and parks. The remaining undeveloped area within the western sub-area is staged within the city’s comprehensive plan for additional residential development. The southern sub-area, which will eventually share a boundary with the City of Madison is located adjacent to US Highway 151 and is planned for more intensive uses including an office park and commercial areas. The central sub-area is also located along US Highway 151 and is planned for a mixed-use urban center containing commercial, office, and residential uses.

The City of Sun Prairie also has a Cooperative Plan with the Town of Windsor and the Village of DeForest, approved in 2012, which simplifies the City and Village’s extraterritorial boundary lines inside the Town and protects the Token Creek Watershed and prime farmland.

Village of DeForest

The Village of DeForest is located to the north of the Town of Burke. The village adopted a comprehensive plan in 2006. The extraterritorial area of the Village will encompass the northwest corner of the Town and will share a boundary with the City of Madison. Because of the location of significant environmental features like the Cherokee Marsh and Token Creek in the northwestern part of the Town, planned land uses within the Village’s ETJ area will be largely open space and park areas with some areas of planned commercial and industrial/business parks.



The Village and Town also collaborated on utility system provision. On January 1, 2006, the Village assumed ownership and management of the former Token Creek Sanitary District. Sanitary sewer and water facilities managed by that former district (now part of the DeForest Utility District) serve the “DeForest South” area and lands on either side of the Interstate 39 and US 51 interchange in the Village and Town. Finally, in 2008 the

Village and Town instituted collaborative extraterritorial zoning for the area encompassing all lands that remain in the Town, but will eventually be attached to the Village.

The Village of DeForest also has a Cooperative Boundary Agreement with the Town of Windsor and City of Sun Prairie, approved in 2012, and a separate Cooperative Boundary Agreement with the Town of Windsor, approved in 2010, which transfers certain territory amongst the two municipalities in order to clean up existing islands, peninsulas, and other municipal boundary irregularities.

Town of Blooming Grove

The Town of Burke shares its southern border with the Town of Blooming Grove. Due to the growth of the City of Madison, there is very little physical land remaining in the Town of Blooming Grove. Of the remaining land, even less shares a boundary with the Town of Burke. In 2006 the Town of Blooming Grove and the City of Madison adopted a Cooperative Plan for the dissolution of remaining Town of Blooming Grove land into the City by 2027.

Town of Sun Prairie

The Town of Burke shares its eastern border with the Town of Sun Prairie. The Town is experiencing development pressure as a result of its location on the fringe of the City of Madison and the growth of the City of Sun Prairie. The Town of Sun Prairie adopted its Comprehensive Plan in 2003. One of the primary goals of the Town of Sun Prairie’s plan was to preserve the rich history of the Town as an agricultural community. The portion of the Town’s western boundary shared with the Town of Burke is dedicated entirely to agriculture, open space, and small pockets of single-family residential development in the future land use map. However, because of the City of Madison and City of Sun Prairie’s large areas of extraterritorial jurisdiction, preserving this farmland may be challenging.

Town of Westport

The Town of Burke shares its western border with the Town of Westport. The Town of Westport adopted its Comprehensive Plan in 2004. The majority of the boundary shared by Burke and Westport is comprised of the Cherokee Marsh environmental area. The remaining portion is park and open space in Westport and vacant or agricultural lands in Burke. The future land use plans of both Towns indicate that this area will be protected as open space and environmentally sensitive area.



Town of Windsor

The Town of Burke shares its northern border with the Town of Windsor. In 2005 the Town of Windsor adopted its 2025 Comprehensive Plan, and in 2011 the plan was amended. The portion of the Town of Windsor that shares a border with Burke is planned for conservation residential uses. There are no conflicts between the Town of Burke and Town of Windsor existing and planned land uses.

Token Creek

Token Creek is an unincorporated area located at the intersection of STH 19 and Portage Road. The area is bordered by the Town of Burke on the south and the Town of Windsor on the north of STH 19. The citizen-driven community groups in the Token Creek area are responsible for many of the Town of Burke's annual events, as described in more detail in Chapter 3.

Dane County

Dane County covers 1,200 square miles and is located in south-central Wisconsin. The County is situated 80 miles west of Milwaukee, approximately 40 miles directly north of the state's southern border with Illinois, and 150 miles northwest of Chicago. The County's 2010 population was 488,073, making it the second highest populated county in the state, behind Milwaukee. The County is comprised of 61 local units of government, including 34 towns, 19 villages, and eight cities.

Dane County has an adopted Emergency Management Natural Hazard Mitigation Plan, Land Use and Transportation Plan, Parks and Open Space Plan, Farmland Preservation Plan, Consolidated Plan, and many other, specialized plans. In 2007 the County, in cooperation with other local units of government, adopted a Comprehensive Plan. There are no existing or potential conflicts between the long-range plans of Dane County and the Town of Burke.

Capital Area Regional Planning Commissions

The Town of Burke is located within the jurisdiction of the Capital Area Regional Planning Commission (CARPC). The territory of the CARPC is Dane County and the incorporated cities and villages within the County. CARPC serves as the regional planning body responsible for preparing and adopting a master plan for the physical development of the region. CARPC is also responsible for maintaining an area-wide water quality management planning process in order to manage, protect, and enhance the water resources of the region.



The Community and Regional Planning division of CARPC provides intergovernmental planning and coordination for the physical, social, and economic development of the County and the municipalities that



comprise Dane County. The CARPC provides research, data, and mapping services and makes and adopts plans that are all available to the municipalities within the region for planning at the local level. The Regional Plan Commission's clearinghouse of information and regional resources provide the basis for intergovernmental cooperation within Dane County. This proactive, long-range collaborative planning process, adopted by Governor Jim Doyle when CARPC was created, is named Future Urban Development Area Planning (FUDA).

Madison Area Metropolitan Planning Organization

The Madison Area Metropolitan Planning Organization (MPO) is the designated transportation planning agency for the Madison metropolitan area. The MPO is responsible for planning and decision making related to regional transportation. The goal of the MPO 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. In 2006 the Madison Area MPO completed the 2035 Regional Transportation Plan (RTP), an update to the 2030 RTP adopted in 2006. This long-range plan provides recommended improvements and studies for areas within the Town of Burke and surrounding municipalities. Major recommended improvements and studies include an Environmental Impact Study (EIS) for the Interstate 39/90/94 corridor and a potential EIS for STH 19, capacity improvements and study for US Highway 51, regional transit corridors for bus and rail, and an improved bicycle network. The Town of Burke Cooperative Plan and Land Use plan are compatible with the long-range recommendations of the MPO plan.

Department of Natural Resources

The WDNR provides service to all Dane County residents out of two Dane County offices located in Fitchburg and Madison. The WDNR south central region manages key environmental assets like land, wildlife, and water through six departmental divisions. Natural features in the Town and Dane County are discussed in Chapter 3.



Department of Transportation (WisDOT)

The Wisconsin Department of Transportation is comprised of three executive offices and five divisions responsible for overseeing, planning, building and maintaining Wisconsin's network of state highways and Interstate highway system. Included in that system are US 151 and 51, and Interstates 39, 90, and 94 which all run through the Town of Burke. The department shares the cost of maintaining those systems and county and local systems including highways, public transit, and bicycle and pedestrian facilities. WisDOT's main office is located in Madison, but the department maintains five regional offices throughout the state. The southwest region includes Dane County and has





several projects under or scheduled for construction in the Town which are described further in the Transportation Chapter of this Plan.

School Districts

The Town of Burke is served by three separate school districts: the Madison Metropolitan School District, the Sun Prairie School District, and the DeForest School District. The Town is within the Madison Area Technical College (MATC) District, which offers education in liberal studies and over 100 other fields. Details regarding the School Districts can be found in Chapter 6: Utilities and Community Facilities.

INTERGOVERNMENTAL CONFLICTS AND RESOLUTION

It is important for future planning efforts to attempt to resolve current conflicts between neighboring and overlapping jurisdictions, and to attempt resolution as future conflicts may arise. ETJ areas depicted on Map 8: Future Land Use, are reserved for future development and are generally identified in the Cooperative Plan. However, the Cooperative Plan does not provide detailed land use recommendations for development. Rather, it provides a framework for the orderly, planned transition of the current Town of Burke territory to DeForest, Sun Prairie, and Madison municipal jurisdiction over the Cooperative Plan's 30-year planning period and maintains the fiscal viability and operational efficiency of the Town of Burke during the transition period. The Cooperative Plan relies on this Comprehensive Plan and the Comprehensive Plans, neighborhood plans, and other local land use plans of overlapping municipalities for specific land use related recommendations.

There are some land use discrepancies but no known conflicts between the Town of Burke Comprehensive Plan and the various adopted plans and policies of Dane County, the CARPC, WisDOT, or the area School Districts. The Town desires a collaborative, working relationship with these entities on future planning efforts and will continue to work with the adjacent communities to ensure that future development that occurs is reasonably respectful of existing land uses.

INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES AND POLICIES

Goal:

Maintain the community character by providing timely service delivery and compatible land development through cooperation with surrounding and overlapping units of government.

Objectives:

1. Develop and maintain mechanisms for ongoing communication between the Town and surrounding and overlapping units of government.



2. Collaborate on service delivery, and examine the need for future opportunities for service consolidation.
3. Collaborate with WDNR and Dane County to provide excellence in park and natural resource maintenance, protection, and restoration.
4. Develop and maintain a relationship with WisDOT in regard to future projects and facility improvements.

Policies:

1. Continue to pursue intergovernmental joint committees (e.g., Burke – DeForest Extraterritorial Zoning Committee) with surrounding local governments, particularly the Cities of Sun Prairie and Madison, to address extraterritorial jurisdiction issues.
2. In coordination with the Village of DeForest and the Cities of Sun Prairie and Madison, review proposals for land development to ensure coordinated and compatible development.
3. Meet regularly with WDNR and Dane County to review town parks and ensure adequate levels of service.
4. Share equipment, facilities, and service with surrounding jurisdictions to create efficiencies and minimize cost.
5. Encourage the timely reconstruction of transportation facilities (e.g., US Highway 51).

INTERGOVERNMENTAL COOPERATION PROGRAMS AND RECOMMENDATIONS

Intergovernmental cooperation is a crucial element of the Town of Burke local plan process. The Town is impacted by decisions of a number of adjacent or overlapping jurisdictions. This following listing of programs and recommendations is to promote joint planning and decision making between the Town and the other jurisdictions.

Implement the Cooperative Plan with Madison, Sun Prairie, and DeForest

Because many of the Town's goals and objectives relate to issues that transcend municipal boundaries (e.g., transportation, natural resource, farmland preservation, land use), the Town intends to maintain an active and open dialogue with surrounding communities and Dane County. The Cooperative Plan adopted in 2007 will continue to serve as a guiding document for the orderly, planned transition for the current Town of Burke territory to DeForest, Sun Prairie, and Madison municipal jurisdiction over the next 30 years. The Town will encourage regular meetings be held among the communities in the Cooperative Plan to discuss and evaluate issues of common interest or concern.

Adopt and Implement Extraterritorial Zoning Committees with Madison and Sun Prairie

Under Wisconsin Statutes, cities and villages have the authority, by right, to exercise extraterritorial land



use planning, subdivision review, official mapping, and, with town approval, zoning outside their incorporated boundaries. In order to exercise this zoning, cities and villages must work cooperatively with adjoining towns.

The Town should continue to pursue joint committees with both the City of Madison and the City of Sun Prairie to review new proposals for development. Extraterritorial zoning has the benefit of providing for smoother transitions between rural and urban land uses, reducing conflicting land uses (which lessens citizen complaints and protects property values), and promoting intergovernmental cooperation and communication.

Adopt the County Scenic Roads Program

The Town contains a number of scenic viewsheds that exemplify the natural beauty that attracted many to the area. The County Scenic Roads Program is an initiative of the Dane County Park and Open Space Plan that could link local, county, and state park facilities and include pull-off areas that offer scenic views and interpretive signage within the Town. The Town will work with the County to identify roadways to include in the county-wide program.

Work with Surrounding Communities to Create Bicycle and Pedestrian Linkages

Town residents have expressed a desire for bike paths throughout the Town to provide non-motorized connections not only between neighborhoods and subdivisions, but to Madison, Sun Prairie, and DeForest. Moreover, The Dane County Bicycle and Pedestrian Plan provides an excellent framework for establishing a regional network of bicycle facilities. The Town is open to exploring the paving of shoulders on all county highways and town roads identified on the County's mapped bike routes, where feasible. The recommended width of paved shoulders on rural roadway intended for bicycling is four feet. The Town should encourage the County to explore grant funding opportunities to create a consistent signage and marketing program to identify and promote the designated routes of the countywide bike route. The Town should work with Madison, Sun Prairie, and DeForest to incorporate bikeway, pedestrian, and other facilities as a part of all major roadway improvement projects and new developments in or adjacent to Burke.

Advocate for the Timely Improvement of the US Highway 51 and the I-39/90/94 Corridors

As of the writing of this document, WisDOT is in the process of completing studies related to the future improvements of both the US 51 and I-39/90/94 Corridors. WisDOT is actively involved in programs and policies that directly effect, and are affected by, local land use decisions. The promotion of the policies of these agencies by this Plan is an imperative coordination tool. Specifically, this coordination is accomplished by reflecting the recommendations of the adopted land use and transportation plans for



southern Wisconsin. State policies are also implemented through the aggressive promotion of best practices for the mitigation of land use impacts on transportation facilities and environmental resources.

Town officials should be certain to coordinate and communicate with WisDOT officials on transportation issues, such as US 51 and I-39/90/94 improvements. See Chapter Five: Transportation for detailed recommendations.

Build a relationship with WDNR and Dane County

The Town desires to develop and maintain a working relationship with the WDNR and Dane County in regard to its natural resources. The Town is rich with natural resource amenities and desires to build a strong, collaborative relationship with the WDNR and Dane County to maintain and market those amenities. Specifically, the Town would like to develop a relationship to work on issues related to invasive species, management and development of existing park lands, marketing of its parks, natural resource tourism, and future opportunities. Developing a relationship with these entities will enhance the implementation of this plans recommendations to protect and manage the Towns natural resources. It will also allow the Town to leave a legacy of intergovernmental cooperation.

Work with Dane County to acquire additional acreage for County Parkland

The Dane County Partners for Recreation & Conservation (PARC) Grant Program provides capital financial assistance to local units of government or nonprofits for outdoor recreation and conservation projects that have the potential to generate significant regional benefits. The 2013 Dane County Budget includes \$1 million in matching funds for eligible projects. Grants are awarded for up to 50 percent of the project costs, not to exceed \$250,000.

The Town should work with the Dane County Parks Department on two projects that could have county-wide significance:

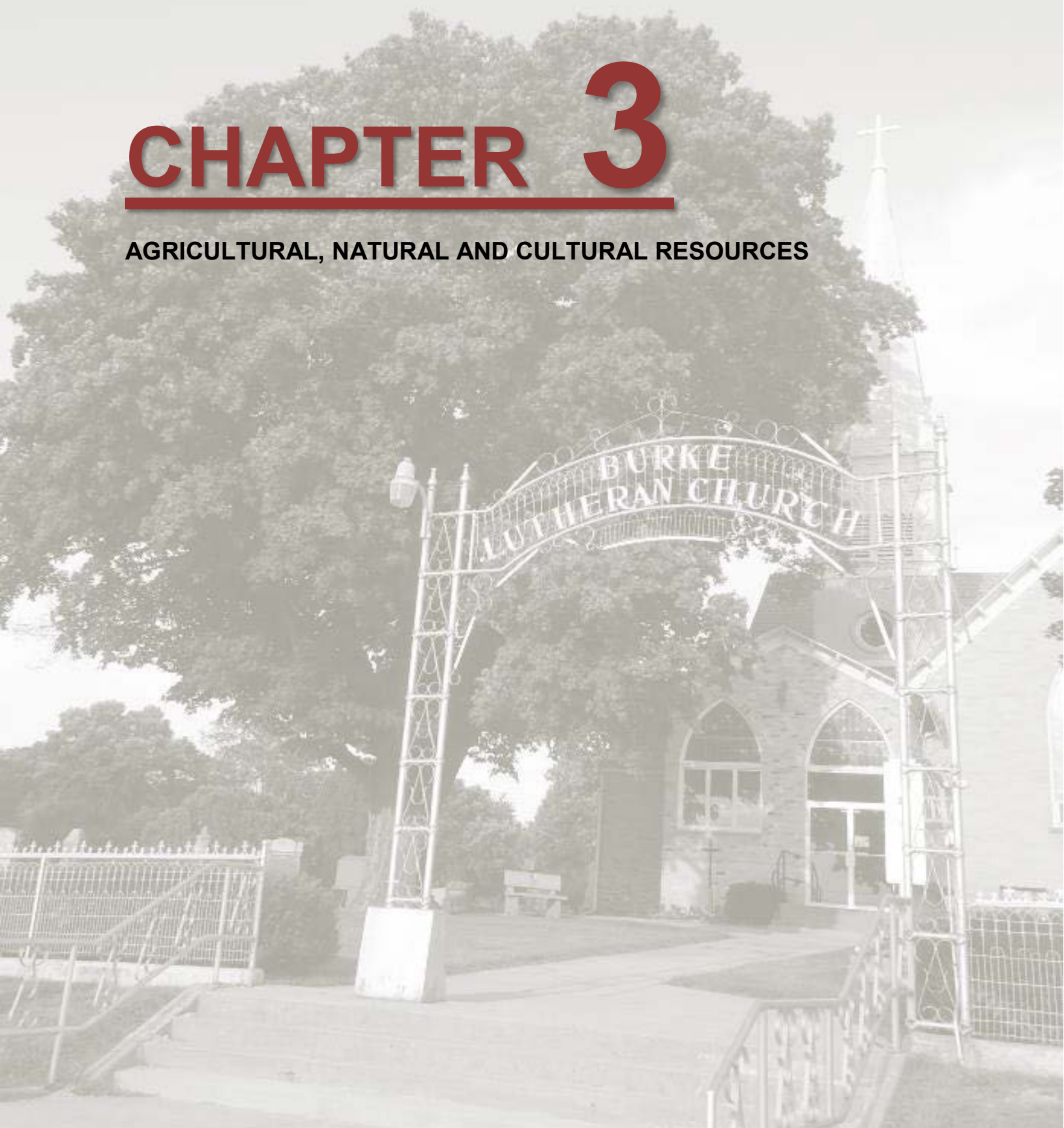
- Expansion of Token Creek County Park per Token Creek Master Plan
- Reclamation of a mining facility in Sections 13 and 24, east of Reiner Road, for a new county park.



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CHAPTER 3

AGRICULTURAL, NATURAL AND CULTURAL RESOURCES





A GRICULTURAL, NATURAL, & CULTURAL RESOURCES

This chapter contains a compilation of goals, objectives, policies, programs, maps, and recommendations for the conservation, and promotion of the effective management, of natural and cultural resources. These resources include productive agricultural areas, metallic and nonmetallic mineral resources, groundwater, forests, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, parks, open spaces, historical and cultural resources, community design, recreational resources, and other natural resources.

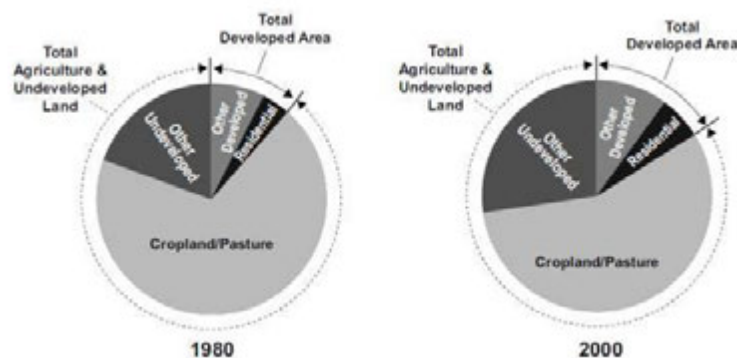
AGRICULTURAL RESOURCES

The following is an overview of the character, location, and viability of farming activity in the Town of Burke. Since there is a large amount of agricultural land within the community as it exists today, there are important influences on economic and development policies associated with that land that will affect the future of the Town and land owners within and surrounding the Town.

Character of Farming

In 2010 the Capital Area Regional Planning Commission published a report entitled *Farmland Loss in Dane County*, which examined the conversion trends of crop and pasture lands to developed land uses between 1980 and 2000. According to the report, between 1980 and 2000 approximately 95,500 acres of crop and pasture land was converted to other land uses, including 37,000 acres to development across cities, villages, and towns in Dane County combined. Figure 1 shows what this change looks like.

FIGURE 1: AGRICULTURE AND DEVELOPED LAND, LAND USE CHANGES IN DANE COUNTY, 1980 – 2000



Source: Capital
Area Regional
Planning
Commission,
*Farmland Loss in
Dane County*,
January 2010

When this data is explored further, it shows that villages have had an overall gain of 885 acres while cities and towns have both lost crop and pasture land. In fact, approximately 94,500 of the 95,000 acres of crop and pasture land lost in the 20-year period is attributed to towns alone. While some of that change is likely attributed to re-categorization of large areas of pasture into the other open space land use



categories in 2000¹³, the loss of land for agriculture purposes is still substantial. Based on the past population and development trends, the report also predicts that roughly 42,450 additional acres are needed to accommodate anticipated population growth between 2000 and 2030.

The Town of Burke contains lands that are cropped, but a vast majority, over 75 percent, of the cropped lands (as defined by Dane County) is not farmed in the traditional sense of the word. Rather, the majority of this land that raises a crop is cropped by people other than the owner. It is probable that the owner is holding the land for development. Absentee owners have not been known to “hold” land for farmland preservation. The 1999 Land Use Plan infers that there are only four “farms” located in the Town, which are not adjacent to one another.

According to the Capital Area RPC's 2010 report Farmland Loss in Dane County, half of Dane County towns with prime soils are located where growth pressure is the greatest, including the towns of Bristol, Burke, Middleton, Westport, and Windsor.

Assessment of Farmland Viability

Just as important as understanding the character and location of farmland is understanding the physical characteristics, or viability, of the land. The Natural Resource Conservation Service ranks soil suitability for different uses into eight capability classes, with Class I soils considered prime farmland and Class VIII soils being useful for recreational purposes or natural habitat areas. The classifications are based on the soils capability to produce cultivated crops and pasture plants without deteriorating over a long period of time. Map 5: Soils shows the composition of soils within the Town.

Class I soils have slight limitations that limit their use and are prime soils for agricultural production. Class II soils have moderate limitations that reduce the choice of plants or require moderate conservation practices. Class III soils have severe limitations that reduce the choice of plants or require special conservation practices, or both. Class IV – Class VIII soils have very severe limitations that limit their agricultural use to mainly pasture, range, or grazing. Land use in these areas commonly consists of little crop production and more forestland, wildlife, and recreation area with a high esthetic value.

Generally, Class I soils are located in small isolated groups throughout the Town. Class I soils comprise a relatively small percentage of the total land area. Class II soils are located throughout the Town and make up the largest percentage of total land area. There is a massive area of Class III soil located in the western area of the Town, adjacent to the Cherokee Marsh and Token Creek areas. Class III soils are found throughout the Town, make up the largest percentage of soils within the Town, and tend to be more contiguous.

¹³ The total estimated gain in open lands from 1990 to 2000 was 32,900. *Farmland Loss in Dane County*



Map 5: Soils

State and County Farmland Preservation Efforts

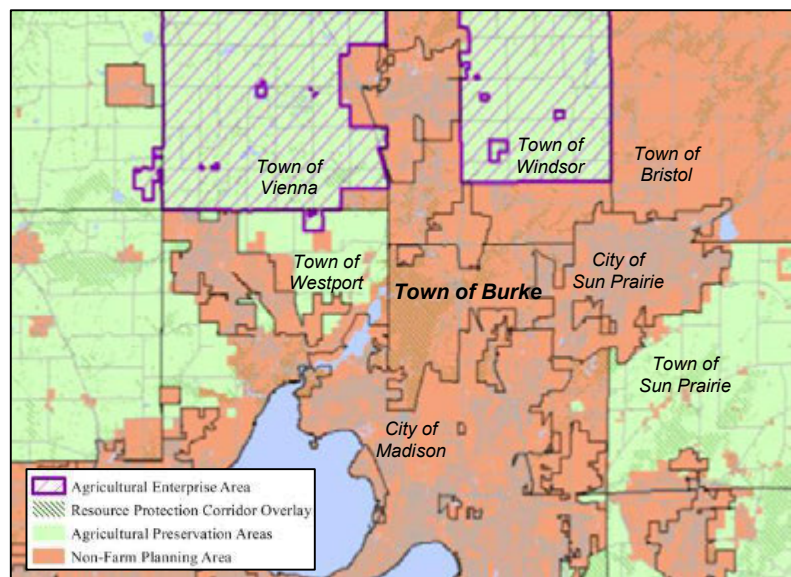
The Working Lands Initiative, a Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) initiative signed into law in 2009 (Chapter 91, Wisconsin Statutes), is comprised of the Farmland Preservation Plan, the Agricultural Enterprise Area (AEA) Program, and the Purchase of Agricultural



Image courtesy Wisconsin Working Lands Initiative

Conservation Easement (PACE) Program. Through these programs, the initiative strives to address the rapidly increasing loss of forest and farms, often in a fragmented fashion, that increases urban-rural conflicts, and deprives Wisconsin of the land base and infrastructure necessary for agricultural development and profitability.¹⁴

In 2012 Dane County updated its Farmland Preservation Plan (FPP) in accordance with the recommendations of the Working Lands Initiative. The FPP, certified by the DATCP, provides a basis for farmland preservation in Dane County and allows farmers to be eligible for state benefits and tax credits as long as they agree to keep their land in agricultural use. The image at right shows the areas and municipalities actively engaged in farmland preservation. The Town of Burke is part of the Non-Farm Planning Area, which includes areas adopted as part of the Dane County Comprehensive Plan that are not planned for long-term agricultural use.¹⁵ The Non-Farm Planning Areas include areas with insufficient regulatory or other policy mechanisms in place to effectively limit nonfarm development over the next 20 years. The entire Town of Burke, save for a small parcel just south of the existing town hall, is susceptible to development and not included in the farmland preservation plan at the County level. Similarly, the future areas of the Town to be incorporated into the Village of DeForest and cities of Sun Prairie and Madison are not planned for future agricultural uses.



Source: Dane County Farmland Preservation Plan, 2012

¹⁴ Department of Agriculture, Trade, and Consumer Protection, *Wisconsin Working Lands Initiative*, 2006

¹⁵ Dane County *Farmland Preservation Plan*, 2012



The Food, Conservation, and Energy Act of 2008 (2008 Farm Bill) reauthorized several federal agricultural subsidy programs originally part of the 2002 Farm Bill, including:

- The Conservation Reserve Program (CRP), which provides financial and technical assistance to farmers for the purposes of addressing soil erosion, water and natural resource concerns on their lands.
- The Wetland Reserve Program, which offers landowners financial and technical support for the purposes of protecting, restoring, and enhancing wetlands on their lands.
- The Wildlife Habitat Incentives Program, which provides farmers financial and technical assistance to develop habitat for wetland and upland wildlife, threatened and endangered species, fish and other wildlife on their lands.
- The Grazing Lands Conservation Initiative, which provides technical assistance to land owners for the purposes of improving grazing lands and developing grazing, seeding, fencing, and watering plans.
- The Environmental Quality Incentives Program (EQIP), which provides financial and technical assistance for farmers for the purposes of promoting agricultural production and environmental quality and optimizing environmental benefits.

In addition, the Wisconsin Department of Revenue offers two important farmland preservation programs: the Farmland Preservation Credit Program and the Farmland Tax Relief Credit Program. The purpose of the two programs is to help preserve farmland through local planning and zoning, and to provide tax credits to participating landowners.

As previously noted, almost the entire Town of Burke is in the Non-Farm Planning Area of the Farmland Preservation Plan and therefore does not currently qualify for these programs through the Wisconsin Department of Revenue. Furthermore, the future land use associated with the ETJ areas of the Village of DeForest and City of Sun Prairie do not call for agriculture related land uses in their long-range plans.

AGRICULTURAL RESOURCE GOALS, OBJECTIVES, AND POLICIES

Goal:

Preserve and redevelop farmland and agriculture related areas as open space to preserve the exurban character and natural beauty of the Town.



Objectives:

1. The Town does not intend to seek exclusive agriculture zoning as a means to preserve farmland.
2. Recognize the eventual transition of farmland to urban usage.
3. Encourage more compact development in areas of existing development.
4. Conserve agricultural land as open space.
5. Work with neighboring communities to encourage orderly, efficient development patterns that minimize conflicts between urban and rural uses.

Policies:

1. Utilize the Village of DeForest extraterritorial zoning authority to ensure development occurs only in urban expansion areas and not in agricultural preservation areas.
2. Utilize the City of Sun Prairie extraterritorial zoning authority to ensure development occurs only in urban expansion areas and not in agricultural preservation areas.
3. Prioritize the Madison – Sun Prairie Community Separation Agreement Area to conserve agricultural areas as open space.
4. Utilize the City of Madison extraterritorial zoning authority to ensure development occurs only in urban expansion areas and not in agricultural preservation areas.

AGRICULTURAL RESOURCE PROGRAMS AND RECOMMENDATIONS

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

Large-scale residential and commercial development projects, which have the greatest opportunity for conflicts with agricultural uses and detract from open space and natural corridors, should be directed away from existing farms, areas of farm operations, and environmentally sensitive areas. The Town of Burke intends to direct intensive development into the Cities of Sun Prairie and Madison and the Village of DeForest. Specific development areas and criteria will be guided by the comprehensive plans and ordinances of each respective municipality.

Transfer of Development Rights (TDR) Program

Transfers of development rights programs allow landowners to transfer the right to develop one parcel of land to a different parcel of land. TDR is used to shift development from agricultural or environmentally sensitive areas to designated growth areas closer to municipal services and existing development. When a landowner sells property, generally all the rights (develop, lease, sell, mine, etc.) are transferred to the buyer. TDR programs enable landowners to separate and sell the right to develop land from their property rights. In this way, TDR programs can be utilized to protect prime farmland, conserve environmentally sensitive areas, protect scenic views, and preserve historic landmarks. In 2010 the Dane County Board of Supervisors adopted a TDR ordinance that gives towns the choice of whether or not to



participate in the County's TDR program. The program is intended to reduce sprawl and protect farmland, natural resources, open space, and rural lands.

The Dane County Code provides a legal and administrative framework to support town-initiated TDR programs. The ordinance includes two overlay zoning districts: sending areas (TDR-S) and receiving areas (TDR-R). Sending areas are lands designated for protection while receiving areas are lands that will receive development rights, incentivized with higher density allowances or other similar regulations. TDR-S districts can occur in areas indicated as suitable for agriculture, conservation, and natural resource use with limited or no potential for non-agricultural development. The Dane County Farmland Preservation Plan (FPP) indicates that sending areas should be, but are not required to be, within a designated Farmland Preservation Area. Burke is not within a preservation area. However, the FPP also indicates that receiving areas should be within areas shown as non-farm planning areas, which Burke is a part of. Development rights may also be sold to a public conservation agency or nonprofit land trust. Chapter 4 of the Dane County Farmland Preservation Plan outlines the necessary steps Town's must take to implement TDR-S or TDR-R overlay districts.

NATURAL RESOURCE INVENTORY

The area around the Town of Burke is heavily developed and highly populated. Pressure on natural resources is high and unlikely to diminish in the short-term. Isolation or fragmentation of native habitats is a major concern for planning and management at a state, county, and local level. A comprehensive



Source: Ecological Landscapes Handbook. WDNR.
<http://dnr.wi.gov/topic/landscapes/documents/18051Intro.pdf>

approach to understanding the natural resources within Dane County and in and around the Town will have many benefits to best ensure long-term viability of the resources present.

Landforms/Topography

In order efficiently and effectively plan and manage natural resources in Wisconsin, the WDNR created an eco-region map to divide the state into ecological landscapes. Ecological landscapes are a combination of physical and biological factors, such as climate, geology, topography, soils, water, and vegetation. While the ecological landscapes share characteristics, each offers distinct differences which allow for a number of management opportunities.

The Town of Burke lies entirely in the Southeast Glacial Plains Ecological Landscape (seen in light green on the previous page). This landscape is characterized by rolling topography and an outstanding array of glacial landforms like the Kettle Moraine and Devil's Lake area. Underlying bedrock is primarily limestone and dolomite with some sandstone and shale. The productive silt loam soils support a dominant agricultural land use (58%).¹⁶ There are numerous wetlands including large fertile marshes, diverse warm water rivers and streams, and marl lakes. The tallgrass prairie and oak savanna are two globally rare communities found in this ecological landscape.

One Significant Ecological Place and several areas of Protected Land are currently within the Town of Burke. Protected Lands include most state, federal, and county ownership or easements as well as lands owned or managed by land trusts and NGOs such as The Nature Conservancy and others. Both the significant ecological place and protected lands are associated with the Cherokee Marsh, which is explored in more detail below.

Metallic and Nonmetallic Mineral Resources

The miner on the Wisconsin state flag is testament to the fact that mining has always been a large part of the economic and industrial base of the state. Metallic mining, or mining for metals such as copper, lead, iron, and zinc, can be a boost to communities and the state but can also seriously harm natural resources. Because of its volatile nature and the unique location of the specific resources, metallic mining has traditionally been isolated in areas of low-density populations in the northern half of the state. There are no closed, existing, or proposed metallic mining sites within Dane County.

Nonmetallic mining, or the extraction of stone, sand, rock, or similar materials, is most common in quarry and pit mines. Under State Statutes (295.20), landowners who want to register their property as nonmetallic mining deposits are required to notify each county, city, village, and/or town that has zoning authority over their property. Registrations must be recorded at the County Register of Deeds in the County where the mineral deposit is located. State law limits the ability of a municipality or county to rezone or otherwise interfere with the future extraction of a mineral resource from a registered nonmetallic mineral deposit. It is important to note that zoning changes prohibiting mining on land registered as a marketable nonmetallic mining deposit cannot take effect during the registration period. Registration is effective for 10 years and renewable for an additional 10 years. In addition, registration on property with active mining operations can be renewed for as long as mining is ongoing. Zoning changes may take effect after the registration has expired.

¹⁶ Southeast Glacial Plains Ecological Landscape.
<http://dnr.wi.gov/topic/landscapes/index.asp?mode=detail&Landscape=9>



Dane County and the local zoning bodies are responsible for all mine siting requirements and regulation. County zoning (Chapter 10.191) allows nonmetallic quarrying or mineral extraction operations as a conditional use within the following zoning districts: A-1 Agriculture District, A-B Agriculture Business District, A-1 (EX) Exclusive Agriculture District¹⁷, A-2 Agriculture District, A-3 Agriculture District, C-2 Commercial District, M-1 Industrial District. In addition, the County has developed a set of standard conditions (Chapter 74, Dane County Code) that the Zoning and Land Regulation committee applies to all new mineral extraction operations. Currently, 113 active mineral extraction sites are in Dane County. Of the 113, three are located in the Town of Burke.

Groundwater Resources

Groundwater is made up of the portion of rainfall that does not run off to streams or rivers and does not evaporate or transpire from plants. This water percolates down through the soil until it reaches the saturated zone of an aquifer. Groundwater quality and quantity is important because it supplies nearly all of Dane County's water demands. Additionally, the streams, rivers, and wetlands in and around the Town are recharged by groundwater.

According to the *Dane County Farmland Preservation Plan*, approximately 75 percent of groundwater in Dane County is demanded for domestic (31 percent), public (19 percent), and industrial (26 percent) uses.¹⁸ Two distinct groundwater sources supply Dane County's water demands. Shallow sandstone aquifers serve private domestic wells in rural areas, while the deep Mt. Simon aquifer serves municipal wells. Most groundwater in Dane County is replenished from precipitation falling within county boundaries.

The Town of Burke sits atop the Mt. Simon aquifer. As part of the 1999 Land Use Plan, the Town developed Groundwater Hazard maps that indicate the relative susceptibility for groundwater pollution that could originate from various industrial, municipal, and agricultural sources. Much of the town lies in what are considered moderate to greatest groundwater pollution hazard areas. In addition, a four-mile diameter protection zone surrounds the well located in Section 5 near the Village of DeForest, and the Town has adopted a wellhead protection plan and ordinance. Community utilities and facilities are discussed in Chapter 6.

In rural areas of Dane County, nitrates are considered the most common and widespread contaminate for groundwater. While high nitrate levels have been associated with certain rural subdivisions, the high area wide concentration may be the result of nitrogen fertilizer use in the Town's agricultural past.

¹⁷ As of January 1, 1997, the Town of Burke has not elected to have this district apply in the town.

¹⁸ Dane County *Farmland Preservation Plan*, 2012



Watersheds and Surface Waters

The Town of Burke is located in the Lower Rock River Basin, which covers over 3,700 square miles in south-central Wisconsin. Water from the Lower Rock River Basin enters the Mississippi River via the Rock River and eventually ends up in the Gulf of Mexico. Within the Rock River Basin, the Town is split by the Yahara River and Lake Monona and Yahara River and Lake Mendota Watersheds. The Yahara River and Lake Mendota Watershed covers 85 square miles and contains portions of the Yahara River, Token Creek, Lake Mendota, and the Cherokee Marsh. The Capital Area Regional Planning Commission (CARPC) ranked this watershed as a high priority candidate for a nonpoint source priority watershed project, primarily because of the rapidly urbanizing areas of DeForest, Sun Prairie, and Madison. Within the Yahara River and Lake Mendota Watershed is the Token Creek Watershed.

The major body of water that runs through the Town is Token Creek. Token Creek is an important tributary of the Yahara River, joining it just before entering Cherokee Lake and ultimately Lake Mendota. In fact, Token Creek generally contributes more water to Lake Mendota than the Yahara River itself. Token Creek is a cold water, spring-fed Class III trout stream that passes through residential and



Token Creek. Image courtesy Token Creek Watershed Association. www.tokencreek.org

predominantly agricultural areas. Because of the substantial inflow of groundwater to Token Creek, nonpoint source pollution is an ongoing issue. Class III streams are streams where the level of development has overwhelmed the biological integrity and function of the stream. Remediation strategies are directed more to the aesthetic and cultural amenities associated with these streams

Stormwater management in Burke is a collaborative effort between the Town, County, and CARPC, and involves the use of best management practices (BMPs) to address adverse water quality and quantity impacts generated by uncontrolled stormwater runoff. Chapter 14 of the Dane County Code includes county-wide stormwater management standards used by landowners and developers to address the unique characteristics of their land. It is CARPC policy that stormwater management measures should be aimed at mitigating to the maximum extent practicable the cumulative and incremental adverse impacts of development on surface water and groundwater quality and quantity and associated ecological functions.

Dane County Drainage Districts

Drainage districts are local government entities organized to drain land for agriculture or other purposes. Most Midwestern farmland has too much water, and farmers rely on surface and subsurface drainage

systems to produce crops. Land is drained using ditches that cross individual property boundaries and can span several hundred acres. Landowners in a district benefit from drainage because it removes standing water from productive agriculture fields without compromising adjacent properties. The drainage systems also protect structures built below grade that are subject to periodic flooding. Landowners who benefit from drainage are required to pay special assessments to cover the cost of constructing, maintaining, and repairing the drainage system.

Of the 72 counties in Wisconsin, 31 contain one or more drainage districts. In Dane County, there are more than 30 districts, two of which lie within or adjacent to the Town of Burke. Districts 27 and 9 are present within the Town.

Floodplains

In Wisconsin, floods are one of the most common types of natural disasters, and each year communities suffer millions of dollars in flood damages. The Federal Emergency Management Agency (FEMA) designates floodplain areas in the state. These are areas predicted to be inundated with flood waters in a 100-year storm event (i.e., a storm that has a 1 percent chance of happening in any given year). The State requires County regulation of development in floodplains within the Town of Burke.

The National Flood Insurance Program maps produced by the FEMA should be referenced for official delineation and elevations of floodplain boundaries. Development is strongly discouraged in floodplains to avoid both on-site and up and downstream property damage. In the Town of Burke, floodplains are associated with Token Creek and Cherokee Marsh, primarily in the area west of CTH CV, and the north and western parts of the Town. See Map 6 for more information.

Wetlands

Wetlands are ecosystems typically found where land and water meet, transitional areas between dry upland and wet aquatic environments. Wetlands play a significant role in maintaining the quality of groundwater and surface water and provide valuable habitat for fish, birds, and other species.

Additionally, wetlands affect both flooding and water quality because they store large amounts of water as well as



Cherokee Marsh. Image courtesy City of Madison
<http://www.cityofmadison.com/parks/parks/park.cfm?id=1182>



stabilize sediments, nutrients, and other pollutants, keeping them from impacting areas located farther downstream. Wetlands provide a critical buffer in the chain of events between cause and effect. Using air photos and original public land survey records, the City of Madison has documented a loss of over 640 acres of wetlands along the Upper Yahara River in the past 160 years.

A significant amount of wetlands are present in the Town. The largest section lies in the northwestern portion and is part of Dane County's largest wetland, Cherokee Marsh. The other significant wetland areas identified within the Town are associated with the Token Creek, which feeds the marsh. Dane County has adopted shoreland, shoreland/wetland, and floodplain zoning ordinances (unincorporated areas only) that control the use and development of wetlands. Ordinances include a specific listing of permitted uses in the shoreland/wetland district, as well as list other allowed uses requiring a conditional-use permit. The ordinance specifies that all uses not listed are prohibited unless a rezoning should occur, which shall not have a significant impact on any of the wetland functions. Final approval of the zoning amendment must be made by the WDNR, whose authority supersedes that of the County.

In addition to zoning, communities may use subdivision regulations to protect wetland resources. Subdivision ordinances apply when a parcel of land is divided into lots for sale or development. Many communities use subdivision regulations to protect wetland resources by imposing site restrictions, design standards, and open space dedication requirements. Subdivision regulations often include specific design standards for width and alignment of parkways and drainage ways, and public easements adjacent to streams to anticipate potential flow volumes. Besides easements, the regulation may require dedication of land to the public for resource protection and open space or recreation purposes. Plat



Token Creek. Image courtesy Rich Armstrong, 2012.
http://www.windsorwi.gov/index.asp?Type=B_PRGSRV&SEC=%7BA4070801-2BCA-4C00-91D0-A463779D245F%7D

approval is often conditioned upon compliance with design standards for critical areas, or adequate protection or preservation of certain environmental features in the site development plan.¹⁹

Woodlands and Natural Vegetation

Much of the woodland and natural vegetation areas within the town and county have been significantly changed due to agricultural and urban land use practices. Prior to development in the area, much of Dane

¹⁹ *Dane County Wetlands Resource Management Guide*, 2008.



County was covered with prairies, wetlands, oak savanna, and contiguous forests. Isolated remnants of these native plant communities remain in several locations in the area, but the majority of the land use has been converted to agricultural and urban land uses.

Environmental Corridors

Environmental corridors are continuous systems of open space in urban and urbanizing areas that include environmentally sensitive lands and natural resources requiring protection from disturbance and



The Yahara River. Image courtesy Keith Dotson.
http://www.flickr.com/photos/keith_dotson/4778994544/in/photostream/

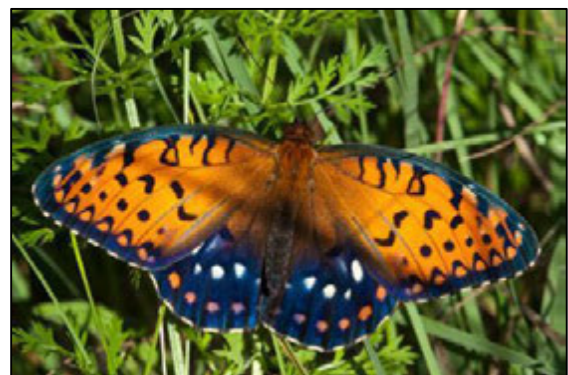
development. Corridors are located mainly along stream channels, floodplains, wetlands, steep slopes and other resource features and are managed at a county level. The WDNR has also identified resource protection corridors, specifically designated to protect a particular natural resource found in that area. In

Dane County, there are thousands of acres of environmental and resource protection corridors. Within the Town of Burke, the major resource protection corridor is associated with the Cherokee Marsh and Token Creek areas. There are several areas of environmental corridors within the jurisdictions of the cities of Madison and Sun Prairie, adjacent to the Town.

Furthermore, in 2006, the WDNR published the Wisconsin Land Legacy Report which identified 229 Legacy Places and 8 statewide Needs and Resources that are considered highest priority areas for conservation in the state. While the publication is an educational resource rather than a regulatory document, it provides a basis for conservation initiatives throughout the state. The Upper Yahara River and Lakes area, associated with the Cherokee Marsh and the Town of Burke, is the only area classified as a Legacy Place within the Madison Metropolitan Area. Map 6: Natural Features documents the environmental corridors in and adjacent to the Town.

Rare Species Occurrences

The Wisconsin Natural Heritage (NHI) Working List, maintained by the WDNR, contains species known or suspected to be rare in the state and natural



Regal Fritillary Butterfly. Image courtesy Eric Preston.
<http://ericpreston.com/p76404109/h172F3246#h172f3246>



communities native to Wisconsin. It includes species legally designated as “Endangered” or “Threatened” as well as species in the advisory “Special Concern” category. There are 14 environmentally sensitive elements identified in the Town of Burke.²⁰ Sensitive elements are those species or communities particularly vulnerable to collection or disturbance. Table 12 indicates two state-listed threatened animal species and one butterfly. Six plant species and five communities are also present on the NHI Working List.

TABLE 12: THREATENED, ENDANGERED AND SPECIAL CONCERN SPECIES IN BURKE

Group Name	Scientific Name	Common Name	State Status*	State rank**
Bird	<i>Ammodramus henslowii</i>	Henslow's Sparrow	THR	S2,S3B
	<i>Tyto alba</i>	Barn Owl	END	SNA
Plant	<i>Agastache nepetoides</i>	Yellow Giant Hyssop	THR	S3
	<i>Cuscuta glomerata</i>	Rope Dodder	SC	S1
	<i>Cuscuta polygonorum</i>	Knotweed Dodder	SC	S1
	<i>Cypripedium candidum</i>	Small White Lady's-slipper	THR	S3
	<i>Polytaenia nuttallii</i>	Prairie Parsley	THR	S2
	<i>Scirpus cespitosus</i>	Tufted Bulrush	THR	S2
	<i>Calcareous fen</i>	Calcareous Fen	NA	S3
Community	<i>Northern wet forest</i>	Northern Wet Forest	NA	S4
	<i>Shrub-carr</i>	Shrub-carr	NA	S4
	<i>Southern sedge meadow</i>	Southern Sedge Meadow	NA	S3
	<i>Wet prairie</i>	Wet Prairie	NA	SU
	<i>Speyeria idalia</i>	Regal Fritillary	END	S1

* State Status: Protection category designated by the Wisconsin DNR. END = Endangered; THR = Threatened; SC = Special Concern.

**State Rank: State element rank.

- **S1** Critically imperiled in Wisconsin because of extreme rarity, typically 5 or fewer occurrences and/or very few (<1000) remaining individuals or acres, or due to some factor(s) making it especially vulnerable to extirpation from the state.
- **S2** Imperiled in Wisconsin because of rarity, typically 6 to 20 occurrences and/or few (1000-3000) remaining individuals or acres, or due to some factor(s) making it very vulnerable to extirpation from the state.
- **S3** Rare or uncommon in Wisconsin, typically 21-100 occurrences and/or 3000-10,000 individuals.
- **S4** Apparently secure in Wisconsin, usually with >100 occurrences and >10,000 individuals.
- **S5** Demonstrably secure in Wisconsin and essentially ineradicable under present conditions.
- **SNA** Accidental, non-native, reported, but unconfirmed, or falsely reported.
- **SH** Of historical occurrence in Wisconsin, perhaps having not been verified in the past 20 years, and suspected to be still extant. Naturally, an element would become SH without such a 20-year delay if the only known occurrence were destroyed or if it had been extensively and unsuccessfully looked for.
- **SNR** Not Ranked, a state rank has not yet been assessed.
- **SU** Cannot currently rank. Possibly in peril in the state, but status is uncertain due to lack of information or substantially conflicting data on status or trends.
- **SX** Apparently extirpated from the state.

Ranking long distance aerial migrant animals presents special problems relating to the fact that their non-breeding status (rank) may be quite different from their breeding status, if any, in Wisconsin. In other words, the conservation needs of these taxa may vary between seasons. In order to present a less ambiguous picture of a migrant's status, it is necessary to specify whether the rank refers to the breeding (B) or non-breeding (N) status of the taxon in question. (e.g. S2B, S5N).

²⁰ Natural Heritage Inventory County data by Town. *Elements by Townrange for Dane County*. Data updated 03/29/2013. <http://dnr.wi.gov/topic/NHI/CountyData.html>



Map 6: Natural Features

**State Parks and Natural/Wildlife Areas**

The Cherokee Marsh State Natural Area, designated a state natural area in 1976, is part of an extensive wetland complex of more than 2,000 acres. The Marsh represents a gradient of habitat types ranging from open water to hardwood forest and warm season grass fields. The banks of the Yahara River, which feeds the Marsh, are typical emergent wetland vegetation consisting of cattail and wetland plants. Because of its size and differentiating characteristics, the Marsh has been divided into a northern and southern unit. The northern unit, the part which lies within and adjacent to the Town, has been classified as a fen and is home to many species of mammals, amphibians, reptiles, and birds. State Natural Areas have very few public facilities like picnic areas or restrooms, but provide a variety of recreational activities like hiking, fishing, outdoor education, and wildlife viewing, amongst others.

Immediately adjacent to the north of the Cherokee Marsh is the Cherokee Marsh State Fisheries Area. WDNR Fisheries Areas are located along stream, rivers, and lakes and are designated to protect and restore water quality by improving habitat and fishing opportunities. Fisheries help replenish native fish populations that have diminished from over-harvesting and deteriorating habitat. In conjunction with State Natural Areas, Forest, Trails, and Wildlife Areas, fisheries often include lands adjacent to streams and lakes and help protect a larger watershed and provide for compatible recreational uses.

A report commissioned by Trout Unlimited shows that recreational angling in the Driftless Area of southeast Minnesota, southwest Wisconsin, northeast Iowa, and northwest Illinois generates \$1.1 billion to the local economy. For every dollar spent on stream restoration, an additional \$25 is returned to the regional economy each year thereafter.

Additional information about the Cherokee Marsh can be found through the Wisconsin Wetland Association (<http://www.wisconsinwetlands.org/>), Friends of Cherokee Marsh (<http://cherokeemarsh.org/>) and the WDNR (<http://dnr.wi.gov/topic/lands/naturalareas/index.asp?sna=130>, <http://dnr.wi.gov/topic/lands/fisheriesareas/535cherokeemarsh.html>).

County and Local Parks

County and Local Parks will be discussed in detail in Chapter 6: Utilities & Community Facilities.

NATURAL RESOURCE GOALS, OBJECTIVES, AND POLICIES**Goal:**

To preserve, protect and improve environmental resources in the Town and surrounding area.

Objectives:

1. Protect environmentally sensitive areas such as floodplains and wetlands from urban



encroachment, specifically Token Creek and Cherokee Marsh.

2. Support management options that mitigate the effects of urban development on the Token Creek watershed.
3. Support open space preservation to protect outstanding scenic resources.
4. Encourage land use development where soil capability, slope and other physical factors are most suitable.
5. Coincide with the County's Park Plan for trails, land acquisition, and development.
6. Ensure future development does not disrupt natural drainage ways and is consistent with area storm drainage planning.

Policies:

1. Protect environmental corridors as a composite of the Town's most sensitive natural areas, including wetlands and floodplains, especially adjacent to future development areas.
2. Work with the WDNR, County, and surrounding municipalities to link natural resources preservation with recreational and economic opportunities.
3. Protect surface water quality and groundwater quality by supporting stream bank management, natural shoreline restoration, erosion control, river and creek clean-up initiatives, proper agricultural practices, stormwater management, and the use of vegetative buffers.
4. Carefully review proposals for mineral extraction operations, and the reclamation of existing mineral extraction sites.
5. Encourage landowner participation in programs that provide financial assistance and technical assistance for land management activities and land preservation efforts, particularly in flood prone areas, such as the Conservation Reserve Program and the Nature Conservancy.
6. Pursue alternative stormwater management techniques to prevent and reduce flooding within the Town.
7. Pursue state and federal programs to help protect natural resource from non-point pollution and offset the costs of implementing best management practices.

NATURAL RESOURCE PROGRAMS AND RECOMMENDATIONS

Protect Environmental Corridors and Preserve Open Space

Environmental corridors are present within and adjacent to the Town, but truly do not adhere to administrative boundaries. Environmental corridors provide habitat areas, recreation, scenic views, and flood mitigation, amongst many other things, in a linear (corridor) pattern on the landscape that ties jurisdictions together for management and protection purposes. The social, economic, and environmental value associated with natural features is immeasurable and provides significant value for the community.

New development should be discouraged in environmental corridors and in areas associated with scenic



open space. Development types should be limited to those which will not impair the resource and are generally compatible with existing and proposed uses on surrounding lands. Protection of natural resources should be paramount in reviewing proposed development within and adjacent to environmental corridors.

The Town should conduct or require viewshed analysis before approving new development. A viewshed analysis would identify the places from where new development could be seen from other locations, and the impact of view that would result from the proposed development. New development should be designed and located in a manner that does not detract from the Town's scenic views associated with open spaces.

Protect Rare Species and Wildlife Habitat Areas

Protection of rare species and wildlife habitat has many benefits. It preserves open spaces and natural areas, which often produce the scenic beauty of a place; it increases stewardship and awareness; it enhances recreational experiences; and it creates a sense of pride within the Town. Protecting habitat and rare species may also minimize the potential of a species becoming "threatened" or "endangered," thereby requiring federal intervention under the Endangered Species Act. Protection and management of rare species and wildlife habitat will help the Town develop a legacy over the next 20 years, which recognizes the importance of preserving environmentally sensitive areas.

Expand Nature-based Tourism

Nature-based tourism centered on the Token Creek provides the Town an opportunity to enjoy the financial benefits of increased economic development while simultaneously preserving the area's environment and sensitive areas. The area's abundant natural resources make the Town particularly well-suited to attract growth in nature-based activities like fishing, boating, and wildlife watching. The Town may work with the State and the Department of Natural Resources to promote the enhancement and possible expansion of the Token Creek environmental corridor as it ties in to state-owned and maintained facilities like Cherokee Marsh State Natural Area and State Fishery.

The Town should also work with the University of Wisconsin Extension (UWEX) to develop tools and information resources to provide digitally and in hardcopy format to residents and visitors of the Town. More information about the UWEX resources can be found at <http://urpl.wisc.edu/people/marcouiller/projects/clearinghouse/index.html>.

One tool for realizing the expansion of tourism in Burke is the implementation of tax incremental financing (TIF) for towns. Assembly Bill 437, passed in 2003, provided towns the limited ability to exercise all the powers of cities and villages related to the creation of TIF districts. Under the bill, the Town of Burke



could exercise the authority to create a TIF district, and expend money or incur monetary obligations for projects costs related to that TIF district for the following types of projects: agriculture, tourism, forestry, manufacturing, residential development, and retail development.

The second Amendment to the assembly bill (AA 2) specifies that towns are not allowed to exercise power under the TIF authority provided under the bill within the extraterritorial zoning jurisdiction of a city or village unless the governing body of the city or village adopts a resolution that approves the exercise of such power by the town.

With the support of surrounding and overlapping jurisdictions, the Town of Burke can utilize a TIF to pursue

development related to tourism for camps, RV parks, campgrounds, public (disc) golf courses, etc. In tandem with the County and WDNR, the Town can implement recommendations of the Token Creek County Park Master Plan and the Cherokee Marsh State Natural Area and Fishery.



Token Creek County Park as seen from atop a hill off CTH CV. Photo courtesy Mead & Hunt, Inc. 2013

Review Proposals for Mineral Extraction Sites and Enforce Reclamation and Remediation

Three mineral extraction sites are currently located within the Town. Over the next 20 years, the Town will increasingly lose acreage as it transitions land to the jurisdictions of the surrounding municipalities. During this time, the Town should carefully review any proposals for new extraction sites to manage and prevent any land use conflicts which may arise from the potential impacts associated with mineral resource extraction. The Town will work to assure that applications for approval of extraction operations present a clear picture of proposed activities and support those activities with a detailed reclamation plan and map. Applicants will also be required to submit plans for post reclamation operations, once the mine becomes inactive. The Town will work with the County to ensure notification for surrounding land owners is proper and just.

Protect and Enhance the Token Creek Watershed (Cooperative Plan)

To minimize reduction of water table levels, particularly in the Token Creek Watershed, the Town of Burke should implement mitigation measures outlined in the 1999 Land Use Plan. These mitigation measures include stormwater management and erosion control, habitat restoration, groundwater management, impoundments, and management of agricultural lands.



Stormwater Management and Erosion Control

The Town should pursue the construction of stormwater mitigation structures for minimizing stormwater peak flow, volumes, and water resource degradation. This is a proactive measure to mitigate the effects of flooding. These structures are also used to increase groundwater recharge, enhance water quality, and improve recreation.

1. Three major types of stormwater mitigation structures can be construction:
 - a. Detention basins
 - b. Infiltration structures (permeable pavement, infiltration basins, infiltration trenches, buffer strips and filter strips, and grassed swales)
 - c. Artificial wetlands
2. Development of non-structural measures to protect the areas within the watershed from potential stormwater runoff and erosion problems associated with urbanization include:
 - a. Adoption and Implementation of Stormwater and Erosion Control Ordinances
 - b. Adoptions and Implementation of Stormwater Management Plans
 - c. Establishment of Stormwater Public Utilities
 - d. Education of citizens about protection practices

Habitat Restoration

Take steps to stop habitat degradation that is currently occurring within areas of the watershed and then implement strategies to restore degraded or destroyed habitats.

1. Remediate stream bank erosion
 - a. Riprapping
 - b. Installation of deflectors
 - c. Artificial seeding with riparian plants
2. Increase wetland acreage
 - a. Enhance existing wetland areas
 - b. Restore former wetland areas
 - c. Create new wetlands

Groundwater Management

Develop local and regional groundwater management strategies that address concerns of both quality and quantity.

1. Quality strategies
 - a. Municipality Well-Head Protection Plan
 - b. Implementation of farm management groundwater pollution preservation techniques
 - c. Proposer siting and maintenance of septic systems



- d. Road salt use limits
- e. Individual household measures
- 2. Quantity strategies
 - a. Avoid sensitive areas for municipal well locations
 - b. Educate citizens on the importance of conserving water
 - c. Artificially recharge water levels by using imported water or re-infiltration of treated wastewater

Impoundments

Impoundments, also known as reservoirs, are artificially created standing water bodies produced by dams on streams or rivers. The removal of impoundments within the watershed area is a desirable strategy because it would allow streams within the area to become deeper, colder, and healthier.

Management of Agricultural Lands

The Town should pursue the implementation of agricultural management strategies that control non-point sources of pollution, such as the prevention of soil erosion and limitations on fertilizer, manure, and pesticide applications.

CULTURAL RESOURCES

Historic, archeological, and cultural resources contribute to a community's quality of life and provide a feeling of social and cultural continuity between the past, present, and future. For instance, the Town of Burke derived its name from Rt. Hon. Edmund Burke, Irish patriot, orator, and poet.²¹ Preservation of resources helps to foster a sense of pride and place and often provides economic benefits to property owners and communities through tourism and increases in property values.

As with many areas throughout Dane County, most Native American and original European settlement occurred around sources of water. In 1984 the Dane County Historical Society recognized the Token Creek area as historically significant place and placed an informational sign near the creek. The sign reads:

Attracted by abundant water, early Indian inhabitants erected effigy mounds in the area. George Spaulding was the first white settler in 1841. The Town of Windsor's first election was held in 1847 at Charles Lawrence's Prairie House Inn. A post office was established in that year but discontinued in 1902. The name Token was derived from Tokaunee, a minor Indian chief. Completed in 1844, the Fort Winnebago Road from Madison passed through Token Creek. Guided by the landmark Big Hill, homesteaders and lumberman journeyed through on their way to northern pineries. Token Creek had a school, Congregational church, two mills and an early fish hatchery. Veterans of five wars, including the Revolutionary War, rest in the cemetery. Until destroyed by fire in 1881, the Token Creek Tavern was the area's social center. Under the glow of tallow candles, couples danced to the

²¹ *Dane County Place-Names*, Frederic G. Cassidy



fiddle music of Marcus Wheeler, father of poetess Ella Wheeler Wilcox. Token Creek declined after the railroads bypassed it.²²

In addition, an Indian Trail once passed through what is now the Town of Burke. The trail leads from Koshkonong and Lake Monona, to Fort Winnebago at the portage of the Wisconsin and Fox Rivers, and on to the timber mines in northern Wisconsin. The trail was used as a trade route from Madison to Portage.²³

Historic Sites

The Wisconsin Historical Society's Architecture and History Inventory (AHI) contains data on a wide range of historic properties throughout the state. A 1934 *Capital Times* article indicates the first house and first barn in Burke were built by William Lawrence in 1837, who later built the Prairie house.²⁴ According to the AHI, 52 documented properties are in the Town of Burke. These properties include the S.W. and Sarah Thompson Farm, Lucinda and Samuel Messerschmidt House, the Hillside Barn, and the Hanchett-Spaulding House. The S.W. and Sarah Thompson Farm and the Lucinda and Samuel Messerschmidt House have both been determined eligible and the Hillside Barn, although demolished, is listed as potentially eligible for the National Register of Historic Places (National Register). Additional information about these and other properties may be found at the Wisconsin Historical Society Website at: www.wisconsinhistory.org/ahi



The Lucinda and Samuel Messerschmidt House, built in 1930 is a Tudor Revival style and has been determined eligible for the National Register of Historic Places. Source: Wisconsin Architecture and History Inventory

Archeological Sites

The Wisconsin Historical Society also contains information on archaeological sites within the state. According to the Archaeological Sites Inventory, current Town lands contain 37 archeological sites, 11 of which are burial sites. One area contains Native American burial mounds. Although the surface of the mounds has been destroyed by cultivation or development, the site is still subject to Wisconsin State Statute 157.70, protecting human burial sites. Other burial sites include at least four Euro-American

²² *Token Creek County Park and Natural Resource Area Master Plan*, May 2011.

²³ *Says Town of Burke Named After Patriot*. *Capital Times*, Madison, August 31, 1934.
<http://www.wisconsinhistory.org/>

²⁴ *Says Town of Burke Named After Patriot*. *Capital Times*, Madison, August 31, 1934.
<http://www.wisconsinhistory.org/wlhb/articleView.asp?pg=4&id=4586&hdl=&np=Capital+Times&adv=yes&ln=&fn=&q=&y1=&y2=&ci=&co=&mhd=&shd=>



cemeteries, some of which are still used. There are also a number of Town sites containing evidence of early habitation by Native Americans between 1,000 BC and 1,000 AD and one much earlier site (to 9,000 BC). All the archeological sites are on private lands and none is listed on, or eligible for, the National Register.

Community Special Events

A handful of special events place within the Town of Burke on an annual basis. These events include, but are not limited to:

- Annual picnic (August)
- Arbor Day celebration (April)
- Easter egg hunt (March/April)
- Spring cleanup day (May)
- Token Creek Chamber Festival (August – September)
- Token Creek Independence Day celebration (July)
 - Remembrance Ceremony at the Token Creek Cemetery
 - Hiney Run, a “bass-ackwards” 100 yard uphill race
 - 4th of July Parade at Portage and Rattman Roads.

The Token Creek Lions club plays an instrumental role in planning and carrying out many of these events. More information can be found at www.tokencreekions.org and www.tokencreekfestival.org.



Images from the Token Creek July 4th celebration, courtesy of the Token Creek Lions Club

CULTURAL RESOURCE GOALS, OBJECTIVES, AND POLICIES

Goal:

Preserve and enhance the Town’s cultural resources.

Objectives:

1. Identify and promote preservation of the Town’s cultural, historic, and archaeological resources.



2. Increase the quantity of community special events.
3. Increase research and documentation of Native American settlement and activity areas.
4. Protect scenic views in the Town.

Policies:

1. Support local festivals, fairs, tours, community breakfasts, and markets that celebrate the Town's farming heritage, exurban character, and history.
2. Partner with the Token Creek Lions Club to continue to delivery community special events.
3. Encourage the preservation and rehabilitation of identified cultural, historic and archeological resources when specific sites are proposed for development.
4. Participate in updating or records and mapping to fully document cultural, historical, and archeological resources.
5. Prohibit incompatible land uses (e.g., high traffic generators, noisy uses, or unattractive uses) from locating within or next to cultural and historic resources and residential areas.
6. Conduct additional research/study to create interpretive information regarding the history of settlement within the Token Creek watershed and how the Big Hill, stream and springs influenced settlement.
7. Partner with Dane County Parks to develop interpretive signs and exhibitions of former Native American settlement and activity sites.
8. Preserve and protect the scenic landscape of the Town.
9. Engage the Town Board early in the calendar year to plan, schedule, and publicize community special events.
10. Regularly update the Town website to include community special events.

CULTURAL RESOURCE PROGRAMS AND RECOMMENDATIONS

Encourage Cultural Heritage Tourism

The Town should work to encourage tourism opportunities that celebrate the area's cultural, historic, and archeological resources and bring economic vitality to the community. The National Trust for Historic Preservation defines heritage tourism as "travelling to experience the places, artifacts, and activities that authentically represent the stories and people of the past." Cultural heritage tourism helps make historic preservation economically viable by using historic sites and landscapes to attract travelers. The National Trust for Historic Preservation also indicates that studies have shown that heritage travelers stay longer and spend more money than any other kind of travelers and a good heritage tourism program can improve the quality of life for local residents as well as serve visitors. Celebration of the Town's past through tourism will help its social and economic future.



The Town can pursue TIF districts as one mechanism to aid in financing this program. Refer to Nature Based Tourism under the Natural Resource Recommendations for more details.

Protect and Rehabilitate Known Historic and Archeological Sites

The Town of Burke has a number of historic and archeological resources. Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. In situations where development is proposed in areas where historical and archeological resources exist, the Town will require developers to demonstrate how historical and archeological features will be preserved and recognized.

The Town should also explore the availability of State Historical Society grant money and state and federal tax credits to rehabilitate, restore, or relocate historic structures threatened by demolition or disrepair.

Preserve and Celebrate the Scenic Landscape

Scenic vistas are a very important resource in the Town of Burke, and this region of the state offers a diverse landscape of wetlands, prairies, forested areas, and agricultural lands. A number of local areas are also present that offer beautiful views of the landscape, key natural landmarks, and water bodies.

Within these areas of scenic beauty, the Town should conduct or require viewshed analysis before approving new development. A viewshed analysis would identify the places from where new development could be seen from other locations, and the impact of view that would result from the proposed development. New development should be designed and located in a manner that does not detract from the Town's scenic views.

Cooperate on a Comprehensive Survey of Historic and Archeological Resources

The historical and archeological sites outlined above include only those sites that have been identified and reported to the State Historical Society. Very little of Dane County and the Town of Burke land areas have been surveyed for the presence of archeological sites, cemeteries, or other historically significant areas. The presence of some Native American burial sites within the Town suggests that there may be other, currently undocumented sites in close proximity.

The Town of Burke should partner with Dane County, the Wisconsin Historical Society, UWEX, local historical societies, and other government agencies to complete a comprehensive, countywide survey of historic and archeological resources. The survey would involve both research and field work and should be conducted by trained archeologists or students under professional supervision.