

TOWN OF BURKE

COMPREHENSIVE PLAN

DRAFT

Plan Commission Recommended Adoption:
Town Board Adopted:





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



ACKNOWLEDGEMENTS

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TOWN OF BURKE COMPREHENSIVE PLAN SUMMARY

The Town of Burke Comprehensive 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, all programs, actions, and decisions affecting land use must be consistent with a locally adopted comprehensive plan in order for a community to continue making land use, zoning, and development related decisions. This plan was prepared because the existing Land Use Plan (1999) and Cooperative Plan (2009) do not satisfy the requirements of the Comprehensive Planning Law.

WHERE IS THIS PLAN 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 IT'S DONE

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

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: nat. resources

Chapter 4: land use

Chapter 5: transport

Chapter 6: services

Chapter 7: housing

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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 39/90/94, between the cities of Madison and Sun Prairie, and adjacent to 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 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 request¹.

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 if a local governmental unit does not do so by January 1, 2010 it may not enforce existing or adopt new ordinances, plans or regulations that in anyway affect land use.

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



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 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 our community, build on the strengths of our community in achieving our 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 business 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.



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. Figure 1 shows the census populations of the Town from 1970 to 2010 as compared to civil town and City and village populations for the same timeframe in Dane County. There has been steady population growth in the Town during the fifty year period. During the 1980s the Town saw a slower growth rate 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 The city of Madison and city of 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.

FIGURE 1: HISTORIC POPULATION, 1960 – 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

The information in Figure 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.

Figure 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 of Burke 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.

FIGURE 2: POPULATION TRENDS, 1980 – 2010

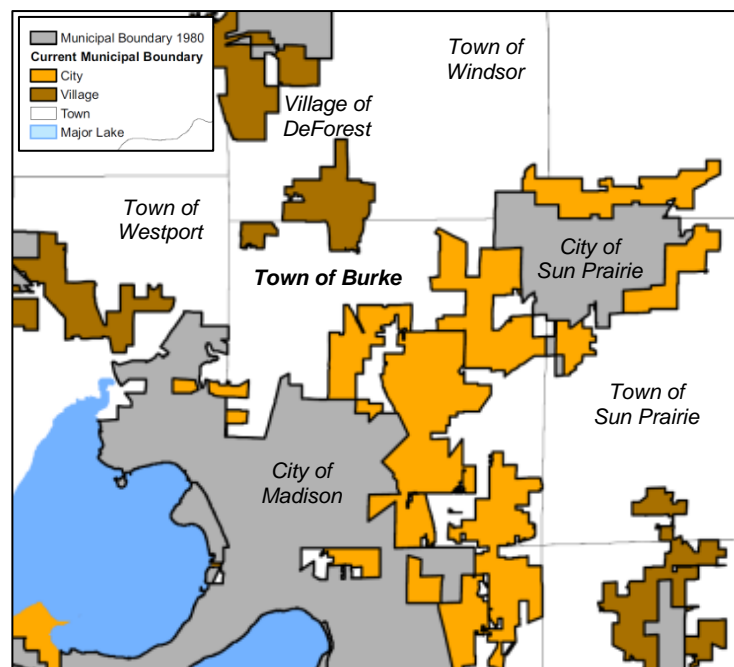
	1980	1990	2000	2010	Population Change*	% Change*
Town of Burke	2,967	3,004	2,990	3,284	+ 317	10.7
Town of Blooming Grove	1,965	2,079	1,768	1,815	- 150	- 7.6
Village of DeForest	3,367	4,882	7,368	8,936	+ 5,569	165.4
City of Sun Prairie	12,931	15,333	20,369	29,364	+16,433	127.1
Town of Sun Prairie	1,990	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 percent), the City of Sun Prairie (127 percent) and the Village of Waunakee (213 percent).

The significant growth of the village and cities and the slower growth (and decline) of the surrounding towns in northwest 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.



Municipal Boundary Changes 1980-2011
Source: Dane County Farmland Preservation Plan

Map 1 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 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.

Figure 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. The population forecasts indicate that the Town 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.

FIGURE 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.



Map 1: Jurisdictional Boundaries

**HOUSEHOLD TRENDS AND FORECASTS**

According to the *U.S. Census Bureau*, a “household” consists of all people who occupy a “housing unit”. A house, apartment, or other group of rooms is recognized as a housing unit. Households include related family members and all unrelated people who share a housing unit. Figure 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.

FIGURE 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*

According to the *U.S. Census Bureau*, a household includes 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. 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% 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 the County’s median value.



Figure 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, respectively, for all comparison municipalities. Alternatively, the city of Madison, which is home to a university enrolling more than 30,000 undergraduate students², contains 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 (4.6) is indicative of single-family-oriented, low density development in the Town.

FIGURE 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 both 1-unit, detached and 1-unit, attached

Source: U.S. Census Bureau, 2010

Figure 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. 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.

² The Princeton Review. *University of Wisconsin – Madison*. Accessed 8 May 2013, <http://www.princetonreview.com/universityofwisconsinmadison.aspx>



FIGURE 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.

Figure 7 provides the age and gender characteristics for the Town. 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).

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.

FIGURE 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

FIGURE 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

**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. Figure 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.

FIGURE 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: U.S. Census, 2010

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 the educational services, health care and social assistance related employment groups.

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 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 Services⁴.

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 Towns population age 25 and over attained a high school degree 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.

FIGURE 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

Figure 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. Additionally, this Town’s median household income was higher than all but two neighboring

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



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.

FIGURE 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 are planned over the course of the planning process. All Committee meetings will be noticed and held as open public meetings, and will provide for a public comment period. Some Committee meetings are specifically intended to solicit public input throughout the meeting, while others will be Committee work sessions with a limited public comment period.

• **Direct Notification to Property Owners**

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



- **Use of Internet**

The Town will share 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 intends to publicize and promote the planning process, provide information on upcoming meetings, supply 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 will formally act on the completed draft Comprehensive Plan near the end of the planning process. This will be a public meeting and will provide an opportunity for written public comment to be reviewed by the Plan Commissioners.

- **Formal Public Hearing**

The Town will hold one formal public hearing on the draft Comprehensive Plan and the adopting ordinance prior to adoption. All members of the public will have an opportunity to present testimony and offer comments at that public hearing. The public hearing will be 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 to 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 is lacking direction from its currently adopted plans including the 1999 Land Use Plan and the 2007 Cooperative Plan. While it is evident that the Cooperative Plan is being utilized by the cities of Sun Prairie and Madison and the Village of DeForest to make land use decisions within their extraterritorial jurisdictions, it is also evident that the Land Use Plan and Cooperative Plan do not serve to allow the Town to make its own land use decisions. As a result, the



Town has been reactive to the development of its surrounding municipalities and is somewhat handcuffed in its decision making process by the lack of a long-term comprehensive plan.

The lack of a comprehensive plan has been an issue in Burke. It is evident that the Town is not making land use decisions but rather, it reacting to decisions of surrounding municipalities. Often, development proposals are brought to Town officials and County zoning is changed to reflect proposals instead of being guided by a long-term plan. The Burke – DeForest ETJ 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 Burke on development efforts. Because of its juxtaposition to surrounding municipalities, the Town does directly benefits from shared services like Fire/EMS and snow plowing which are outlined by the Cooperative Plan.

There seems to be a lack of community in the Town due to its small, isolated pockets of development, low density, and rural nature. The Town character feels like a rural bedroom community which houses members of the larger City of Madison employment base. 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 rather than Town incentive, 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 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. Like development, the Town has been reactive to planning for its roads and tends to react to demands like increased traffic instead of guiding where the development that creates that demand should be located.

The Towns attitude towards economic development tends to be reactive rather than proactive. One specific area mentioned for redevelopment is the Skelly Gas station/truck stop on USH 51, south of the IH-90/94 interchange. 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 this type of development to help preserve the Towns rural character.

The Towns key environmental features are its wetlands and the Token Creek and associated parks. Stormwater and flooding issues have arisen because of development patterns which seemingly bypasses



Town review before construction. The Town emphasizes protection and preservation of its park system and feels like the Parks and Open Space Plan is adequate.

Key Planning Issues

- *Community character is small town, country feel*
- *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 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 1-3 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. Similarly, the Town will also benefit from weekend visitors, seasonal recreation and vacation homes, and retirement living often found in a rural environment.

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. State 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 month⁵.

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 Trails⁶. The 2013 Dane County Bicycle Budget for bicycle projects, programs and maintenance is more than \$1 million. Connecting the Town through the increasing 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 2012⁷. 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 improve the general quality of life for the regions residents.

⁵ Dane County Regional Airport. http://www.msairport.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



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 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 Ice Age National Scenic Trail are a few of the State’s most popular outdoor recreation areas which provide a regional draw to the Madison area. Locally, the 890 acre Token Creek Natural Resource Area and 418 acre Token Creek County Park provide key environmental assets for the Town. These will be explored in more detail in Chapter 3.

Tourism

Opportunities for tourism in the County and Region are centered on two things; natural and recreational 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 acres⁸.

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

Madison is also home to a variety of urban based tourist attractions including a minor league baseball team, the University of Wisconsin – Madison and State Street, the Henry Vilas Zoo, 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.

OVERALL GOALS, OBJECTIVES, POLICIES, PROGRAMS AND RECOMMENDATIONS

Each chapter of this Comprehensive Plan includes goals, objectives, policies, programs and recommendations which 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 below:

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 small, rural town character of the community by careful planning and intergovernmental cooperation. The Town will preserve its natural environmental features and housing stock by guiding new development towards planned areas and existing development to foster sense of place and expand transportation choices.

- ❖ Maintain the Protected Areas of Burke through the Towns 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.