

# Town of Medina *Comprehensive Plan*



Adopted \_\_\_\_\_ 2022

**Town of Medina, Dane County, Wisconsin**

# *Town of Medina Comprehensive Plan*

## **Acknowledgements**

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## INTRODUCTION:

Welcome to the Town of Medina Comprehensive Plan. This plan will guide the Town's decisions on a wide array of issues over the next 20 years. The Town of Medina is a primarily rural town located in eastern Dane County, approximately 20 miles east of Madison. The east Town boundary adjoins the Town of Waterloo in Jefferson County, the south Town boundary adjoins the Town of Deerfield, the west boundary adjoins the Town of Sun Prairie, and the north boundary adjoins the Town of York. The village of Marshall is contained within the town.

STH 19 bisects the upper half of the town running in a generally east-west direction. STH 73 bisects the town and serves as the primary north-south arterial highway. Interstate Highway 94 runs parallel along the southern boundary of the town with an interchange with STH 73.

The predominant land use in the town is agriculture, with most of the tillable land in cash crop production and dairy and beef cattle operations. Most of the residences are rural farmhouses or rural homes on parcels 2 acres in size or greater. The unincorporated hamlet of Deansville located northwest of the Village of Marshall has a cluster of non-farm homes and old commercial buildings. Residential subdivisions exist in Sections 9, 11 and 33 of the town.

By preserving farmland, providing for modest growth, and working cooperatively with neighboring communities, this comprehensive plan seeks to maintain and enhance the rural character and quality of life town residents have come to enjoy.

### **Plan History, Development and Organization**

The Town of Medina first adopted a land use plan in 1979 as part of its participation in the state's Farmland Preservation Program. In addition to the land use plan, the town also adopted the county's farmland preservation zoning district as the base zoning for the entire town. Since that time, the town has consistently focused on preserving farmland while allowing for limited growth.

In 2000, the state Wisconsin Legislature passed the most complete comprehensive planning legislation in Wisconsin's history. Often referred to as "Smart Growth," the law requires all Wisconsin communities that exercise land use authority to adopt a comprehensive plan by ordinance by 2010, and for land use decisions to be consistent with the adopted plan.

In 2007, the Town of Medina began the process of developing in accordance with the state legislation, and is comprised of nine required elements that significantly affect the town, and the plan was adopted in 2008.

As required by law, the town subsequently conducted a 10-year review and update of the plan beginning in late 2019 with the assistance of the Dane County Planning & Development Department. As with the initial plan in 2007, the plan update featured a survey of town residents designed to gauge residents' perspectives on issues related to land use and development in Medina, as well as issues that may confront the Town now and in the future.

The survey results show that residents support the continued preservation of farmland, limited growth, maintaining rural character, protection of air quality and water resources, and recreational opportunities. The survey results have informed the goals, objectives, and policies found in this plan. See Appendix A for survey results.

The plan is comprised of the following nine elements:

- 1) Issues and Opportunities;
- 2) Housing;
- 3) Transportation;
- 4) Utilities and Community Facilities;
- 5) Agriculture, Natural and Cultural Resources;
- 6) Economic Development;
- 7) Intergovernmental Cooperation;
- 8) Land Use, and;
- 9) Implementation.

### **Plan Purpose**

The 2020 *Town of Medina Comprehensive Plan* updates and replaces the Town's 2008 Comprehensive Plan. The purpose of the plan is to:

- Articulate goals, objectives, and policies to guide town decisions on land use and other issues over the next 20 years;
- Identify specific areas appropriate for different types of development and preservation;
- Preserve agricultural lands and help retain farming as a viable occupation;
- Identify needed transportation and community facilities to serve future land uses;
- Direct private housing and other investment in the Town; and
- Provide detailed strategies to implement plan recommendations.

This *Comprehensive Plan* will become a component of Dane County's comprehensive plan so that the town and county may continue to work cooperatively to administer and implement shared planning, zoning, and land division review authority. This comprehensive plan is intended to aid the Plan Commission and Town Board in matters related to the growth and development of the Town.

**Plan Updates**

As per Wisconsin’s comprehensive planning legislation, the Town will review and update the Comprehensive Plan at least every ten years. Changing conditions and experiences in the Town will be noted and adjustments may be made to the Plan text and maps. The plan amendment procedure is detailed in the Implementation Chapter (Chapter 9).

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## **CHAPTER ONE: ISSUES AND OPPORTUNITIES**

### **Background Data and Existing Conditions**

The Town of Medina is located in the northeastern corner of Dane County, adjacent to Jefferson and Dodge County. The Village of Marshall with an estimated population of 3,990 is located in the north-central part of the Town of Medina. Some residential development has occurred north of the Highway 73 Interchange with I-94, directly west of the Village of Marshall, south of Highway 19 and northwest of the Cherry Lane interchange with Highway 19. However, the Town of Medina has remained rural in character, with agriculture its principle business activity.

### **Population Trends and Projections**

The Town of Medina has experienced a gradual increase of population over the last three decades. The increase during the 1980's was due largely to non-farm houses built on individual lots. The town's rate of growth nearly doubled each decade from 1960 to 1990. The rate of growth was stable during the 1990s (see Chart 4). Census data from 2000 shows the Town of Medina's average persons per household rate is 2.70 and this remains the same in 2020. This indicates the continuing predominance of single-family homes. Age distribution data indicates a general increase in age of residents in the Town of Medina from 2000 to 2020. This is indicated in Chart 2. Marshall School District enrollment has been decreasing in recent years (Table 5).

According to the 2013-2017 American Community Survey 5-year estimates, approximately 10 percent of the Town of Medina's population is considered a racial or ethnic minority. Over 50% of those are Hispanic or Latino (Chart 1).

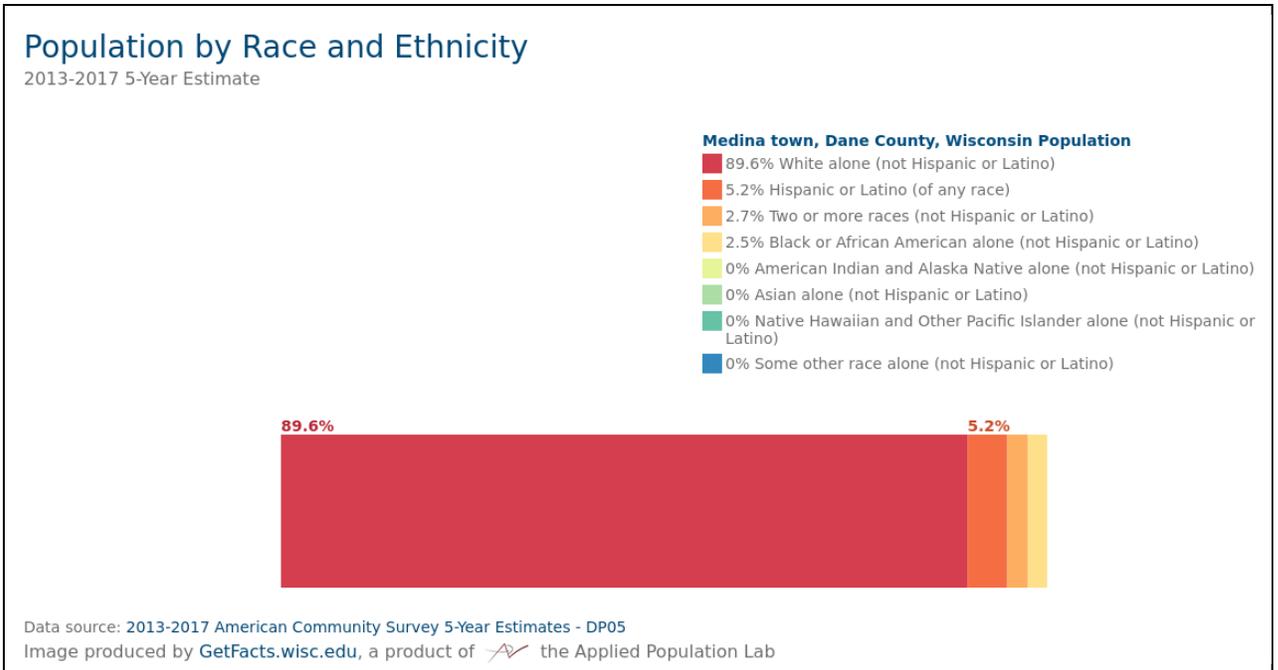


Chart 1: Population by Race and Ethnicity.

Educational attainment figures for the Town of Medina indicate that 93% of Town of Medina residents, age 25 or older, hold a high school diploma or higher (Chart 3).

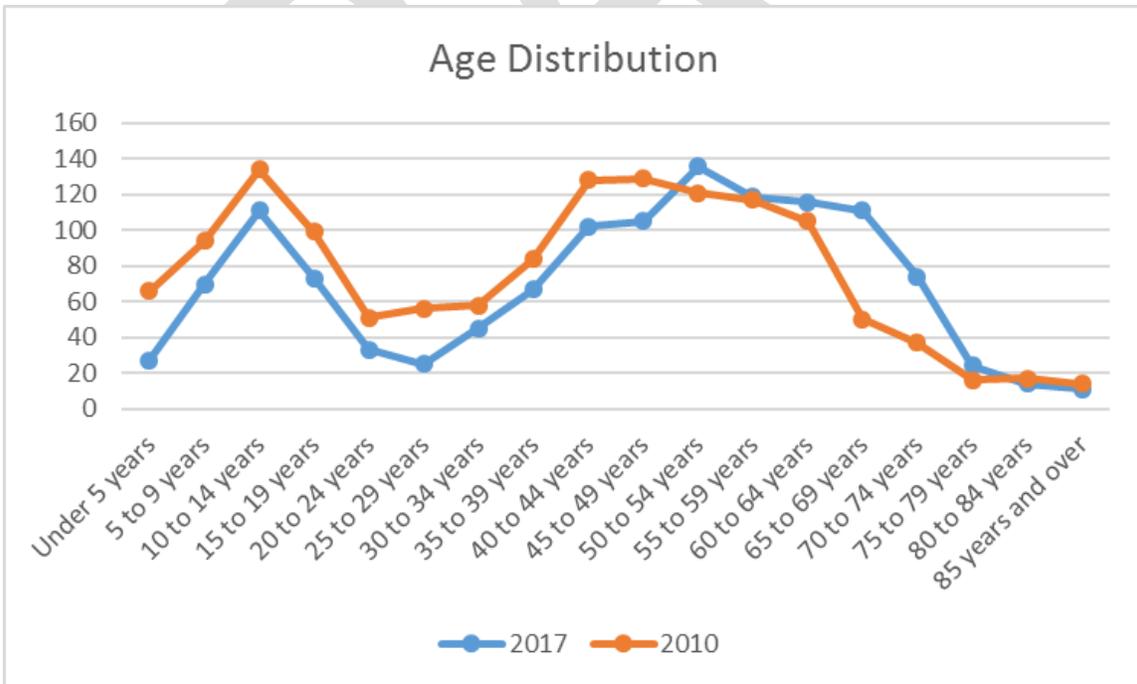
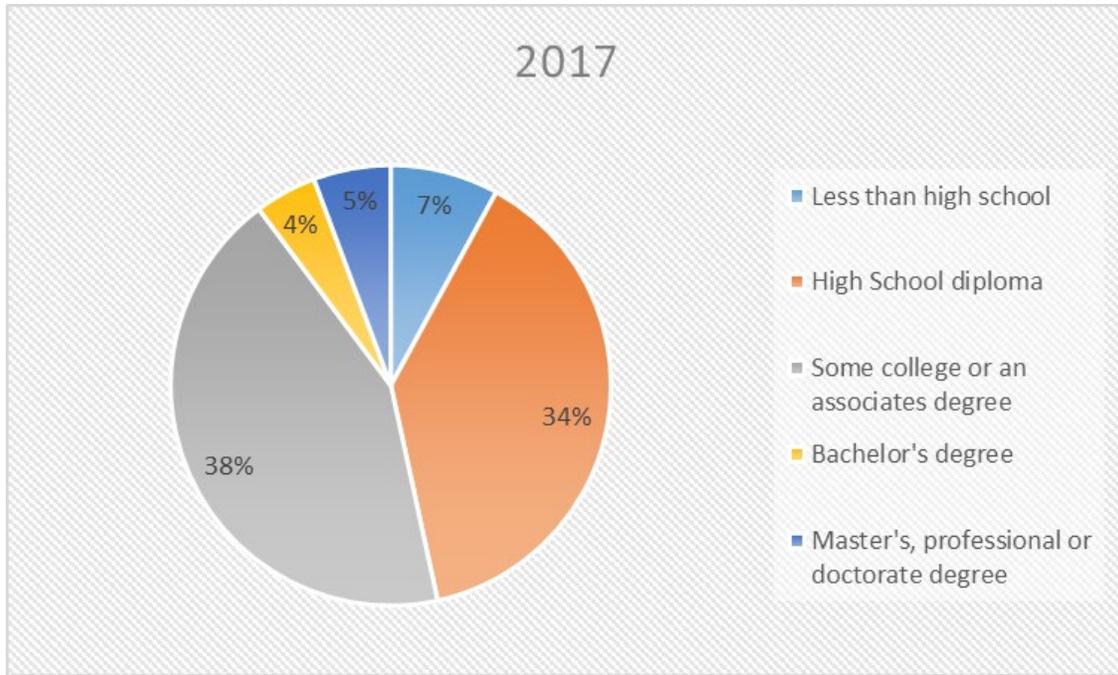


Chart 2: Age Distribution



Source: 2017 American Community Survey (ACS)

Chart 3: Educational Attainment

Table 1: Medina Population

Census	Population	Number Change	Percent
1970	961	---	---
1980	1,019	58	6%
1990	1,124	105	10.3%
2000	1,235	111	9.8
2010	1,376	12	0.9
2020	1,400	32	2.56
Change from 1970 to 2020		439	45.7%

Source: Dane County Regional Planning Commission, Regional Trends and Wisconsin DOA

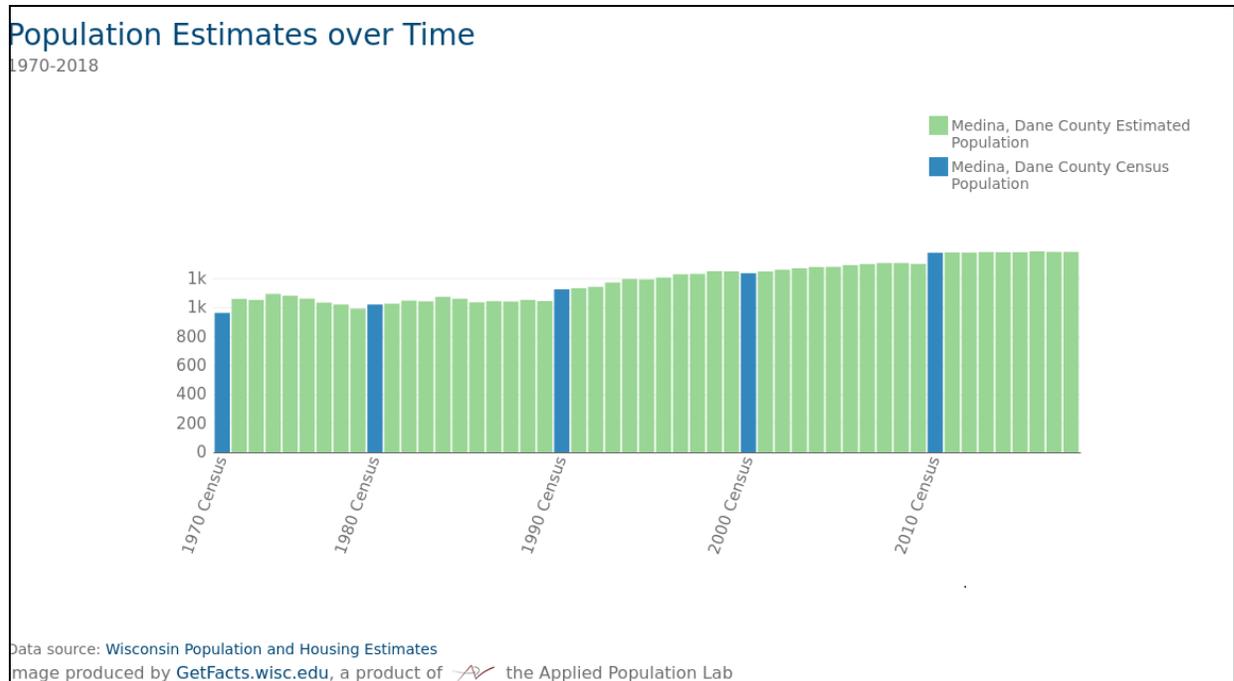


Chart 4: Population Estimates Over Time

Table 2: Marshall Population

Census	Population	Number Change	Percent
1970	1,043	---	
1980	2,363	1,320	126%
1990	2,329	-34	-1.4%
2000	3,432	1,103	47.3%
2010	3,470	38	1.1%
2020	3,900	430	12.4%
Total Change 1970 to 2020		2,857	274%

Source: Wisconsin Department of Administration

Table 3: Population Projections

Municipality	2020	2030	2035	2040
Town of Medina	1,400	1,525	1,550	1,570
Village of Marshall	3,900	4,440	4,545	4,635

Source: The Applied Population Laboratory, University of Wisconsin

Table 4: Household Projections

Municipality	2020	2030	2035	2040
Town of Medina #	532	574	589	600
Medina % Change		7.9%	2.6%	1.9%
Medina Household Size	2.71	2.66	2.63	2.62
Village of Marshall #	1,573	1,735	1,792	1,839

Municipality	2020	2030	2035	2040
Marshall % Change		10.2%	3.3%	2.6%
Marshall Household Size	2.6	2.55	2.53	2.51

Source: Wisconsin Department of Administration, 2020

Table 5: Marshall School District Enrollment

	Enrollment	Number Change	Percent
2005/2006	1,240	---	
2010/2011	1,243	3	0.24%
2015/2016	1,129	-114	-9.2%
2018/2019	1,030	-99	-8.8%

Source: Wisconsin Department of Public Instruction, 2020

### Income

The median household income level in the Town of Medina was \$86,000 as compared to a median income level of \$67,630 for Dane County. The median income level for the Village of Marshall, located within the Town of Medina, was \$70,100. Chart 5 illustrates household income in 2017.

Table 6: Median Household Income, 2017

Municipality	Median Household Income
Town of Medina	\$86,000
Village of Marshall	\$70,100
Dane County	\$67,630

Source: American Community Survey (ACS)

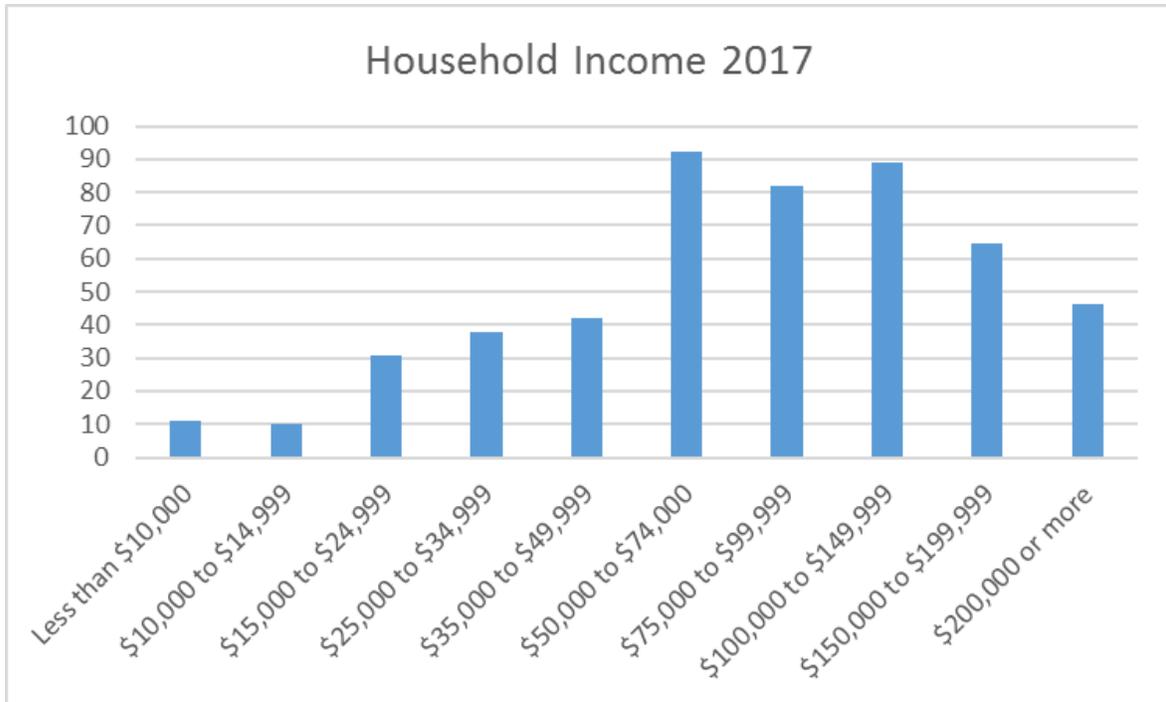


Chart 5: Household Income  
 Source: 2013-2017 American Community Survey (ACS)

### Growth and Development Indicators

Table 7 shows available data of housing units and building parcels created since 2000. During the 1970's, the town averaged 5.6 housing units lots created per year and 5.4 housing units lots created per year during the 1980's. The 1990s land use inventory indicated 5.6 housing units lots created per year. Since 2000, the largest number of residential parcels were created in 2003 & 2004, and housing units in 2002 & 2004. The 2008 recession shows the low number of housing units created although the number of residential parcels created did not seem to be impacted. Table 7 indicates a projected household forecast of 4 housing units per year, 20 per 5 years, based upon trends indicated in the past 19 years of data.

Table 7: Housing Units

Year	Housing Units Created	Total Housing Units	Parcels Created
2000	7	452	7
2001	2	469	1
2002	6	478	15
2003	9	492	9
2004	4	497	12
2005	5	506	2
2006	6	512	3
2007	5	517	4

Year	Housing Units Created	Total Housing Units	Parcels Created
2008	1	518	8
2009	3	521	7
2010	0	521	4
2011	1	522	8
2012	0	522	4
2013	1	523	6
2014	0	523	9
2015	6	529	4
2016	2	531	4
2017	2	533	9
2018	3	536	3
2019	4	540	8
Yearly Average	3.4		6.4

Table 8: Housing Unit Projections

Year	2025	2030	2035	2040
Housing Units	564	584	604	624

Sources: Dane County Regional Planning Commission (CARPC)  
Dane County Planning & Development

### Goals, Objectives and Policies

The overall goals, objectives and policies for the Town of Medina are outlined in Chapter 8, the land use element of the Town of Medina Comprehensive Plan.

## CHAPTER TWO: HOUSING

### **Housing Characteristics**

#### Housing Stock Characteristics:

Overwhelmingly, the housing stock in the Medina is dominated by single-family homes. The 2000 Census reports that 95.3% of housing units are single-family homes. The distant second is mobile homes which make up only 1.6% of the housing units in the town.

Almost half, 49%, of the houses in the Town were built before 1969. That compares with Dane county overall in which 45% of the homes were built by that time. Medina is different from the county overall, however, in that there is a high percentage (36%) built before 1939, and then very little until the second bulge (20%) coming during the period of 1970 to 1979. Since a considerable amount of housing stock in Medina is more than fifty years old, much of the Town's housing will need repairs and upgrading in the coming years.

The majority (62%) of housing is heated with bottled, tank or LP gas. Utility natural gas and electricity make up 22%, and the next largest percentage (12%) is fuel oil. Certainly these percentages have likely changed as homes have been improved and updated since the 2000 census statistics were collected.

Occupancy Characteristics: Renter households comprised about 9.7% of Medina's total households in 2000. Statistics show that rent is affordable with almost 50% of households having a gross rent as a percentage of household income of 20% or less. Owner occupied housing affordability is almost identical.

Value Characteristics: According to the 2000 Census, the majority of home values in the Town fall within the \$100,000 to \$299,000 range. 42% are in the \$150,000 to 199,900 range. Because real estate values have increased considerably in Dane County, looking at 2000 figures may be misleading. According to The South Central Wisconsin MLS, in 2003, the median price of a 3-bedroom single-family home was \$198,000. That value increased to \$236,000 by 2007. This is a rate of increase of 19%. It is safe to assume a similar rate of increase for the town.

### **Housing Programs**

The following programs are available to Dane County residents to provide assistance with housing rehabilitation of aging homes and provide support for low-income housing and first time homebuyers.

Rural Development- USDA: A federal program with state offices that provides a variety of housing and community development programs for rural areas. Some programs cover support for rental housing development, direct and guaranteed mortgage loans for home

buyers, and support for self-help and cooperative housing development.  
<https://www.rd.usda.gov/programs-services/all-programs/single-family-housing-programs>

Wisconsin Housing and Economic Development Authority (WHEDA): Provides mortgage financing for first-time homebuyers, grants for home repair, and financing for multifamily housing. Specific programs change with the needs and demands of the housing market. <https://www.wheda.com/>

Community Development Block Grant Program: Dane County receives CDBG funds on an annual basis for housing, economic development and community service initiatives that benefit people with low to moderate incomes. Approximately \$1 million in CDBG funds are available annually for eligible projects. <https://cdbg.countyofdane.com/>

Project Home: Organization committed to improving the quality and affordability of housing for low- to moderate-income individuals and families in Dane County. Weatherization, minor home repair, and a home loan program are services offered to income eligible customers. <http://www.projecthomewi.org/>

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## CHAPTER THREE: TRANSPORTATION

This element of the plan addresses existing conditions and future goals.

### Existing Transportation System

Town of Medina residents depend on transportation facilities for mobility throughout the Town of Medina and to connect them to other areas of the State. The qualities of the transportation facilities are an important component in quality of life of the residents and maintaining a viable local economy. Accommodating agricultural land uses is of primary importance to the Town of Medina. Tractors, trucks, and other farm machinery are a common use of Town of Medina roads.

The State of Wisconsin and County of Dane share roadway jurisdiction and maintenance responsibility for roads within the Town.

Interstate Highway (IH) 94 runs along the southern boundary of the Town of Medina and provides access via the interchange with State Trunk Highway (STH) 73. Arterial access from IH 94 is provided at the IH 94/STH 73 interchange. STH 73 provides an arterial north south route roughly through the center of the Town of Medina. STH 19 provides an east west arterial route through the town. STH 73 and STH 19 interchange in the Village of Marshall. County Trunk Highways (CTH) T and TT also serve the Town of Medina.

Other roads not classified by Wisconsin Department of Transportation (WisDOT) are classified as local roads and managed by the Town of Medina. There are 45.46 miles of local Town roads that provide access to individual homes and agricultural parcels. Speed limits on Town roads are typically 45 mph, with a 25 mph speed limit at localized areas of clustered residential development where the road provides access to individual home locations rather than and an arterial transport route.

There are no Town of Medina transportation systems for persons with disabilities or for electric personal assistive mobility devices. At this time, Lazers Bus service is available, and they also provide a taxi service. There are no specific bicycle or pedestrian facilities within the Town of Medina. Most Medina town roads have a low enough traffic volume and are wide enough to provide bicycle and pedestrian access assuming they keep to the right using the shoulder whenever possible, obey appropriate traffic laws, follow appropriate safety measures and, not limiting vehicular traffic and use of the roadway. Races and parades must comply with the Town of Medina Race and Parade Ordinance. Air transportation is provided at the Dane County Regional Airport. The Town of Medina will not maintain snowmobile trails. Snowmobile trails shall be maintained by snowmobile clubs or associations and must have an acceptable access agreement with the private landowners on the route of the snowmobile trail. One railroad that sees minimal use on an as needed basis runs through the Town of Medina but does not provide specific access. The Maunasha River and is classified as navigable waterways. Spring Creek is classified as a drain with stream history.

## **Future Transportation Plans**

Goal: Maintain and improve safety on Town of Medina roads

- Develop Basic Town Road maintenance plan for safety, including funding on annual basis in budget to repair and maintain roads to public health and safety on Town roads
- Maintain Town road signage in accordance with the current Manual on Uniform Traffic Control Devices and WisDOT Traffic Guidelines Manual as Town budget allows
- Decrease potential conflicts between automobile traffic and agricultural traffic by initiating education and awareness of the high volume of agricultural traffic on Town roads. Post signage within the Town to alert drivers to agricultural vehicles in the area.
- All driveways will conform to the Driveway ordinance. New roads need to be of a quality that will minimize future maintenance and upkeep. New roads for development will conform to Road ordinance adopted at the Annual Town Meeting on April 3, 1973 and amended at the Annual Town Meeting on April 2, 1974 or any subsequent amendments to the Road ordinance. The ordinance states that all new roads will have a base coat and asphalt surfaces according to State and County Highway specifications, designed by or under supervision of a Professional Engineer, registered in Wisconsin, with experience in transportation design and a performance bond to insure completion of the road is to be furnished by the owner or developer. If the new road provides access to a commercial parcel or district, or four or more residential units, a Traffic Impact Analysis will be prepared a transportation professional that meets WisDOT qualifications. Any driveway that will access the State Trunk Highway System or Dane County road system will require approval of the proposed access by the applicable Agency. Additional roadway modifications deemed applicable by the study will be included in design of the new road. The owner or developer will be responsible for all costs of any new roads or improvements to existing roads. These improvements include, but are not limited to, turn lanes or maintenance required due to construction traffic.

### **Cooperate and coordinate with Wisconsin State Highway Plan**

- Coordinate roadway upgrades with WisDOT, Dane County and Village of Marshall
- Urge WisDOT and Dane County to provide signage and/or rumble strips where appropriate along state and county highways during reconstructions or as needed for safety.
- Follow current and future WisDOT projects. The following are 3 important projects that impact the town of Medina:
  - 1) Highway 19, Wood Violet Lane to Maunsha River. The Wisconsin Department of Transportation (WisDOT) is in the process of pre-plan data gathering for a proposed project on WIS 19 from Wood Violet Lane, Sun Prairie to Maunsha

River, Marshall. The project will consist of a 6.8 mile mill and overlay with upgrades to the curb ramps between Wood Violet Lane and Musket Ridge Drive in Sun Prairie and repair work on the approaches to the bridge over the Mauneshia River in Marshall. Construction is anticipated in 2026. See: <https://wisconsin.gov/Pages/projects/by-region/sw/wis19-sunprairie/default.aspx>

- 2) Highway 73, Hwy 19 to north Marshall village limits. WisDOT is in the process of developing plans to replace pavement on a 1.36 mile section of WIS 73 to replace deteriorating pavement and improve safety and mobility. This project is in the design phase.

Improvements will include:

- Asphalt pavement repairs
- Structure curb repair
- Bridge railing replacement
- Repairing concrete approach slabs
- Existing curb ramps will be modified to ensure compliance with Americans with Disabilities Act (ADA) standards

See: <https://wisconsin.gov/Pages/projects/by-region/sw/wis73/default.aspx>

- 3) Highway 73, North Marshall village limits to Deansville Road. The project will improve WIS 73 between Marshall and Columbus in Dane and Columbia Counties. The project begins at the north village limit of Marshall and ends at the intersection of Deansville Road, west of Columbus. The existing pavement surface is deteriorated with extensive cracking. Proposed roadway improvements include pavement resurfacing and new pavement marking. The pavement improvement will primarily consist of milling 3.5 inches of the asphalt pavement and replacing it with 3.5 inches of asphalt pavement. Construction is anticipated in 2023. See: <https://wisconsin.gov/Pages/projects/by-region/sw/wis73-danecounty/default.aspx>

### Trucking

IH 94, STH19 and STH 73 are officially designated truck routes that transit the Town of Medina. There are no county highways designated as truck routes. Truck traffic is permitted on county roadways within the Town of Medina if the materials they are transporting do not exceed legal axle weights enforced by the State. Truck traffic is allowed on Town roads if the materials being transported do not exceed weight limits enforced by the Town of Medina and the Town road is the only access available for direct receipt or delivery of the materials or product.

### Air Transportation

- Dane County Regional Airport has full commercial services and general aviation facilities.

- Additional air services are not needed or planned to be developed by the Town of Medina.
- If an individual wished to develop an aviation operation, the facility must comply with the land use plan, develop and proceed with a plan approved by the Medina Planning
- Commission and the Medina Town Board, in addition to compliance with State and Federal aviation facility regulations.

#### Transit

Within the Town there are no public transit facilities. It is not feasible for the Town to provide a local transit system. The Retired Senior Volunteer Program (RSVP) offers transportation service for older adults for personal and medical needs. Dane County Department of Human Services administers a transportation program to provide nutrition, shopping and adult day care group trips for seniors and people with disabilities. The Colonial Club of Sun Prairie presently provides senior meals. Presently, Lazars Bus service is available, and they also provide a taxi service. WisDOT has proposed a park and ride lot at the STH73/IH94 interchange which may assist transportation along the IH94 corridor in the direction of Madison or Milwaukee.

#### Railroad

A high-speed rail has been proposed for the railroad that transits the Town of Medina. There will be no access to the high-speed rail within the Town of Medina. The high-speed rail will not be a benefit to the Town of Medina and could potentially become a safety risk. The Town of Medina opposes development of the high-speed rail at this route. If a high-speed rail is developed along this rail, Medina Town roads will be closed crossing the tracks, limiting personal and emergency access to portions of the Town of Medina. The high-speed rail will also increase risk of accidents when agricultural equipment is crossing the tracks or livestock is free.

The Town of Medina would support a rail transit, perhaps in the elevated format, within the IH94 corridor where existing Town roads would not be impacted.

#### Bicycle/Walking Trails

There are no bicycle or walking facilities within the Town of Medina, nor are there plans to develop such facilities. Town of Medina will not develop or maintain specific bicycle or pedestrian trails along Medina Town Roads. Traffic volumes and road width on many Town of Medina roads allow bicycle traffic in addition to pedestrian access. Bicycle and pedestrian improvements typically occur in conjunction with roadway improvements based upon county and state capital improvement programs. If an improvement program budgeted evaluation of potential bicycle or pedestrian facilities, the Town of Medina would urge that equestrian facilities would also be evaluated as more fitting for an agricultural rural community.

#### Water Transportation

The Maunsha River is classified as a navigable waterway and a portion of Spring Creek is classified as a drain with stream history. The primary use of the Maunsha River is

drainage for runoff control and recreation. Spring Creek is a main drain for Drainage District 28. They have no history or viable future use as transportation routes.

Snowmobile Trails

Snowmobile trails will be primarily on private land. They will be established through agreements or easements granted by private property owners to snowmobile clubs and county alliances. The Town of Medina will not develop or maintain snowmobile trails.

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## CHAPTER FOUR: UTILITIES AND COMMUNITY FACILITIES

### Existing Utilities and Community Facilities

#### Transportation Services:

There are no Town of Medina transportation systems for persons with disabilities or for electric personal assistive mobility devices. At this time, Lazars Bus service is available, and they also provide a taxi service. There are no specific bicycle or pedestrian facilities within the Town of Medina. Most Medina town roads have a low enough traffic volume and are wide enough to provide bicycle and pedestrian access assuming they keep to the right using the shoulder whenever possible, obey appropriate traffic laws, follow appropriate safety measures and, not limiting vehicular traffic and use of the roadway. Races and parades must comply with the Town of Medina Race and Parade Ordinance. Air transportation is provided at the Dane County Regional Airport. The Town of Medina will not maintain snowmobile trails. Snowmobile trails shall be maintained by snowmobile clubs or associations and must have an acceptable access agreement with the private landowners on the route of the snowmobile trail. One railroad that sees minimal use on an as needed basis runs through the Town of Medina but does not provide specific access. The Maunsha River and is classified as navigable waterways. Spring Creek is classified as a drain with stream history.

#### Water Supply:

Residents in the Town of Medina receive their water from private wells. Currently, the Town of Medina does not offer municipal water service, and does not anticipate offering water service over the 20-year planning period.

#### On-Site Wastewater Treatment:

Disposal of residential and commercial wastewater is handled through on-site wastewater treatment techniques, which include conventional, mound, pressure distribution, at-grade, holding tank, and sand filter system. Map 4, Building Site Potential, delineates areas most and least suitable for on-site waste disposal systems based on Natural Resources Conservation Service (NRCS) data. Because of the low population density in the Town of Medina, there is no municipal sewer service. The Town of Medina believes this will continue to be the case over the next twenty years.

#### Solid Waste Disposal/Recycling Facilities:

The Town of Medina contracts with Veolia Environmental Services for residential refuse and recycling collection. There is one solid waste disposal site located at the Town of Medina municipal building. Recycling materials, including paper aluminum, plastic and metal are also collected there. Periodically, a bin is set up for recycling of TVs, computers, modems, cell phone and other electronic devices. Alternate yard waste and compost sites, (accepting non-woody materials), operated by the Dane County Department of Public Works are open to all Dane County municipalities and residents.

#### Stormwater Management:

The Town of Medina follows Dane County's Erosion Control and Stormwater Management Ordinance (Chapter 14 Dane County Code of Ordinances). The Ordinance sets standards for the quality and quantity of runoff from areas under construction in urban, rural and farm areas where alterations in the landscape may result in changes in the amount and quality of water running off a site.

Town Hall:

The Town of Medina municipal building is located at the eastern edge of the Village of Marshall. The location address is 634 State Highway 19, Marshall, Wisconsin. The town is in the process building a new town hall in a new location on land already owned by the town.

Law Enforcement:

Law enforcement in the Town of Medina is provided by the Dane County Sheriffs Department. The town falls within the North 2 Dane County Sheriff District.

Fire Protection and Emergency Medical Service:

The Marshall Volunteer Fire Department provides fire protection. Marshall Area Emergency Medical Service District 14 provides EMS service. Both of these services are funded and managed through a joint agreement between the Village of Marshall and the Towns of Sun Prairie, York and Medina.

Cemeteries:

There are three cemeteries located in the Town of Medina.

Libraries:

As is standard in most Towns, no libraries exist in the Town of Medina. However, Town of Medina residents have access to the Marshall, Sun Prairie, and Columbus libraries.

Schools:

The Town is served by the Marshall school district.

Parks and Recreational Facilities:

Rilley-Deppe County Park is located in the Town of Medina directly west of Marshall on the Maunsha River Mill Pond. Via Dane County Resolution 2021 RES-340, the 13 acre park was transferred to the Village of Marshall for a gateway park. In accepting the transfer the Village agreed to keep the name. The Wisconsin Department of Natural Resources (DNR) land also provides park and open space land in the Town of Medina. The DNR owns over 1,000 acres of land surrounding Deansville marsh. The Town has one hiking trail that runs along the Maunsha River in the southwest corner of the Town.

Health Care Facilities:

The Town of Medina does not contain any health care facilities. The nearest hospitals are located in the City of Columbus or City of Madison. There are two nursing homes in Sun Prairie and one in Columbus.

Child Care Facilities:

At this time there are no childcare centers in the Town of Medina .Small, in-home childcare services may exist from time to time.

Telecommunications Facilities:

There is one telecommunication tower located in the Town of Medina.

Power Plants and Transmission Lines:

There are no power plants located in the town of Medina. A major transmission line (345kV single circuit) runs north/south through the eastern portion of the Town of Medina. A major crude petroleum supply line also run north/south through the eastern portion of the Town of Medina. Dane County imports a significant amount of power (70%) from outside the county. Current and anticipated needs are met for the Town of Medina.

Forecasted needs for utilities and community facilities:

Because the population projections for York anticipate slow growth, Town of Medina residents will not require increased utility or community facility capacity over the next twenty years.

**Utilities and Community Facilities Goals, Objectives and Policies**

Goals:

- Provide effective and efficient governmental facilities and services for Town of Medina residents.

Objectives:

- Provide convenient solid waste and recycling facilities.
- Provide recreational facilities that are in demand by town residents.
- Cooperate with other municipalities and governmental agencies to maximize cost-efficient delivery of services.
- Recognize objective of the Dane County Comprehensive Plan for utilities and community facilities, including those for sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technology, recycling facilities, parks, telecommunication facilities, power plants and transmission lines, cemeteries, health care facilities, child care facilities, police, fire, rescue, libraries, schools and other governmental facilities.

Policies and Programs:

- Limit development of residential and commercial/industrial uses at densities that are cost-effective to serve.
- Recognize policies and programs of the Dane County Comprehensive Plan for utilities and community facilities, including those for sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technology, recycling facilities, parks, telecommunication facilities, power plants and

transmission lines, cemeteries, health care facilities, child care facilities, police, fire, rescue, libraries, schools and other governmental facilities.

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## CHAPTER FIVE: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

### Cultural Resources Inventory

Historic Sites: According to the Wisconsin State Historical Society, there are no historic sites on the state or national register of historic sites. The town does have three cemeteries that are of historic/cultural value. The state site inventory shows sites as part of the architectural history inventory and sites as part of the architectural site inventory.

Open Space and Recreational Resources: The majority of the Town's open space is clustered in the southwest corner of the Town. The Mauneshia River runs through the middle of this section and a hiking trail follows the river for a little over a mile. Riley-Deppe Park is located in the Town of Medina directly west of Marshall on the Mauneshia River Mill Pond. Two Town of Medina residents donated 132 acres adjacent to the Mauneshia River to Dane County for a park. Both donors will retain exclusive use of the property during their lifetimes. The Wisconsin Department of Natural Resource (DNR) land also provides park and open space land in the Town of Medina. The DNR owns over 1,000 acres of land surrounding Deansville marsh. At this time, no county parks are located in the Town. The Town has one hiking trail that runs along the Mauneshia River in the southwest corner of the Town.

### Cultural Resource Goals, Objectives and Policies:

#### Goals:

- Maintain the Town of Medina's cultural resources and rural character.

#### Objectives:

- Preserve the town's agricultural, cultural, historic, and archeological resources of the community's pre-settlement and early settlement periods.
- Identify and protect cultural, historic and archeological resources.
- Encourage the preservation of historically or architecturally significant structures in the Town of Medina.

#### Policies and Programs:

- Cooperate with the State Historical Society, Dane County, and other surrounding communities if and when a comprehensive survey of historic and archeological resources is conducted in the town.
- Support local festivals, farm tours, farm breakfasts, and markets that celebrate the town's farming heritage and rural way of life.

## CHAPTER SIX: ECONOMIC DEVELOPMENT

### **Economic Base**

*Major Industries and Occupations:* Most Medina residents are employed in the “Management, professional, and related occupations” sector according to the 2013-2017 American Community Survey. The table below shows further breakdown by occupation of Town residents.

For the most part, Town residents travel to the nearby cities of Sun Prairie and Madison and Village of Marshall for work. 86% commute to work via car, truck or van. Eight percent carpooled. Although it is difficult to estimate accurately, it is estimated that almost anywhere between 2.5% and 10% of workers work from home. The mean travel time to work is 25 minutes. In comparison, the mean travel time to work averaged for the whole county is 20 minutes.

Table 9: Occupation by Sector

<b><i>Occupation</i></b>	<b><i>Number</i></b>	<b><i>Percentage</i></b>
<i>Management, professional and related</i>	292	38%
<i>Service</i>	107	14%
<i>Sales and office</i>	161	21%
<i>27.9 Farming, fishing and forestry</i>	7	2%
<i>Construction, extraction and maintenance</i>	92	12%
<i>Production, transportation and material moving</i>	104	14%

*Source: 2013-2017 American Community Survey 5-year estimates*

**Economic Vitality:** The 2017 unemployment rate in the Town is only 3.8%. This is slightly below the County rate of 3.8% and below the State rate of 4.7%. Also in 2000, 6.3% of individuals in the Town were below the poverty level. This is lower than the County rate of 12.4%.

### Environmentally Contaminated Sites

The Wisconsin DNR “RR Sites Map” shows three contaminated sites in the town. These maps are part of the DNR’s Contaminated Lands Environmental Action Network (CLEAN) program. One, located at the intersection of STH73 & Interstate 90/94 is soil contamination resulting from a leaking underground storage tank (LUST). The second, located at 1136 Berlin Road is petroleum soil and groundwater contamination resulting from a LUST. The third, located at 622 Clarkson Road, is mercury soil contamination.

### Strengths and Weaknesses for Economic Development

Because agriculture is the most important economic activity in the town, the many challenges facing modern agriculture could be considered a weakness for economic development. However, the level of agricultural land preservation the town has achieved over the years is an economic strength by keeping agriculture viable in the town.

### Applicable Economic Development Programs

- *Tax Increment Financing (TIF)*: Recently made available to towns, TIF is a tool for financing local economic development projects. As outlined in Wis. Act 231, town governments may utilize TIF to encourage agricultural, forestry, manufacturing, or tourism projects within their jurisdictions. Details about the specific requirements of the law can be found at: <https://www.revenue.wi.gov/Pages/SLF/tif.aspx>
- *Dane County Community Development Block Grant Program*: This program provides funds for eligible economic development projects such as business counseling, education for small business owners, and loans. <https://cdbg.countyofdane.com/>
- *Wisconsin Economic Development Corporation (WEDC)* offers numerous programs to support industry, business and community growth. <https://wedc.org/inside-wedc/wedc-program-guidelines/>

### **Economic Development Goals, Objectives and Policies:**

#### Economic Development Goal:

Support and contribute to local and regional economies, which sustain our way of life and compliment our rural character.

#### Objective:

- The objective of the Town of Medina Economic Development goal is to maintain agriculture as an important part of our local economy, support maintaining a sustainable regional economy, and foster regional economic growth while preserving our rural character.
- Focus economic development efforts on farming and farm-related businesses.

#### Policies:

- Support economic health of production agriculture in the town to the extent possible.
- Town of Medina Economic Development policies will follow the land use plan including:

- Rezoning proposals shall be consistent with this plan.
- Recognize our reliance on and contributions to regional economies.
- Recognize and examine our role in and contributions to state and national economies. (e.g. tourism or farming industries).
- Prevent local commercial and industrial development from undermining our rural character, our local farm economy, existing residential units, and natural resources.
- Avoid linear strip commercial development.
- Locate complementary land uses together.
- Participate in coordination of regional economic development.
- Monitor Marshall's and surrounding town's land use plans.
- Maintain good working relationships with area municipalities within the regional economy.
- Support locating major commercial development in or adjacent to existing urbanized areas where public sewer is available or planned.
- Promote locating new development near or adjacent to population centers to reduce energy consumption and pollution from fossil fuel consumption.
- Promote compact development patterns.
- Avoid spending any public funds and incurring any municipal debt for constructing municipal improvements and services associated with commercial and industrial development. Land development costs shall be the responsibility of the developer.
- Business uses within the Agricultural Preservation District or the Environmental and Resources Protection District will be considered only if:
  1. A location in the Town of Medina is required to serve Town of Medina residents;
  2. No or very little prime agricultural land is used;
  3. The Town of Medina's rural character is maintained;
  4. Natural resources or environmentally sensitive land is not diminished;
  5. The quality of existing, adjacent housing stock and agricultural land is maintained;
  - and
  6. The land use goals, objectives, and policies elsewhere in this plan are not undermined.

## CHAPTER SEVEN: INTERGOVERNMENTAL COOPERATION

### **Regional Context**

Adjacent Towns: The Town of Medina lies in the northeastern Dane County. The Town of Medina shares borders with the Towns of York, Deerfield and the Sun Prairies in Dane County, and the Town of Waterloo in Dodge County.

Adjacent Cities and Villages: The Village of Marshall, located in the north central portion of the Town of Medina, has experienced moderate in population from 2000 to 2020. The City of Sun Prairie is growing rapidly with long term plans of expanding to the western border of the Town of Medina. The City of Waterloo in Dodge County shares an eastern border with the Town of Medina.

Highways 19, and 73 provide Town of Medina residents access to the Village of Marshall. These Highways, in addition to Highway 94 also provide access to The Cities of Waterloo, Watertown, Johnson Creek, Beaver Dam, Sun Prairie, Madison and beyond for shopping, jobs, and entertainment.

Dane County: Dane County ordinances regulate zoning, floodplain zoning, land division, subdivision, erosion control, stormwater management, and shoreland/wetland zoning in the Town of Medina. Law enforcement is provided by the Dane County Sheriffs Department.

School Districts: The Town of Medina is served by the Marshall School District

Relevant State Agencies: The Town of Medina works with the WDNR for the recycling program and the Department of Agriculture, Trade and Consumer Protection (DCAP) for farmland preservation.

The Town of Medina presently coordinates with several adjoining municipalities to provide services to the citizens. This coordination and cooperation includes but is not limited to: snow plowing, road maintenance, EMS and fire department service.

Existing or Potential Conflicts: Other than the potential for increasing development pressure as the county and region experience overall growth, the town did not identify any particular conflicts.

### **Intergovernmental Cooperation Goals, Objectives and Policies:**

#### Goal:

Encourage opportunities for cooperation with adjoining municipalities.

#### Objective:

Maintain good working relationships with adjoining municipalities and other governmental jurisdictions to create a working relationship that seeks conflict resolution through mutual respect.

Policies and Programs:

Conduct ongoing communication with neighboring counties, towns and other governmental jurisdictions to review common issues/concerns when needed.

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## CHAPTER EIGHT: LAND USE ELEMENT

### Land Use Trends and Forecasted Land Use

Existing land uses and historic trends are described below and listed in Table 8-A. These acreages are based on the 5-year Dane County Land Use Inventory, which looks at actual land use as observed in aerial photography. As a result, Land Use Inventory acreages for each category are likely to be somewhat different than for similar zoning categories. Between 1990 and 2015, approximately 200 acres of the town were annexed to the Village of Marshall. Of the 21,310 acres remaining in the town, 86 acres of undeveloped (agriculture, woodland, open and vacant) land were converted for development over the same period.

- *Agriculture*: In 2015, cropland and pasture accounted for 64% of the land area of the town, down from 78% in 1990. Over this period, cropland and pasture decreased by 3,140 acres. Conversion to single-family residential development, annexation for urban development account for approximately 14% of the lands converted from agriculture. The remainder includes land removed from production to land for communication/utilities, transportation right-of-way and outdoor recreation.
- *Resource Protection Corridors*: Resource protection corridors are made up of wetlands, hydric soils and steep slopes. Lands in these corridors accounted for 8,043 acres (38%) of the land area of the town in 2015.
- *Residential*: Residential development covers 545 acres (2.6%) of the Town of Medina. The vast majority (100%) is single-family residential.
- *Commercial*: According to the 2015 Land Use Inventory, purely commercial retail or service land uses account for only 14 acres in the Town of Medina. There are also a number of agricultural enterprises, home occupations and limited family businesses within the town. Such uses are not identified in the Land Use Inventory, and are normally considered secondary to the principal agricultural or residential use.
- *Other Public Uses*: The predominant public use is roadway right of way, which consumes 3.6% acres in the Town, 103 acres more than in 2015 (655 acres in 1990).

Table 10: Acres of Land Use

<b>Town of Medina</b>					
Acres of Land Use	1990	2000	2005	2010	2015
<b>RESIDENTIAL</b>	<b>663</b>	<b>457</b>	<b>529</b>	<b>512</b>	<b>545</b>
Single Family	201	456	527	511	446
Two Family	7	0.3	1.5	1	0
Multi Family	3	0.8	0.8	0	0
Farm Dwelling	423	0	0	0	98
Group Quarters	0	0	0	0	0
Mobile Home	29	0	0	0	0
<b>INDUSTRIAL</b>	<b>47</b>	<b>44</b>	<b>55</b>	<b>32</b>	<b>9</b>
Manufacturing	18	12	12	6	6
Wholesale	6	6	1	2	3
Extractive	23	27	42	24	0

<b>Town of Medina</b>					
Acres of Land Use	1990	2000	2005	2010	2015
<b>TRANSPORTATION</b>	<b>697</b>	<b>784</b>	<b>784</b>	<b>776</b>	<b>776</b>
Right of Way	655	783	731	721	757.5
Railroad	36	0	53	54	18.3
Other	6	1	0	1	0.5
<b>COMMUNICATION/UTILITIES</b>	<b>10</b>	<b>13</b>	<b>13</b>	<b>8.3</b>	<b>13.6</b>
Generating Processing	0	0	0	7.7	13.4
Transmission	0	8	8	0.2	0.2
Waste Processing	10	5	5	0.4	0
Other	0	0	0	0	0
<b>COMMERCIAL RETAIL</b>	<b>7</b>	<b>12</b>	<b>16</b>	<b>5</b>	<b>2</b>
General Repair & Maintenance	0	0	0	0	0
Transportation Related	0	1	0	0	0
Other	7	11	16	5	2
<b>COMMERCIAL SERVICES</b>	<b>0</b>	<b>6</b>	<b>7</b>	<b>18</b>	<b>12</b>
Lodging	0	0	0	0	0
Other	0	6	7	18	12
<b>INSTITUTIONAL/GOVERNMENTAL</b>	<b>12</b>	<b>13</b>	<b>11</b>	<b>11</b>	<b>11</b>
Education	0	0	0	0	0
Administrative	0	0	0	1	1
Cemetery	12	13	11	10	10
Other	0	0	0	0	0
<b>OUTDOOR RECREATION</b>	<b>57</b>	<b>16</b>	<b>17</b>	<b>15</b>	<b>18</b>
<b>TOTAL DEVELOPED AREA</b>	<b>1,492</b>	<b>1,344</b>	<b>1,431</b>	<b>1,377</b>	<b>1,388</b>
<b>AGRICULTURE &amp; UNDEVELOPED</b>	<b>20,009</b>	<b>20,210</b>	<b>20,118</b>	<b>19,934</b>	<b>19,923</b>
Woodlands	1,587	1,653	1,867	2,200	1,791
Other Open Lands	1,430	1,819	2,489	3,535	4,191
Vacant Unused Lands	50	34	30	44	9
Water	188	139	196	308	319
Cropland Pasture	16,754	16,565	15,537	13,847	13,613
<b>TOTAL AREA</b>	<b>21,501</b>	<b>21,554</b>	<b>21,550</b>	<b>21,311</b>	<b>21,310</b>

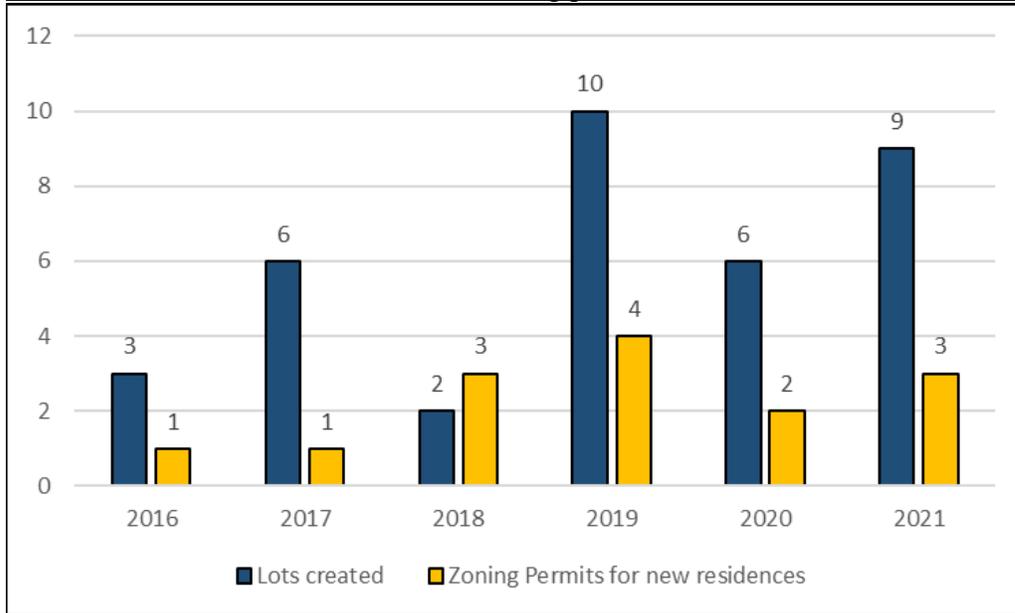
Source: Dane County Planning & Development

Supply and Demand of Land

The number of parcels created each year determines the rate of development in the Town. The Town has a density policy that allows 1 split per 35 acres of land owned as of

February 4, 1981. Between 2016 and 2021, there was an average of 6 new parcels created each year. Creation of parcels has been by certified survey map, rather than subdivision. See Chart 8-1 for parcel creation during 2016-2021.

Chart 6: Residential lots created and zoning permits for new residences, 2016-2021.



The number of parcels created and housing permits issued has fluctuated from year to year, but aside from a peak of 10 lots created in 2019, has been relatively stable each year (Chart 8-1). The statistics indicate that demand for non-agriculture related residential development will continue to be satisfied by rural densities permitted under the town's one unit per 35-acre density policy. Therefore, it is unnecessary for the Town to provide a full range of municipal services now or in the foreseeable future.

#### Land Use Projections

Table 8-B shows land use projections for the Town of Medina from 2020 through 2040. Residential land use projections are based on Wisconsin Department of Administration household projections and single family residential acreage per housing unit as reported in the 2005 Dane County Land Use Inventory and the Regional Trends Report, both published by the Capital Area Regional Planning Commission. Agricultural, commercial and other non-residential land uses are based on historic trends between 1980 and 2005.

Table 11: Land Use Projections in 5-Year Increments

Land use acres	2020	2025	2030	2035	2040
Cropland / pasture	11,116	10,432	9,790	9,188	8,622
Woodland / other open space	5,679	6,037	6,352	6,639	6,897
Residential	1,841	1,920	1,990	2,039	2,066
Transportation	685	699	713	727	742
Outdoor recreation	291	335	387	446	514

Land use acres	2020	2025	2030	2035	2040
Industrial (incl. mineral extraction)	77	92	110	131	156
Commercial	25	30	35	41	49
Institutional / governmental	4	4	4	4	4

Source: WI DOA Households Projections, Dane County Land Use Inventory

### Land Use Conflicts

Land use conflicts in the town can arise from poorly planned residential development that is incompatible with nearby agricultural and open space uses. Much of this has been alleviated through the adoption of agriculture preservation policies. More specifically, overall density of residential development is limited via the town density policy.

### Opportunities for Redevelopment

Because only 6.5% of the town is developed, opportunities for redevelopment are uncommon. If opportunities arise, steps toward redevelopment should be taken so as to improve the quality and character of the development, and support the town’s overall land use goals.

### Land Use Goals, Objectives and Policies:

The Town of Medina has experienced a modest growth rate and values rural atmosphere, natural resources and preservation of agriculture. This element of the plan is designed to assist the town in achieving its land use goals, which include preservation of agriculture and the rural atmosphere of the town. The plan provides for limited growth, and requires that any development be compatible with existing agricultural uses on adjacent properties as well as the various policies of this plan. Creation of new housing units or parcels for new housing will be limited to one building site per 35 acres of land in ordinance with the town’s density policies and the Dane County Farmland Preservation Plan. The Town of Medina has applied these policies since 1981.

### General Land Use Goals

#### *Goals:*

1. Encourage land uses that are consistent with and contribute to the Town of Medina’s agricultural and rural character.
2. Promote the long-term preservation of farmland within the Town of Medina.
3. Preserve the Town of Medina’s unique and sensitive natural resources to ensure a high-quality environment for the benefit of future generations.

#### *General Land Use Objectives:*

1. Ensure that new development and land use changes are compatible with the Town of Medina’s agricultural and rural character.
2. Direct new development to areas of existing development or to areas least likely to interfere with agricultural uses.

3. Avoid any substantial expenditure of public funds and the incurrence of municipal debt for the construction or provision of municipal improvements and services usually associated with urban residential areas that are neither needed nor essential in agricultural areas.
4. Recognize the environment as an integrated system of land, water and air resources, the destruction or disturbance of which can adversely affect the community by creating hazards, destroying important public resources, or wasting productive lands and renewable resources.

#### *General Land Use Policies & Programs*

1. Provide a sufficient supply and mix of land uses to satisfy Town of Medina land use objectives.
2. Promote and encourage the agricultural character and development of the Town of Medina while allowing the flexibility to divide or to develop limited amounts of land in compliance with other provisions of this plan.
3. Follow the recommendations and requirements of this Plan when making land use decisions.
4. Minimize the development of high-density residential land uses, or other commercial or industrial development usually associated with an urban land use pattern within the Town of Medina.
5. Direct development away from productive agricultural lands, or those lands with a history of productive farming activity.
6. Limit non-farm residential development to those areas that are not classified as prime farmland.
7. Require agencies and bodies responsible for the location of public improvements such as roadway corridors, pipelines, or power lines to recognize and comply with the agricultural land preservation objectives of the Town of Medina.
8. Promote state and local programs that encourage farming, or investment in farming, within the Town of Medina.

#### Town Planned Land Use (Map 17):

Map 17 shows the land use districts. The Town has adopted the following planned land use districts to meet the Town's land use goals and objectives over the 20 year planning period:

- Agricultural Preservation District
- Environmental & Resource Projection District

#### Agricultural Preservation District

##### *Purpose:*

The Town has established the Farmland Preservation Area, as shown on the Planned Land Use Map (Map 17), as a means of preserving agricultural lands and rural character throughout the Town while providing opportunities for limited non-farm development. This designation will also serve to promote continued investment in agricultural operations by ensuring that incompatible land uses are directed to areas that will minimize interference with farming activities. The primary land use policy within this

district is the density policy, which limits the density of residential development to one dwelling unit per 35 acres.

*Goals:*

To preserve the more productive agricultural lands for long term farm use through agricultural land preservation, to discourage new or altered land uses that will conflict with agricultural use of the land, and to discourage growth and development in the Town of Medina that will adversely affect the long term investment which farm operators have made in land and improvements.

*Objectives:*

The Town of Medina has established the Agricultural Preservation District as a means of preserving agricultural lands and rural character throughout the Town while providing opportunities for limited non-farm development. This designation will also serve to promote continued investment in agricultural operations by ensuring that incompatible land uses are directed to areas that will minimize interference with farming activities. The primary land use policy within this district is the density policy, which limits the density of residential development to one dwelling unit per 35 acres. This district encompasses the vast majority of land within the town and includes productive farmlands, farm dwellings and other agricultural land uses, pastureland, woodlots, and scattered non-farm single-family dwellings. The policies for this district allow for a limited amount of non-farm residential and commercial development in keeping with the overall goals and objectives of the Town of Medina to preserve agriculture and rural character.

*Appropriate Zoning Districts:*

- FP-35 (General Farmland Preservation)
- FP-1 (Farmland Preservation – Small Lots)
- FP-B (Farmland Preservation - Business)
- NR-C (Natural Resource - Conservancy)

For nonfarm development permitted under town density & siting policies:

- Residential and Rural Residential (TFR-1, SFR-1, SFR-2, RR-1, RR-2, RR-4, RR-8) zoning districts
- Rural Mixed-Use (RM-8, RM-16) zoning districts
- Commercial: LC (Limited Commercial), GC (General Commercial), HC (Heavy Commercial) with appropriate conditions as needed to meet the objectives of this plan.
- Processing, manufacturing and industrial districts: RI (Rural Infrastructure), MI (Manufacturing), with appropriate conditions as needed to meet objectives of the plan.

**Policies & Programs – Farmland Preservation Area:**

**Density Policies**

Within the Farmland Preservation Area, the density policies will serve as the primary tool for meeting the town's land use objectives to maintain rural character and preserve

agricultural land. The density policy limits the amount of non-farm development and will be used to guide Town decisions when considering rezones out of the FP district. Density limitations shall apply to residential and commercial development.

***Density Limitation***

Within the Farmland Preservation Area, residential development shall not exceed a density of one dwelling unit (also referred to herein as, “split” or “density unit”) per 35 acres held in single, contiguous ownership, as of February 4, 1981.

***Types of Development Limited***

Except as specifically exempted, this limitation shall apply to all residential development created after February 4, 1981, including:

1. *New single-family residential development.* Any land rezoned to allow for new residential development.
2. *Increased residential density.* Any land rezoned to allow for increasing density of development (for instance, rezoning from RR-4 to RR-2 to allow for two lots instead of one).
3. *New duplex residential development.* Land rezoned to the TFR-08 zoning district shall count as one density unit.
4. *New farm residences.* Any approved conditional use permit for a farm residence.
5. *Original farm residence.* All dwellings count towards the density limit, including the original farm dwelling.
6. *Non-farm commercial development.* Any non-farm commercial that require rezoning out of a farmland preservation zoning district. FP-B (ag business) is a farmland preservation zoning district.
7. *Sales of land or easements to public entities.* Sales of land or easements to public entities which require a rezoning out of FP unless otherwise indicated in sales contracts, deeds, or recorded agreements. This applies where the price paid for the land accounts for the value of a development right(s).
8. *Detached accessory dwelling units (ADUs).* Detached ADUs require the use of a development right. As defined in Section 10.004(4) of the Dane County Zoning Ordinance, a detached ADU is a second dwelling unit, limited in size, which is a freestanding accessory building, located on the same lot as a principal dwelling. This definition includes accessory buildings constructed in connection with a private garage or a private garage converted into a dwelling unit. Attached ADUs do not require a development right.

The following are exempt from the density limitations of this plan and do not count as a density unit taken.

1. *Sales to public entities.* Sales of land or easements to public entities, unless otherwise indicated in the terms of the deed or easement, where the price paid for the land does not account for a development right.
2. *Existing / replacement residences.* A replacement to a residence shall not count against this policy, provided that the preexisting residence will be demolished according to the Dane County Zoning Ordinance.

3. *Attached accessory dwelling units (ADUs)*. As defined in Section 10.004(3) of the Dane County Zoning Ordinance, an attached ADU is a second dwelling unit, limited in size, which is physically attached to an existing principal dwelling. ADUs have their own entrance, and do not share a main entrance with the principal residence on the lot.

**Example:**

The density standard of one dwelling unit or non-farm use per 35 acres of land owned as of February, 4 1981 means that a 140-acre farm as of that date would be eligible for up to 4 new lots for non-farm development if all other plan policies were met. This policy is not meant to require or encourage 35-acre dwelling unit lots; rather landowners are encouraged to create smaller clustered dwelling unit lots that meet the siting criteria of this plan.

**Rounding:**

Rounding is allowed. The maximum number of dwelling units allowed will be determined by dividing the acreage owned as of February 4, 1981. If the resulting quotient is a whole number, the owner may create that number of new dwelling units. If the quotient is a whole number plus a fraction, the owner may create that number of lots equal to the whole number plus one additional lot if the remainder equals or exceeds one-half ( $18/35$ ).

For example, a 90-acre parcel would be allowed a maximum of three dwelling units ( $90/35=2 \frac{20}{35}$ , or  $2.57=$  round up to 3). An 80-acre parcel would be allowed a maximum of two new dwelling units ( $80/35=2 \frac{10}{35}$ , or  $2.28=$ round down to 2).

**Determining original 12/4/1981 farm units:**

1. The Town will utilize the 1995 Land Atlas and Plat Book for Dane County by Rockford Map Publishers, Inc., as a guide to determining original farm ownership and acreage as of February 4, 1981. Parcel size will be based on gross acreage, which includes road and other public rights of way, as calculated by the Dane County GIS system. Landowners or applicants for rezoning proposals may submit more detailed information for consideration, such as recorded deeds or surveys.
2. An original farm unit, or base farm tract, is defined as contiguous lands in single ownership as of February 4, 1981. For the purposes of this policy, single ownership is defined as parcels owned by one individual or by a married couple, partnership, or corporation including that individual. Parcels interrupted by roads, other public rights-of-way, or by navigable waterways shall be considered contiguous for the purposes of calculating allowable density. Parcels meeting at a single point shall be considered contiguous.

**Eligible lands:**

When calculating original farm acreage and eligible density units, all property under single ownership within the Farmland Preservation Area shall be included. This includes land under water, within mapped wetlands, floodplains, or resource protection corridors.

***Land transfers after February 4, 1981 and allocation of density units:***

1. Land sales of over 35 acres occurring after February 4, 1981, do not result in new allotments of density units. When land sales of more than 35 acres occur after February 4, 1981 without clear documentation or recorded agreement between buyer and seller, or subsequent/current owners, regarding any transfer of splits or density units, the Town shall utilize a proportional allocation.
2. Proportional allocation: In the absence of clearly understood supporting documentation, any remaining splits will be allocated on a proportional basis among current owners of the February 4, 1981 farm unit in keeping with the Town's density policies. Under no circumstances shall the density standard be exceeded on the February 4, 1981 farm unit.
3. Landowners are encouraged to make clear in recorded documentation, such as a sales contract or warranty deed, that a density unit is being transferred or retained when selling tracts of land over 35 acres. The Town may request that any supporting documentation be included with development or rezone proposals. Supporting documents may include, but are not limited to, sales contracts, warranty deeds, affidavits, and written agreements.
4. Landowners who combine portions of different February 4, 1981 farm parcels in order to obtain over 35 acres are not entitled to a nonfarm density unit.

***When density units are exhausted:***

When eligible density units for an original February 4, 1981 farm have been exhausted, the town shall require the recording of a deed restriction that prohibits further residential development on the balance of the property. Portions of the property intended to remain in agricultural use shall be zoned FP-35 or FP-1.

**Transfers of development rights (TDR):**

A transfer of development rights program is a method of redirecting development from one part of the town, a "sending area," to other lands in a different part of the town, a "receiving area." The Town of Medina has adopted Dane County's Transfer of Development Rights Ordinance to facilitate the mutually agreed, voluntary transfer of development rights between landowners in the town.

The Town of Medina uses its TDR program to:

1. preserve farmland and rural character;
2. redirect nonfarm development away from productive agricultural lands;
3. encourage permanent protection of large blocks of contiguous farmland;
4. encourage permanent protection of regionally significant natural resource, environmental and recreational lands;
5. allow farmers reasonable compensation for their land;
6. direct development to more suitable areas where development is more efficiently served; and
7. to encourage infill development.

Transfers of density units between original February 4, 1981 farm units is allowed under the following conditions:

1. Sending parcels must be in the *Agricultural Preservation Area* as shown on Map 17, and be in a farmland preservation (FP) zoning district. Receiving parcels must be in the *Agricultural Preservation Area*, and be in either FP zoning or in a rural residential (RR) zoning district.
2. For each development right transferred, the receiving area land owner would be able to develop one housing unit above the number of housing units allocated to the February 4, 1981 parcel. The transfer ratio is 1:1.
3. The site to which the development right is to be transferred should be less suitable for agricultural use than the parcel from which the development right is to be transferred, as determined through an evaluation of the County Land Conservation soil groupings, unless no other acceptable locations are available.
4. At the time of a development right transfer, the sending area land must be zoned FP-35 or FP-1 and also be rezoned into Dane County's TDR-S Overlay Zoning District and to the TDR-R Overlay District, and be subject to a TDR easement, which will not alter the underlying FP-35 or FP-1 zoning.

***Allocation of Development Rights – Sending & Receiving***

Development rights are determined by the town density policy in Agricultural Preservation Districts. Development rights are transferred from a specific sending area parcel to a specific receiving area parcel. Any development rights transferred to a parcel in a receiving area, but not immediately used for the development planned in that receiving area parcel, remain with that receiving area parcel (that is, the development rights run with the land), and are subject to all other requirements related to development rights as set forth in the Dane County TDR Ordinance and the Town of Medina Comprehensive Plan. Land owners considering selling development rights for transfer, should be mindful that separation of the original farm (as defined in the density policy), requires the use of a development right.

**Sending Areas:** All lands within the Agricultural Preservation Area, except for substandard parcels, are considered potential “sending areas.” Prior to application, landowners must provide a Density Study Report from the Dane County Department of Planning and Development showing that the proposed sending property has development potential remaining under the Agricultural Preservation density policies. Within potential sending areas, the town will consider petitions by landowners to rezone all or a portion of their property into the TDR-S overlay zoning district (s.10.158, Dane County Code), provided at least one of the following criteria is met:

1. Soils on the land are predominately classified as Groups I, II or III agricultural soils under the Dane County Agricultural Land Evaluation (see Map 3), OR;
2. Reduction of potential nonfarm development would result in large blocks of contiguous, permanently protected farmland, natural resource land or other open space.
3. Encourages use of small non-conforming and/or FP-1 parcels, or reducing size of large (5+ acre) rural residential (RR) parcels.

**Receiving Areas:** All lands in the *Agricultural Preservation* planning areas are considered potential “receiving areas”. Within these areas, the town may consider petitions by landowners to rezone all or a portion of their property to an appropriate zoning district with a TDR-R overlay (s. 10.159, Dane County Code). The town board will recommend approval of petitions to the TDR-R overlay district, provided all of the following criteria are met:

1. Proposed receiving areas have minimal impact on Group I, II or III soils under the Dane County Land Evaluation and Site Assessment (LESA) system;
2. Proposed receiving areas are not within the Village of Marshall Urban Service Area unless expressly permitted by the Village of Marshall;
3. Where possible, proposed development would be clustered, and adjacent to existing nonfarm development;
4. No more than one development site or lot is created in a receiving area for each development right retired in a sending area (transfer ratio of 1:1);
5. If within an *Agricultural Preservation Area*, lot size for proposed development does not exceed 5 acres, and;
6. Proposed development meets all of the siting criteria for the appropriate planning area as identified in the Town of Medina Comprehensive Plan and the town driveway ordinance.

**Implementing a Transfer:**

Transfers from sending areas to receiving areas are accomplished by recording conservation easements and deed notices. Transfers are permitted only within the Town of Medina.

Conservation Easements. In order to transfer development rights from a sending area property in the TDR-S overlay district, the sending landowner must record a TDR Conservation Easement with the Dane County Register of Deeds (ROD). Conservation easements must:

1. Meet all the requirements of ss. 10.01(75m) and 10.158(3)(b), Dane County Code;
2. Specify the number of development rights being sent from the property;
3. Specify the number of development rights (if any) remaining on the property, and;
4. Must include the Town of Medina and Dane County as co-holders of the easement.

Deed Notices. Landowners of both the sending area and receiving area properties must record deed notices with the Dane County Register of Deeds. Deed notices must:

1. Meet all the requirements of ss. 10.01(41m) and 10.158(3)(b), Dane County Code;
2. Track the number of rights transferred from each sending parcel;
3. Track the number of rights transferred to each receiving parcel;
4. Identify each sending and receiving parcel by legal description and parcel number, and;
5. Reference a recorded TDR easement on an appropriate TDR-S zoned parcel.

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**Subdivision Plats:**

Subdivision plats (defined in Chapter 75, Dane County Code as 5 or more lots less than 35 acres in size created within 5 years) are not permitted in Farmland Preservation Areas.

**Development Siting Standards & Criteria:**

The Town shall use the following siting standards and criteria when reviewing proposed non-farm rezones or development, land divisions under county and town land division ordinances, and building siting under the town building permit ordinance. Farmland Preservation Zoning is in effect in the Town of Medina, therefore, all use changes will require rezoning.

1. Rezoning shall be considered using the criteria as follows:
  - a. Minimize consumption of viable farmland.
  - b. Land located such that there would be no possible conflict with surrounding agricultural uses.
  - c. Land which will allow construction of road or driveway for safe access on existing roadways by town and emergency vehicles in compliance with the current Town of Medina Driveway ordinance.
  - d. Land which does not disturb or destroy important natural features.
2. Rezoning shall be limited to that portion of land necessary for the proposed use. Proposals will be reviewed carefully to ensure minimal area is rezoned.
3. Lot size: within the Agricultural Preservation Area, the minimum parcel size for proposed new lots 40,000 square feet, and the maximum size for a proposed residential lot is 5 acres.
4. Public improvements such as roadway corridors, power lines, pipelines or sanitary landfill should recognize the Agricultural Land Preservation goals of the Town of Medina. Those agencies should submit such plans at initial planning stages to the Medina Town Board.

**Residential Development Guidelines**

Goal: To promote healthy, safe, convenient, attractive and environmentally sound housing that enhances the rural character of the Town of Medina.

Housing shall be directed to either the urban service area of the Village of Marshall or those areas found to be consistent with the rezoning criteria of the Agricultural Preservation Area implementation.

1. All residential development shall be on land having no severe or very severe limitations as shown on Map 4, Building Site Potential.
2. Erosion Control guidelines, standards and specifications to be followed are contained in the publication Minimizing Erosion in Urbanizing Areas; U.S.D.A. Soil Conservation Service.
3. Driveways shall be constructed in accordance with the current Town of Medina Driveway ordinance. Approval of driveway locations must be obtained from WisDOT or Dane County on state or county highways, respectively.
4. The required minimum lot size for any approved development in non-urban service areas shall be not less than 40,000 sq. ft. exclusive of roadways with a

minimum frontage as allowed by the current Dane County zoning ordinance. The maximum size of proposal residential lots is 5 acres.

5. Only certified surveys which meet the criteria of the Agricultural Preservation Area criteria will be considered for rezoning.
6. Single-family dwellings or manufactured homes shall be permitted on existing farm operations for members of the immediate family or those actively engaged in earning a substantial part of their livelihood from the farm operations. Such housing units will require the use of a development right.
7. Manufactured homes should be constructed to a minimum width of 20 feet and placed upon a concrete foundation or footing in accordance with U.B.C. requirements, and meet requirements of the town of Medina ordinance.

**Lot size:**

1. Within the Farmland Preservation Area, the minimum parcel size for proposed new lots is 40,000 sq. ft. exclusive of roadways with a minimum frontage as allowed by the current Dane County zoning ordinance. Nonfarm zoning parcels shall be the minimum size necessary to accommodate the proposed use, while meeting town driveway standards, minimum road frontage and other criteria of the town comprehensive plan. The maximum size of a proposed residential lot is 5 acres.

**Commercial Development:**

*Goal:* To encourage the appropriate location of commercial uses, which provide goods and services to the area, to be developed in a convenient, safe and attractive manner.

*Objectives:*

- To encourage major commercial development to locate in or adjacent to existing urban areas.
- To discourage strip commercial development along roadways.
- To control commercial development at the I-94 interchange to promote compact, convenient highway oriented facilities.
- To zone only that portion of land necessary for the immediate use when rezoning is requested, and to direct commercial development to areas already zoned commercial.

**Industrial and Commercial Development Guidelines**

*Goals & Objectives:* Non-farm industrial or commercial development is generally incompatible with the Town of Medina's goals of preserving farmland and a rural atmosphere. Therefore, the Town of Medina will discourage industrial development to avoid adversely affecting either the rural character of the town, or the natural environment.

*Policies:*

- All industry will be required to be served by public utilities and sewer in urban service areas.
- Isolated industrial or commercial development in agricultural areas where it may result in environmental degradation or conflicts with farming operations shall be discouraged.

- Mineral extraction operations must be temporary in nature, with the acceptance of the initial approval granted by the Medina Town Board. Mineral Extraction Industries agree to operate under the conditions that may be prepared and required by the Town of Medina. Mineral extraction operations shall be in compliance with current Town of Medina ordinances and Wisconsin Department of Natural Resources requirements for such operations and sufficient bonding shall be required by the Town of Medina to assure complete restoration

### **Rural Development District**

*Purpose:*

To allow development of Town facilities including a new town hall, while also allowing development of non-agriculture use, namely residential and commercial uses.

*Goal:*

Ensure high quality Town facilities and services by providing land for new town facilities such as the Town Hall and garage, while also providing flexibility for future development. Non-farm development should be high in quality and compatible with surrounding land uses.

*Objectives:*

Enable residential or commercial development compatible with surrounding land uses.

*Policies:*

Development proposals will be considered on a case-by-case basis.

### **Environmental & Resource Protection District**

*Goal:*

The Town of Medina recognizes and respects the role of the natural environment as an irreplaceable resource and has developed policies to ensure its value to future generations.

*Objectives:*

The Town of Medina has established the Environmental & Resource Protection District to preserve and enhance unique and sensitive natural resources within the Town of Medina. This district applies to lands within 100-year floodplains, wetlands, significant woodlands, and steep slopes exceeding 12% grade. Non-farm development within the Environmental & Resource Protection District is generally discouraged. Any proposed development in this district shall comply with the policies listed below, and with the standards and criteria of the Agricultural Preservation District.

*Policies:*

The following Environmental & Resource Protection District policies apply to the areas designated on Map 17 (Planned Land Use).

- In order to minimize potential adverse impacts on the quality of ground and surface water, all development will be directed away from sensitive areas such as floodplain, wetlands, designated areas of scenic beauty and conservation as shown

on Map 4 (Building Site Potential), Map 6 (Water Resources) and Map 7 (Environmental Features).

- To fully utilize natural drainage patterns in development designs and prevent flooding or overloading existing drainage systems by the proposed new development, all drainage plans are to be submitted with all certified surveys and approved by the Medina Town Board.
- To preserve the role of wetlands\* as essential components to ground and surface water systems as well as wildlife habitat, no wetlands may be filled for development.
- To protect shoreland and floodplain areas and emphasize their value to the community as focal points of natural beauty and recreation, all areas of development shall be in areas of suitable soil conditions as shown on Map 4, (Building Site Potential) suitable areas on the Water Resources Map 6 and not disturbing key environmental features as indicated on Map 7 (Environmental Features).
- To require that mineral extraction activities will have no negative effects on the environment and adjacent land uses.
- All such activities shall conform to Dane County Zoning and Wisconsin Department of Natural Resources (DNR) requirements for such operations.

\*Wetlands defined as per Wisconsin DNR Wetland Inventory

## CHAPTER NINE: IMPLEMENTATION

### **Procedures For Amending The Land Use Plan**

The Town planning commission will continue to study issues and problems relating to the use of the land in the town and on an annual basis evaluate the plans effectiveness and recommend needed changes to the Town Board.

The Town Board, upon application from landowners, may change the district boundaries on the land use plan when it is found that the change is consistent with district policies.

In both cases, the following procedures will be used for changing the plan:

1. The town planning commission will notify all concerned individuals and conduct a public hearing to present and gather information,
2. Following the public hearing, the Planning Commission shall make a recommendation to the Town Board.
3. The Town Board, at a regular meeting, shall act on the Planning Commission's recommendation and approve, deny or amend any proposed change to this plan.

### **Integration of Plan Elements**

In accordance with the State's comprehensive planning law, each element of the Town of Medina Comprehensive Plan is integrated and consistent with the other elements of the plan. Elements have been carefully prepared so as to collectively achieve the Town of Medina's vision and goals.

### **Plan Implementation**

In order for the town land use plan to have meaning and reflect the commitment of the town, the following plan implementation will be followed by town officials.

#### **Environmental Protection**

Environmental protection policies are primarily implemented through the Floodplain Zoning District, Shoreland Zoning District and the Shoreland Wetland District of the Dane County Zoning Ordinance. Besides the protection offered by these zoning districts, there are areas beyond these districts which need protection. In such cases, Conservancy/Natural Resource Zoning will also be considered to provide needed protection to a resource area.

#### **Residential Development**

Residential development policies will be implemented through careful review of all rezoning and land division requests. The intent is to keep most areas in agricultural use, minimize non-farm residential development and preserve agricultural land to the extent practicable. For development to take place, land will have to be rezoned according to the

agricultural land policies.

Commercial Development

Commercial development policies will be followed closely in making any rezoning decision.

Industrial Development

Industrial development policies will be followed closely in making any rezoning decision.

Agricultural Preservation

The primary policy goal for agricultural lands is preservation, with limited non-farm residential uses allowed unless productive agricultural land. The town has adopted the Farmland Preservation (FP) districts of the Dane County Zoning Ordinance. The agricultural preservation policies, including density policy will be followed closely in making decisions on rezoning.

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