Town of Rutland

2025 to 2055



TOWN OF RUTLAND
Comprehensive Plan

ADOPTED MAY 7, 2025

Acknowledgments

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Introduction

Plan Purpose and Process

State statute requires every Wisconsin community to maintain a comprehensive plan that looks out to at least a 20-year planning horizon and is updated every 10 years. This plan covers 2025 through 2055. The chapters of the plan correspond to the planning elements required under state law.

Location and Planning Context

The Town of Rutland lies along the southern edge of Dane County, abutting Rock County. Rutland shares borders with the towns of Oregon, Dunn, Pleasant Springs, and Dunkirk in Dane County and the town of Union in Rock County.

The City of Stoughton, Village of Oregon, and Village of Brooklyn are located to the northwest, northeast, and southwest respectively. These municipalities each include land that was originally part of the Town of Rutland, and each currently exercises their extraterritorial authority to review minor land divisions within three miles (Stoughton) or one and a half miles (Oregon and Brooklyn) from their corporate limits. Due to Dane County's strong growth, Rutland expects additional annexation pressure from each of these communities, most likely for new housing development.

Past Planning Efforts

Rutland first adopted a Land Use Plan in 2001. This plan later became the basis for the Town's first Comprehensive Plan in 2007. The 2007 plan was created through a joint effort with four other towns (Albion, Blooming Grove, Dunkirk, and Pleasant Springs) that was funded by a Wisconsin Land Council grant. The same grant also funded plans for the City of Edgerton, the Village of Brooklyn, and the Village of Deerfield.

History of Growth

Rutland, like the rest of Dane County, is within the ancestral lands of the Ho Chunk Nation. Europeans first settled in the township in the mid-1800s. Most of the first white settlers were descendants of English immigrants who had originally settled in the state of Vermont. The town is named after these immigrants' former home, the County of Rutland in England.

Vision and Priorities

Community Vision

A vision statement is a positive, aspirational view of how the community wants to look, feel, and be perceived in the future. It is a foundation on which to build more detailed implementation strategies and tasks. The statement also provides one way to evaluate progress towards the future a community has in mind for itself.

"The Town of Rutland provides effective local governance, a vibrant rural atmosphere, and abundant, accessible natural beauty."

Top Priority Implementation Tasks

The following are a list of suggested implementation tasks to begin 2025. They represent a combination of the steps needed to accomplish objectives that were highly ranked in one or both community surveys, topics of discussion at community open houses, and recommended during Task Force consultation of Dane County and CARPC staff.

1. Support Rutland's local ag economy. | **Link**
2. Codify and clarify Rutland's Transfer of Development Rights (TDR) policy to ensure that it remains accessible and practical for property owners of varying parcel sizes. | **Link**
3. Schedule an annual review of progress towards the goals and objectives contained within this plan. | **Link**
4. Monitor and maintain local road surface conditions. | **Link**
5. Work with CARPC, Dane County, and/or other agencies to identify areas that are sensitive to disruption or present an opportunity for restoration while making land use decisions. | **Link**

Community Priorities

Background

Rutland's comprehensive plan is the basis for land use and planning within the Town. State statute requires every Wisconsin community to maintain a comprehensive plan that looks out to at least a 20-year planning horizon and is updated every 10 years. This plan covers 2025 through 2055.

A Community Task Force worked with the Town Board and Capital Area Regional Planning Commission to update the Plan during 2024 and 2025.

Public Outreach

Public Survey #1 (January 10 – March 1, 2024)

The planning process kicked off in early 2024 with a Comprehensive Planning Public Survey. The Town received 240 responses during the survey period, representing about 15% of the Town's voting age population. The first survey asked respondents about their priorities for future growth, feedback on services and land uses, and for them to comment on goals from the 2007 comprehensive plan. Most respondents said the Town was developing at about the right rate; however, respondents did not want the Town to encourage a wider range of housing options or to allow conservation subdivisions. Respondents indicated they may appreciate increased road maintenance and safety, parks and trails, more recycling options, curbside waste pickup, and a dog park, and that they were willing to be taxed a little more to expand Town facilities and services. Responses were generally supportive of natural and agricultural resource preservation and skeptical of residential or industrial development (particularly gravel pit mining). Protecting waterways, green spaces, and supporting small farms and agriculturally based small businesses/organizations were common themes in the responses.

Open House #1 (April 9, 2024)

The second opportunity for public input was a Comprehensive Plan Open House at the Rutland Town Hall in April 2024. At this event, the planning team shared results from the public survey, explained how public input will shape the plan, and talked with residents about key issues facing the Town. The comments received at the open house covered a few key issues surrounding land use including agricultural preservation practices, conservation and recreation, road safety, and mining. Additionally, many residents identified broadband connectivity as a common problem and questioned how to connect the Town to programs at other levels of government to improve access, speed, and reliability.

Public Survey #2 (July 7 – August 7, 2024)

The second survey presented respondents with a community vision statement, revised goals and objectives, and with additional information on accessory dwelling units (ADU) and cluster development/conservation subdivisions. It asked respondents to interpret the meaning of the key components in the draft vision statement: effective local governance, a vibrant agrarian atmosphere, and accessible natural beauty. It then asked respondents to rate their level of support for draft goals and objectives for manifesting the vision. Residents supported many of the goals and objectives, but some received many "unsure / need more information" responses, indicating that providing supplemental information or links to educational resources would likely be useful in future surveys. Housing goals and objectives received the most mixed response. The survey provided more information and examples of cluster development and ADUs and again asked respondents to rate their support for these housing methods; the response was significantly more positive than in

previous questions, although cluster development did not receive an outright supportive majority. Finally, the survey asked respondents rank their priorities for tax allocation, of which the top three were protecting natural resources, infrastructural maintenance, and farmland preservation.

Open House #2 (March 12, 2025)

A second Comprehensive Plan Open House was held at the Rutland Town Hall in March 2025. At this event, the planning team and Task Force members presented maps covering key elements of the forthcoming draft of the plan and were available to attendees for questions and discussions about the draft document.

Public Hearing (March 31, 2025)

The Town of Rutland noticed a public hearing at 5:30 p.m. on March 31st held by the Planning Commission. Task Force members attended the hearing and the Co- Chair of the Comprehensive Plan Task Force gave an overview of the process from August 2023 to the present. Five members of the public registered to speak on the draft plan. The Planning Commission recommended Town Board adoption.

Feedback on the Draft Vision

During the public outreach process, residents were asked what qualities best represented the three components of the vision statement. The following tables summarize the number of respondents and the percent of all responses for options where support exceeded 80% of the total responses.

"Effective Government"

COMPONENT	N	%
Maintaining infrastructure (e.g., roads, bridges, water/sewer/gas)	106	95%
Ensuring fiscal responsibility and budget management	98	88%
Providing essential services in an accessible and equitable manner (trash collection, snow removal, fire department)	97	87%
Setting policy and regulations (ordinances, taxes, planning & zoning)	95	85%

"Agrarian Atmosphere"

COMPONENT	N	%
Streams, ponds, lakes, and wetlands	95	85%
Wildlife habitat	93	83%

"Natural Beauty"

COMPONENT	N	%
Wetlands, lakes, rivers, and streams	100	89%
Wildlife and nature sounds (birds, animals)	97	87%
Good air quality and a dark night sky	96	86%
Forests, trees, and tree-lined roads and pathways	93	83%
Prairies and meadows, including wildflowers and native plants	91	81%

Feedback on Community Priorities

During Survey #2, residents were asked to indicate support for draft objectives taken from the 2007 plan and updated by the Task Force. The following tables summarize objectives that received support from 80% of survey respondents.

GOAL	OBJECTIVE	SUPPORT	DO NOT SUPPORT	UNSURE / MORE INFO
Natural & Agricultural Resources	Protect farmland, natural resources, and environmentally sensitive lands for future generations.	97.32%	0.89%	0.89%
	Protect critical resources like aquifers, groundwater recharge areas, wetlands, and wildlife habitat.	96.43%	0.00%	2.68%
	Protect the Badfish Creek watershed and enhance water-based recreational opportunities.	88.39%	0.89%	9.82%
	Encourage resource conservation and restoration practices on public and private land.	88.39%	1.79%	8.93%
	Encourage the use of regenerative agriculture and conservation practices on farmland.	84.82%	0.89%	14.29%
	Protect scenic vistas/viewsheds.	83.93%	1.79%	12.50%

GOAL	OBJECTIVE	SUPPORT	DO NOT SUPPORT	UNSURE / MORE INFO
Community Services	Provide effective service and transparent governance to Town residents.	94.64%	0.00%	3.57%
	Ensure that residents have cost-effective solid waste and recycling services.	94.64%	3.57%	1.79%
	Make it easy for residents to get information on and participate in Town activities.	94.64%	0.00%	4.46%
	Maintain an adequate system of Township public infrastructure and buildings.	83.93%	8.93%	6.25%
Plan Implementation	Keep this comprehensive plan relevant, usable, and timely.	90.18%	0.00%	8.93%
	Identify ways to help residents become more familiar with the Comprehensive Plan.	91.96%	0.89%	6.25%
Transportation	Establish and maintain a standard of safety and maintenance for all Town roads.	91.96%	2.68%	4.46%
	Stay up to date on state, county, and municipal transportation plans and opportunities with potential to affect the Town.	86.61%	2.68%	9.82%
Intergovernmental Cooperation	Learn from other Dane County towns on best practices for farmland preservation, natural resource protection, and other priority issues.	85.71%	3.57%	10.71%
	Cultivate effective, proactive working relationships with other units of government.	83.93%	3.57%	11.61%
Land Use	Develop policies (such as procedures and ordinances) to manage or restrict negative impacts from large scale projects such as landfills, airports, mining, target shooting, concentrated animal feeding operations (CAFOs) etc.	81.25%	7.14%	10.71%
Economic Development	Foster a sustainable, agriculture-based local economy.	81.25%	0.00%	17.86%

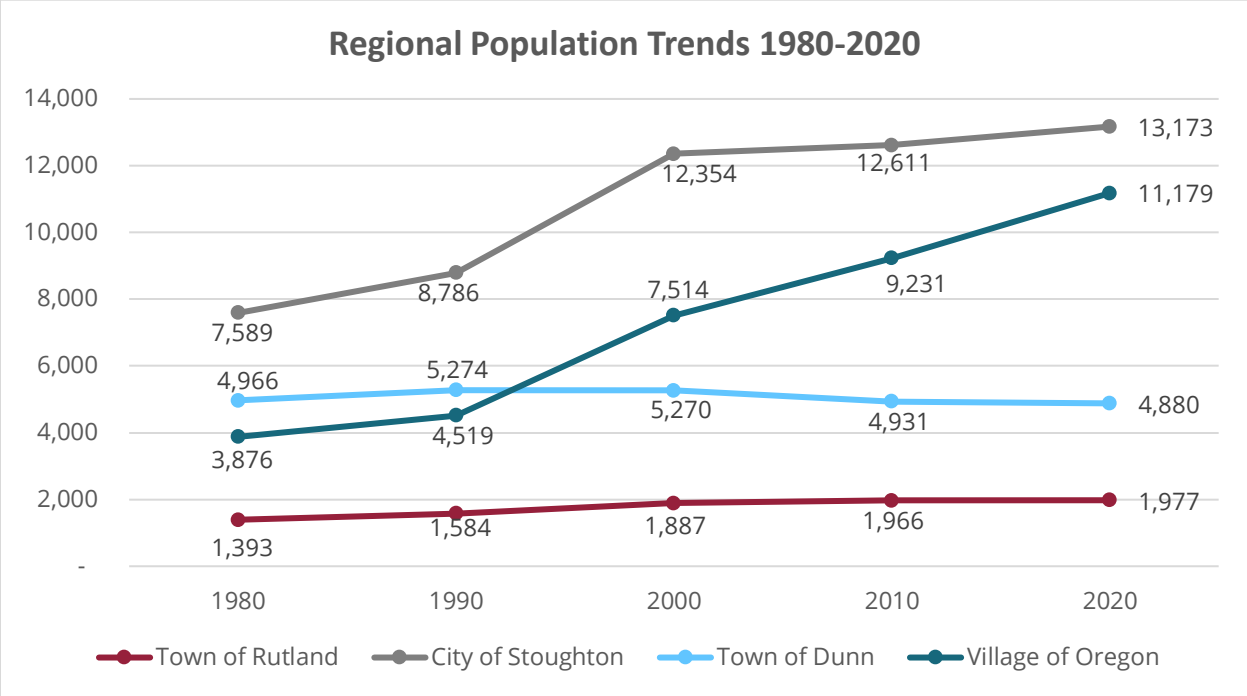
Demographics and Trends

- Assuming residential development in Rutland follows the trend of the past 40 years, Rutland's population of 1,977 would grow by 560 people over the next few decades.
- Proportionally fewer Rutland residents live below the poverty level than Dane County and the state.
- Residents are, on average, older than Dane County and Wisconsin residents.
- Rutland has a median household income of $95,313, approximately $10,000 higher than Dane County and $20,000 higher than Wisconsin.

Population Trends

The population of the Town of Rutland increased by only 5% (90 people) from 2000 to 2020, following 35% growth (494 people) from 1980-2000. There was a net gain of only 11 residents from 2010 to 2020. The adjacent communities of Oregon and Stoughton, as shown in Table 1, and Dane County as a whole, grew much faster over the past four decades. Oregon in particular is experiencing rapid growth, with a large population increase (20% and just shy of 2,000 new residents) over the past decade.

Figure 1: Regional Population Trends, 1980-2020



Source: Decennial Census, 1980—2020

Table 1: Population Trends (1980-2020)

	1980	1990	2000	2010	2020	POPULATION CHANGE 2010-2020	POPULATION CHANGE 2010-2020 (%)
Town of Rutland	1,393	1,584	1,887	1,966	1,977	11	.56
Town of Dunn	4,966	5,274	5,270	4,931	4,880	-51	-1.03
City of Stoughton	7,589	8,786	12,354	12,611	13,173	562	4.46
Village of Oregon	3,876	4,519	7,514	9,231	11,179	1,948	21.10
Dane County	323,545	368,444	428,558	489,247	561,504	72,257	14.77
Wisconsin	4,705,767	4,891,769	5,363,67	5,686,98	5,893,71	206,732	3.63

Source: IPUMS NHGIS, University of Minnesota, www.nhgis.org

Age Profile

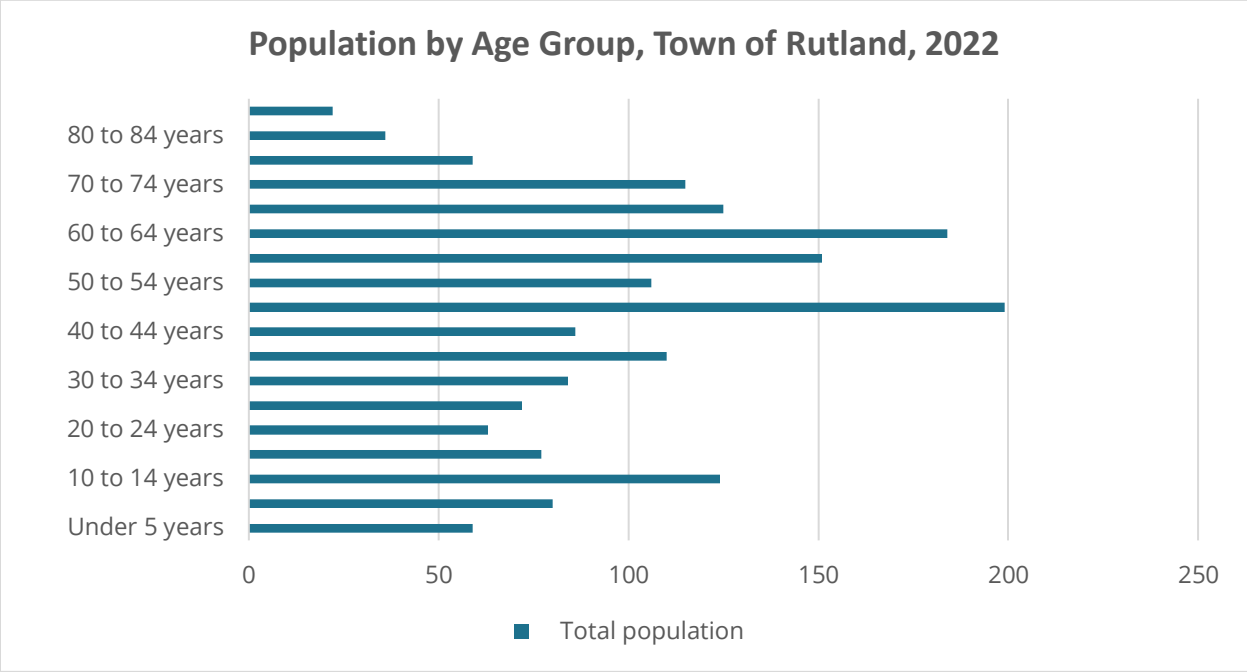
Rutland's population, like many other communities around the region, state, and nation, is aging. Nearly one in four Rutland residents is over the age of 65. The median age of residents (49.8) is 14 years older than Dane County. Conversely, individuals under the age of 18 account for proportionally fewer Rutland residents now than they did ten years ago. For the most part, these changes are driven by the makeup of the households in the Town and its relatively small population. The relative proportion of residents in each age group tends to ebb and flow, but the current trend includes the aging of existing residents, smaller families, and children moving out of the town.

Table 2: Age and Sex Profiles (2010-2020)

	TOWN OF RUTLAND		DANE COUNTY		STATE OF WISCONSIN	
	2010	2020	2010	2020	2010	2020
Median age	46.4	49.8	34.4	35.7	38.5	40.1
Percent under 18	21	18.7	21.7	20.1	24	20.7
Percent 65 and over	12	22.6	10.3	16.0	13.7	19.3
Percent female	48.4	48.4	50.5	50.4	50.4	50.3
Percent male	51.6	51.6	49.5	49.6	49.6	49.7

Source: US Census Bureau, Decennial Census, 2010, 2020, (P13, P12)

Figure 2: Population by Age Group (2022)



*Source: US Census Bureau, American Community Survey 5-year Estimates, 2022 (S0101)**

Table 3: Race and Ethnicity (2020)

	RUTLAND	DANE COUNTY	STATE OF WISCONSIN
White	92.7%	77.6%	80.4%
Black or African American	0.2%	5.4%	6.4%
American Indian and Alaska Native	0.4%	0.4%	1.0%
Asian	0.9%	6.4%	3.0%
Native Hawaiian and Other Pacific Islander	0.0%	0.0%	0.0%
Some Other Race	1.0%	3.2%	3.1%
Two or More Races	4.8%	6.9%	6.1%
Hispanic or Latino (any race)	3.0%	7.5%	7.6%

Source: US Census Bureau, Decennial Census, 2020, (DP1)

Race and Ethnicity

Rutland's population has historically been predominantly White and non-Hispanic or Latino based on data from the Census Bureau. Rutland residents self-reporting as Hispanic or Latino of any race in the 2020 Decennial Census accounted for 3% of the total population, a smaller share than Dane County and Wisconsin. Residents reporting their race in one or more category account for around 7% of the total population. This stands in contrast to Dane County as a whole, where one in five residents reported their race or ethnicity in those same categories.

Education and Income Levels

Distribution of educational attainment in Rutland is similar to Wisconsin as a whole. Residents who attained at least a high school diploma (97%) and bachelor's degree or higher (24%) is slightly higher than rates in Wisconsin. Rutland residents with less than a high school diploma (3%) is proportionally lower than the state (7%). Educational attainment in Dane County is much higher than both Rutland and Wisconsin. Over half of Dane County residents have a bachelor's degree, one in five residents has a graduate or professional degree.

Table 4: Educational Attainment for People 25 and Over (2022)

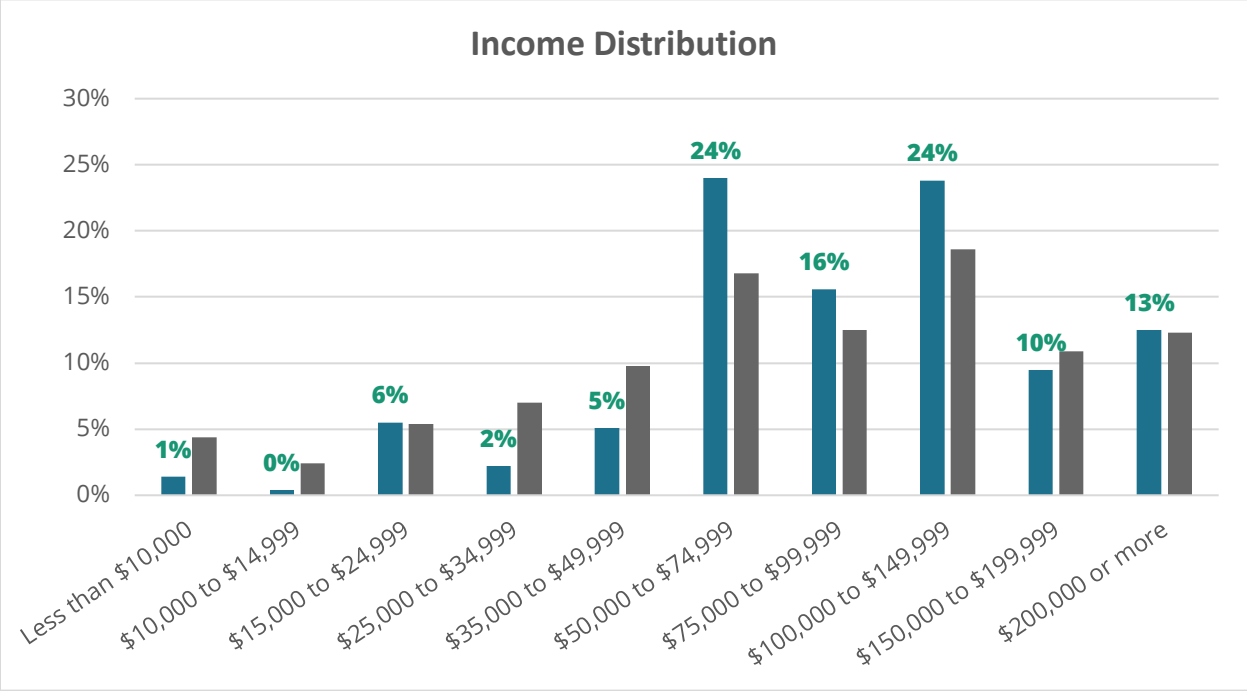
	RUTLAND (%)	DANE COUNTY (%)	STATE OF WISCONSIN (%)
Less than high school graduate	2.8	4	6.9
High school graduate or GED	25.7	17.5	29.9
HS graduate or higher	97.2	96.0	93.1
Some college or associate's degree	35.0	24.5	31.1
Bachelor's degree	24.2	32.5	21.1
Bachelor's degree or higher	36.4	54	32.0
Graduate or professional degree	12.2	21.5	11.0

Source: US Census Bureau, American Community Survey 5-year Estimates, 2022 (S1501)

Estimated median household income in Rutland is $95,313. This is higher than Dane County, which is $82,838. Households with incomes between $50,000 and $150,000

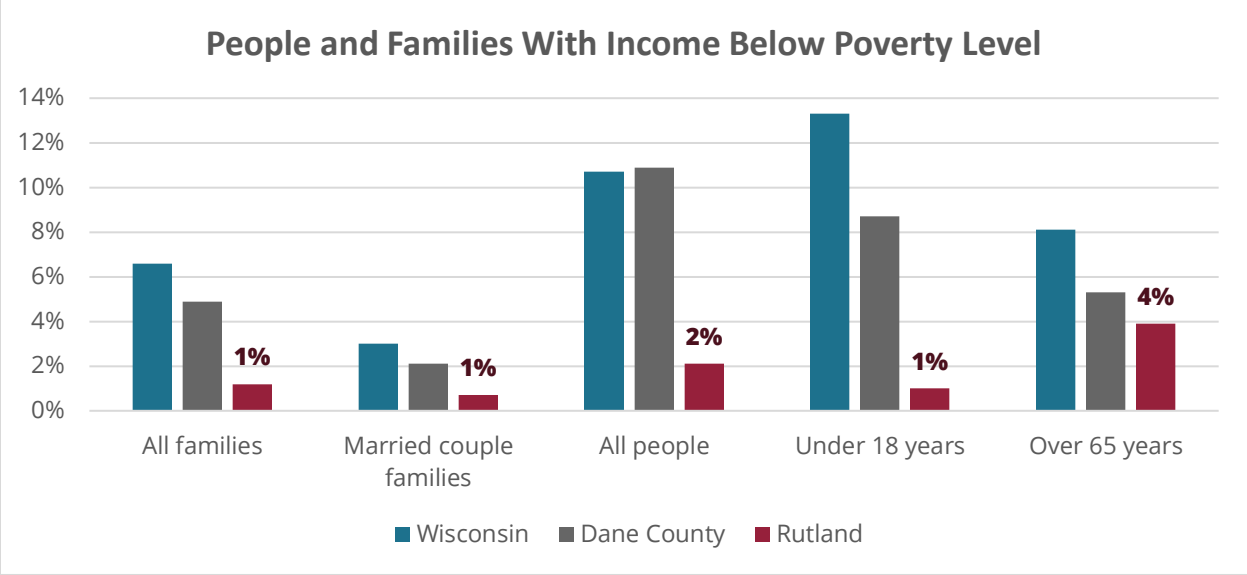
account for almost two out of three in Rutland whereas just under half of Dane County households fall into those same income ranges (Figure 3).

Figure 3: Town of Rutland Income Distribution, 2022



Source: US Census Bureau, American Community Survey 5-year Estimates, 2022 (DP03)

Figure 4: Poverty in the Town of Rutland, 2022



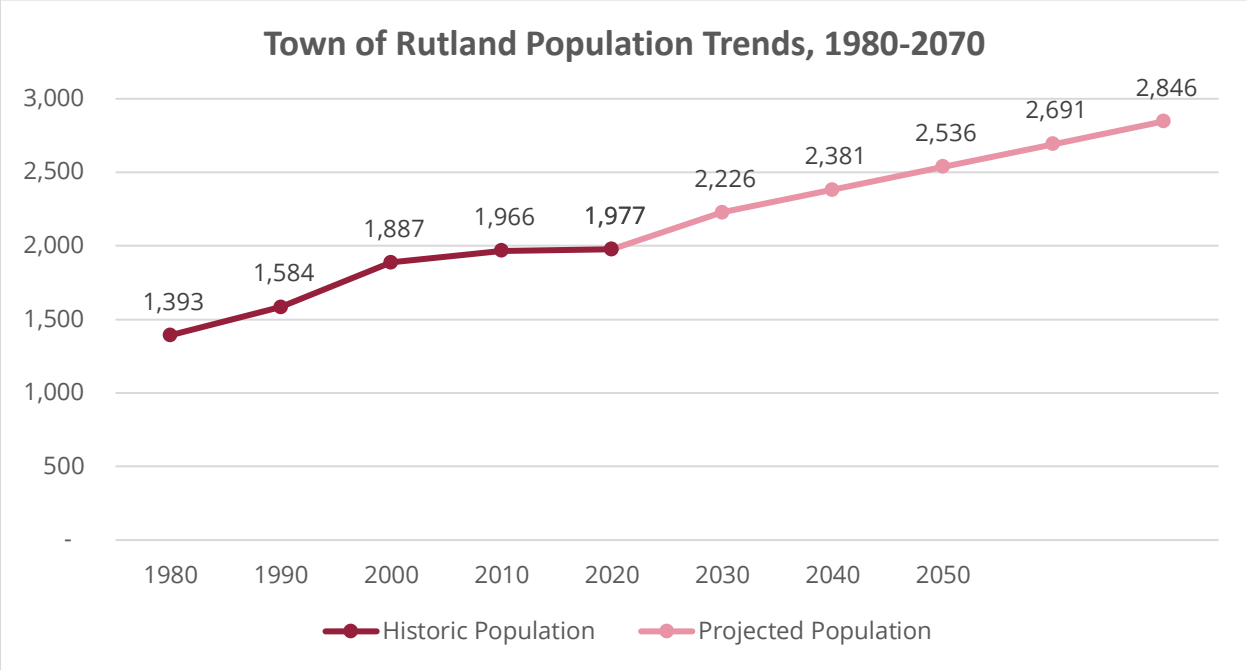
Source: US Census Bureau, American Community Survey 5-year Estimates, 2022 (DP03)

The percentage of families and people whose income is below the poverty level in Rutland is much lower than that of Dane County and Wisconsin (Figure 4). An estimated 4% of adults over 65 and 1% of children live in households with incomes below the poverty level. Roughly 2% of Rutland's total population lives below the poverty level.

Due to Rutland's small population size, margins of error for these estimates are higher than the estimates themselves. The actual number of households with income below the poverty level may be higher than the estimates, but based on margins of error, the true number of people with incomes below the poverty level is very likely less than 5% of the population.

Population Projections

Figure 5: Historic and Projected Population (1980-2070)



Source: US Census Bureau, Decennial Census, 1980-2020.
Projections calculated through linear OLS.

Population changes in a community will have a significant impact on how a community fashions its comprehensive plan. While most communities have similar goals, the needs of a fast-growing community will likely be different than those of a community with a stable or declining population.

Projections can help determine how much land a community will need to allocate to different types of land uses in its overall development plan. They can also be used to help assess the changes that may be required in the available housing, transportation networks, recreational and school facilities and similar public and private facilities. And finally,

projections can be used to help assess the changes that may occur to the community's character, local economy, agricultural land base and the natural environment.

Although population projections are an important tool, a word of caution is in order. Projecting population change is best done on a large geographic scale. As the geographic area becomes smaller, it becomes increasingly difficult to project into the future with a high degree of certainty. The loss of a single, major employer, for example, can significantly reduce a small community's population. Likewise, a policy change by the local governing body can boost a community's growth. This is why it will be necessary for the Town of Rutland to periodically review the population projections this plan is based on to ensure that they reflect current conditions and ever-changing demographic trends.

While the Town of Rutland has experienced modest population growth over the previous 40 years, it remains far below the growth rates of many other communities in Dane County. The Town population is expected to grow to 2,536 people by 2050, following the average growth rate of 15.5 persons per year between 1980 and 2020. This means about 560 new residents.

Agricultural, Natural, and Cultural Resources

Key Takeaways

- In the past 10 years, Dane County has lost nearly 500 farms due to consolidation of land into fewer operations and sale of land for development.
- Rutland is located within five subwatersheds: Oregon Branch, Rutland Creek-Badfish Creek, Lake Kegonsa-Yahara River, City of Stoughton-Yahara River, and Badfish Creek.
- Fifty-three properties in the Town of Rutland are listed in the Wisconsin Historical Society's Architecture and History Inventory (AHI).
- There are seven archaeological sites in the Town of Rutland.

Goal

Protect and preserve farmland, natural resources, and environmentally sensitive lands for future generations, ensuring the sustainable management of these resources.

Objective 1

Protect and expand public green space.

Action

Work with CARPC, Dane County, or other agencies to identify areas that are sensitive to disruption or present an opportunity for restoration while making land use decisions.

- Foster a relationship with Groundswell Conservancy to help explore or initiate conservation easements that will protect and preserve farmland and critical wildlife habitat.

Objective 2

Protect and prevent contamination of critical resources such as aquifers, groundwater recharge areas, wetlands, and wildlife habitats, especially from potentially harmful activities.

Actions

Aid local farmers in participating in a producer-led group focused on nonpoint source pollution abatement.

- Review existing local, county and state standards regulating stormwater management and groundwater protection.
- Consider whether the Town can or should adopt stricter local standards to protect groundwater from contamination.
- Consider whether the Town can or should adopt stricter local standards to protect and downstream property from stormwater runoff.

Reduce chloride pollution in surface waters and drinking water.

- Encourage and implement best management practices for Town facilities and snow removal to reduce the use of salt for de-icing and in water softeners.
- Provide residents and private businesses with materials about the efficient use of salt for de-icing driveways and sidewalks and in water softeners.
- Regularly send Public Works staff to Wisconsin Salt Wise trainings and local equipment open house events.
- Implement best practices to reduce salt usage while maintaining safe roads.

Objective 3

Protect scenic vistas/viewsheds.

Actions

Consider vistas and viewsheds in future development planning.

Objective 4

Protect the Badfish Creek watershed and enhance water-based recreational opportunities.

Actions

Encourage greater buffer distances for development adjacent to bodies of water.

Encourage the preservation and planting of native species within required setbacks to filter runoff and screen views of development from the creek.

Improve canoe/kayak access to Badfish Creek.

- Partner with the Friends of Badfish Creek Watershed (FBCW) and support their expansion of outdoor recreation opportunities and trail maintenance activities.
- Support FBCW efforts to maintain existing access/egress points, and removal of downed trees.

Objective 5

Enhance resource conservation and restoration practices on public and private land.

Actions

Promote stormwater management on private property through practices such as rain gardens and native plantings.

- Draft policies for the development review process.
- Avoid disturbance of productive agricultural land.
- Avoid disturbance of floodplains, wetlands and other areas adjacent to water resources or wooded steep slopes and require appropriate vegetated buffers surrounding such resources.
- Minimize the number and length of driveways.
- Avoid fragmentation of contiguous wooded lots over 20 acres.

Objective 6

Expand the use of regenerative agriculture and conservation practices on farmland.

Actions

Encourage practices that can lower stormwater runoff, limit soil erosion, and build soil health.

- Accommodate non-traditional agricultural land uses and changes to agribusiness practices.
- Provide residents with educational resources about point source and non-point pollution prevention and detection.
- Encourage cover-cropping, nutrient management, and no-till practices.

Ag Preservation Tools

Transfer of Development Rights (TDR) is a practice that allows landowners to sell development rights under town density policies. Dane County has adopted a Transfer of Development Rights ordinance to support town TDR programs. Lands are divided into "TDR Sending Areas," where lands are to be protected from development, and "TDR Receiving Areas," where lands are encouraged to develop. Town TDR policies vary according to their adopted comprehensive plan.

Purchase of Development Rights (PDR) is a preservation strategy where a Town or non-profit organization like Groundswell Conservancy purchases the rights to develop on agricultural lands from landowners. PDR can be funded through a variety of methods like tax levy, grant funding, development fees, and application fees. The purchase of development rights (“splits”) results in a **conservation easement**, a restriction placed on the deed that permanently limits development of the property.

- Restrict farming and development in areas with hydric soils, as well as areas identified as Voluntary Environmental Corridor on Map 2: Soils and Map 5: Natural Resources, to support restoration of "seasonal" wetlands.

Objective 7

Expand access to and opportunities for all types of outdoor recreation.

Actions

Conduct audits of existing recreational facilities/opportunities in the Town.

- Ensure that public facilities meet ADA accessibility requirements.
- Review whether facilities and activities are enjoyable by a range of ages, skill levels, and backgrounds.

Raise resident awareness of facilities and the recreational uses they support.



Agriculture

Agriculture has a significant impact on our landscape and our cultural identity, though it has been in decline as an economic activity. In 2024, agricultural production and food processing represented 14.3% of Wisconsin's total economic impact, contributing $116.3 billion in industrial revenues. Agricultural businesses provided 353,900 jobs (9.5% of Wisconsin jobs) and contributed $21.2 billion to labor income.

Statewide, the number of mid-sized farms is decreasing as the numbers of small and large farms are both increasing. Hobby-type farms are becoming more popular as interest in small-scale and specialized products increases. At the same time, economics are forcing a small proportion of full-time farmers to increase the size of their operations.

Farmland Conversion and Protection

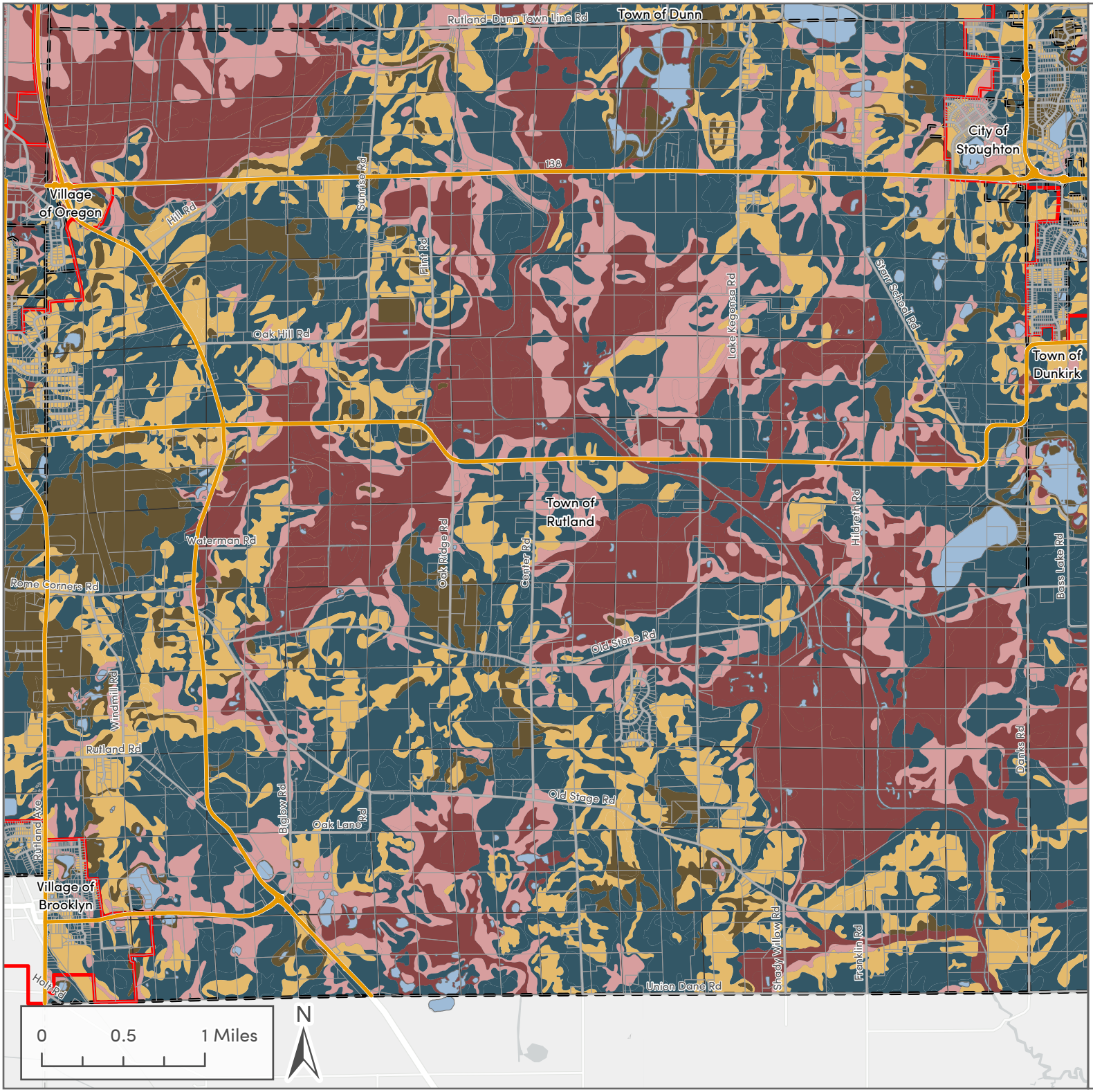
Farmland conversion occurs when previously farmed land is converted to another use or is no longer farmed. In some cases, marginal farmland becomes uneconomical to farm and is allowed to revert to a natural state. In most cases, farmland is sold for development purposes.

Table 5: Dane County Farm Size (2012 to 2022)

	2012		2022	
FARM SIZE (Acres)	Number	%	Number	%
1 to 9	352	13	349	15
10 to 49	829	30	770	34
50 to 179	875	32	618	27
180 to 499	479	17	343	15
500 to 999	124	5	120	5
1,000 or More	90	3	84	4
Total	**2,749**		**2,284**	

Source: U.S. Census of Agriculture

There are roughly 500 fewer farms today in Dane County than there were 10 years ago. The average farm size also changed over the past decade, with mid-sized farms disappearing in higher numbers. As illustrated in Table 5, small and large-sized farms disappeared in smaller numbers and currently account for a larger proportion of total farms than they did in 2012.



Town of Rutland

Town of Rutland

Agricultural Resources

Legend

- Highway
- Local Road
- Ramp
- Municipal Boundaries
- Parcels
- Quarter Sections
- Urban Service Area
- Lakes and Ponds

Hydric Soils

- Hydric or Predominantly Hydric
- Partially Hydric or Predominantly Non-hydric

Farmland Class

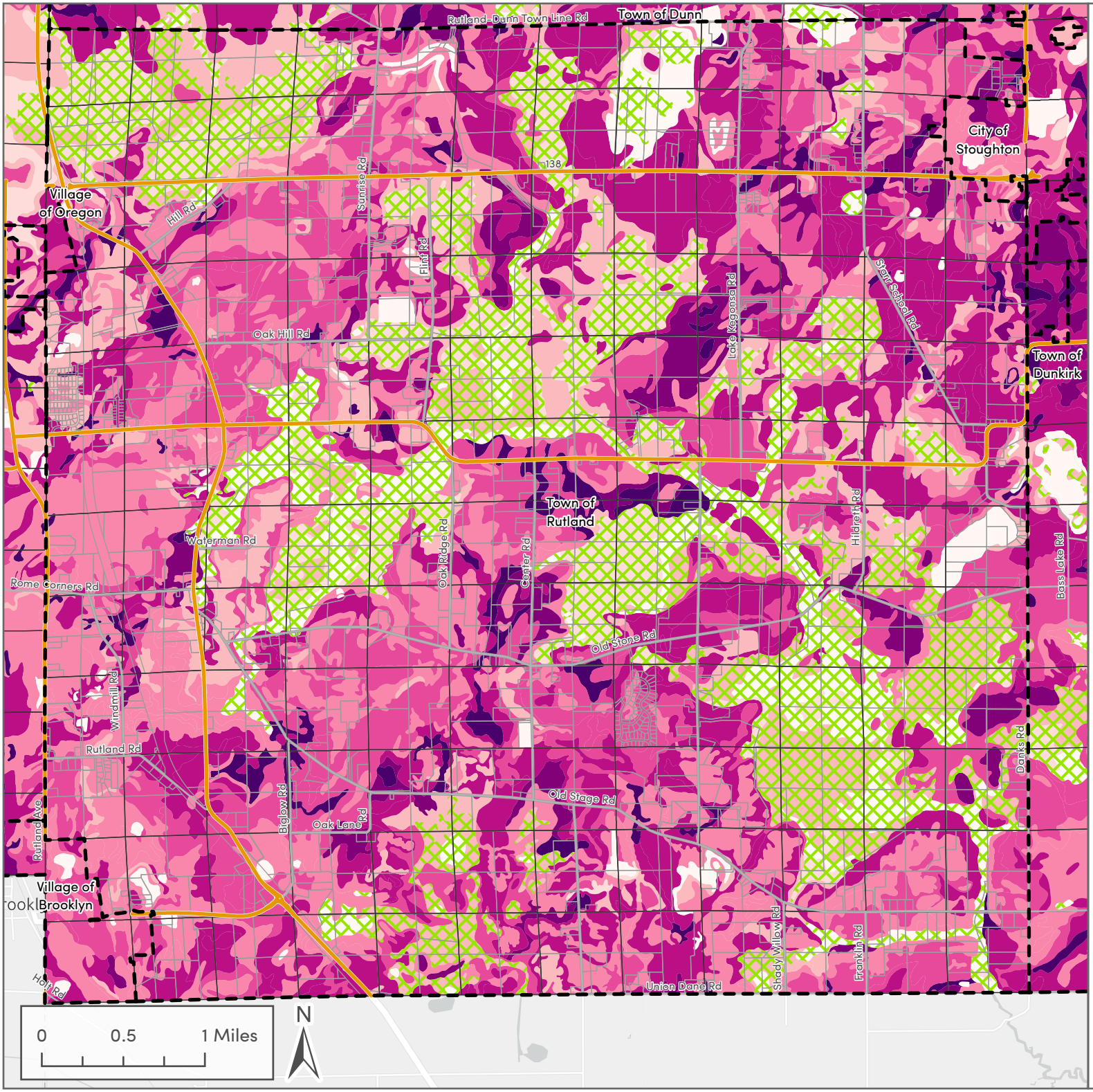
- All areas are prime farmland
- Farmland of statewide importance
- Not prime farmland
- Prime farmland if drained and/ or protected from flooding

Data sources: Esri, Dane County, CARPC, Greater Madison MPO, USDA

Map information is believed to be accurate but may contain errors due to the dynamic nature of source data. For general reference purposes only.

Date: 2025-04-24

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Town of Rutland

Soils

- Municipal Boundaries
- Highway
- Local Road
- Ramp
- Parcels
- Quarter Sections
- Hydric Soils

Land Evaluation Group

1 (Best)	4	7
2	5	8
3	6	

NRCS Land Capability Classification:
1. Slight limitations that restrict use.
2. Moderate limitations that restrict choice of plants or require moderate conservation practices.
3. Severe limitations that restrict choice of plants and/or require special conservation practices.
4. Very severe limitations restrict the choice of plants and/or require very careful management.
5. Impractically removed limitations restrict use mainly to pasture, rangeland, forestland, or wildlife habitat.
6. Severe limitations restrict use mainly to pasture, rangeland, forestland, or wildlife habitat.
7. Very severe limitations restrict use mainly to grazing, forestland, or wildlife habitat.
8. Limitations preclude commercial plant production & restrict use to recreation, wildlife habitat, watershed, or esthetic purposes.

Data sources: Esri, Dane County, CARPC, Greater Madison MPO, WI DNR

*Based on expected yield for common row crops.

Map information is believed to be accurate but may contain errors due to the dynamic nature of source data. For general reference purposes only.

Date: 2025-04-24

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According to the *Dane County Farmland Preservation Plan*, soils with an agricultural capability class of I or II, along with class III soils that are or could be economically productive, are to be preserved.

- Class I (1) soils have slight limitations that restrict their use.
- Class II (2) soils have moderate limitations that reduce the choice of plants or require moderate conservation practices.
- Class III (3) soils have severe limitations that reduce the choice of plants or require special conservation practices, or both.
- Soils with Class IV (4) through Class VIII (8) have limitations that preclude their use for commercial plant production or limit their use to recreation, wildlife, or water supply or for esthetic purposes.

Landowners with property designated for agricultural preservation can be eligible to receive a farmland preservation tax credit. (See Map 1: Agricultural Resources and Map 2: Soils.)

According to the Natural Resources Conservation Service (NRCS), approximately 46% of Rutland soils are classified as prime farmland (See Table 6: Agricultural Soil Productivity, Town of Rutland (2017-2023)). It should be noted that not all these lands are in agricultural production as they could be used for residential or other development. Another 4,893 acres could be considered prime farmland under certain conditions. Subprime farmland occurs throughout the Town.

Environmentally significant areas are not included in the farmland preservation program. These areas include floodways, existing parks, woodlands greater than 10 acres not previously identified for agricultural use, and areas 10 acres or larger that are too wet to be farmed.

Table 6: Agricultural Soil Productivity, Town of Rutland (2017-2023)

SOIL CLASSIFICATION	2017/2018 (acres)	2018/2019 (acres)	2019/2020 (acres)	2021/2022 (acres)	2022/2023 (acres)
Grade 1 Best Production	6,522	6,521	6,517	6,492	6,461
Grade 2 Less Production	4,577	4,577	4,556	4,524	4,530
Grade 3 Poorest Production	2,211	2,211	2,211	2,182	2,168
Other	2,018	2,018	2,009	2,017	1,980

Source: Natural Resources Conservation Service, 2023

Natural Resources

Rutland is located within the Southeast Glacial Plain Ecological Landscape as defined by the Wisconsin Department of Natural Resources (WDNR). This ecological landscape is home to some of the world's best examples of continental glacial activity. Drumlins, eskers, kettle lakes, kames, ground and end moraines, and other glacial features are evident throughout the entire area.

In addition to the many small kettle lakes in this landscape, there are also several larger lakes, such as the Yahara Chain of Lakes and Lake Koshkonong. Major rivers include the Rock, upper portion of the Milwaukee, middle portion of the Fox, and the Illinois Fox. Although many of the landscape's natural wetlands have been drained, a significant number remain.

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

Soils and Geology

Soils

Soils in the region were formed from deposits transported by continental glaciers that moved across the land many thousands of years ago. Some of the soils found in the Town developed from sandy loam glacial till and are generally grouped into two soil associations: Dodge-St. Charles-McHenry Association and the Batavia-Houghton-Dresden Association (See Table 7: Soil Associations within the Town of Rutland). Dodge-St. Charles-McHenry soils are generally found on elevated sites and contain silt loam. The area's Batavia-Houghton-Dresden soils are associated with streams.

Table 7: Soil Associations within the Town of Rutland

SOIL ASSOCIATION	GENERAL DESCRIPTION
Dodge-St. Charles-McHenry	Well drained and moderately well drained, deep silt loams
Batavia-Houghton-Dresden	Well drained and poorly drained, deep and moderately deep and shallow silt loams and mucks that are underlain by shale or limestone

Source: Soil Conservation Service, 1978

Some of the Town's soils pose limitations for development due to saturation or improper drainage. These soils are known as **hydric soils** (See Map 2: Soils). The most common limitation is related to the use of individual septic systems.

Geology

According to the Wisconsin Geological and Natural History Survey, the Town's bedrock geology is characterized by areas of Tunnel City Group, Prairie du Chien Group, Sinnipee Group, Trempealeau Group, and Ancell Group. These formations are composed primarily of dolomite or sandstone, with some limestone, shale, and siltstone.

As in much of Wisconsin, the Town's surface geology and landforms were formed by continental ice sheets that advanced and retreated from the region several times during the Pleistocene Epoch (2.58 million to 11,700 years ago). The deposits left by these glaciers are grouped into two categories depending on how the materials were moved. If moving water transported the materials, the resulting deposits are referred to as **outwash deposits** and are characterized by well-sorted materials and stratified layers. If the ice sheets physically moved or carried the materials, the deposits are unsorted and unstratified and are known as **till deposits**. These two main types of glacial deposits can create a wide variety of landforms.

Glacial landforms only occur in one area of the Town: an outwash fan appears in the northwest corner. Pleistocene deposits generally cover the bedrock throughout the region in varying depths up to 400 feet. Bedrock near the surface only occurs in small areas of Rutland, generally in the southern half of the Town.

Drainage Basins

The Town is in the Lower Rock River Basin. The Rock River Basin covers 3,777 square miles and extends across 10 counties, encompassing over 443 lakes and 28 different watersheds.

Water quality throughout the entire basin is impacted by agricultural and urban land uses, increasing the likelihood that more streams will be added to the WDNR's list of impaired waters in the future. Forty-five lake organizations have formed in the Rock River Basin to lead local water resource protection efforts.

Groundwater

Dane County's four geologically distinct aquifers provide an adequate supply of groundwater for domestic, commercial, and agricultural uses. Aquifers closer to the surface tend to yield lesser amounts of water. The lowest and most productive aquifer is composed primarily of sandstone.

Although Dane County's groundwater quality is generally good, regional geology and soil characteristics make it susceptible to contamination from various point and non-point

sources. According to the WDNR's statewide public and private well database, there are several wells with elevated levels of nitrates and volatile organic compounds (VOCs) in Rutland. Nitrates commonly enter the groundwater from individual septic systems and from standard farming practices.

Rutland is in an atrazine prohibition area as delineated by the Wisconsin Department of Agriculture, Trade and Consumer Protection. Atrazine is a chemical used to grow corn that has leached into groundwater supplies in Rutland and the larger region over time.

According to the Wisconsin DNR Priority Watershed Program, the City of Stoughton-Yahara River subwatershed ranked high for groundwater nonpoint source pollution (runoff). Nonpoint sources can generally be controlled with appropriately designed and maintained best management practices.

Surface Waters

The Town is located within five subwatersheds: Oregon Branch, Rutland Creek–Badfish Creek, Lake Kegonsa–Yahara River, City of Stoughton–Yahara River, and Badfish Creek (See Map 3: Subwatersheds).

Principal streams flowing through the town are **Badfish Creek** and its tributaries: Oregon and Rutland Branches and Frog Pond Creek. **Rutland Branch** (also known as **Anthony Branch**) is classified as an Outstanding or Exceptional Resource Waters and is a small, spring-fed stream that supports trout. The west central portion of the Town is within the thermally sensitive watershed associated with Rutland Branch, requiring enhanced thermal

Environmental Corridors

Environmental corridors are continuous systems of open space in urban and urbanizing areas. These corridors include environmentally sensitive lands, natural resources requiring protection from disturbance and development, and lands needed for open space and recreational use. As mapped by CARPC, Environmental Corridors include:

- Navigable water bodies and their undeveloped shoreland areas
- Wetlands under DNR jurisdiction with buffer
- Intermittent streams with buffer
- 1% annual chance flood zone (100-year floodplain)
- Riparian steep slopes
- Public parks and conservancy areas
- Stormwater facilities
- Endangered or sensitive habitats, such as savanna
- Archaeological sites

Environmental corridors have been mapped for all Sewer Service Areas in Dane County (Map 16). CARPC staff works with local governments to delineate the corridors, which are then used to decide where to locate urban development and major facilities.

controls of stormwater runoff to limit impacts to this sensitive waterbody.

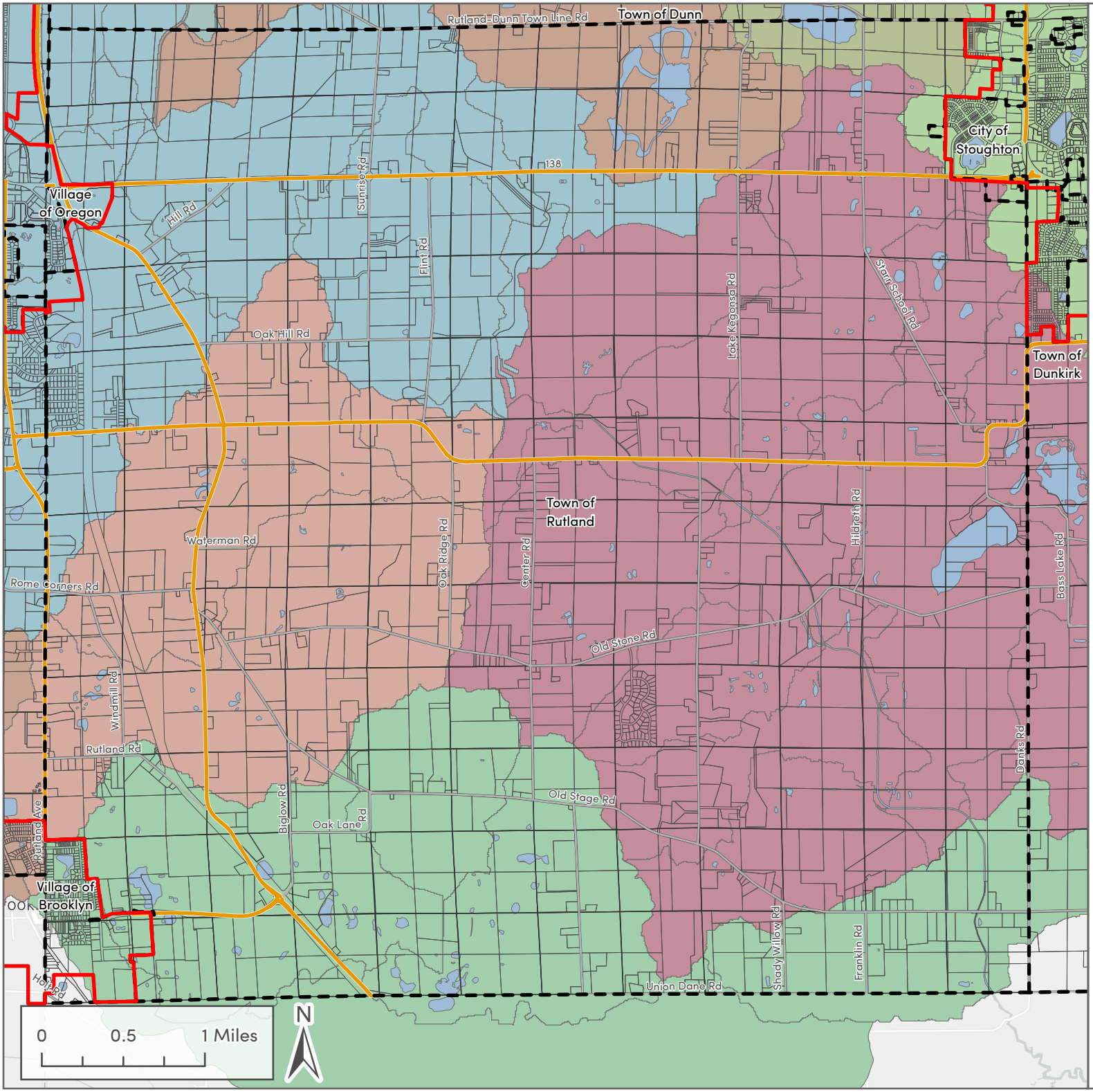
Badfish Creek has been on the State 303(d) impaired waters list since 1998 for polychlorinated biphenyls (PCBs) and since 2012 for total phosphorus. The presence of these pollutants has resulted in PCB-contaminated fish tissue and sediments and high phosphorus. The Oregon Branch is considered impaired due to PCBs.

There are two lakes in the Town. **Bass Lake** is a 72-acre lake located near the eastern border of the Town adjacent to Grass Lake Waterfowl Production Area and Badfish Creek Wildlife Area. **Island Lake** is a 10-acre lake located along the northern edge of the Town adjacent to Island Lake Waterfowl Production Area. Both lakes are managed for fishing and swimming and are not currently considered impaired.

Floodplains

Floodplains are lands that have been, or may be, covered by floodwater during the 100-year flood, which has a 1% chance of occurring in any given year. Development in the floodplain reduces its storage capacity, causing higher flood crests and putting buildings, infrastructure, and human lives at risk.

Much of the area around Badfish Creek and its tributaries, Bass Lake, and Frog Pond Creek are within the 1%-annual-chance floodplain (See Map 4: Floodplains).



Town of Rutland

Town of Rutland

Subwatersheds

Legend

- Municipal Boundaries
- Highway
- Local Road
- Ramp
- Urban Service Area
- Quarter Sections
- Parcels
- Lakes and Ponds

Subwatershed

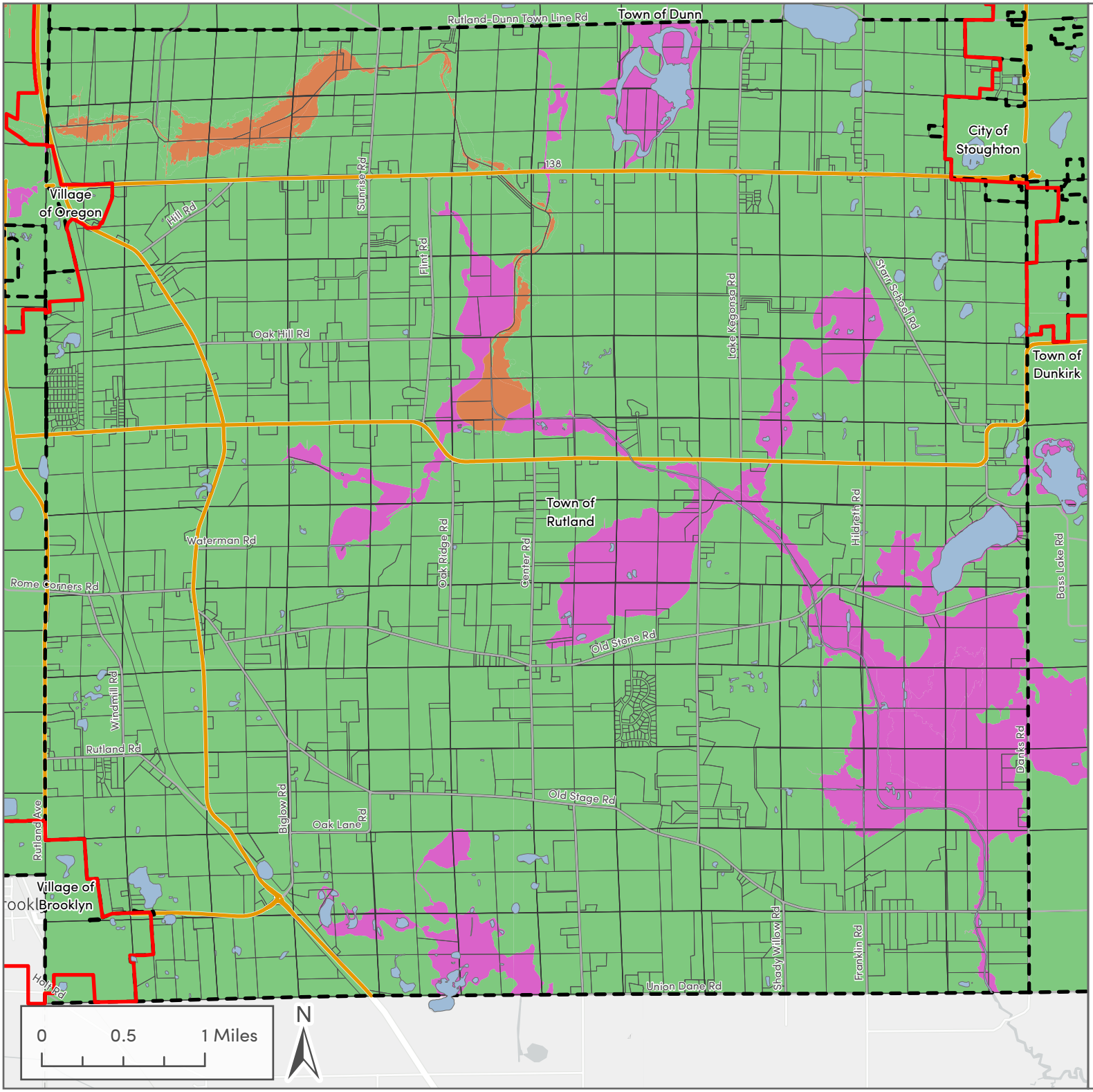
- Badfish Creek
- Frogpond Creek
- Lake Kegonsa
- Lower Yahara River
- Murphy's Creek
- Oregon Branch
- Rutland Branch
- Unnamed Subwatershed

Data sources: Esri, Dane County, CARPC, Greater Madison MPO, WI DNR

Map information is believed to be accurate but may contain errors due to the dynamic nature of source data. For general reference purposes only.

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Town of Rutland

Town of Rutland

Floodplains

Legend

- Municipal Boundaries
- Highway
- Local Road
- Ramp
- Urban Service Area
- Quarter Sections
- Parcels
- Lakes and Ponds

Flood Risk Category

- High Flood Risk - Undefined Base Flood Elevation
- High Flood Risk - Defined Base Flood Elevation
- Lower Flood Risk

Data sources: Esri, Dane County, CARPC, Greater Madison MPO, WI DNR, FEMA

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Wetlands

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

The Wisconsin Wetland Inventory for Dane County shows wetlands mapped throughout the Town. These wetlands are mainly associated with surface waters, although some isolated wetlands exist. Rutland's wetlands are characterized as forested, scrub/shrub, emergent/wet meadow, and open water. There are also significant areas mapped as wetland indicators, suggesting the possible presence of current or former wetlands.

Woodlands

The WDNR estimates that our state's 17 million acres of forest land (48% of Wisconsin's total land area) and millions of urban trees significantly contribute to the quality of life in Wisconsin. The WDNR defines **forest land** as land area that is at least 16.7% covered by forest trees or was in the past and is not currently developed for non-forest use. These forests are important for their beauty, recreational opportunities, wildlife habitat, air quality enhancement, water protection, biodiversity, products, and a variety of other values. However, over half of the state's forest land is in private ownership, making sustainable forest management more complex.

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

Estimated and Voluntary Environmental Corridors

The Capital Area Regional Planning Commission's (CARPC) 2 025 Environmental Corridors Report identifies potential future environmental corridors outside of existing sewer service areas (See Map 16) .

Estimated Environmental Corridors include the approximate location of protected resources that would likely be designated as Environmental Corridors if added to sewer service areas.

Voluntary Environmental Corridors (VECs) are prioritized for *voluntary* conservation as they do not have legal protection from development or disturbance, yet still provide important benefits to the region. These areas include lands and resources such as potentially restorable wetlands, old growth woodlands, and the 0.2% annual chance (500-year) floodplain. Incorporating VECs into Environmental Corridors enhances their ability to provide key functions such as wildlife habitat, greenway connection, and flood mitigation.

privately owned trees in home and business landscapes. Shrubs, vines, grass, groundcover, wildlife, pets, and people are all integral parts of the urban forest ecosystem.

Steep Slopes

Steep slopes (>12%) are found throughout the Town but are more common in the western half. These slopes are generally associated with road embankments and inactive mineral extraction sites. Steep slopes represent an obvious barrier to urban development and are often logical boundaries for urban growth. Disturbance from development or construction makes steep slopes particularly vulnerable and can result in extremely severe erosion and transport significant quantities of sediment and nutrients to downstream locations, negatively impacting the water quality of nearby water resources. Protecting steep slopes from disturbance provides sediment control for downstream water resources.

Rare Species

Based on information contained in Wisconsin's Natural Heritage Inventory, Dane County is home to 73 plant and 98 animal species that are threatened, endangered, or of special concern. According to the NHI, three bird, two reptile, one amphibian, and two insect species are known to exist in the Town of Rutland. Additional rare or endangered species may also be present despite a lack of documented sightings.

Wildlife Habitat

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

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

State-owned lands include Anthony Branch Streambank Protection Area, Badfish Creek Wildlife Area, and Badfish Creek Wet Prairie and Spring Seeps State Natural Area. Federal lands within the town include several U.S. Fish and Wildlife Service Waterfowl Production Areas: Harvey’s Marsh, Island Lake, and Sime.

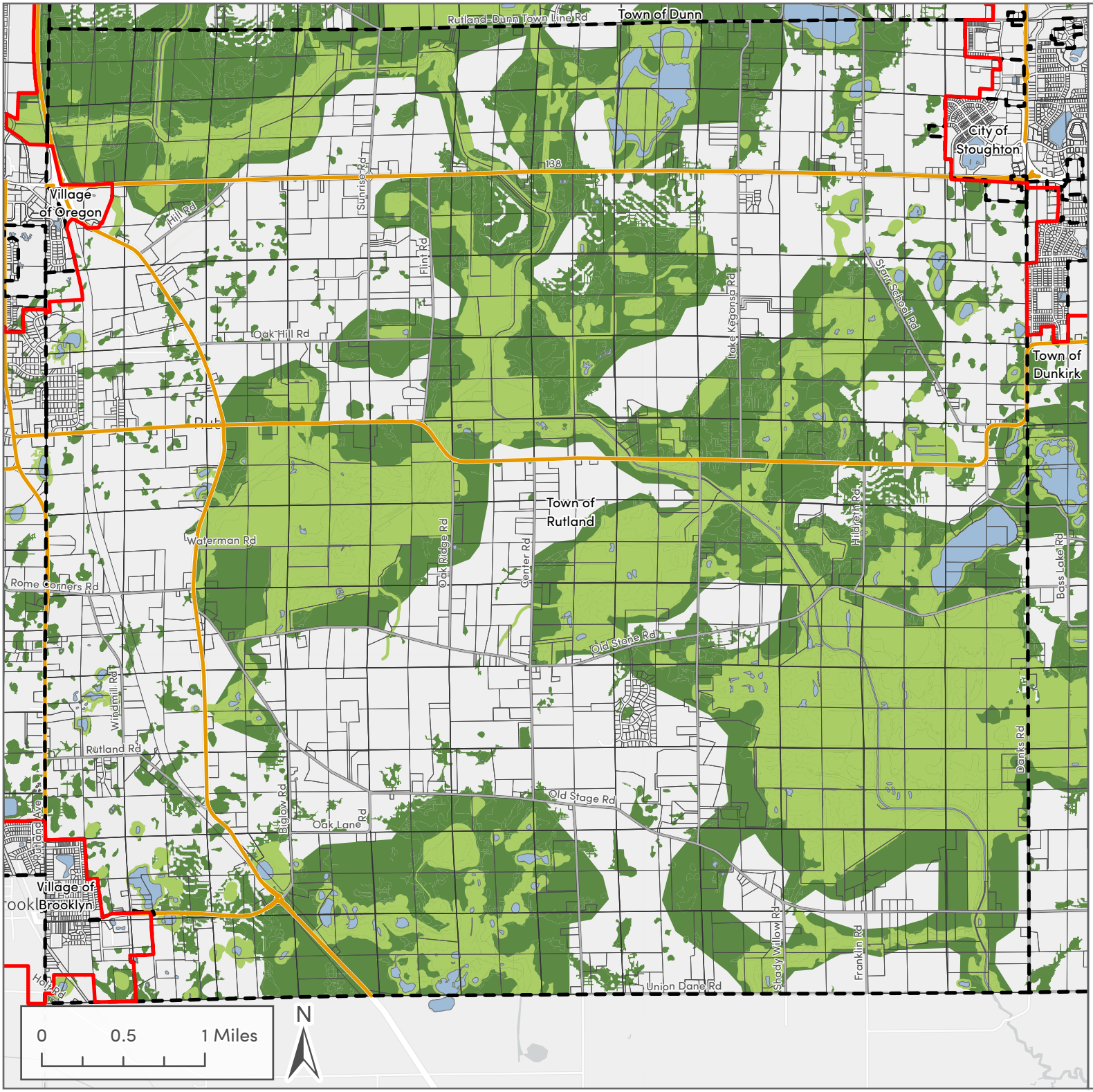
Metallic and Non-Metallic Minerals

There are no known metallic mineral deposits of economic value in or near the Town. Mineral resources in Dane County are typically non-metallic, including sand, gravel and

limestone. The most familiar uses for such nonmetallic mineral resources are road building and maintenance. The materials are also used in the construction of residential, commercial and public buildings, bridges, sewer and septic systems, and erosion control measures.

Sand and gravel resources are often referred to as **pits**. The term **quarry** is appropriate for limestone because such operations require controlled blasting to remove material. All mineral extraction operations are subject to state rules regarding dust control, blasting, safety, and reclamation.

Most of Dane County's mineral extraction sites are in areas designated for agricultural use by town land use plans and zoned in one of the agricultural categories (A-1, A-1 Exclusive and A-2). There are two active mineral extraction sites in the Town of Rutland, located on Center Road and North Union Road. The Center Road site was originally opened in the 1930s, went out of operation around 2000, and reopened again in 2017; it does not have an effective conditional use permit (CUP). There has since been an expansion of the original pit, located on a contiguous lot and approved through the conditional use permit process in 2023.



Town of Rutland

Natural Resources

Legend

- Municipal Boundaries
- Highway
- Local Road
- Ramp
- Urban Service Area
- Quarter Sections
- Parcels
- Lakes and Ponds
- Estimated Environmental Corridors
- Voluntary Environmental Corridors

Data sources: Esri, Dane County, CARPC, Greater Madison MPO, WI DNR

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Date: 2025-04-24

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Cultural Resources

Historic Resources

Fifty-three properties in the Town of Rutland are listed in the Wisconsin Historical Society's Architecture and History Inventory (AHI), which catalogues historic buildings, structures, and objects that reflect Wisconsin's distinct cultural landscape. Six of these sites are also listed in the National and State Registers of Historic Places, including the Daniel Pond Farmhouse on USH 14, the Samuel Hunt House on Center Rd, the Sereno W. Graves House and Lockwood Barn on Old Stage Rd, and the Francis Marian Ames Farmstead on USH 14.

The Rutland United Brethren in Christ Meeting House and Cemetery on USH 14 were the first such properties associated with the United Brethren in Christ in Wisconsin, which was the first Protestant denomination founded in the United States. The cemetery's earliest headstones date from the 1850s, and the meeting house was constructed in 1852 or 1853. The cemetery contains the last resting places of many of the first settlers of southern Rutland Township and their descendants.

Rutland's historic home and farmsteads include the William Glidden/Lyle Wanless farmstead on STH 92, the Beezer Reed farmstead on USH 51, the Samuel S. Howland House on STH 138, and the John and Elizabeth Carrison House on Lake Kegonsa Rd.

Archaeological Resources

According to the Wisconsin Historical Society's Archaeological Site Inventory (ASI), there are seven archaeological sites in the Town of Rutland. Three of these sites are prehistoric campsites or villages, three are burial sites, and one is a mound group.

There are three named cemeteries in Rutland: Graves Cemetery (Section 28), Rutland United Brethren in Christ Cemetery (Section 19), and Tuttle Cemetery (Section 18). Cemeteries and other human burial sites are exempt from property taxes and protected from unauthorized disturbances under Wis. Stats. 157.70.

Land Use

Key Takeaways

- Agricultural uses account for almost 87% of the land in Rutland.
- Residential land use, the second largest category in Rutland, accounts for only 6% (1,350 acres) of Town land.
- Approximately 760 acres of developable land will be required to meet demand over the next 30 years.
- More than 85% of survey takers agreed with the planning goal of *Supporting and protecting farmland, natural resources, and other features*.
- 81% supported policies *restricting (or significantly mitigating negative impacts from)* large scale projects.

Goal

Maintain a balanced mix of farmland, natural areas, and low-density housing while fostering rural character and protecting against conflicts between incompatible uses.

Objective 1

Develop and enforce policies limiting land uses that are inconsistent with the Town's desired rural character.

Actions

Develop and enforce policies to restrict the negative impacts of such large projects if approved.

Support traditional residential rural activities such as limited firearm use or firewood collecting while ensuring they are conducted in a manner that minimizes conflict with nearby uses.

Ensure conditional uses align with the Comprehensive Plan through a standardized review process.

Objective 2

Codify and clarify the Town's Transfer of Development Rights (TDR) policy to ensure that it remains accessible and practical for property owners of varying parcel sizes.

Actions

Work with Dane County staff to monitor progress towards the Town's TDR program goals.

- Track the number of "splits"/development rights transferred to desired receiving areas to accommodate new development to determine whether they align with the goals established in

- Appendix A: Town of Rutland Density and TDR Policies.

Work with Dane County staff to review factors affecting landowner decision-making around agricultural land sales for development

- Conduct a splits mapping/study to understand how many splits are available in the Town and where they are located.

Publicize the Town's Transfer of Development Rights (TDR) program to residents.

- Work with Dane County staff to provide educational FAQ sheets on TDR to landowners.

Objective 3

Protect open spaces, wetlands, and farmland while maintaining the Town's tax base through Purchase of Development Rights (PDR), conservation easements, land trusts, or other programs that allow property owners to sell their development rights.

Actions

Engage Town residents in funding discussions for implementing PDR.

- Explore viability of collecting fees or additional taxes to fund the strategic purchase of critical properties.
- Investigate grant opportunities to fund application-based purchase of lands by the Town. Dane County offers matching grants to help establish local units of government manage easement purchase programs. Likewise, the National Resources Conservation Service (NRCS) of the U.S. Department of Agriculture offers funding to landowners and local governments to establish agricultural conservation easement programs covering both actively farmed lands and restorable wetlands degraded from agricultural use.

Work with residents during the development process to set aside additional land in conservation easements.

- Limit the amount of residential and commercial development that can be created in designated agricultural preservation areas, as outlined in Appendix A: Town of Rutland Density and TDR Policies.

Objective 4

Promote stormwater management best practices within the Town.

Action

Work with CARPC, Dane County, and other agencies to identify areas that are sensitive to disruption or that present an opportunity for restoration while making land use decisions.

Objective 5

Protect dark skies by implementing ordinances that regulate outdoor lighting in a way that minimizes light pollution.

Actions

Form an Ad Hoc Committee of resident volunteers to make recommendations on current best practices.

- Review educational materials provided by organizations involved in regulation of light pollution, such as Dark Sky International or the American Planning Association.
- Assess problem areas in the Town for light trespass and sky glow.
- Review Brooklyn, Oregon, and Stoughton development standards and work with municipal staff to improve light intensity and shielding standards in areas adjacent to the Town.
- Consider becoming a Dark Sky Community.

Land Use Policies

Zoning

The Town reviews permit applications to determine whether the provisions of the Comprehensive Plan are addressed and met including, but not limited to, consideration of the following factors:

- Compatibility with existing or permitted use on adjacent lands
- Impact on public health, safety, and general welfare
- The rural character of the Town
- Agricultural productivity of the lands involved
- The need for public services and the ability of affected local units of government to provide them without an unreasonable burden
- Impediment of normal and orderly development and improvement of surrounding parcels
- Negative effects on water or air pollution, soil erosion and rare or irreplaceable natural resources

The Town will support rezones to the following zoning districts only if all provisions of this Plan are addressed and satisfied.

- Single Family Residential Districts SFR-08 and SFR-1
- Two-Family Residential District TFR-08
- Rural Residential Districts RR-1, RR-2, RR-4, RR-8, and RR-16
- Farmland Preservation Districts FP-35 and FP-1
- Rural Mixed-Use Districts RM-8 and RM-16
- Farmland Preservation Business Districts FP-B
- Natural Resource Conservancy District NR-C
- Historic Overlay District HD
- Natural Resource Identification District NR-I
- Transfer of Development Rights-Sending Overlay District TDR-S
- Transfer of Developments-Receiving Overlay District TDR-R

Zoning Variances

Zoning seeks to balance property owners' reasonable economic use of their land with general public's health, safety, and welfare. Exceptions to zoning requirements fall into three categories:

Area variances are considered by local governments in cases where the property owner is unable to meet certain dimensional requirements for the desired use of their land. A common example of an area variance is exemption from meeting a setback requirement.

Requests for a **use variance** are evaluated by a locality's zoning administrator for conformance with the Comprehensive Plan's policy intentions.

One of the most common is the **Conditional Use Permit (CUP).** Zoning ordinances will list land uses that are permissible in each zoning district by-right and conditionally. CUPs provide local governments the opportunity to review site and context conditions on a case-by-case basis. This enables government to ensure that theoretically compatible land uses are compatible in practice.

Conditional Use Permits (CUP)

The Town requires proposed conditional uses to be consistent with the recommendations of this plan to the extent applicable. Proposals are reviewed with extensive deliberation, resident input, and/or mitigation measures to ensure consistency with this plan's land use goals.

Conditional Use Permit applications are evaluated to determine compliance with the standards detailed in Dane County Ordinance 10.255(2)(h). More detail on the application process can be found in Appendix B: Town of Rutland Conditional Use Permit (CUP) Procedure.

While drafting this plan, the Comprehensive Planning Task Force reviewed conditional uses allowed under Dane County's zoning ordinance. Appendix C: Zoning Districts and Compatible Uses identifies each of the Town's existing zoning districts along with the conditional uses that most closely align with Rutland's vision of the future and its definition of rural character as outlined in this plan.

Future Land Uses

Table 8: Future Land Uses highlights use designations on the Town's Future Land Use Map, common existing conditions, and compatible zoning districts for changes within those areas. The use categories shown in the table and on Map 6: Future Land Use are intended as aids for landowners and Town officials when evaluating possible zoning changes. They are meant to illustrate approximate location and general conditions under which the Town will consider requests for zoning changes and the Town's approach to development requests.

Land Use Compatibility

Public survey results indicate that Rutland residents strongly support maintaining the quiet rural nature of the Town through land uses that promote the preservation of farming/ag land, greenspace, viewsheds, recreation land, low density rural residential and road safety.

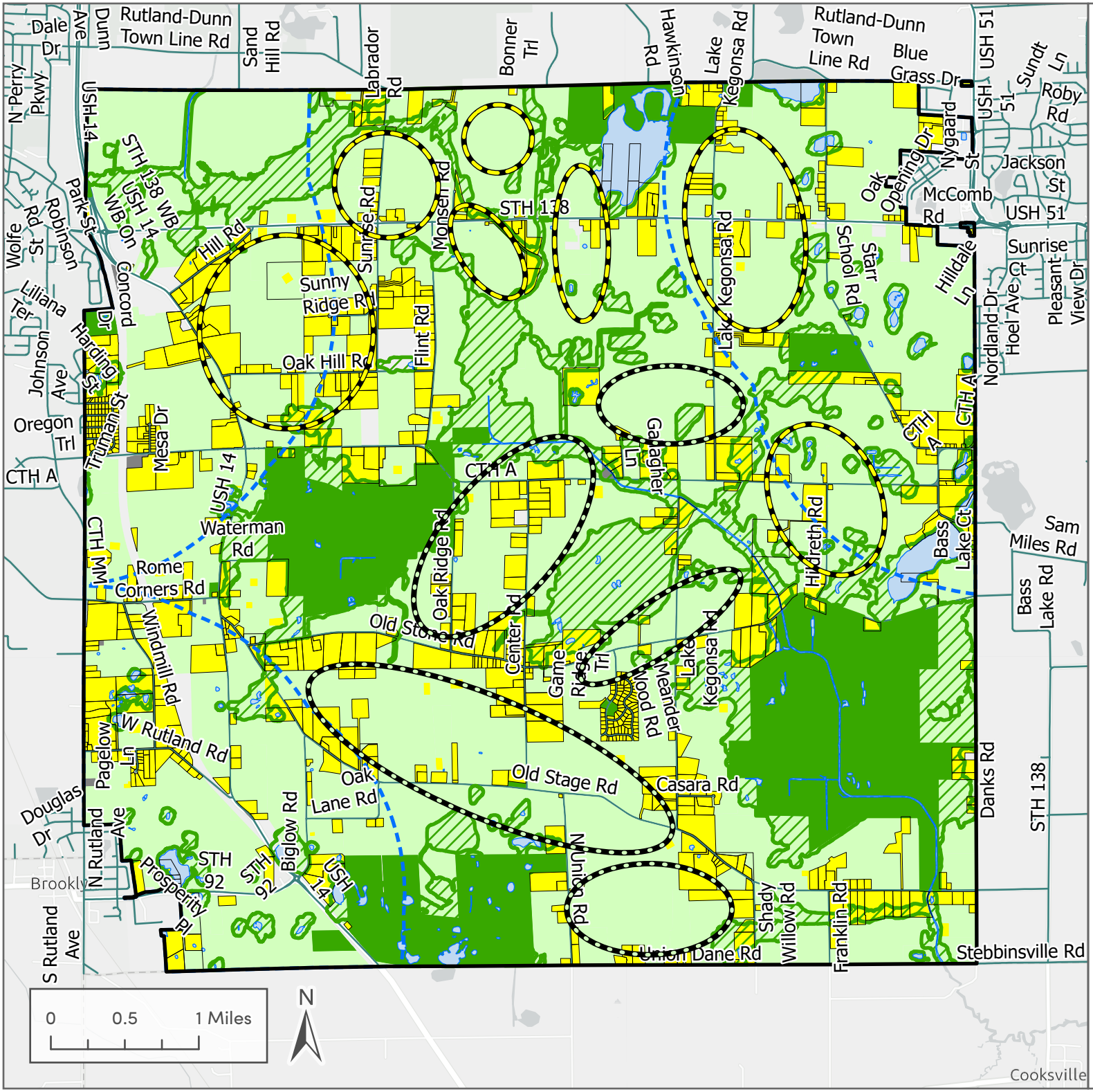
Survey takers generally did not support large-scale commercial or industrial uses such as towers, factory farms, airports, landfills, wind farms or mining.

Most survey respondents did not support uses such as wind farms, commercial development, non-metallic mining, industrial, or manufacturing as being consistent with the Town's desired rural character. Land uses such as airstrips, non-metallic mineral extraction, rendering plants, stockyards, and commercial or industrial uses are generally inconsistent with the Town's desired rural character.

For a full list of permitted and conditional uses by zoning district, see Appendix C: Zoning Districts and Compatible Uses.

Table 8: Future Land Uses

USE DESIGNATION (Map 6: Future Land Use)	TYPICAL EXISTING USES	EXISTING ZONING DISTRICTS	POTENTIAL REZONE DISTRICTS
Conservancy/Recreational	Park and Outdoor Recreation	NR-C, RE	–
Conservancy/Recreational Potential	*n/a*	*Varies*	*NR-C, RE; Historic Overlay HD, TDR Sending Overlay*
Farmland Preservation	Farms currently zoned for long-term preservation	FP-1, FP-35, FP-B	–
Farmland Preservation Potential	*n/a*	*Varies*	*FP-1, FP-35, FP-B, TDR Sending Overlay*
Rural Residential	Rural residential uses	HAM-M, HAM-R; RR-1, RR-2, RR-4, RR-8	HAM-M, HAM-R; RR-1, RR-2, RR-4, RR-8
Rural Residential Potential	*n/a*	*Varies*	*HAM-M, HAM-R, RI, RM-8, RM-16, RR-1, RR-2, RR-4, RR-8, TFR*



Town of Rutland

Town of Rutland

Future Land Use

- Roads
- Water
- ETJ

Land Use

- Conservancy/ Recreational
- Farmland Preservation
- Other Existing Use
- Existing Rural Residential
- Utilities, Transportation, & Rights-of-Way
- Conservancy/ Recreational Potential
- Rural Residential Potential
- Farmland Preservation Potential

Data sources: Esri, Dane County, CARPC, Town of Rutland

Map information is believed to be accurate but may contain errors due to the dynamic nature of source data. For general reference purposes only.

Date: 2025-04-24

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Existing Land Use Inventory

According to the most recent Land Use Inventory from 2020 (Table 9: Town of Rutland Existing Land Use (2020)), most of the land within the Town serves an agricultural purpose, with a total of 19,438 acres, or 86.91% of total land area. Approximately 57% of Town land is used for agricultural operations such as crop and animal farms, sod farms, tree nurseries, or related activities. Another 22% is categorized as "other open land" that is neither cultivated farmland nor pasture but may include fallow fields or open land used for stormwater management purposes. Less than 1% of land in the Town is described as vacant, unused land, which includes subdivided land, while 7% of land is described as woodlands.

Residential land use is the second largest category in the Town, comprising 1,346.5 acres, or 6% of total land area. Nearly all residences within the town consist of single-family detached homes, whether on agricultural land or single lot parcels. Approximately 57 acres (0.26%) of land consist of farm dwellings on agricultural land, while 1,285 acres (5.7%) of land contains homes on single lot parcels. Only four acres of land (0.02%) contain two-family homes.

The third largest category of land use (823 acres, 3.7%) is dedicated to transportation infrastructure. Approximately 640 acres (2.9%) of land is dedicated to existing highway and street rights of way, while 182 acres (0.8%) of land is dedicated to planned but unbuilt infrastructure and rights-of-way.

Relatively little of the Town is comprised of commercial (59 acres, 0.3%), or industrial (50 acres, 0.2%) land uses. Of commercial uses, commercial services other than hotels make up the greatest proportion of land use, with 28 acres or 0.1% of total land use. Similarly, extractive industries such as quarrying and mining comprise most industrial uses, with 30 acres or 0.1% of total land use. Governmental land use in the town is even less, with a total of 18 acres (0.08%), with 5.4 acres (0.02%) for cemeteries and the remainder (13 acres, 0.06%) being for administrative government. Communication and Utility categories, consisting of cell towers and electrical equipment, comprise a mere 3 acres (0.01%) of land.

Approximately 568 acres (2.5%) of the Town is covered by water.

Table 9: Town of Rutland Existing Land Use (2020)

CATEGORY	TYPICAL USES	ACRES	% OF TOTAL
Agricultural			
Undeveloped - Cropland Pasture	Agricultural operations (farms raising traditional or specialty crops and animals, sod farms, tree farms and nurseries), forestland and other rural land	12,807	57.3%
Undeveloped - Other Open Land	Other Open Land (not subdivided, not cultivated, not pasture); Storm water management - man made catch basins less than 4 acres in size, stagnant water with visible concrete intakes.	4,812	22.2%
Undeveloped - Vacant Unused Lands	Undeveloped and unused land area (vacant land). Lands that have been subdivided.	86	0.4%
Undeveloped - Woodlands	Woodlands. 80% or more canopy coverage of 2+ acres of connectivity	1,586	7.1%
Sub-total - Agricultural		***19,290***	***86.9%***
Commercial			
Retail - General Repair & Maintenance		10	0.1%
Retail - Other	Drinking establishments (alcoholic beverages) or taverns. Convenience stores with gasoline.	11	0.1%
Retail - Transportation Related	Motor vehicle (used only), tire, battery and accessory retail; vacant commercial related buildings.	10	0.1%
Services - Lodging	Hotels, etc.	-	0.0%
Services - Other	Automobile and truck rental services. Automobile and truck rental services. Other entertainment assembly, nightclub, NEC. Other general construction contractor services, Landscaping NEC. Other special construction trade services, NEC.	28	0.1%
Sub-total - Commercial		***59***	***0.3%***
Communication/Utilities			
Generating Processing	Other electric utility, NEC.	1	0.0%
Transmission	Telephone relay towers (microwave). Cellular towers.	2	0.0%
Waste Processing	Storm water management. Man made catch basins less than 4 acres in size, stagnant water with visible concrete intakes.	-	0.00%
Sub-total - Communication/Utilities		***3***	***0.0%***

CATEGORY	TYPICAL USES	ACRES	% OF TOTAL
Industrial			
Extractive	Sand and gravel - quarrying.	178	0.1%
Manufacturing	Manufacturing/processing plants.	7	0.0%
Wholesale	Household goods warehousing and storage. Mini warehouse storage facilities. PODS	13	0.1%
Sub-total - Industrial		***198***	***0.2%***
Institutional/Governmental			
Administrative	Executive, legislative and judicial functions. City, Town or Village Halls. Other protective functions and their related activities.	13	0.1%
Cemetery	Cemeteries	5	0.0%
Education	Professional schools.	-	0.0%
Other	Churches, synagogues and temples.	-	0.0%
Sub-total - Institutional		***18***	***0.1%***
Recreation			
Outdoor Recreation	Public recreational areas, dedicated open space areas and golf courses, whether public or private	61	0.3%
Sub-total - Recreation		***61***	***0.3%***
Residential			
Farm Dwelling	Single-family detached homes agricultural land	57	0.3%
Group Quarters	Group homes and nursing homes	-	0.0%
Mobile Home	Manufactured homes on a single lot or part of a mobile home park	-	0.0%
Multi Family	Any building containing three or more dwelling units regardless of ownership status (includes triplexes, fourplexes, apartments, townhouses and condominiums)	-	0.0%
Single Family	Single-family detached homes on a single lot	1,285	5.7%
Two Family	Any building containing two dwelling units on a single lot regardless of ownership status	4	0.0%
Sub-total - Residential		***1,346***	***6.0%***
Transportation			
Railroad	Railroads and rail rights of way	-	0.0%
Right of Way	Highway and street rights of way	640	2.9%

CATEGORY	TYPICAL USES	ACRES	% OF TOTAL
Other	Highway and street rights of way planned but not yet built	182	0.8%
Sub-total - Transportation		***823***	***3.7%***
Lakes, ponds		568	2.5%
TOTAL		***22,367***	***100.0%***

Source: Dane County 2020 Land Use Survey

Land Development Trends

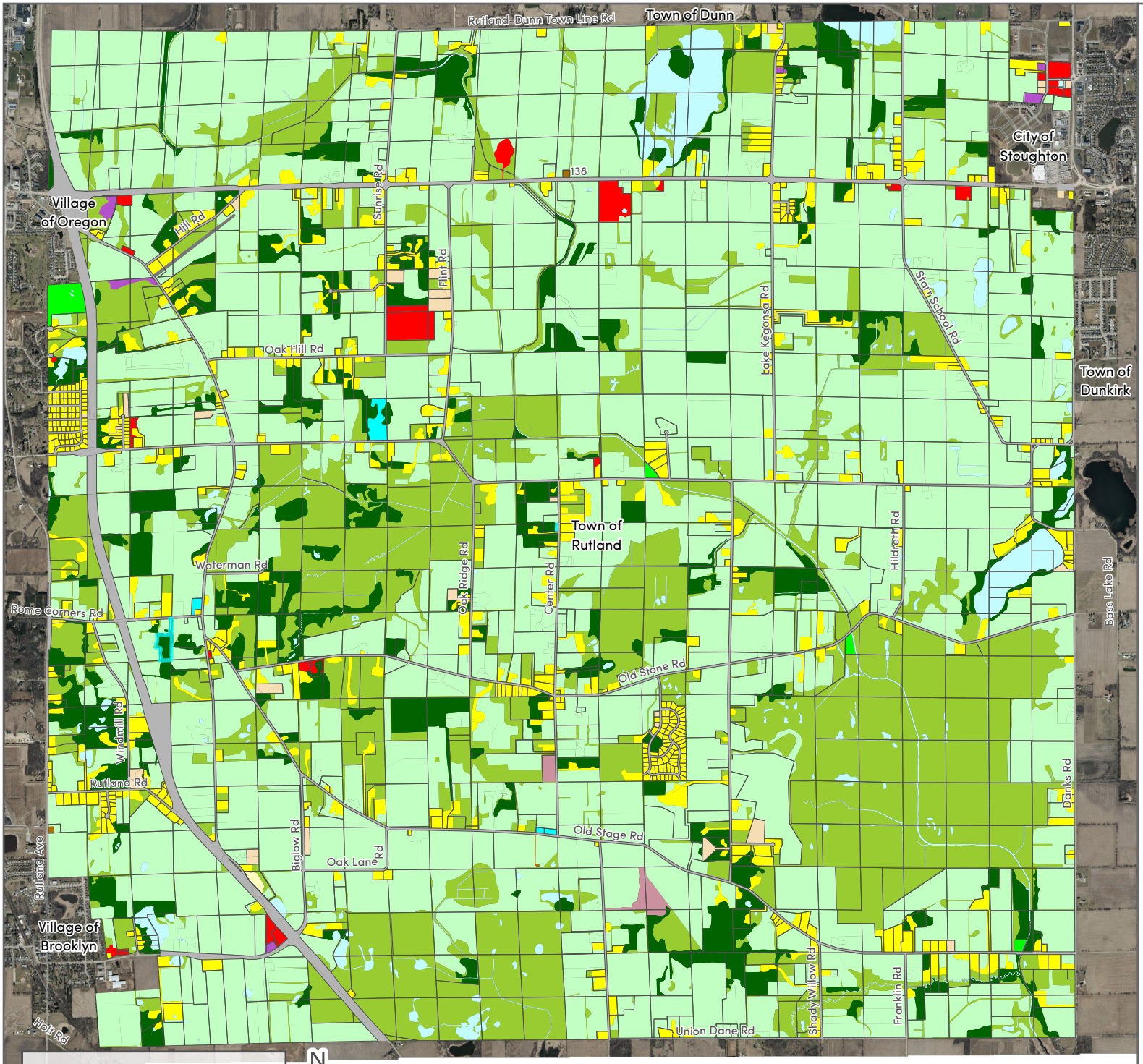
Land development pressure on Rutland comes in two forms: development of land within the town and annexation of town land by adjacent cities and villages for development within those jurisdictions. Managing land development pressure requires collaboration with Dane County on policies in the town and collaboration with each of the adjacent municipalities to anticipate and guide their growth. This can include working to develop cooperative boundary agreements with each of those municipalities.

Land Use Changes

The total amount of developed land in Rutland increased by approximately 1,000 acres in the past 30 years, from 1,300 acres in 1990, to 2,300 acres in 2020. Approximately 820 acres were for single-family residential uses. In total, 1,200 acres has been converted from agricultural or other "undeveloped" uses like open lands, woodlands, and pasture.

Future Land Use Demand

Projecting the observed trends 30 years into the future, Rutland's population would grow by an estimated 637 people. Using the observed household size from the 2020 Census (2.5 per household), this would mean adding 260 housing units by 2055. In 2020, there were 805 total housing units on 1,347 acres of land, with an average of 1.67 acres per unit. If future land consumption rates match historical trends, Rutland would develop an additional 430 acres to accommodate these new units. Based on existing non-residential land use in 2020 and total population, an additional 330 acres of land would be required for non-residential uses, primarily rights-of-way (see Figure 5: Historic and Projected Population (1980-2070)).



Town of Rutland

Town of Rutland

Land Use

Legend

- Parcels
- Agriculture
- Cemetery
- Commercial Forest
- Commercial Sales or Services
- Communications or Utilities
- Extractive
- Industrial
- Institutional or Governmental
- Multi-Family
- Open Land
- Outdoor Recreation
- Right of Way
- Single Family
- Transportation
- Two Family
- Under Construction
- Vacant
- Water
- Woodland

Data sources: Esri, Dane County, CARPC

Map information is believed to be accurate but may contain errors due to the dynamic nature of source data. For general reference purposes only.

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Table 10. Future Land Use Demand Projections (Trend - Next 30 Years)

	ACTUAL 2020	PROJECTED 2040	PROJECTED 2055	INCREASE 2020-2055
Population	1,977	2,381	2,614	637
Households	790	951	1,045	255
Persons per household	2.5	2.5	2.5	0
Housing units	805	970	1,064	259
Recreation land use acreage	61	73	81	20
Residential land use acreage	1,347	1,622	1,781	434
Commercial land use acreage	59	71	78	19
Industrial land use acreage	50	60	66	16
Institutional and governmental land use acreage	18	22	24	6
Transportation, communications, and utilities land use acreage	826	995	1,092	266
Total Land Use Demand	**2,361**	**2,843**	**3,122**	**761**

Growth Factors

Several factors in Rutland affect the quantity and the location of land required to meet development needs. These and other factors were considered in the creation of the Town's official future land use map.

Land consumption—The primary development pressure on Rutland comes from high regional demand for housing. Based on growth trends, Rutland currently has a developable land supply that far exceeds its slow growth. Development of rural residential areas is the primary contributor to land consumption. Due to minimum lot size requirements for septic systems and land division standards, the total acreage consumed by Rutland on a per-unit basis is typically much higher than communities where municipal water and wastewater are provided. Between 1990 and 2020 roughly 500 acres of land were converted from agricultural to single-family use. Rutland converted an additional 200 acres to developed uses during this same period, primarily for rights-of-way.

Annexation—The developed edges of the City of Stoughton (northeast), Village of Oregon (east), and Village of Brooklyn (southwest) are expected to expand further into the township due to the high demand for developable land in Dane County, shrinking slightly the overall size of the township through annexation. (See Figure 10 and Figure 11) Between 1990 and 2024, roughly 375 acres of land were annexed by adjacent municipalities for development.

Environmental features—There are several large areas of low-lying lands and designated wetlands in the Town. In many cases, these lands are unsuitable or less suitable to farming or development. Many of these lands are also publicly owned resource areas. Remaining areas at less risk of flooding and those without hydric soils are distributed throughout the township (see Map 4: Floodplains + Map 2: Soils). Qualities that make land conducive to development and conducive to agriculture are often one and the same: well-draining soils, absence of steep slopes, and open areas free from potential obstacles such as water features or woodlands. This competition for the same land has resulted in residential lots scattered amongst active farming operations, resulting in land use conflicts (see Map 7: Current Land Use).

Road Safety—Another major factor affecting development in the Town is road safety and the configuration of the existing transportation network. Traffic volumes on roads intersecting CTH A—particularly the intersection of CTH A and US 14—are high and crashes are frequent. Traffic generated by additional residential development in this southern section of the Town would further exacerbate this problem. See Map 11: Crashes (Last 5 Years) for more information.

Table 11. Future Land Use Demand Projections (Trend - Next 30 Years)

	ACTUAL 2020	PROJECTED 2040	PROJECTED 2055	INCREASE 2020-2055
Population	1,977	2,381	2,614	637
Households	790	951	1,045	255
Persons per household	2.5	2.5	2.5	0
Housing units	805	970	1,064	259
Recreation land use acreage	61	73	81	20
Residential land use acreage	1,347	1,622	1,781	434
Commercial land use acreage	59	71	78	19
Industrial land use acreage	50	60	66	16
Institutional and governmental land use acreage	18	22	24	6
Transportation, communications, and utilities land use acreage	826	995	1,092	266
Total Land Use Demand	**2,361**	**2,843**	**3,122**	**761**

Source: CARPC Calculations and Dane County Land Use Inventory, 2020

Transportation

Key Takeaways

- Rutland residents and businesses are highly reliant on commuting: 98% of Rutland residents work outside of the Town, and 97% of workers drive in from other places.
- Between 2019 and 2023, there were eight fatal crashes and nearly 30 suspected serious injury crashes on Rutland roadways. Most of the recent fatal and serious injury crashes have occurred along USH 14, which also has the greatest overall traffic volumes.
- The Town is responsible for the maintenance and repair of roughly 45 miles of road. Between 2019 and 2024, the Town spent more than $2 million on road repairs.

Goal

Provide safe, effective, and sustainable transportation facilities within the Town that connect with neighboring communities while preserving the rural character of the area.

Objective 1

Establish and maintain a standard of safety and maintenance for all Town roads.

Actions

Monitor and maintain local road surface conditions.

- Continue to conduct an annual review of Town roads as required by state law. Involve the new Town patrolmen. Use results to develop a work program for planned road improvements (see Map 9: Pavement Ratings for a summary of 2023 assessment results).
- Explore options for establishing weight limits, fees, and/or other strategies to protect road surfaces and offset repair and maintenance costs.

Manage traffic speeds and volumes.

- With the WisDOT's assistance, continue monitoring traffic patterns, speeds, and safety on heavily traveled roads.
- Continue exploring lowering speed limits on roads frequently used by pedestrians, such as Windmill Road and Sunrise Road.
- Consider designing new truck routes.
- Pursue grants to fund needed road improvements.
- Apply for Local Road Improvement Program (LRIP) funding to cover up to 50% of eligible costs of improvements to seriously deteriorating county highways and town roads.

- Apply for Agricultural Roads Improvement Program (ARIP) funding up to 90% of eligible costs of improvements to local roads, minor collectors, and culverts that provide access to agricultural lands or facilities that produce agricultural goods.
- Work with Dane County and WisDOT to secure STP-R funding to improve principal arterial, minor arterial, and major collectors (STH 138, WIS 92, USH 14).

Objective 2

Develop local bicycle, hiking, and pedestrian trails that connect with regional networks.

Actions

Expand bicycle and pedestrian facilities.

- Look for opportunities to install sidepaths, paved shoulders, or other appropriate bike and pedestrian facilities in conjunction with road improvement projects. Work incrementally to connect individual components over time, prioritizing known danger zones and roads commonly used by walkers and bikers.
- Establish a resident task force to evaluate recreational bike and pedestrian path options.
- Communicate ideas for specific bike/ped facilities to the Greater Madison MPO so they can be included in the *Regional Transportation Plan* (updated every five years; next update in spring 2025) and Transportation Improvement Program (updated annually).
- Work with WisDOT to obtain funding for bike and pedestrian projects along roadways through programs like the Transportation Alternatives Program (TAP), Rural Surface Transportation Grant Program (STP-R), and Carbon Reduction Program (CRP).
- Work with the Dane County Highway and Transportation Department to incorporate bike/ped facilities into planned county road projects.
    - The County will cover half of the engineering, design, and construction costs of joint improvements to county trunk highways. The remainder of the costs are borne by the local municipality. Eligible projects include widening and improving roadway sections for bike use. The Town would be responsible for the other half of construction costs as well as future maintenance and repair costs. Cost sharing for off-road bicycle paths is determined on an individual basis.
- Work with biking organizations to identify and extend safe biking routes as feasible, including:
    - East-west routes along Old Stone Road and CTH A

    - North-south route along Starr School Road, Bass Lake Road, and Danks Road to the east Badfish Creek parking lot
    - North-south route following Sunrise Road, Oak Hill Road, Flint Road, and Oak Ridge Road to the Anthony Branch parking lot
    - North-south route along Hildreth Road
    - Connecting the Old Stage Road canoe/kayak put-in with the unincorporated community of Cooksville (Rock County)
- Explore options to expand the network of recreational trails within the Town's natural areas and connecting them to the larger regional trail system.
- Once trail projects are identified, apply for funding through the DNR's Stewardship LUG programs, which includes the federal Recreational Trails and Land and Water Conservation Programs (applications due May 1 each year).

Objective 3

Stay up to date on state, county, and municipal transportation plans and opportunities with potential to affect the Town.

Actions

Monitor and participate in county, regional, and state transportation planning processes.

- **County**: Dane County Highway Projects
- **Regional**: Greater Madison MPO *Regional Transportation Plan* (updated every five years; next update in spring 2025) and Transportation Improvement Program (updated annually)
- **State**: WisDOT Southwest Region Highway Projects and Studies
- Post brief summaries of Board and Commission actions taken at meetings within one week.

Existing Transportation Network

Rutland's transportation facilities connect residents to their day-to-day destinations and beyond. The type, quality, and location of transportation facilities influence quality of life as well as the local economy. New development and other land use changes directly affect the safety, functionality, and demand for roadways. Although private vehicles will remain the Town's dominant mode of travel, it is important to consider a variety of needs and abilities to develop a transportation system that provides a variety of choices.

Roadways

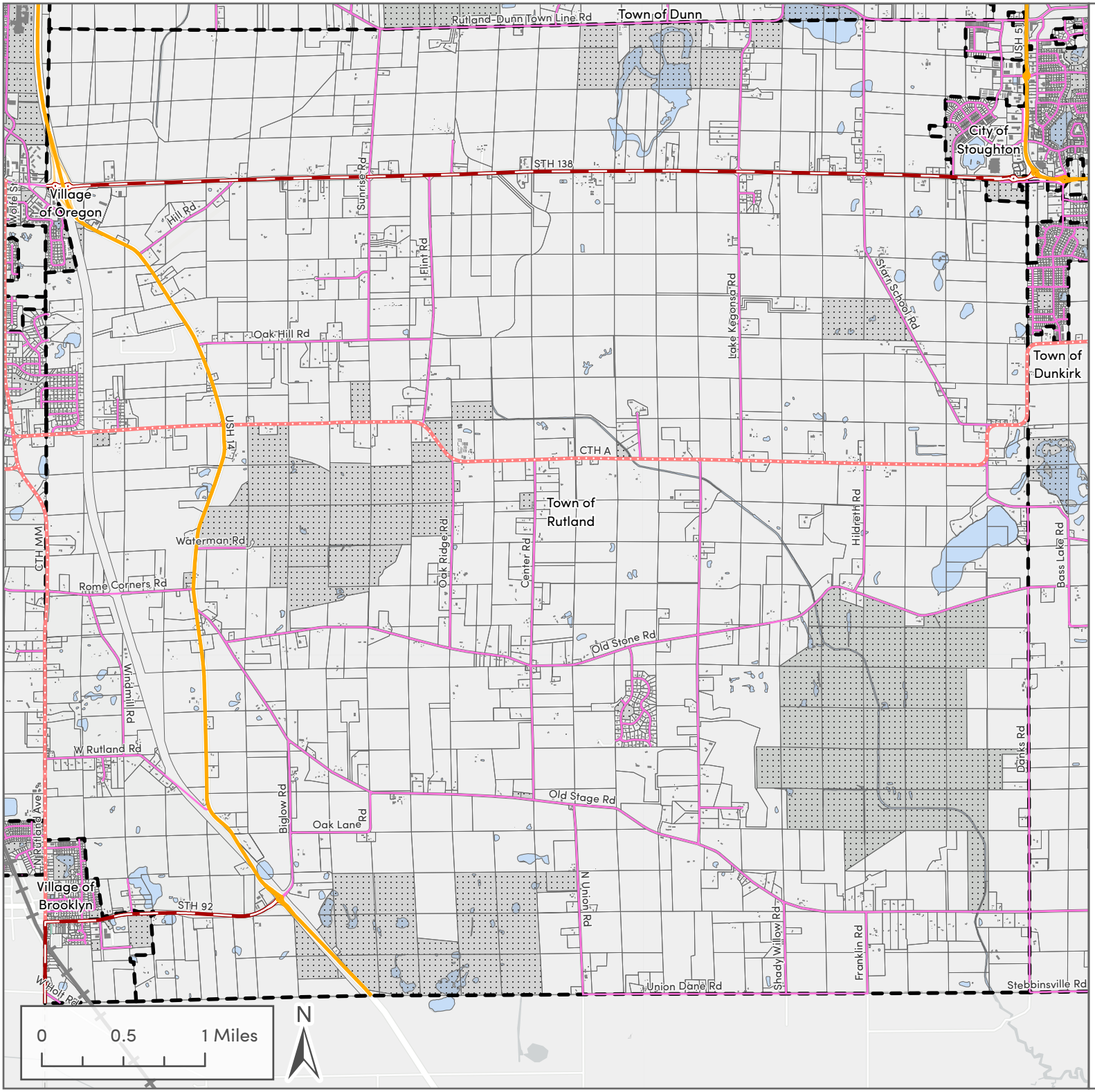
In total, there are roughly 53 miles of public roads in Rutland. The Town has jurisdiction over the maintenance, repair, and snow removal on about 45 miles of local roads and 1/6 mile of arterial roadway. Public Works expenses account for 45-60% of the Town's budget each year. Town maintenance crews must drive into the Town of Oregon to access Johnsons Street and the City of Stoughton to access Deer Point and Oak Opening Drives.

Arterials

Arterial roadways provide primary access to and through an area and are intended to primarily serve long-distance travel. USH 14 is a principal arterial and designated truck route running north-south in the western part of the Town. STH 138 is a minor arterial and designated truck route that runs east-west between Stoughton and Oregon. WIS 92, another minor arterial roadway, also runs east-west through Brooklyn before connecting to USH 14 in southwest Rutland.

Collectors

Collector roadways disperse traffic off the arterials and provide direct access to residential neighborhoods or commercial and industrial areas. CTH A is a minor collector running east-west through the middle of the Town.



Town of Rutland

Town of Rutland

Transportation

Legend

- Bike Lane
- Railroads

Roads

- US Highway
- Ramp
- State Highway
- County Highway
- Local Road
- Named Private Road

Boundaries

- Municipal Boundaries
- Parcels
- BuildingFootprints
- Public Lands
- Lakes and Ponds

Data sources: Esri, Dane County, CARPC, Greater Madison MPO

Map information is believed to be accurate but may contain errors due to the dynamic nature of source data. For general reference purposes only.

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Road Surface Conditions

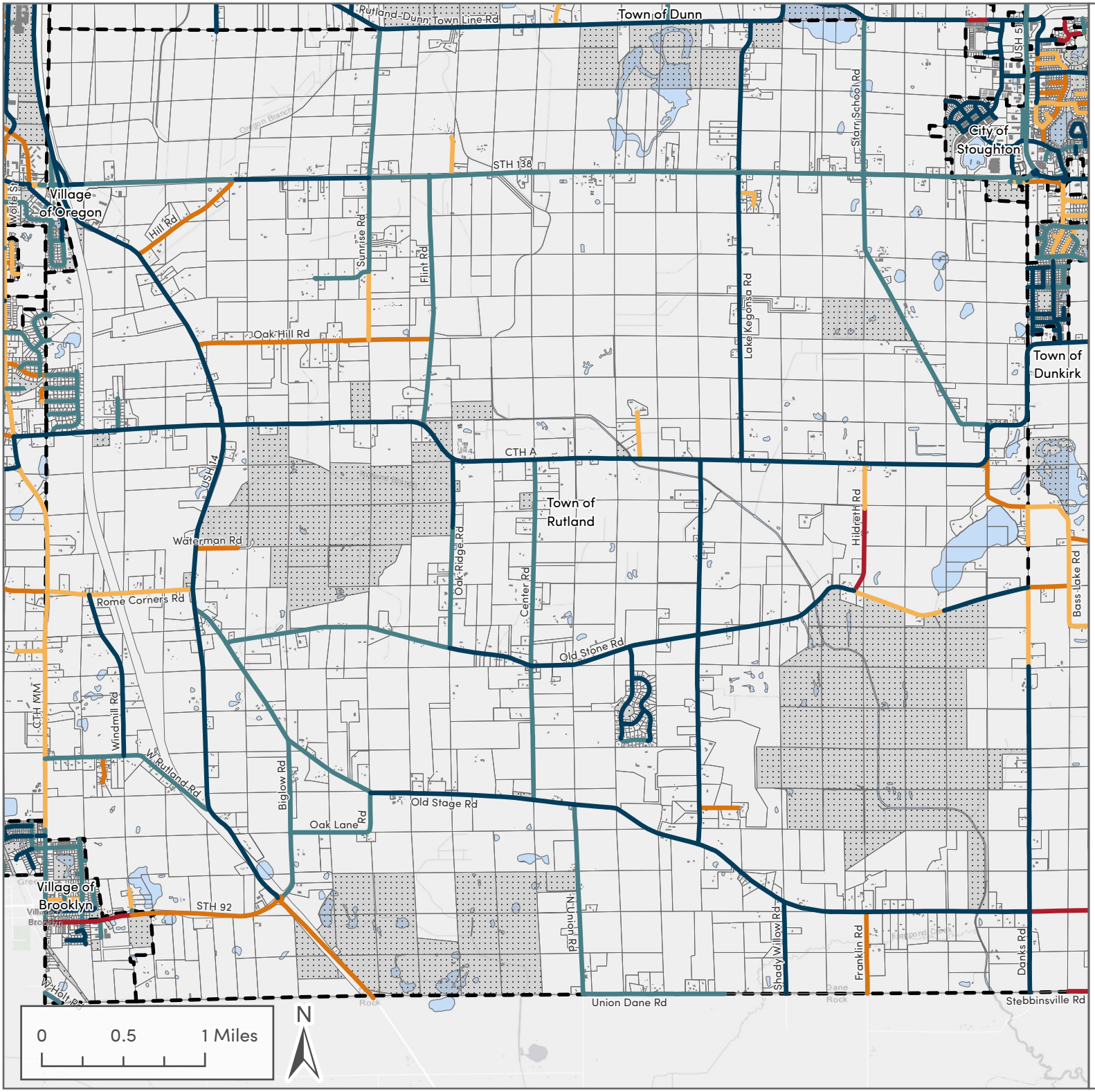
The Town inspects all public roads each spring to assess winter damage. This process involves rating the physical appearance of each road by segment on a scale from 1-10 and reporting them to the Wisconsin Information System for Local Roads (WISLR). Roads with ratings below 4 are prioritized for upgrade or repair.

Map 9: Pavement Ratings, shows pavement conditions that are rated from "Very Poor" to "Very Good to Excellent." Pavement condition ratings and suggested maintenance are shown in Table 12. Roughly a third of Town road miles are in good repair with no maintenance required, while another quarter require only routine maintenance. Structural improvements or leveling are recommended for about 27% of Town road surfaces. Reconstruction is recommended for about 8% of Rutland's roads, including segments of Hildreth Road.

Table 12: Rutland Pavement Condition Ratings (2024)

PAVEMENT RATING	SUGGESTED MAINTENANCE	MILES	PERCENT OF TOTAL
1 or 2 (Very Poor)	Reconstruction	26.3	7.7%
3 or 4 (Poor)	Structural improvements and leveling-overlay	91.6	27.0%
5 or 6 (Fair)	Preservative treatments	21.7	6.4%
7 or 8 (Good)	Routine maintenance – crack sealing and minor patching	83.3	24.6%
9 or 10 (Very Good to Excellent)	None required	115.8	34.2%

Source: State of Wisconsin Department of Transportation Wisconsin Information System for Local Roads (WISLR), November 2024



Town of Rutland

Pavement Ratings

- Municipal Boundaries
- BuildingFootprints
- Parcels
- Public Lands
- Lakes and Ponds

2024 Pavement Condition

- Very Good to Excellent
- Good
- Fair
- Poor
- Very Poor
- No Data

Data sources: Esri, Dane County, CARPC, Greater Madison MPO

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Traffic Conditions

The Wisconsin Department of Transportation (WisDOT) routinely monitors traffic flow at selected locations throughout the state. The average annual daily traffic (AADT) counts for arterial and collector roadways in Rutland are shown in Table 13. USH 14 sees the highest traffic with an estimated 12,700 trips per day in 2022. Traffic on Highway 14 has generally increased over time, despite a decline of about 1,200 trips per day between 2018 and 2022 north of CTH A. STH 138 averages between 8,000 and 9,000 vehicles per day.

Table 13: Annual Average Daily Traffic (AADT) on Area Roadways

ROADWAY SEGMENT	TRAFFIC VOLUMES				AVERAGE ANNUAL CHANGE	PERCENT CHANGE
	2022-2021	2015/2018	2009	2005		
STH 138						
East of USH 14		9,200		7,050	+165	+30%
Between Lake Kegonsa Rd & USH 51	8,700					
CTH A						
West of USH 14	940			850	+7	11%
3 mi. east of USH 14	510			570	-5	-11%
STH 92						
West of USH 14	2,800	2,000	1,800	1,200	+94	+133%
USH 14						
North of CTH A	12,700	13,900	10,900	8,900	+294	+43%
1 mi. north of STH 92		12,700	11,700	7,700	+385	+65%

Source: WisDOT Traffic Counts TCMap

Pedestrian and Bike Facilities

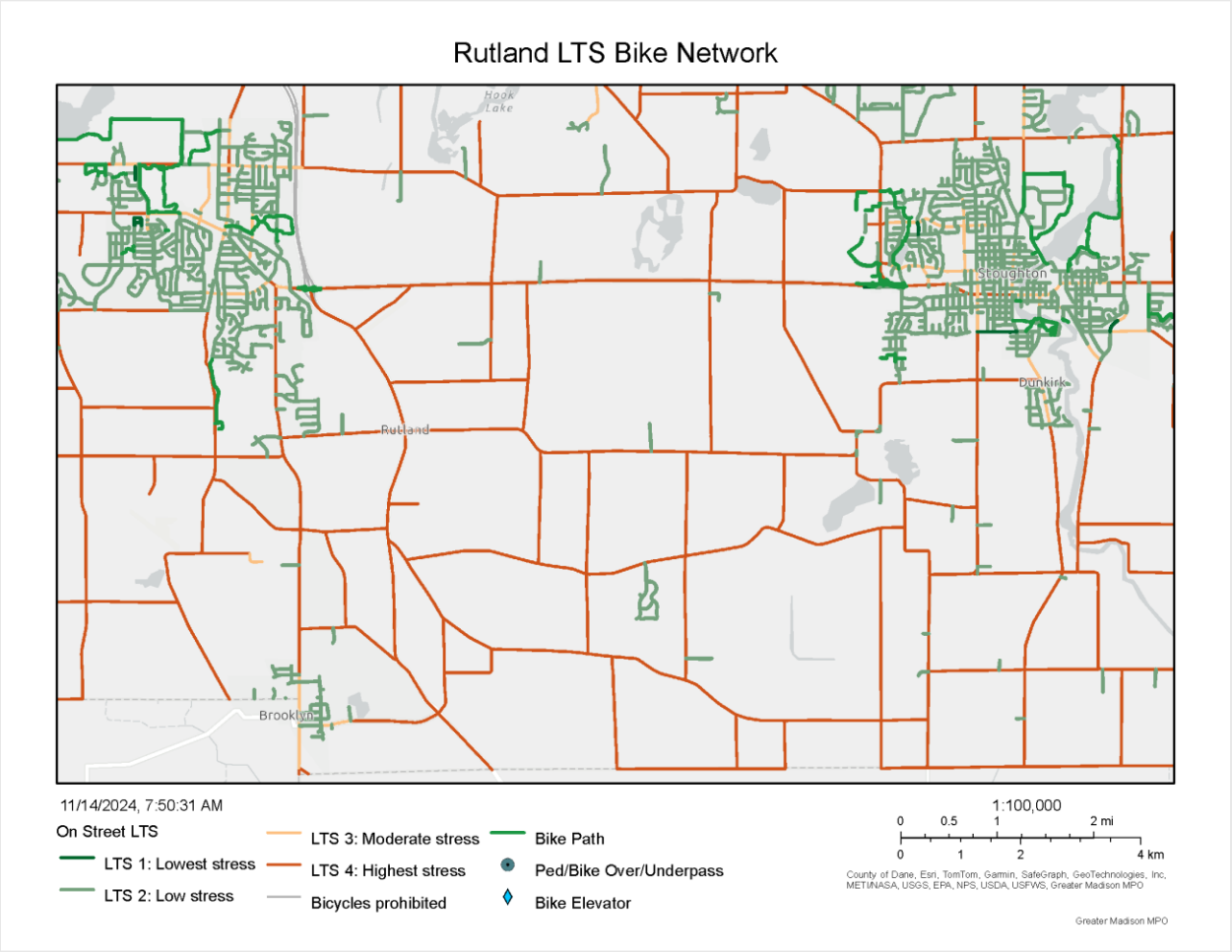
Map 10: Existing Bike/Ped Facilities shows Rutland's bike and pedestrian facilities. Very few roads in Rutland include sidewalks. STH 138 and USH 14 can accommodate confident bikers on paved shoulders. There are no public pedestrian paths or off-street bike paths in Rutland.

Bicycle Level of Traffic Stress (LTS) is rating system that measures how comfortable a road or path is for bicyclists. This system scores roads and paths on a scale of 1 to 4 based on roadway characteristics like speed limit, traffic levels, bike lanes, and other features. LTS

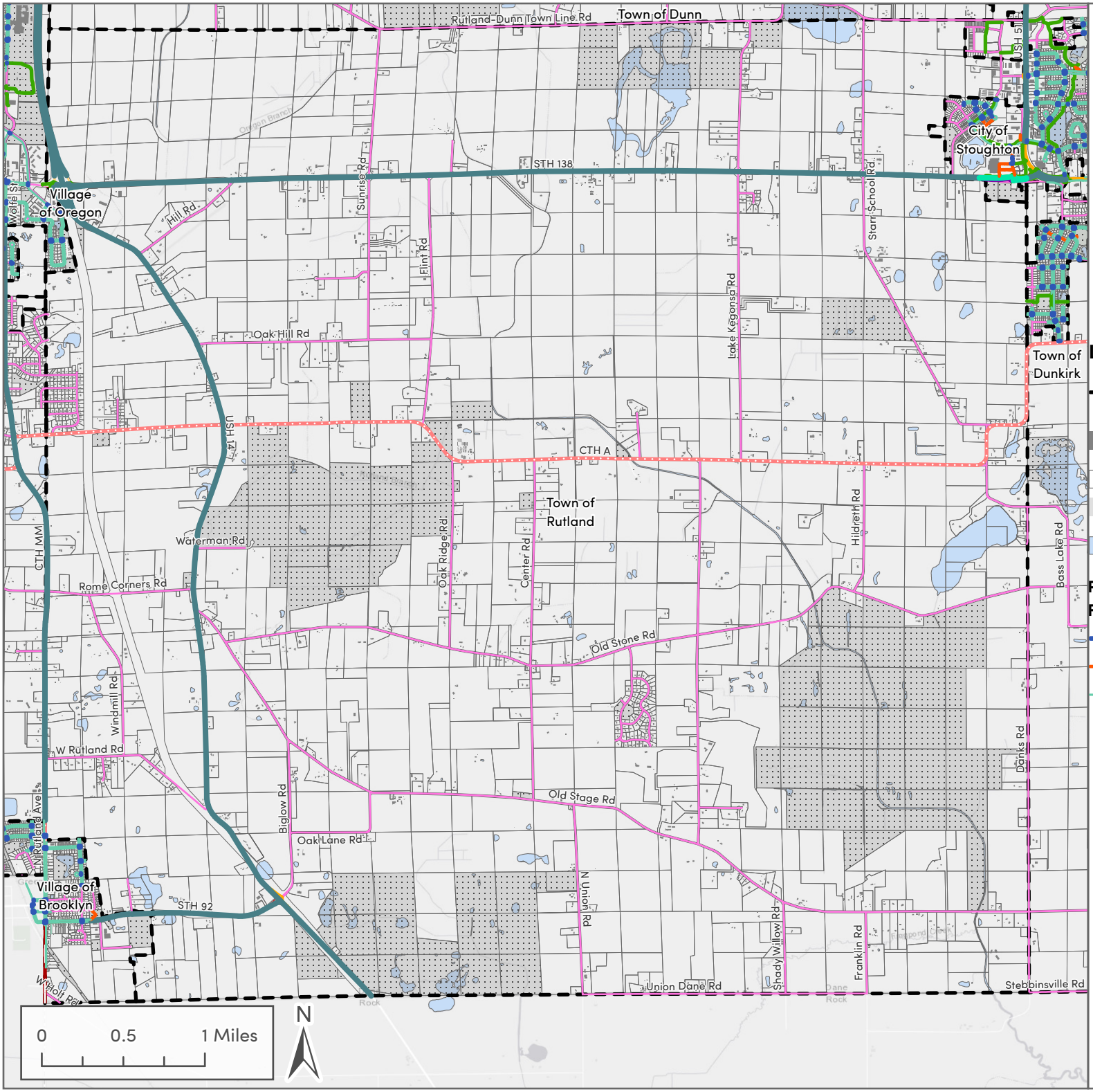
1 indicates low stress routes that are comfortable for novice cyclists and children, while LTS 4 indicates high stress routes where biking is generally uncomfortable for all but the most confident cyclists.

Most of the on-street bike routes in Rutland are classified as LTS 4 (high traffic stress) due to high speeds, traffic volumes, lack of designated bike facilities, or other characteristics (Figure 6: Rutland's Level of Traffic Stress Bike Network). Limited low stress routes on local roads are scattered throughout the Town, generally as dead-end roads.

Figure 6: Rutland's Level of Traffic Stress Bike Network



Source: Greater Madison MPO Low-Stress Bicycle Route Finder



Town of Rutland

Town of Rutland

Pedestrian and Bike Facilities

Legend

- Municipal Boundaries
- Building Footprints
- Parcels
- Public Lands
- Lakes and Ponds

Pedestrain Facilities

- Crosswalk
- Pedestrian Path
- Sidewalk

Bike Facilities

- Lane: 3-4 Ft
- Lane: > 4 Ft
- Paved Shoulder
- Off-Street Path

Roads

- US Highway
- Ramp
- State Highway
- County Highway
- Local Road
- Named Private Road

Data sources: Esri, Dane County, CARPC, Greater Madison MPO

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Transit

Madison Metro provides the nearest fixed-route public transit service. The Route 65 stop at the Fitchburg Library is the access point closest to Rutland.

Running Inc. provides curb-to-curb shared ride taxi service within Stoughton city limits and up to 3 miles outside of the city.

The nearest park and ride lot is in Verona at US 18/151 and Old PB. This lot connects users to Madison Metro Bus Service, the Military Ridge State Trailhead and Ice Age State and National Trail, and the WisDOT bike path to the UW Madison campus.

Taxi, Ride Sharing, and Specialized Transportation Services

Seniors, people with disabilities, low-income families, veterans, and workers in Rutland may be eligible to access individual and group transportation services provided by the Dane County Department of Human Services. Rutland residents can contact the Dane County Transportation Call Center to assess their eligibility and be matched with the service most appropriate to their needs, including Rural Senior Group Trips, Rural Transportation, Veteran Transportation, and Employment Transportation. The Retired Senior Volunteer Program of Dane County coordinates rides to medical appointments for older adults through the Driver Services and Vets Helping Vets programs. Additionally, senior centers in Oregon and Stoughton provide ride services for seniors.

Union Cab is the only taxi company that officially serves all of Dane County. Rideshare services like Uber or Lyft may also serve parts of Rutland.

RoundTrip is a public program of the Greater Madison MPO that connects individuals and employers in the Madison region with convenient alternatives to driving alone. Funded and operated in partnership with the WisDOT RIDESHARE program and the Southeastern Wisconsin Regional Planning Commission's CommuteWISE program, RoundTrip supports walking, bicycling, riding the bus, carpooling, and vanpooling for all Dane County residents. The state Department of Administration also operates a vanpool program for Wisconsin commuters in partnership with Commute with Enterprise.

Airports

The Dane County Regional Airport (DCRA), located roughly 20 miles north of Rutland, offers direct flights on major airlines to several major U.S. cities or airport hubs. The airport also provides freight, general aviation, and military service. The airport served nearly 1.1 million passengers in 2023, just shy of its record high of nearly 1.2 million passengers in 2019. See www.msnairport.com for the most current information on flight schedules and destinations.

Speigel Field Airport is a small private airport located off Hill Road in the Town of Rutland. Other small private airports within 10 miles of Rutland include Uff-Da Airport in Town of Dunn to the north, Syvrud Airport, Storytown Airfield, and Peterson Field in Town of Oregon and Matson Airport in the Town of Dunkirk east of Stoughton.

Rail and Intercity Bus Service

There are no railroads in the Town of Rutland. The nearest passenger rail station with regular public service is the Amtrak station in Columbus, about 45 miles to the northeast. This station sits along Amtrak's daily long-distance Empire Builder route serving Chicago, Milwaukee, Minneapolis/St. Paul, Seattle, Portland, and other cities with departures three days a week. Several commercial bus lines also operate out of Madison, providing regular service to destinations such as Milwaukee, Janesville, Beloit, Eau Claire, La Crosses, Chicago, and Minneapolis/St. Paul.

Commuting Patterns

Rutland residents and businesses are highly reliant on commuting between other communities to meet their employment and workforce needs. The U.S. Census Bureau estimates that only about 1.3% of Rutland's labor force both lives and works within the Town, while 98.7% of Rutland residents work elsewhere. About 43% of Rutland residents work in the City of Madison, while roughly 8% commute to Oregon and 5% work in Fitchburg. Middleton, Verona, and Stoughton each draw around 3%.

Most workers in Rutland (97.2%) drive in from a variety of other communities. An estimated 12% come from Stoughton, 11% from Madison, 5% from Janesville, and 4% from Oregon. Fitchburg, Brooklyn, and Brodhead are each home to around

Community Feedback

In the initial comprehensive plan survey conducted in January 2024, respondents supported developing a "diversified, safe, efficient, and environmentally sound transportation network." Many survey takers commented on the need for safe bike lanes/paths and allowance of recreational transportation such as ATVs and boats (i.e., boat launches).

Residents who took the second comprehensive plan survey in the summer of 2024 supported a revised goal for the Town to "provide safe and effective transportation facilities within the Town that connect with neighboring communities." Respondents also thoroughly endorsed the development of regionally connected bicycle, hiking, and pedestrian trails and the creation of Town road safety and maintenance standards.

Many residents who attended the April open house event voiced traffic and safety concerns related to dump truck traffic from local non-metallic mining operations.

2% of Rutland's workers. The remaining ~60% commute from other locations.

As of 2022, an estimated 80% of Rutland workers aged 16 and over drive to work alone, while 7% carpool and about 10% work from home.

Relevant State and Regional Plans

The Wisconsin Department of Transportation's (WisDOT's) Southwest Region office is primarily responsible for highway planning in the Rutland area. Except where otherwise indicated below, there are no known conflicts between the policies and recommendations set forth in this Comprehensive Plan and those of these regional, county, and state transportation plans.

WisDOT

Connect 2050 (2022) is the long-range transportation plan for the State of Wisconsin, which will guide WisDOT's decision-making about changes to and investments in the statewide system for the next 30 years. It sets goals and objectives that apply to all modes and means of transportation including roads, transit, biking, walking, rail, aviation, and water transport. *Connect 2050* is intended to set the long-range vision for the state's transportation system, while WisDOT's other plans (as partially listed below) and technical reports identify how *Connect 2050*'s goals will be met.

There are currently no highway corridor studies underway for Rutland's main arterial roads. WisDOT's Six Year Highway Improvement Program lists two planned projects in the Rutland area:

- **2025**: WIS 92 resurfacing project between Belleville and US-14, including the addition of centerline rumble strips, replacement of guardrails as needed, and updating existing curb ramps in Brooklyn to current ADA standards
- **2026**: US-14 resurfacing from WIS 92 to Evansville, including widening paved shoulders from 3' to 5' along the corridor.

The *Wisconsin State Freight Plan* (2023) provides a vision for multimodal freight transportation and positions the State to remain competitive in the global marketplace. USH 14 and STH 138 in Rutland are WisDOT-designated Long Truck Routes.

Greater Madison MPO

The Greater Madison Metropolitan Planning Organization (MPO) is the area's regional transportation planning agency. While Rutland is only partially located within the MPO's planning area, the agency's long-range planning efforts may still include outer area projects.

The MPO's *Connect Greater Madison: Regional Transportation Plan 2050* (RTP) lays out how the Madison region will invest in the transportation system to accommodate current travel demands and future growth, while setting priorities that balance limited funds. The RTP includes strategies for addressing important trends such as rapidly evolving technology and the rise of teleworking, as well as strategies to take action on critical issues like equity and climate change. The MPO updates the RTP every five years. Rutland-area improvements identified in the current RTP include:

- USH 14 resurfacing with intersection and safety improvements between STH 138 and STH 92 (2022)
- Planned primary on-street bike facility on Rutland-Dunn Town Line Road
- Planned off-street bike facility on STH 138 between Starr School Road and USH 51 in Stoughton

The Transportation Improvement Program (TIP), which the MPO updates annually, is a list of short-range multimodal transportation improvement projects to be undertaken in the next five-year period. The TIP is the mechanism by which the long-range RTP is implemented. Projects within the MPO's planning area must be included in the TIP in order to be eligible for federal funding assistance. Other area projects are also listed for information and coordination purposes.

The only major 2024-2029 TIP project in the Rutland area is the resurfacing of STH 138 between Stoughton and the southern boundary of Dane County planned for 2028.

Transportation Issues

Traffic Safety

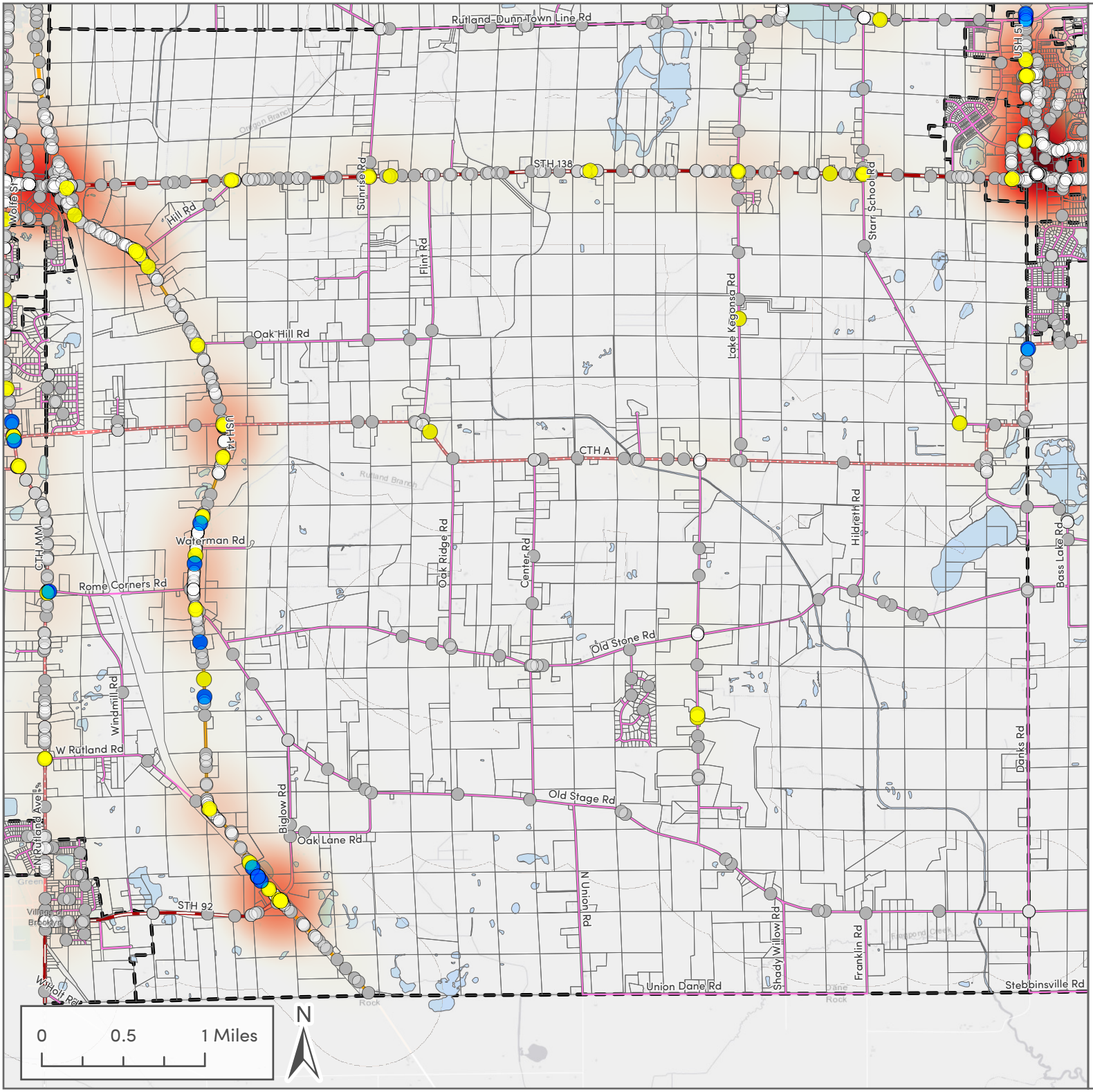
Map 11 shows fatal injury, suspected serious injury, and minor or no injury crashes in the Rutland area between 2019 and 2023. Data from the UW Traffic Operations and Safety Laboratory (TOPS) include eight fatal crashes and nearly 30 suspected serious injury crashes during this time period. Most of the recent fatal and serious injury crashes have occurred along USH 14, with "hotspots" at its intersections with STH 138, STH 92, and CTH A. Highway 14 also has the greatest overall traffic volumes.

Road Maintenance and Repair

The Town is responsible for the maintenance and repair of roughly 45 miles of road. The Town Patrolman determines the location and timing of repairs based on PASER ratings. Repairing a mile of road typically costs $250,000-350,000; if the Town repairs about 2 miles each year, every road will be repaired roughly once every 22 years at an annual cost of $500,000 to $700,000. Between 2019 and 2024, the Town spent more than $2 million on road repairs.

Heavy vehicles exert increased wear and tear on local roadways, particularly on Old Stage and Center Roads which can see several hundred dump trucks per day coming to and from the five area gravel pits in and bordering the Town of Rutland. In an effort to protect local roads, the Town implemented an 8-ton Class B weight limit on Old Stage, Old Stone, Bass Lake, Denks, and Biglow Roads in November 2024. The limit applies to through traffic, but not to vehicles making deliveries within the Town. The Town may be interested in exploring weight limits for additional roads in the future.





Town of Rutland

Crashes

Legend

- Municipal Boundaries

Crash Severity

- Fatal Injury
- Suspected Serious Injury
- Minor or No Injury
- Sparse
- Dense

Roads

- US Highway
- Ramp
- State Highway
- County Highway
- Local Road
- Named Private Road
- Parcels

Data sources: Esri, Dane County, CARPC, Greater Madison MPO

Map information is believed to be accurate but may contain errors due to the dynamic nature of source data. For general reference purposes only.

Date: 2025-04-24

CAPITAL AREA rpc

Community Services and Facilities

Key Takeaways

- Town-owned facilities include the Town Hall/Garage, the Collection Center, Rutland Center Church. A new Town Hall with expanded office, meeting, and storage space is currently under construction.
- Private wells that supply water to Rutland homes and businesses may be vulnerable to contamination. Because there are no federal or state laws regulate private well water quality, individual property owners are encouraged to protect and maintain their wells, including yearly testing for bacteria, nitrates, and other contaminants.
- Estimated nitrate levels exceed drinking water standard of 10 mg/L at multiple areas along USH 14, one area along Lake Kegonsa Rd, and one area east of Starr School Rd.
- Almost half of the estimated 919 broadband serviceable locations in Rutland are currently unserved or underserved; 440 of these addresses are eligible to access service through statewide Broadband Equity, Access, and Deployment (BEAD) funding.

Goal

Provide effective, transparent, and inclusive service and governance to Town residents.

Objective 1

Ensure that residents have cost-effective solid waste and recycling services.

Action

Provide residents with educational materials and information about e-waste disposal.

Objective 2

Maintain and improve the Township's public infrastructure and buildings to ensure they meet the current and future needs of residents.

Action

Before undertaking projects that would increase property taxes, consider the costs and benefits across the anticipated life cycle of the project or improvement.

- Conduct cost-benefit analyses before undertaking projects that would increase property taxes.

Objective 3

Prioritize the improvement and expansion of fast, reliable internet service throughout the Town, ensuring it is accessible to all residents.

Actions

Work with Dane County's Broadband Coordinator to:

- Pursue available broadband expansion funding opportunities.
- Partner with internet service providers that serve or could serve the Town of Rutland.
- Use available maps and data to identify areas of the Town that are underserved and unserved.
- Consider building conduit access whenever road reconstruction is ongoing in the Right of Way to allow for broadband infrastructure.
- Consider adopting the Broadband Forward! model ordinance to streamline administrative procedures and reduce obstacles to broadband infrastructure investment in the Town.

Objective 4

Make it easy for residents to access information about and participate in Town activities, with a focus on transparency in governance and proactive communication about key issues such as tax changes and public services.

Actions

Offer alternatives to internet-based communications such as mailings or handouts that can be collected at Town Hall.

Post meeting announcements as far in advance of meeting dates as possible.

- Post notices online and at the Town Hall and Collection Center.
- Establish standard public notification practices and communicate them to residents.
- Post brief summaries of Board and Commission actions taken at meetings within one week.

Public Services and Facilities

Police, Fire Protection, and EMS

The Town of Rutland does not operate its own Police Department. It does, however, contract with the Dane County Sheriff for part-time patrol services. Any additional requests for law enforcement service and intervention are also directed to the Dane County Sheriff's Department.

The Town of Rutland is served by three fire districts. The Oregon Area Fire-EMS District serves the northwest quadrant, the Stoughton Fire-EMS District serves most of the eastern half, and the Brooklyn Fire-EMS Protection District serves the southwest quadrant. Map 12: Emergency Services Boundaries shows the approximate district boundaries. To verify which district serves a specific property, contact the Town Clerk.

Public Facilities

The Town of Rutland owns several municipal buildings. The Town Hall is currently located at 785 Center Road in Stoughton, south of CTH A, collocated with the Town garage. The Clerk's Office is located east of the Village of Brooklyn at 4177 Old Stage Road. The Collection Center is located at 4232 County Road A, west of Flint Road in Oregon.

A new structure scheduled to be completed in 2025 will contain a new Town Hall and Garage. The Garage space will house vehicles, utility equipment, tools, supplies, maintenance space, and office and restroom facilities. The Town Hall will include a flexible meeting space accommodating up to 30 people for regular meetings and elections, fire-proof storage for records, storage space for equipment and supplies, and shared office space for three staff (Town Clerk, Deputy Clerk, and Treasurer). This new facility is being built on a 3-

Community Feedback

In the initial comprehensive plan survey, respondents reacted positively toward waste management services, though some remarked the cost of these services could be improved.

Additionally, respondents frequently requested space for community involvement and relationship building, such as a new town hall. Furthermore, respondents frequently commented in support of recreational opportunities, such as parks/dog parks and bicycle infrastructure. However, residents did not support utility-level services such as solar and wind farms.

In the second comp plan survey, respondents overwhelmingly supported "providing effective service and transparent governance," ensuring "cost-effective solid waste and recycling services," and providing easier access to information on and participation in Town activities. Respondents also supported improving access to fast, reliable internet service and maintaining an adequate system of Township public infrastructure and buildings.

acre parcel of land adjacent to the current Town Hall-Garage complex. The Town intends to utilize the existing Town Hall-Garage for cold storage of equipment once the new building is complete.

The Town also owns and manages the Rutland Center Church located at 4528 Rome Corners Road, three miles south of Oregon near the intersection of Hwy 14 and County Hwy A. The church was built in 1852 and added to the National Register of Historic Places in 2004. A renovation of the historic church was completed in 2013. It is not affiliated with any organized religion and is available for use by private individuals and groups, including small weddings, funerals, meetings, and other purposes. Use of the building is not limited to Town of Rutland residents.

Solid Waste Collection and Recycling

The Town of Rutland provides single stream recycling at the recycling collection center located along CTH A, along with the collection of solid waste for landfilling and yard wastes for composting. The Town website contains useful information regarding what can be recycled and how to prepare it for recycling.

The Dane County Clean Sweep Facility accepts hazardous chemicals and electronics from Dane County residents, businesses, and farms at the Dane County landfill site year-round. Additionally, municipalities can request collection events in their area by contacting the Dane County Clean Sweep Program.

Parks and Recreation Facilities

The availability of parks, recreational facilities and open space contributes to quality of life in the community and is an important consideration in current and future land use planning. The Town does not own any public parks or recreation facilities, but there are two DNR-managed nature/wildlife areas in Rutland. The Anthony Branch Fisheries and Wildlife Area in the west central part of the town contains open space areas and wetlands as well as portions of the Rutland Branch stream and several unnamed tributaries. The Badfish Creek Wildlife Area in the southeast quadrant of the town contains open space areas, wetlands, and portions of Badfish Creek and several unnamed tributaries.

Table 14: Existing Park Facilities

PARK NAME	TYPE	SIZE	LOCATION	AMENITIES
Badfish Creek Wildlife Area	Nature Reserve	1,147 acres (owned) / 287 acres (leased)	3341 Old Stone Rd, Stoughton (approx.)	Canoeing, cross-country skiing, fishing, hiking, hunting, trapping, wildlife viewing, wild edibles/gathering
Anthony Branch Fisheries and Wildlife Area	Nature Reserve	1,000+ acres	4399 County Hwy A, Oregon	Hunting, trapping, hiking, fishing, wildlife viewing, wild edibles/gathering

Source: Wisconsin DNR

Senior Services

There are no senior service centers located within the Town of Rutland. However, the Oregon Area Senior Center and Stoughton Area Senior Center provide services to Rutland residents, including ride services and meal delivery. Additionally, Rome Corners Reporters and Yahara Senior News provide senior center newsletters.

Libraries

There are no libraries located within the Town of Rutland. However, the Dane County Library Service provides public library and other services to the Town of Rutland.

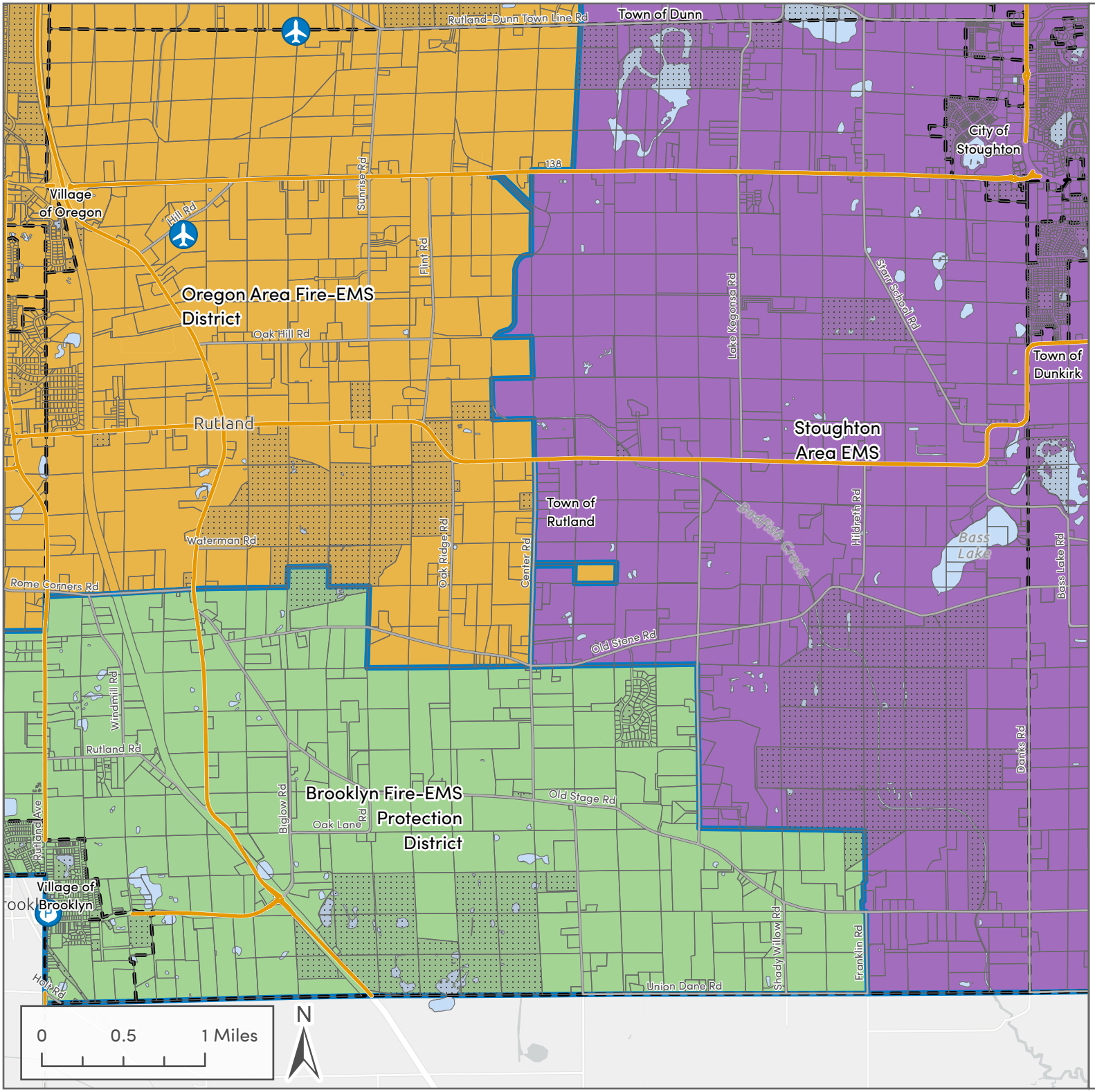
Other Community Facilities

Schools & Childcare Facilities

There are no public or private schools located within the Town of Rutland. The Oregon School District serves the western third of the Town, and the Stoughton Area School District serves the eastern two-thirds; a few parcels along the southern edge are served by the Evansville Community School District, with schools located within the City of Stoughton and Village of Oregon, as well as Village of Brooklyn (Oregon School District). There are no childcare facilities within the Town of Rutland.

Cemeteries

There are two cemeteries within the Town of Rutland. The Graves Cemetery is located at the corner of Center Road and Old Stage Road. The Rutland United Brethren in Christ Cemetery, also known as the Rutland Center Cemetery, is located at 678 USH 14.



Town of Rutland

Town of Rutland

Emergency Service Boundaries

Legend

- Municipal Boundaries
- Law Enforcement Stations
- Airport
- Highway
- Local Road
- Parcels
- Public Lands
- Lakes and Ponds

District Name

- Brooklyn Fire-EMS Protection District
- Oregon Area Fire-EMS District
- Stoughton Area EMS

Data sources: Esri, Dane County, CARPC, Greater Madison MPO

Map information is believed to be accurate but may contain errors due to the dynamic nature of source data. For general reference purposes only.

Date: 2025-04-24

CAPITAL AREA rpc

Utilities

Water Supply and Distribution

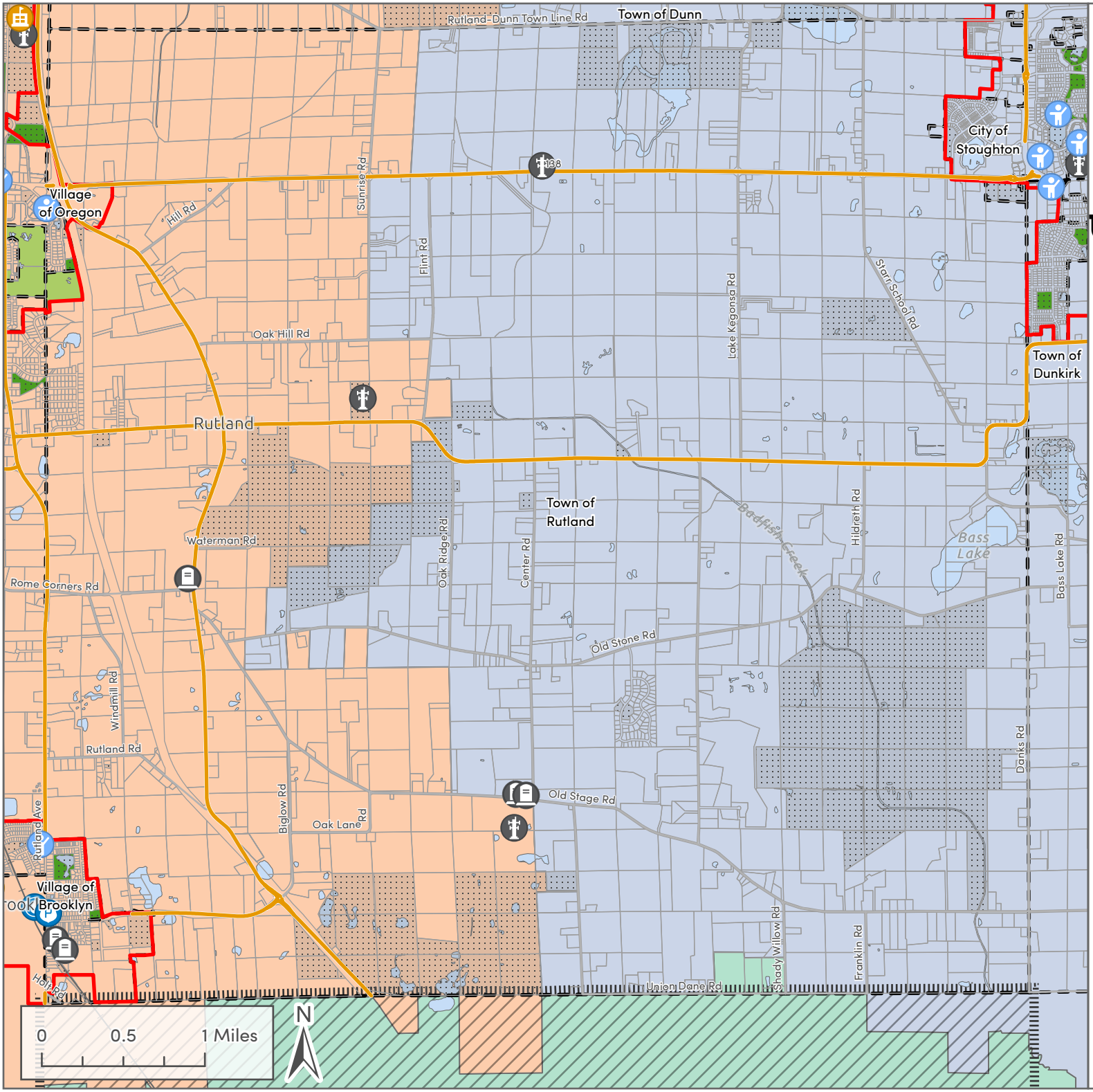
Potable water is supplied to Rutland homes and businesses by private wells. These wells are frequently shallow and thus vulnerable to contamination from current and past land use practices. Municipal well water service is provided in the adjacent City of Stoughton and Villages of Brooklyn and Oregon; however, these municipalities do not provide water to any properties in the town. The 50- and 100-year zones of contribution to one of the Stoughton wells do fall within the Town.

Protection and recharge of the aquifer is critical to ensuring a sustainable supply of drinking water. The 2012 *Groundwater Recharge in Dane County, Wisconsin, Estimated by a GIS-Based Water-Balance Model* report by the Wisconsin Geological and Natural History Survey (WGNHS) estimates that the existing groundwater recharge rate in the Town of Rutland is approximately 9 to 13 inches per year.

Nitrate concentrations are generally low within the Town of Rutland; however, there are a couple "hotspots." The 2015 report *Characterizing the Sources of Elevated Groundwater Nitrate in Dane County* indicates high nitrates at multiple areas along USH 14, one area along Lake Kegonsa Rd, and another east of Starr School Rd, with estimated nitrate levels in the upper aquifer in excess of the drinking water standard of 10 mg/L.

State law (Chapters NR 812 and 845, Wis. Adm. Code) establishes minimum standards for permitting, locating, constructing, and abandoning private wells. However, unlike public water systems, protection and maintenance of private wells is largely the responsibility of individual property owners. Although nitrate testing has been required for the construction of new wells or repair and maintenance of existing wells since 2014, there are no other federal or state laws to regulate the quality of water from private wells.

Good construction and proper location are critical in ensuring a safe drinking water supply for the well owner as well as the entire community that shares the aquifer. The *Dane County Groundwater Protection Planning Framework* recommends that private well owners test their water for bacteria and nitrates on a yearly basis, or whenever there are changes in taste, color, or odor.



Town of Rutland

Utilities and Public Facilities

Legend

Public Facilities
- Childcare Facility
- School
- Law Enforcement Stations
- Water Utilities
- Cell Tower
- Cemetery

Recreation
- Golf Courses
- Municipal Parks

Boundaries
- Parcels
- Urban Service Area
- Public Lands
- Municipal Boundaries

Gas Utility
- Wisconsin Gas
- Wisconsin Power and Light Company

Roads
- Highway
- Local Road
- Ramp

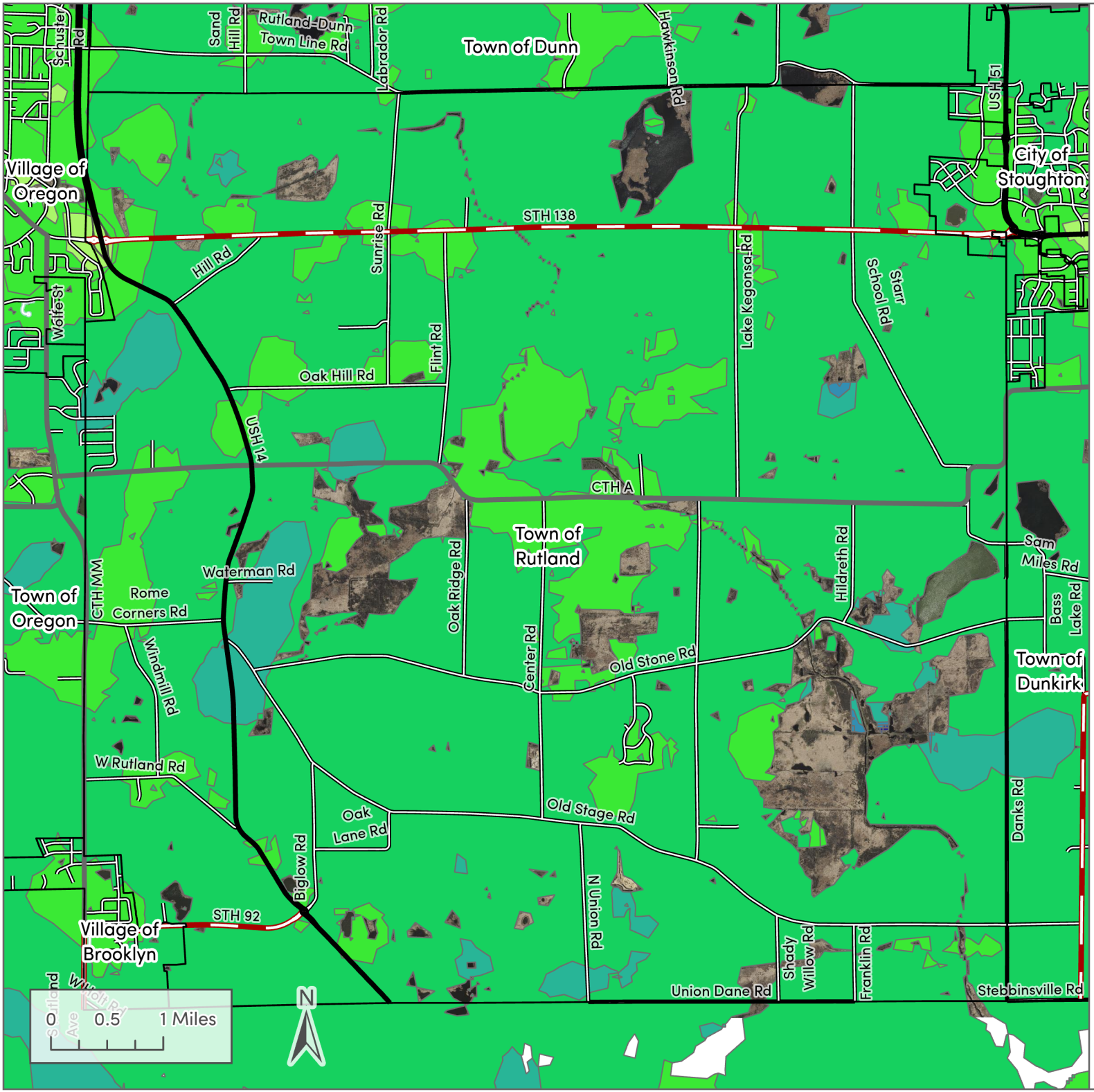
School District
- Evansville Community
- Oregon
- Stoughton Area

Data sources: Esri, Dane County, CARPC, WI DPI, WI PSC, Greater Madison MPO

Map information is believed to be accurate but may contain errors due to the dynamic nature of source data. For general reference purposes only.

Date: 2025-04-24

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Town of Rutland

Groundwater Recharge

Municipal Boundaries

Groundwater Recharge (in/year)

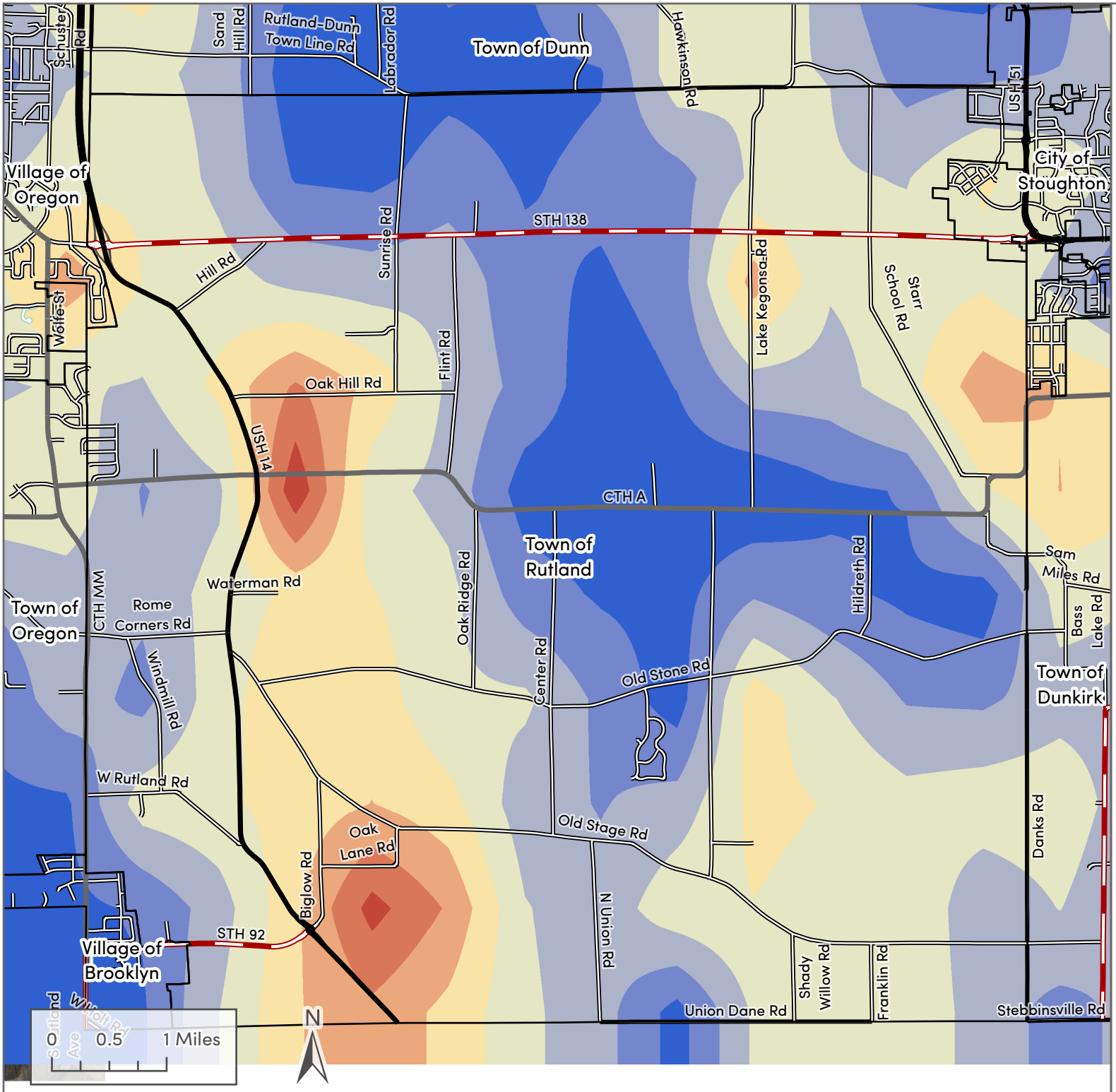
- < 5
- 5 - 7
- 7 - 9
- 9 - 10
- 10 - 11
- 11 - 13
- 13 - 15
- > 15

Data sources: Esri, Dane County, CARPC, Wisconsin Geological and Natural History Survey

Map information is believed to be accurate but may contain errors due to the dynamic nature of source data. For general reference purposes only.

Date: 2025-04-24

CAPITAL AREA rpc



Town of Rutland

Town of Rutland

Nitrates

Municipal Boundaries

Nitrates (mg/L)

- 0 - 2
- 2 - 4
- 4 - 6
- 6 - 8
- 8 - 10
- 10 - 12
- 12 - 14
- > 14

Data sources: Esri, Dane County, CARPC, PHMDC, UW Madison Extension, UW Madison Center for Limnology

Map information is believed to be accurate but may contain errors due to the dynamic nature of source data. For general reference purposes only.

Date: 2025-04-24

CAPITAL AREA rpc

Sanitary Waste Collection and Treatment

There is no public sanitary wastewater collection or treatment system within the Town of Rutland. Residences and businesses rely on private, on-site wastewater systems such as septic tanks, holding tanks, mound systems, or other in-ground systems. In general, private onsite wastewater treatment systems (POWTS) function by discharging wastewater into a subsurface soil absorption field or through land surface application for treatment by natural processes. Where this is infeasible, wastewater may be collected in a holding tank and hauled to a municipal wastewater treatment facility for disposal.

These wastewater systems are regulated by the WDNR and/or Wisconsin Department of Safety and Professional Services (DSPS), depending on the nature of the wastewater (i.e., domestic industrial, or mixed). State requirements for private wastewater systems are contained in several chapters of the Wis. Admin. Code, including NR 108, 206, 210 and 214 and SPS 383. Dane County also regulates private wastewater systems through Chapter 46 of the Dane County Code of Ordinances.

Stormwater Management

Polluted runoff from diffuse sources, or **nonpoint source (NPS) pollution**, is a leading cause of water quality problems in Wisconsin. Polluted runoff is caused by rainfall or snowmelt moving over and through the ground, picking up natural and human–made pollutants, and depositing them into rivers, lakes, wetlands, and groundwater. Pollutants include fertilizers, nutrients, oil, grease, sediment, and bacteria from agricultural, urban, and residential areas.

Reducing nonpoint source pollution can be achieved through proper management of stormwater runoff and controlling erosion from construction and other land-disturbing activities. If not managed properly, runoff from development and agricultural activities can result in increased flooding risk to downstream properties, reduced infiltration to restore groundwater supplies, and pollution to natural water resources.

The Town of Rutland does not have a stormwater ordinance. Dane County Ordinance Chapter 14 regulates erosion control and stormwater management from land disturbing and development activities, which applies to all areas throughout the county. Generally, erosion control permits are required for land disturbing activities in excess of 4,000 square feet and stormwater management permits are required for development resulting in a cumulative addition of 20,000 square feet. There is little to no development within the Town which requires designed stormwater management devices through the ordinance.

The predominant land use within the Town is agricultural. Dane County Ordinances Chapter 49 regulates runoff from cropland and livestock operations and manure management.

All producers who apply nutrients to cropland are required to have nutrient management plans, which involves planning for the use of manure and other fertilizers to meet crop nutrient needs in an economical way while reducing the potential for nutrient runoff from fields into lakes, streams, and groundwater. Additionally, use of various soil conservation and green infrastructure practices can help mitigate the effects of runoff from agricultural land uses on downstream water resources.

Electric, Power, and Telecommunications

Electric service in Rutland is provided by Wisconsin Power & Light Company (WPL), the Wisconsin utility subsidiary of Alliant Energy Corporation, and Stoughton Electric Utility. WPL also provides power via natural gas.

There are five communication towers and approximately nine wireless antenna sites within the Town, according to data obtained from TowerMaps.com. Cellular service is available to most Rutland residents, as they live within the range of one or more of these towers.

Broadband Access

According to data from the Wisconsin Broadband Office, localized areas of the Town range from being 100% served by broadband to not having any broadband service, with an overall coverage summary of 94%. The following providers currently offer some level of service in the Town through various technologies including fiber, cable, copper DSL, fixed wireless, mobile, and satellite: AT&T, Charter Spectrum, Bug Tussel Wireless, Four Lakes Broadband, Frontier, Litewire, UpNetWI, TDS Telecom, AT&T, Verizon, US Cellular, T-Mobile, HughesNet, Starlink, and Viasat.

A **Broadband Serviceable Location (BSL)** is a business or residential location where broadband Internet access service is currently, or can be, installed. Almost half of the estimated 919 BSLs in Rutland are currently unserved (lacking 25 megabytes per second download/3Mbps upload) or underserved (lacking 100 Mbps download/ 20 Mbps upload).

At the time of writing, Charter Spectrum is deploying fiber service to 69 locations in the Rutland through the Rural Digital Opportunity Fund (RDOF) Program. These locations are primarily located in the northwestern portion of the township.

The remaining 440 unserved and underserved addresses are eligible to access service through the BEAD (Broadband Equity, Access, and Deployment) program. Wisconsin was allocated just over $1 billion in statewide BEAD funding through the November 2021 federal Bipartisan Infrastructure Law. These funds will be used to provide service of at least 100 Mbps download and 20 Mbps upload to eligible addresses.

Housing

Key Takeaways

- Rutland's average household size is decreasing, reflecting long-term, nationwide trends.
- Homeowner and rental vacancy rates are reported at 0.7%.
- 20% of homeowners with a mortgage and 22% of renters are considered cost burdened, paying more than 30% of their income toward housing.
- Residents would mostly like to see new housing occur as single-family homes at rural densities; the majority of survey takers said they do not support apartments with three or more units or duplexes.

Goal

Promote a mix of housing options that support diverse needs while prioritizing the preservation of rural character and maintaining low-density development.

Objective 1

Collaborate with Dane County to create policies that support aging in place through housing options like senior condo communities and accessory dwelling units (ADUs), ensuring they align with rural character and agricultural goals. Focus on identifying zones appropriate for ADUs while maintaining agricultural tax credits.

Actions

Allow development of attached and detached accessory dwelling units (ADUs) in all existing residential and agricultural zones as described

Community Feedback

The majority of residents who responded to the Town's first comprehensive planning survey in early 2024 indicated that they would *not* like the Town to encourage a wider range of housing options. However, results of the second survey suggest that many residents *do* support working with the County to provide housing that allows for aging in place, such as senior condos and accessory dwelling units (ADUs).

Most survey takers said they would prefer to see future housing development in the Town occur as single-family homes split from farmland rather than in residential subdivisions. While a significant portion of survey takers (35-49%) said they support conservation subdivisions or cluster development to preserve land, about a quarter need more information to decide, indicating a need for more public discussion.

Write-in comments expressed a number of housing-related concerns from residents, including the desire to maintain the Town's rural atmosphere and general support for ADUs.

in this plan's Appendix C: Zoning Districts and Compatible Uses.[1]

- Help meet regional housing needs while maintaining rural character. Work with Dane County to implement *Regional Housing Strategy* actions appropriate for rural communities, including:
    - Inventorying and mapping older housing stock in the Town
    - Assessing the potential for housing in the development areas identified on Map 6: Future Land Use
    - Exploring funding opportunities for infrastructure improvements for rural residents
    - Conducting outreach and education on housing-related issues
    - Exploring and promoting incentives for rural housing

Objective 2

Identify and promote housing options that serve residents across all income levels, age groups, and abilities while maintaining the Town's low-density, rural character.

Actions

Expand rural housing options.

- Allow accessory dwelling units, small multi-family dwellings and condominiums, and small-scale institutional residential development in Hamlet zoning districts, consistent with this plan's Appendix C: Zoning Districts and Compatible Uses.
- Direct new rural housing development away from areas designated as more suitable for farmland preservation or resource protection on Map 6: Future Land Use. Consider approving limited residential development outside of those areas.
- Direct high-density development requiring sewer and water, transportation, and other public services to appropriate Urban Service Areas.

[1] Chapter 10 "Zoning" of the Dane County Ordinances permits Accessory Dwelling Units as a conditional use.

State and Regional Context

Housing costs are the single largest expenditure for most households. Based on its 2022 Consumer Expenditure Survey, the U.S. Bureau of Labor Statistics (BLS) estimates that on average, Americans spend about 33% of their income on housing, followed by transportation (17%) and food (13%). Housing expenditures increased 7.4% in 2022, following a 5.6% increase in 2021. These increases were felt by both homeowners and renters.

At the state level, homeownership rates have fallen from 73.3% in 2004 to 69.2% in 2023. Cost is the primary barrier to ownership, including down payment and monthly costs. Home prices in Wisconsin have grown faster than incomes in recent years, making homeownership particularly difficult for first-time homebuyers. From 2017 to 2022, the median home sale price in Wisconsin increased by more than 50%, while median household incomes increased by only about 20%. Other barriers to home ownership include the repair and renovation needs of aging housing stock and tighter lending requirements. Data show that racial minorities continue to have lesser access to home ownership.

In Dane County, increasing demand and limited supply have resulted in higher home prices and rents. Despite strong job growth in the last decade, housing construction has not kept pace to accommodate household growth. In 2022, median home prices were more than four times higher than median household incomes.

Dane County Housing Shortage

Rapid job and population growth combined with an underproduction of new housing has led to a housing crisis in Dane County. From 2010 to 2022, Dane County median home prices increased 63% from $226,000 to $369,000, while inflation-adjusted median incomes increased less than 10% over the same period.

One result is a high cost burden: many families cannot afford to buy homes, and many older adults cannot find housing options that meet their changing needs. Lower- and middle-wage workers must commute from outside the county, increasing their transportation costs and causing higher job turnover. Many businesses are struggling to fill middle- and lower-wage positions because their workforce can't find affordable, convenient housing.

Addressing this supply and affordability crisis will require a coordinated effort between Dane County, communities, the private sector, and non-profit groups.

Local Housing Conditions

In addition to its critical role on an individual level, housing is essential to local economies and property tax revenue. When workers can't find nearby housing, businesses find it harder to fill new jobs and experience greater turnover. Longer commutes also mean households spend more on transportation costs.

Household Characteristics

The Town of Rutland was home to 790 total households in 2020, down slightly from 2010. Most Rutland households (78.5%) have lived in their current housing unit since 2010 or earlier; almost a fifth of households have lived in Rutland since 1989 or earlier.

In the last 10 years, average household size has declined from 2.4 in 2012 to 2.2 in 2022. This pattern has also been observed in neighboring communities like the Town of Dunn as well as in the county, state, and nation.

More Rutland households include individuals aged 65 and over (roughly one third of all households), while fewer households have children under 18. While the proportion of Rutland households with occupants over 65 is smaller than in the Town of Dunn (44%), it is larger than the Village of Oregon and Dane County. The proportion of households with school-age children tends to be higher in incorporated areas likely due to their relative proximity to school facilities.

There are also more single-person households today, representing an estimated 16% of Rutland's households in 2020 compared to about 4% in 2010.

Housing and Development Types

Workforce housing is housing that's affordable to households earning 60-120% of area median income (AMI). **Affordable** means housing costs don't exceed 30% of a household's income. **Area Median Income (AMI)** is the midpoint of a region's income distribution: half of the households in the region earn more, and half earn less. Dane County's AMI is $84,297.

Accessory dwelling units (ADUs) are small secondary houses or apartments constructed on the same lot as a larger primary home. ADUs can be an appealing option for seniors wanting to downsize, adult children returning to the community they grew up in, relatives moving in, and homeowners seeking additional income.

Conservation subdivisions, also called **cluster developments**, feature smaller lots that are grouped together, leaving more land undeveloped for farming, recreation, wildlife corridors, and natural resource protection.

Homeownership and Vacancy Rates

The majority of homes in Rutland (93%) are owner-occupied, a proportion that has remained consistent over the last decade.

The U.S. Department of Housing and Urban Development (HUD) considers an owner-occupied vacancy rate around 2% healthy, indicating a balanced market with adequate housing choice. As of 2022, Rutland's homeowner vacancy rate was at zero, reflective of the tight housing market in Dane County overall. The Town's rental vacancy rate is also zero, in contrast to a healthy rate of 5%.

Existing Housing Stock

The term housing stock refers to all housing units in a community, including single-family homes, townhouses, apartments, and manufactured homes. Total number of housing units in the Town has decreased slightly in the last decade to 809, after a period of growth in the 2010s. The majority (94.5%) of Rutland's 809 housing units are single-family detached homes.

As of 2022, about half of Dane County's housing units were in single-unit, detached structures; 20.3% in multi-family buildings with 20 or more units. The Town of Dunn has 85.4% of units in detached single-family homes, larger proportion of mobile homes (10.5%).

Table 15: Households by Type, Rutland and Dane County (2010 to 2020)

	TOWN OF RUTLAND		DANE COUNTY	
	2010	2020	2010	2020
Total households	760	790	203,750	238,417
Married couple household	541	540	91,921	103,112
With own children <18	206	162	40,422	41,323
Cohabiting couple household		58		19,987
With own children <18		12		3,909
Female householder, no partner	35	101	17,427	63,652
With own children <18	9	5	11,371	9,235
Householder alone (%)	4.3%	16.2%	12.2%	30.3%
Households with individuals 65+	22.4%	35.3%	17.6%	23.9%

Source: US Census Bureau, Decennial Census, 2010, 2020 (DP1, P25, P19)
Note: In 2010, married-couple households included only opposite-sex couple households, and data on cohabiting couple households were not collected.

Table 16: Household Characteristics (2022)

	RUTLAND	DUNN	V OREGON	DANE COUNTY	WISCONSIN
Total housing units	809	2,307	4,873	250,416	273,4511
Total households	801	2,183	4,682	240,799	2,425,488
Average household size	2.2	2.2	2.4	2.3	2.4
% Single-person household	36.6%	25.5%	32.3%	45.4%	38.6%
% with school-age children	22.0%	21.7%	38.7%	25.7%	27.0%
% with individuals 65+	31.3%	44.8%	20.1%	24.1%	30.4%

Source: US Census Bureau American Community Survey 5-year Estimates, 2022 (DP04, DP02, B25001)

Table 17: Housing Occupancy and Vacancy Rates (2020)

	T-RUTLAND	T-DUNN	V-OREGON	DANE COUNTY	WISCONSIN
% owner-occupied units	92.8%	91.0%	73.0%	56.3%	66.3%
Homeowner vacancy rate	0.7%	1.0%	0.7%	0.8%	1%
Rental vacancy rate	0.0%	7.2%	1.6%	3.9%	5.6%

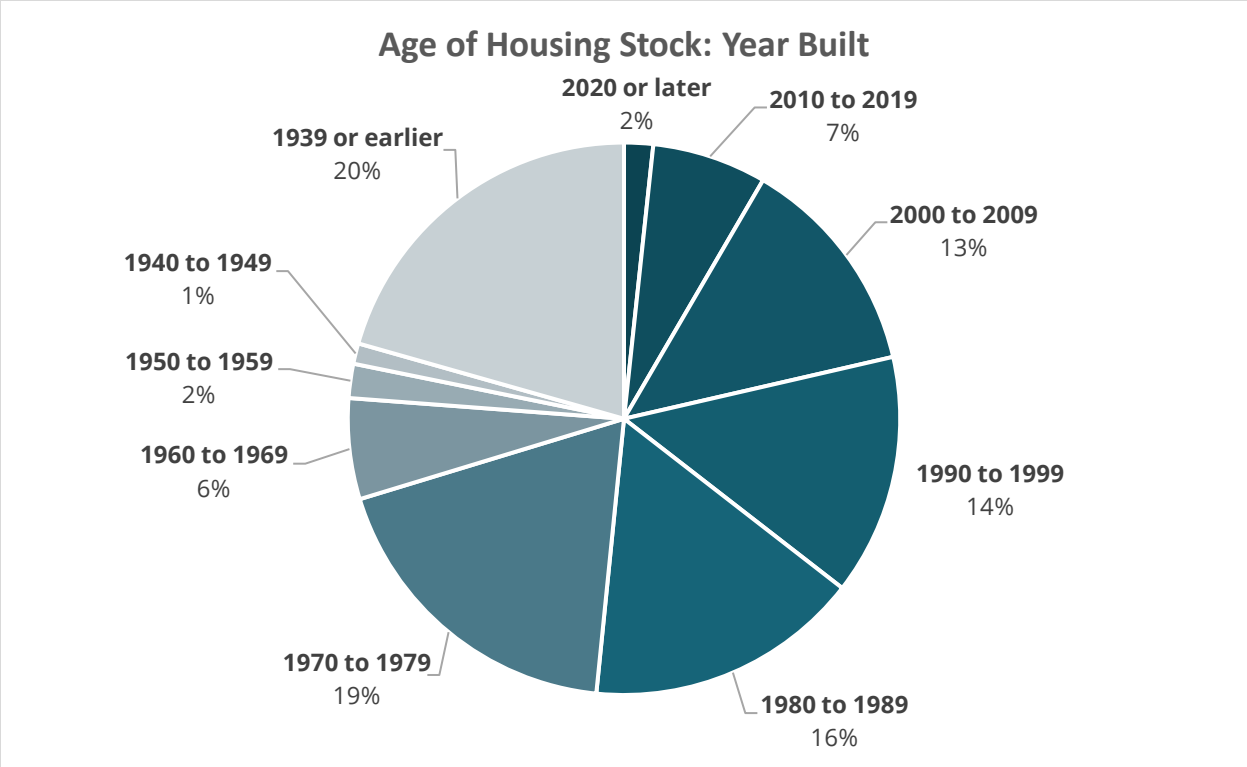
Source: US Census Bureau, Decennial Census, 2020 (H12 & DP01)

Housing Condition and Age

A large proportion of the homes in Rutland (48%) were built between 1970 and 1999. Neighboring communities and Dane County similarly experienced significant housing construction during this time.

However, Rutland is unique in that about 20% of the Town's existing housing stock was built in 1939 or earlier, compared to 11% in the Town of Dunn and Dane County as a whole, and only 6% in the Village of Oregon.

Figure 7: Year of Construction for Town of Rutland Residential Structures (2024)



Source: US Census Bureau, American Community Survey 5-year Estimates, 2022 (DP04)

New Housing Construction

Housing construction has occurred intermittently in Rutland over the past decade, with an average of about four new housing units built each year. Rutland's neighbors Brooklyn, Oregon, and Stoughton produced many times that amount of housing annually over the past decade. Both Oregon and Stoughton saw a large increase in annual permitting over the past several years. This reflects the constrained housing market in Dane County.

Employment in Dane County is currently growing at a much faster rate than the housing needed to accommodate additional workers. Projections from the *Dane County Regional Housing Strategy* (RHS)—which took a comprehensive look at regional growth and housing production trends—found that housing production in Dane County would need to provide between 7,000 and 8,700 additional units each year to close the existing gap in housing demand, stabilize housing prices, and provide adequate housing for projected population growth.

Actual annual housing production over the past decade in Dane County has averaged around 3,000 units. Despite a sharp uptick in production over the last three years, with over 5,000 units permitted per year, production is still 2,000-3,700 units shy of the target.

Table 18: New Housing Units Authorized by Building Permits, Rutland and Neighbors (2015-2023)

	2015	2016	2017	2018	2019	2020	2021	2022	2023
T Rutland	1	6	4	4	4	7	4	0	2
V Brooklyn	1	7	8	2	11	0	2	16	3
V Oregon	87	92	83	47	76	122	200	63	139
C Stoughton	27	33	29	65	59	29	39	134	88

Source: Town of Rutland, SOCDS Building Permits Database

Housing Costs and Affordability

At $397,500, the median house in Rutland costs about $54,600 more than the median housing value in the county as a whole. A household would need to earn about $118,300 each year to afford a home at this price. In 2012, the median house in Rutland cost about $281,600, requiring a household income of about $83,800.

Median monthly housing costs for homeowners with a mortgage are just over $2,150, while the median rent in Rutland is about $1,000.

Housing is considered "affordable" when a household spends less than 30% of its gross income on housing costs. Households that spend more than 30% of their income on

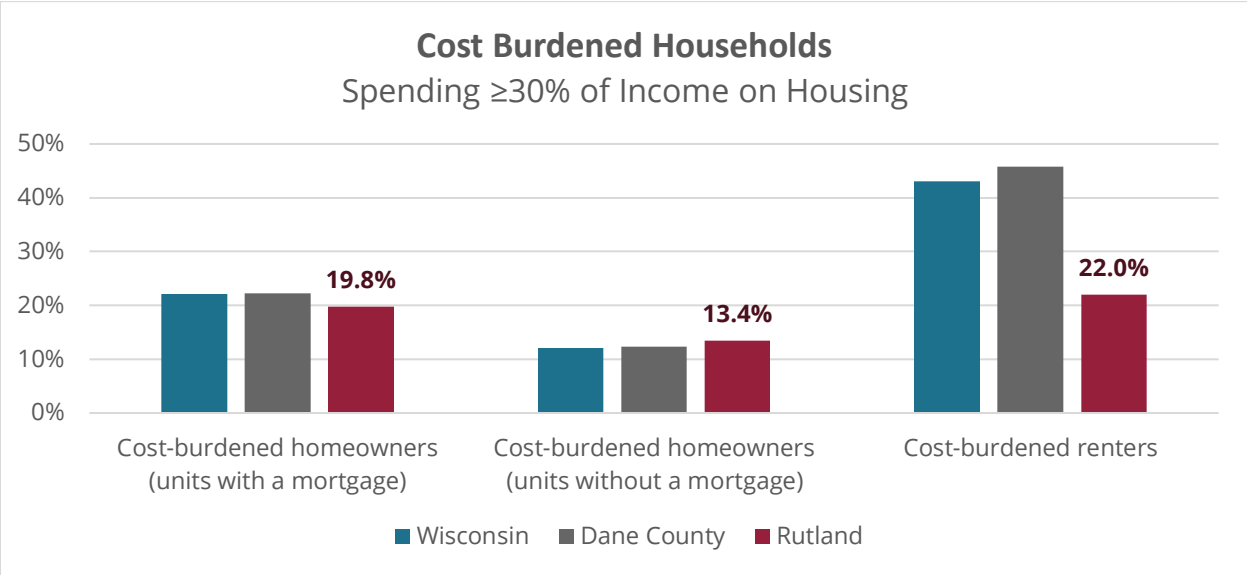
housing are considered "cost burdened." The 2022 American Community Survey estimates that almost 20% of Rutland homeowners with a mortgage are cost burdened, compared to 13.4% of Rutland homeowners without a mortgage. These numbers are roughly on par with the proportions of cost-burdened homeowners in Dane County and Wisconsin. About 22% of renters in Rutland pay 30% or more of their income toward housing, which is a smaller proportion than either state or county cost-burdened renters.

Table 19: Housing Values and Costs (2022)

	T-RUTLAND	T-DUNN	V-OREGON	DANE COUNTY	WISCONSIN
Median housing value	$397,500	$379,800	$338,000	$342,900	$231,400
Median monthly costs for homes with a mortgage	$2,154	$2,049	$1,930	$2,045	$1,602
Median monthly rent	$1,094	$953	$1,164	$1,268	$992

Source: US Census Bureau, American Community Survey 5-Year Estimates, 2022 (DP04)

Figure 8: Cost Burdened Households in the Town of Rutland, Dane County, and Wisconsin (2022)



Source: US Census Bureau, American Community Survey 5-Year Estimates, 2022 (DP04)

Special Housing Needs

As the population continues to age, the special housing needs of older adults is an increasingly important part of a community's commitment to provide appropriate housing options for all residents. The availability of smaller housing units (both owned and rented), homeowner freedom to construct units on existing lots to accommodate aging relatives, and special care facilities are especially important.

Many residents want to stay in their communities and remain near family and friends as they age. Maintaining these connections is a critical component of individual wellbeing. A diversity of housing size, type, and tenure supports not only the aging, but also changes in family dynamics like children leaving home or returning.

The Wisconsin Department of Health Services (DHS) licenses several different types of residential and community-based care facilities. Table 20: Rutland Area Adult Care Facilities (2024) lists the various types of adult residential care facilities in the Rutland area. While there are no adult care facilities within the Town itself, Dane County has roughly 340 facilities of various types that are able to accommodate just over 7,500 people. Twenty-five of these facilities are in the adjacent communities of Oregon and Stoughton, with a combined capacity of 626 beds.

Adult Care Facilities

Residential care apartment complexes (RCACs) are independent apartment units that provide services including room and board, up to 28 hours of supportive care per week, personal care, and nursing services.

In **Community-Based Residential Facilities** (CBRF), five or more unrelated people live together in a community setting. Services offered include room and board, supervision, and support services. It can include up to three hours of nursing care per week.

Facilities serving people with developmental disabilities (FDDs) provide diagnosis, treatment, or rehabilitation services. These facilities are also known as intermediate care facilities for individuals with intellectual disabilities (ICF/IID).

Adult Family Homes house three or four adults who aren't related to the operator. Residents receive care, treatment, or services that are above the level of room and board. It may include up to seven hours per week of nursing care per resident.

Nursing homes provide 24-hour nursing services. This includes room and board for five or more people who aren't related.

Table 20: Rutland Area Adult Care Facilities (2024)

	DANE COUNTY		V-OREGON		C-STOUGHTON	
	Facilities	Total Capacity	Facilities	Total Capacity	Facilities	Total Capacity
Facility Serving People with Developmental Disabilities (FDD)	2	240	-	-	1	5
Adult Family Home (AFH)	170	624	4		4	16
Community-Based Residential Facility (CBRF)	118	3,105	4	82	6	185
Residential Care Apartment Complex (RCAC)	31	2,175	-	-	3	103
Nursing Homes	19	1,394	1	45	2	190
Total	**340**	**7,538**	**9**	**127**	**16**	**499**

Source: Wisconsin Department of Health Services, August 2024

Relevant Local Plans

No redevelopment plans, economic development strategies, or other housing-related plans are currently in place for the Town of Rutland.

Economic Development

Key Takeaways

- About 40% of Rutland residents work in construction, educational services, health care, or social assistance. Although agriculture is the Town's predominant land use, only about 3% of residents work on farms.
- Rutland is home to an estimated 66 total businesses employing 470 total workers. About 40% of these businesses are in the construction or retail trade industries.
- At the county level, economic forecasts predict 22% employment growth between 2020 and 2035 and 40% growth by 2050. Industries most likely to see strong job growth include management, health care, social assistance, retail trade, professional and technical services, information, and educational services.
- Residents would like to see the Town foster a sustainable, agriculture-based local economy, including smaller farms (10-40 acres) and farm-related groups and activities like FFA, 4H, and farmers markets.

Goal

Foster a sustainable, agriculture-centered local economy that supports diverse farming practices and small-scale businesses.

Objective 1

Encourage economic activities that provide financial, social, and environmental benefits, aligning with the Town's rural character and comprehensive plan goals.

Actions

Support Rutland's local ag economy.

- Allow businesses that support local agricultural operations in appropriate districts, provided they are compatible with adjacent uses and do not create unmitigated negative impacts.
- Restrict non-agricultural commercial or industrial uses to small, rural-oriented businesses that serve Town residents.
- Allow small- to medium-scale renewable energy installations such as solar panels in residential, farm, and commercial properties in appropriate districts as outlined in this plan's Conditional Use Permit Review Procedure.
    - The U.S. Department of Agriculture's Rural Energy for America Program (REAP) provides grants and loans to help farmers and rural small business owners install renewable energy systems and make energy-efficient improvements.

Support local businesses.

- Permit small- and medium-sized business development in appropriate districts/designated areas. Direct major commercial development to existing Urban Service Areas.
- Support home occupations, limited farm businesses, and limited family businesses in appropriate districts where they comply with CUP policy.

Proactively manage potential negative impacts of business operations.

- Consider potential impacts to prime agricultural land, groundwater and other natural resources, traffic safety, roadway wear and tear, and the use, value, and enjoyment of neighboring properties when approving new commercial and industrial uses.
- Establish maintenance and repair agreements with new commercial or industrial uses that could generate heavy vehicle traffic. Where necessary, enact seasonal vehicle weight limits, particularly in spring.
- Require regular review of commercial and business operations allowed under Conditional Use Permits (CUPs). Consider implementing CUP expiration dates that require operators to reapply after an established period.

Objective 2

Foster community engagement with local agriculture.

Actions

Stay connected to farm-related groups, activities, and trends.

- Support and increase public awareness of farm-related groups and activities such as FFA, 4H, fundraising, community-supported agriculture (CSA) sales, farmers markets, riding stables, tree nurseries, organic farming, and fish farming.
- Work with UW Extension, 4H, and other groups to help interested town residents learn new skills.
- Monitor agribusiness trends and periodically discuss at Plan Commission and Town Board meetings.
- Limit wedding barn events to ensure they align with the community's rural value.

Objective 3

Protect, enhance, and promote Rutland's scenic and environmental character as an economic asset to the Town and region.

Actions

Promote economic development that has minimal environmental impact.

- Prohibit the creation or development of additional manufacturing, commercial, business and industrial sites.
- Prohibit strip commercial development along roadways.
- Explore options to increase tourism and recreational businesses in the Town provided that these businesses do not negatively impact the Town's rural character or harm its outstanding natural resources.
- Consider pursuing a Bird City Wisconsin designation.

Local Economy

Economic development refers to the actions local governments take to influence jobs, income levels, types of businesses, and quality of life within their communities. Communities may undertake economic development activities to ensure residents have the opportunity for employment and income, to support organizations that create wealth, or to build the community's tax base. In addition to the land used for an economic activity, economic activities influence land use through their environmental effects as well as the impacts they have on neighboring and related land uses like traffic or housing demand.

Labor Force

A community's labor force is the portion of the population age 16 or older who are employed or available for work, including people who are in the armed forces, unemployed, employed, or actively seeking employment. Dane County is home to an educated labor force (about a third of residents hold bachelor's degrees) that is relatively well paid on average (median household income of $84,300). In-demand job skills include project management, nursing, marketing, merchandising, and auditing. Dane County demand for skills in machinery, data entry, restaurant operation, and warehousing is higher than the national average.

The US Census Bureau estimates that Rutland has a civilian labor force of 1,021 people. Although this number represents an 18% decline from 2012, unemployment has also declined from 6.8% to almost zero in the same time period.

Ninety-seven percent of Rutland residents 25 and over are high school graduates, on par with Dane County. About 36% hold a bachelor's degree or higher, compared to 54% of county residents. At $95,313, Rutland's median income is higher than the county median of $82,838.

Compared to the state and county, a smaller proportion of people and families in Rutland have incomes below the poverty level (2% of all people in Rutland). About a quarter of Rutland households earn between $50,000 and $74,999, while 16% earn between $75,000 and $99,000 and another 25% earn $100,000 to $150,000 per year. See Demographics and Trends for more on poverty and income distribution in Rutland.

Table 21: Civilian Labor Force and Unemployment (2012-2022)

	RUTLAND			DANE COUNTY		
	2012	2022	% CHANGE	2012	2022	% CHANGE
Civilian labor force	1,258	1021	-18.8%	293,284	325,330	10.9%
Unemployment rate	6.8%	0.6%	-91.4%	5.5%	2.3%	-58.7%

Source: US Census Bureau, American Community Survey 5-year Estimates, 2012 and 2022 (B23025)

Large proportions of Rutland residents work in the construction (20%) or educational services, health care and social assistance industries (22%). Though agriculture is the Town's predominant land use, only about 3% of its population work in the agriculture, forestry, fishing, hunting, and mining industries.

Commuting Patterns

Highway 14 connects Rutland to the larger region. Most Rutland residents work within Dane County and spend an average of 23 minutes driving to work. Rutland's residents and businesses are both highly reliant on commuting to and from other communities to meet their employment and workforce needs. More than 98% of employed residents commute elsewhere for their jobs, particularly to the City of Madison. Most people who work in Rutland (97%) drive in from outside of the Town. A detailed description of employee commuting patterns is provided in the Transportation chapter.

Table 22: Employment by Industry (2012-2022)

	RUTLAND			DANE COUNTY
INDUSTRY	2012	2022	% CHANGE	2022
Agriculture, forestry, fishing and hunting, and mining	3.8%	2.8%	-37.8%	1.0%
Construction	10.2%	20.1%	71.4%	4.8%
Manufacturing	10.9%	9.5%	-25.0%	9.0%
Wholesale trade	4.4%	3.0%	-41.2%	2.2%
Retail trade	7.5%	7.3%	-15.9%	9.1%
Transportation and warehousing, and utilities	3.8%	3.3%	-25.0%	3.1%
Information	1.7%	2.3%	15.0%	3.0%
Finance and insurance, and real estate and rental and leasing	6.1%	8.4%	18.1%	7.7%
Professional, scientific, and management, and administrative and waste management services	10.3%	9.1%	-24.0%	14.9%
Educational services, and health care and social assistance	23.2%	21.8%	-18.8%	28.7%
Arts, entertainment, and recreation, and accommodation and food services	4.8%	3.8%	-30.4%	7.6%
Other services, except public administration	3.2%	4.7%	29.7%	4.1%
Public administration	10.2%	4.1%	-64.7%	4.9%

Source: US Census Bureau, American Community Survey 5-year Estimates, 2012 and 2022 (DP03)

Regional Industries and Employers

The Madison region is home to a diverse cross section of industries, recognized by Emsi and Livability in 2018 as the most industrially diverse metropolitan statistical area (MSA) in the nation. The Madison Area Regional Economic Partnership (MadREP), which represents Dane, Columbia, Dodge, Green, Jefferson, Iowa, Jefferson, Rock and Sauk Counties, considers the healthcare, bioscience, agriculture, advanced manufacturing, and information communications technology industries to be the region's strongest sectors, along with government and education.

In the eight-county region, roughly 71,500 people work in advanced manufacturing, while about 61,000 people work in the agriculture, food and beverage industry. Roughly 68,700 people are employed in the healthcare industry (12% of regional employment) working for companies like UW Health, SSM Health, and American Family Children's Hospital. Major employers in the information communications technology field, which employs 37,000 workers, include Epic Systems, Nordic Consulting, and Filament Games. Over 11,000 people work in the bioscience sector for major employers like Promega, Labcorp Drug Development and Thermo Fisher Scientific.

As of 2024, Dane County's major employers include:

- UW Health (22,000 employees)
- UW-Madison (21,000 employees)
- Epic Systems (13,000 employees)
- American Family Insurance (12,500 employees)
- SSM Health (10,000+ employees)
- State of Wisconsin (5,000-10,000 employees)
- Madison Area Technical College (1,000-5,000 employees)
- UnityPoint Health - Meriter (3,500 employees)
- TDS Telecom (3,400 employees)

Community Feedback

The majority of residents who took the Town's first comprehensive planning survey in early 2024 said they do not support large scale commercial farms, manufacturing or industrial activities, or non-metallic mining operations.

The majority (81%) of residents who completed the second comprehensive planning survey in the summer of 2024 supported the goal of fostering a sustainable, agriculture-based local economy.

People who took the second survey also supported the encouragement of economic activities with fiscal, social, and environmental benefits (63% support). They endorsed Town support for smaller farms (10-40 acres) with diverse products (77% support) as well as fostering community engagement with local agriculture through farm-related groups and activities such as FFA, 4H, and farmers markets (73% support).

- CUNA Mutual Group (1,000-5,000 employees)
- Dane County (1,000-5,000 employees)

Key sectors of a regional economy are defined by their size, concentration, and job growth or decline. An industry that shows a higher concentration of employment than the national average is considered a basic industry in a region. Top industry groups for Dane County, based on employment concentrations, are shown in Table 23. Employment concentration, also known as location quotient (LQ), measures an industry's local concentration in comparison to the nation. An LQ of 2.0 indicates an area has twice the concentration of an industry as the nation, while an LQ of 0.5 means the region has half the expected concentration compared to the nation.

According to this standard, Dane County's strongest industry is "all other schools and education support services (state government)." These are likely jobs associated with the University of Wisconsin system. Other major industries in the county are small electric appliance manufacturing, biological product manufacturing, and research and development in nanotechnology.

Table 23: Top Dane County Industries by Employment Concentration (2023)

INDUSTRY (6-DIGIT NAICS)	2023 EMPLOYMENT CONCENTRATION	2023 JOBS	2023 PAYROLLED BUSINESS LOCATIONS	AVERAGE EARNINGS PER JOB
All Other Schools and Educational Support Services (State Government)	38.3	1,270	3	$117,181
Research and Development in Nanotechnology	34.4	2,036	8.25	$98,883
Small Electrical Appliance Manufacturing	23.7	618	1	$98,068
Biological Product (except Diagnostic) Manufacturing	21.9	2,255	10	$132,857
Major Household Appliance Manufacturing	14.6	1,732	5	$91,796
Hospitals (State Government)	13.8	12,852	2	$109,660
Irradiation Apparatus Manufacturing	13.8	438	5	$151,247
Speed Changer, Industrial High-Speed Drive, and Gear Manufacturing	13.4	358	2	$68,745

Pesticide and Other Agricultural Chemical Manufacturing	11.8	399	1	$90,638
Industrial and Commercial Fan and Blower and Air Purification Equipment Manufacturing	11.7	853	3	$127,651

Source: US Census Bureau, American Community Survey 5-Year Estimates, 2022 (DP04)

Local Industries and Employers

There are an estimated 66 total businesses in the Town of Rutland employing 470 total workers. The Town's employee-to-population ratio is 23/100.

The greatest number of local businesses are in the construction (14 establishments with a total of 105 employees) and retail trade (12 establishments with a total of 160 employees) industries. Five manufacturing businesses employ 60 people.

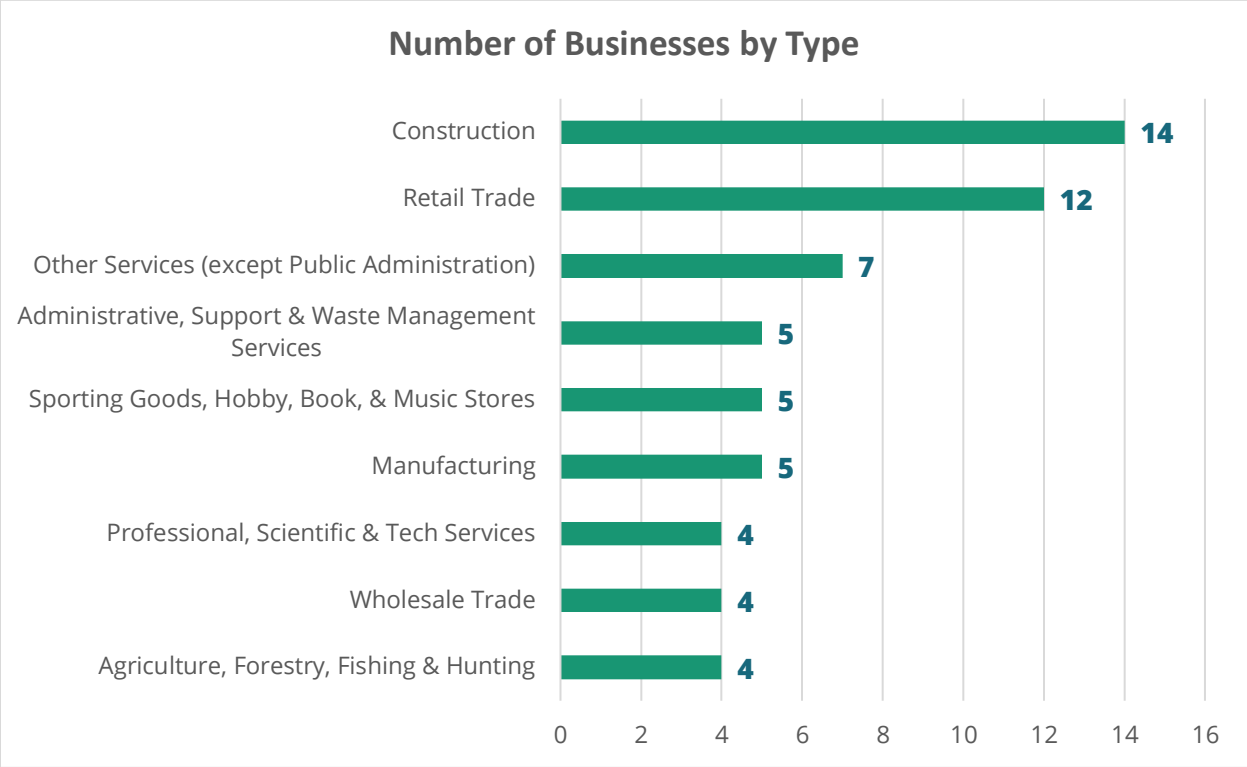
Many small businesses operate in Rutland, some of which are run out of residents' homes. The Town's small business operations include pet boarding and grooming, metal fabrication, concrete, contracting and home finishing services, horse-related services, taxidermy, swimming pools, auto repair, and plant nurseries and other farming operations.

Major local employers include:

- Eugster's Farm Market (85 employees)
- Stoughton Lumber/Ace Hardware (50 employees)
- RHD Plumbing (50 employees)
- Foundry Solutions (40 employees)
- Madison International Speedway (25 employees)
- Oregon Farm Center
- Best of Wisconsin Shop
- Carter & Gruenewald, Co.
- Gerber Collision & Glass
- Brooklyn Implement
- Dairyland Electric Industries, Inc.
- All Seasons Self Storage

Agriculture is both the dominant land use in Rutland and one of its major industries. In Dane County, farming generates an estimated $3.1 billion in economic activity each year, though the number of farms and the amount of harvested cropland have declined in the last decade. More farm operators also work off the farm today than in the past.

Figure 9: Number of Local Businesses by Type, Town of Rutland (2024)



Source: Esri Business Analyst, 8/16/2024

Table 24: Dane County Farming Characteristics (2012-2022)

	2012	2017	2022
Number of farms	2,749	2,566	2,284
Land in farms (acres)	504,420	506,688	449,464
Harvested cropland (acres)	362,916	410,309	332,557
Operators who also work off the farm	1,515	2,030	2,380
Operators who farm as principal occupation (%)	47.3%	47.6%	41.9%
Operators with another primary occupation (%)	52.7%	52.4%	58.1%
Average age of operator	58	58	59

Source: USDA National Agricultural Statistics Service, 2022 Census of Agriculture

Employment Trends and Forecasts

For the last several decades, Dane County has experienced both a growing population and growing jobs, though labor force participation has declined since 2019. With over 15,000 jobs added in the last five years (4.1% growth) and similar growth projected for the next five, Dane County jobs are growing more than twice as fast as Wisconsin jobs.

Table 25 shows Woods and Poole employment projections for Dane County industries between 2020 and 2050. Total employment in the County is projected to increase 22.2% between 2020 and 2035 and 40% over the full 30-year period, from approximately 468,740 workers in 2020 to 657,897 workers in 2050.

While the service and government sectors are projected to remain top area industries, major growth is projected for management, health care, and social assistance jobs. Retail trade, professional and technical services, information, and educational services are also projected to grow in the coming decades, particularly in the longer term. As documented in Tables Table 20 and Table 21, Rutland has the greatest number of existing jobs and establishments in the construction and retail trade sectors.

Table 25: Projected Dane County Employment by Industry (2020-2050)

	EMPLOYMENT			PERCENT GROWTH	
INDUSTRY	2020	2035	2050	2020 - 2035	2020 - 2050
Service	344,651	429,560	494,673	24.6%	43.5%
State and Local Government	80,450	88,181	90,617	9.6%	12.6%
Other	80,087	83,547	85,808	4.3%	7.1%
Health Care and Social Assistance	45,531	67,104	65,508	47.4%	43.9%
Retail Trade	44,002	59,772	77,416	35.8%	75.9%
Professional and Technical Services	37,012	50,313	67,718	35.9%	83.0%
Accommodation and Food Services	34,080	40,418	47,720	18.6%	40.0%
Manufacturing	26,704	27,185	27,481	1.8%	2.9%
Finance and Insurance	26,644	27,087	25,600	1.7%	-3.9%
Other Services, Except Public Administration	22,675	29,041	35,250	28.1%	55.5%
Administrative and Waste Services	22,635	27,024	31,218	19.4%	37.9%
Construction	20,332	20,433	20,383	0.5%	0.3%
Real Estate and Rental and Lease	19,995	25,425	31,789	27.2%	59.0%
Information	19,443	26,845	36,588	38.1%	88.2%
Wholesale Trade	15,928	17,893	19,136	12.3%	20.1%
Management of Companies and Enterprises	11,514	17,650	26,624	53.3%	131.2%
Arts, Entertainment, and Recreation	10,435	13,212	16,051	26.6%	53.8%
Transportation and Warehousing	9,022	9,390	9,649	4.1%	6.9%
Educational Services	8,983	11,871	14,477	32.1%	61.2%
Federal Civilian Government	5,254	5,389	5,513	2.6%	4.9%
Farm	3,426	3,484	3,521	1.7%	2.8%
Federal Military	1,474	1,490	1,506	1.1%	2.2%
Forestry, Fishing, Related Activities and Other	1,387	1,660	1,968	19.7%	41.9%
Utilities	1,261	1,373	1,427	8.9%	13.2%
Mining	553	639	737	15.6%	33.3%
TOTAL	468,740	572,879	657,897	22.2%	40.4%

Source: Woods and Poole Industry Projections 2020-2050

Environmentally Contaminated Sites

The Wisconsin Department of Natural Resources' (WDNR) Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or brownfields, throughout the state. Table 26 summarizes the properties listed in WDNR's online Bureau for Remediation and Redevelopment Tracking System (BRRTS) database. These properties are self-reported and do not necessarily represent a comprehensive listing of possible brownfields in a community.

All of the 17 locations and activities with past, present, or potential environmental contamination in Rutland are currently classified as closed, though a couple sites have ongoing restrictions. Historic spills of materials including diesel fuel, ag chemicals, milk, and chicken manure have occurred in Rutland. There is also a historic waste site on Highway A that served as a nine-acre landfill from the 1960s to 1990.

It is important to consider the locations of Leaking Underground Storage Tank (LUST) and Environmental Repair Program (ERP) sites in future land use and redevelopment decisions. For example, a deed restriction related to groundwater use has been applied to the site of a former LUST at the Rutland Town Garage. The Town must contact the DNR for approval prior to any well construction or reconstruction activity on this property. Conditions at the three other LUST and ERP sites were considered when developing future land use recommendations for Rutland.

Table 26: WDNR BRRTS on the Web Contaminated Site Records

TYPE	NUMBER OF ENTRIES	DESCRIPTION
Leaking underground storage tanks (LUSTs)	2	A LUST site has soil and/or groundwater contaminated with petroleum, which includes toxic and potentially cancer-causing substances. However, given time, petroleum contamination naturally breaks down in the environment (biodegradation).
Environmental Repair Program (ERP)	2	ERP locations are typical brownfield sites. These sites are often older and may have been releasing contaminants to the soil, groundwater, or air over a long period of time.
Spills	10	Spills are classified as discharge of any "hazardous substance that may adversely impact, or threaten to adversely impact public health, welfare or the environment." Many spills are the result of car accidents or fuel-filling overflows and are often quickly mitigated. All of the recorded spills in Rutland are now closed.
General property	1	A GP designation indicates that the DNR has approved a series of liability exemptions, liability clarifications, and cleanup agreements for a site to clarify the legal status of the property.
No action required	2	There was, or may have been, a discharge to the environment and, based on the known information, the DNR has determined that the responsible party does not need to undertake an investigation or cleanup in response to that discharge.

Source: Wisconsin Department of Natural Resources, August 2024.

Relevant Local Plans

Although the Town has participated in informal economic development talks with the City of Stoughton, there are no current area master plans, corridor plans, redevelopment plans, TID plans, or economic development strategies in place for Rutland.

Intergovernmental Cooperation

Key Takeaways

- There is an opportunity for joint planning with the Town of Oregon, Village of Oregon, and Village of Brooklyn on development of Town land west of USH 14.
- Brooklyn has identified an area east of the Village, south of Highway 92 for potential business park development. Rutland could work with Brooklyn to plan this area.
- Oregon's current comprehensive plan indicates potential mixed-use development east of Highway 14 where it meets 138.
- Stoughton's current comprehensive plan identifies short-, medium-, and long-term growth areas in the northeast corner of Rutland, adjacent to the current City boundary.

Planning coordination at all levels is essential to efficient and effective governance. Early and regular communication allows local governments to proactively plan for the potential impacts of transportation and development projects occurring under the jurisdiction of neighboring communities or other levels of government.

Goal

Foster proactive and collaborative working relationships with other units of government to address shared challenges and opportunities.

Objective 1

Minimize future conflict between communities by anticipating potential points of conflict due to growth and development.

Cooperative Agreements

Annexation of town land for urban development can be highly contentious. Property owners interested in developing at higher densities must petition a village or city for annexation in order to connect to municipal sewer and water service. This transfer of land results in a decrease in tax revenue for the town and can put development pressure on other town land.

Cooperative boundary agreements (Wis. Stat. §66.0307) can be used to resolve boundary conflicts between villages, cities, and towns and help them avoid the cost of litigation and the effects of ongoing strained intergovernmental relations. These agreements are an opportunity for communities to plan around larger issues affecting all parties involved. The process also provides communities a better understanding of when and where future development may occur.

Actions

Pursue boundary agreements with neighboring communities.

- Pursue boundary agreements with Brooklyn, Oregon, and Stoughton.
- Revisit and update agreements every 10 years.

Maintain open and frequent communication with neighboring communities.

- Schedule regular check-in meetings with Brooklyn, Oregon, and Stoughton staff and elected officials to discuss development along shared borders.
- Schedule regular check-in meetings with the adjacent towns of Dunkirk, Dunn, Oregon, and Union to discuss issues like shared watersheds and agricultural infrastructure.
- Proactively copy neighboring municipality staff on correspondence pertaining to development, rezones, etc. in border areas. Request that Dane County planning staff do likewise.

Objective 2

Establish a strong working relationship with Dane County staff and officials to develop and implement land use policies that align with the Town's priorities, ensure transparent and consistent application, and promote efficient governance.

Action

Coordinate at least one visit per year by County planning staff to review the working relationship between the Town and County.

Objective 3

Leverage the collective knowledge held by the various state and local agencies and staff who work on issues affecting Rutland.

Actions

- Learn best practices for farmland preservation, natural resource protection, and other priority issues from other Dane County towns.
- Develop a relationship with WDNR staff that manage the Badfish Wildlife and Anthony Branch Fisheries Areas.
- Work with the Wisconsin Historical Society to understand areas of the Town that contain or have a higher likelihood *for archeological resources.*
    - Under Wis. Stat. §157.70, all ground-disturbing development must cease and WHS be contacted if human remains are discovered.
    - Riparian corridors generally have a higher likelihood for the presence of archeological resources.

Planning coordination at all levels is essential to efficient and effective governance. Early and regular communication allows local governments to proactively plan for the potential impacts of transportation and development projects occurring under the jurisdiction of neighboring communities or other levels of government.

State and Regional Planning Framework

Wisconsin Department of Transportation (WisDOT)

The Wisconsin Department of Transportation generally manages arterial roads, also known as the state trunk highway system, which includes state trunk highways (STH), U.S. highways, and the interstate highway system. In Rutland, WisDOT is responsible for USH 14, which runs north-south in the western part of the Town, and STH 138, which runs east-west between Stoughton and Oregon. WIS 92 also runs east-west through Brooklyn before connecting to US 14 in southwest Rutland.

WisDOT's Six Year Highway Improvement Program lists two planned projects in the Rutland area for 2025 and 2026 (see the Transportation chapter for more information).

Wisconsin Department of Natural Resources (WDNR)

The Wisconsin Department of Natural Resources (DNR) serves all Dane County residents out of its South Central Wisconsin office in Fitchburg. The DNR regulates water resources and sets standards for surface and groundwater quantity and quality, wetlands, floodplains, and shoreland management. The WDNR also manages woodlands, wildlife protection initiatives, and other natural resources preservation strategies.

The DNR owns over 2,000 acres of land in Rutland and has regulatory authority over stream crossings and other work in navigable streams. The Badfish Creek Wildlife Area consists of 1,147 acres of state-owned land and 287 acres of leased land. Friends of Badfish Creek help maintain two canoe/kayak launches and mowed access lanes on the property. A wetland restoration was completed through grant funding and a partnership with Ducks Unlimited. The DNR conducts prescribed burns on the property and undertakes invasive bush control to improve habitat.

The Anthony Branch Fisheries and Wildlife Area includes over 1,000 acres of gentle hills and healthy wetlands dotted with woodlands. Anthony Branch is a Class 2 trout stream that the DNR stocks with brook trout to maintain a sport fishery. Rutland's only existing conservation easement protects the headwaters of this fishery.

Both of these properties are included in the 2016 *Sugar River Group Master Plan*, which sets recreation and habitat management goals for a 15- to 20-year implementation horizon. This plan recommended moving and expanding the Class 2 dog training site at Badfish Creek Wildlife Area and adding the second canoe/kayak launch to the south side of the property. It also recommends streambank protection measures for Anthony Branch.

Capital Area Regional Planning Commission

Rutland is part of the Capital Area Regional Planning Commission's (CARPC) regional planning jurisdiction. Since 2007, CARPC has served as the regional land use planning and area-wide water quality management planning entity for the Dane County region, consistent with §66.0309, Wis. Stats. and Wisconsin Administrative Code NR 121.

CARPC's ***2050 Regional Development Framework*** serves as the region's advisory land use guide. Volume 2 of this plan discusses ways to implement Framework strategies for future development in Rutland.

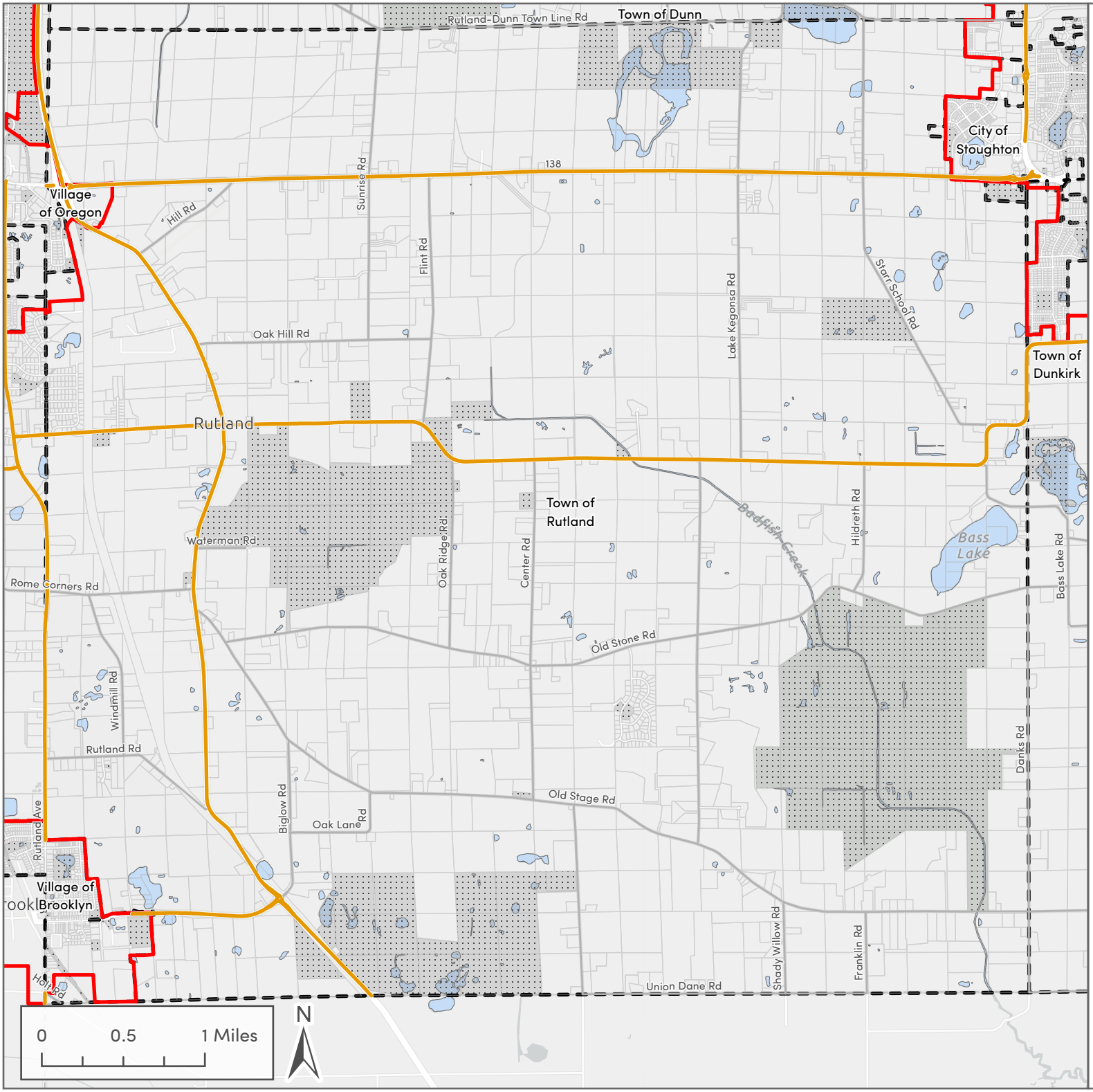
As part of its water quality management planning role, CARPC assesses and recommends requested expansions of urban service areas to the DNR. Current urban service area boundaries adjacent to the Town of Rutland are shown on Map 16. CARPC also provides planning, mapping, and data assistance to local communities and coordinates multi-agency planning efforts.

2050 Regional Development Framework

CARPC's *2050 Regional Development Framework* is an advisory guide for incorporating regional goals into local decisions about where and how to grow. The Framework advocates for future development that promotes climate resilience, connects all residents to housing, jobs, and services, and conserves resources and farmland.

To achieve these goals, the Framework lays out strategies to guide both broad development patterns and specific development practices. These strategies are designed to be incorporated into the plans and policies of local governments, community organizations, and private businesses.

The Framework's strategies are meant to be applied to the region as a whole, with the goal of fostering intergovernmental coordination. Not all strategies will make sense in all communities. Instead, communities should apply the strategies that best meet local needs and priorities, ideally in collaboration with neighboring jurisdictions.



Town of Rutland

Town of Rutland

Urban Service Area Boundaries

Legend

- Municipal Boundaries
- Highway
- Local Road
- Urban Service Area
- Parcels
- Public Lands
- Lakes and Ponds

Data sources: Esri, Dane County, CARPC, Greater Madison MPO

Map information is believed to be accurate but may contain errors due to the dynamic nature of source data. For general reference purposes only.

Date: 2025-04-24

CAPITAL AREA rpc

Dane County

Rutland is in Dane County Supervisory District 37. The Town works closely with the County to regulate local land use by implementing the Dane County zoning, floodplain zoning, shoreland/wetland zoning, land division, subdivision, and erosion control and stormwater management ordinances.

Dane County continues to experience significant growth. According to 2024 Department of Administration projections, Dane County is expected to add the greatest number of new residents in the state between 2020 and 2050, growing by almost 40%. Most of this growth pressure is generated by employment growth throughout the region, coupled with the area's high quality of life and natural resources.

In recognition of the pressures that such growth places on both natural and human systems, Dane County adopted the ***Dane County Comprehensive Plan*** in 2007. This plan advocates strong growth management, with a focus on concentrating non-farm development in existing developed urban areas and in historic rural hamlet locations. Amendments were adopted in 2012, 2016, and most recently in 2024 with an update to the Agricultural, Natural and Cultural Resources chapter.

The 2022 ***Dane County Farmland Preservation Plan*** is a set of policies, goals, and objectives that guide Dane County rural development in order to best protect working farmland and preserve the farm economy. This plan is on a 10-year recertification cycle, with the current plan in effect until 2032. This plan makes farmers who own land in farmland preservation zoning eligible for income tax credits. The *Farmland Preservation Plan* also establishes policies to protect farmland and the agricultural economy in participating communities like Rutland.

Dane County Regional Housing Strategy

Housing development in Dane County has not kept pace with the rapid job and household growth we've seen since 2010, leading to an undersupply of housing and increased housing costs that impact individuals, families, businesses, communities and the economy.

The *Dane County Regional Housing Strategy* released in 2024 sets a countywide vision for housing and identifies strategic actions for working toward this vision over the next 5 years.

To increase the overall number of housing units, Dane County aims to: To increase the overall number of housing units, Dane County will work with rural communities to:

- Inventory and map older housing stock in rural census tracts
- Assess potential for housing in rural development areas
- Increase funding for infrastructure improvements for rural residents
- Conduct outreach and education in towns
- Explore and promote incentives for rural housing development

The 2022 Farmland Preservation Plan map shows most of Rutland in Ag Preservation Area with non-farm planning areas in the Village of Brooklyn, City of Stoughton, and scattered throughout the Town.

With a vision to "[c]onnect people to the land and water resources of Dane County," the ***Dane County Parks and Open Space Plan*** is a five-year plan that identifies significant cultural, historical, and natural resources in the county for possible protection, preservation, or restoration. Dane County's plan also documents the county's role in meeting facilities and sites for recreational needs to accommodate anticipated growth countywide. At the time of writing, an update was in progress for the 2025-2030 planning period.

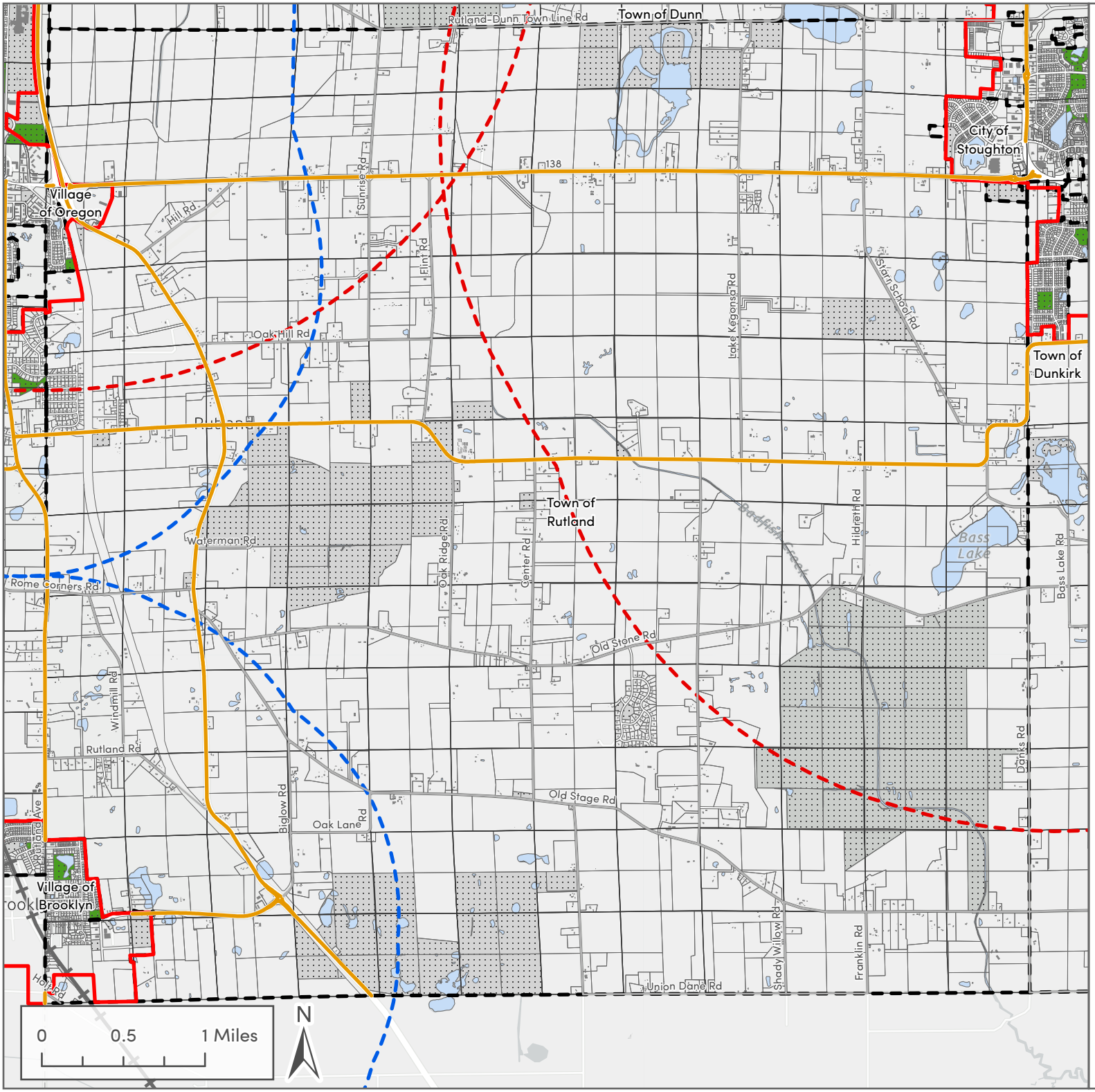
The 2018-2023 POSP identifies Badfish Creek as a Natural Resource Area with project boundaries spanning from the Badfish Creek headwaters in the Town of Dunn following the creek south to the county line, covering much of the Town of Rutland. No land within this boundary is under county ownership. The plan's only recommendation for the Badfish Creek NRAB is to continue investigating acquisition and stewardship opportunities with conservation partners including the US Fish and Wildlife Service, DNR, the Madison Metropolitan Sewerage District, Friends of Badfish Creek, Groundswell Conservancy, and the Rock River Coalition.

The ***Dane County 2023 Natural Hazard Mitigation Plan*** is a multi-jurisdictional plan that outlines strategies that can be implemented by Dane County and local units of government within Dane County to reduce the impact of natural hazards on people, structures, and the natural environment. Maintaining a current mitigation plan enables Dane County and participating municipalities to apply for federal mitigation grants. The County can apply for these grants on behalf of the Town if the Town identifies an eligible mitigation project. The 2023 update identifies six residential structures in the 100-year (1% annual chance) floodplain in Rutland.

Dane County has created a science-based ***Climate Action Plan*** to achieve "deep decarbonization" that is consistent with the latest recommendations from the Intergovernmental Panel on Climate Change (IPCC). Under the CAP Dane County aims to reduce greenhouse gas emissions (GHG) 50% countywide by 2030 and put the county on a path to be carbon-neutral by 2050.

School Districts

Rutland's school-aged students are served by the Stoughton Area School District (eastern part of the Town) and the Oregon School District (western part of the Town).



Town of Rutland

Intergovernmental Cooperation

Legend

Railroads

Roads

- Highway
- Local Road

Extraterritorial Jurisdiction

- Village ETJ - 1.5 Miles
- City ETJ - 3 Miles

Boundaries

- Urban Service Area
- Municipal Boundaries
- Quarter Sections
- Parcels
- Lakes and Ponds
- BuildingFootprints
- Public Lands
- Municipal Parks

Data sources: Esri, Dane County, CARPC, Greater Madison MPO

Map information is believed to be accurate but may contain errors due to the dynamic nature of source data. For general reference purposes only.

Date: 2025-04-24

CAPITAL AREA rpc

Neighboring Communities

Rutland's neighbors include the Town of Dunn to the north, the Town of Oregon to the west, and the Town of Dunkirk to the east. The Rock County Town of Union borders Rutland to the south. Additionally, The City of Stoughton (NE), Village of Brooklyn (SW), and Village of Oregon (NW) also share segments of Rutland's border.

All of Rutland's incorporated neighbors as well as the Town of Oregon have growth plans that affect Rutland. Brooklyn, Oregon, and Stoughton possess Extra Territorial Jurisdiction (ETJ) authority, meaning those communities may exert limited control over land use decisions in the Town. Currently all three communities review applications for minor land divisions within their ETJ areas, which extend 1.5 miles (Brookly and Oregon) to 3.0 miles (Stoughton) into Rutland. The incorporated communities are also able to annex land from the Town.

Current Long-Range Planning

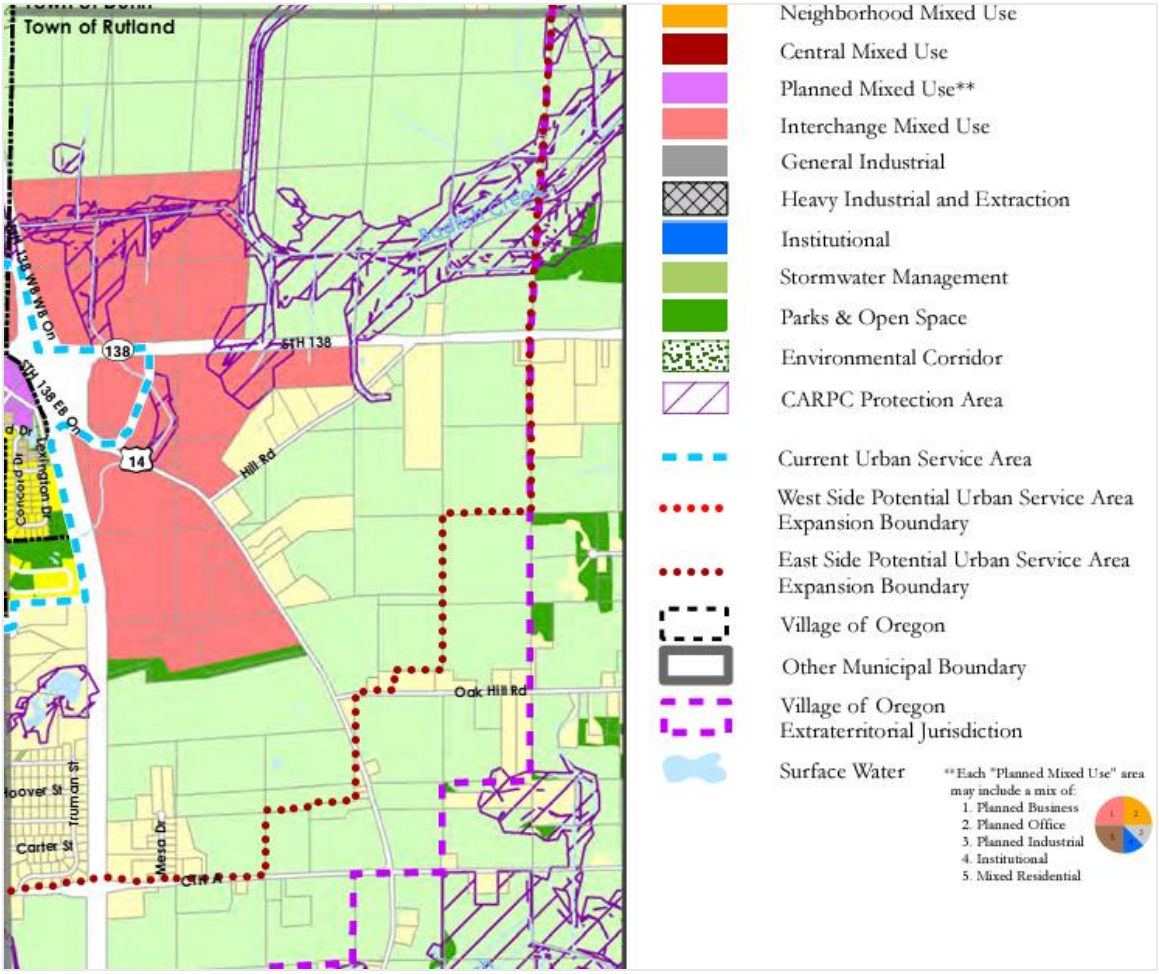
Rutland's town neighbors pose less of a challenge to long-term planning than its incorporated neighbors. The Towns of Dunn, Dunkirk, and Union do not currently have any development planned along their borders with Rutland. Land uses in these towns are predominantly agricultural or natural areas. The **Town of Dunn** currently holds some conservation easements adjacent to Rutland.

The **Town of Oregon** currently envisions future growth along its southeastern border with Rutland west of CTH MM. This development is characterized as rural subdivisions and rural mixed-use areas. Given the fact that the Village of Oregon, Town of Oregon, and the Village of Brooklyn share an interest in developing along the CTH MM corridor, Rutland may wish to consider joint planning discussions with the three communities for Town land west of USH 14.

The ***Village of Brooklyn Comprehensive Plan*** describes neighborhood development occurring northeast of the Village in a 72-acre area east of CTH MM. The proposed land use for this area would be mixed residential development like the adjacent subdivision west of the highway. A second future development area is identified east of the Village, south of Highway 92. This is described as a business park that could be planned jointly with Rutland.

The ***Village of Oregon Comprehensive Plan*** includes an "Eastside Expansion Area" in its future land use map. This area roughly corresponds with the Village's ETJ boundary. The growth area is approximately 1,350 acres (minus 250 acres that would need to be designated as environmental corridor). However, current detailed plans are limited to 420 acres (minus 81 acres of environmental corridor) described as "interchange mixed-use" at the intersection of 138 and Highway 14.

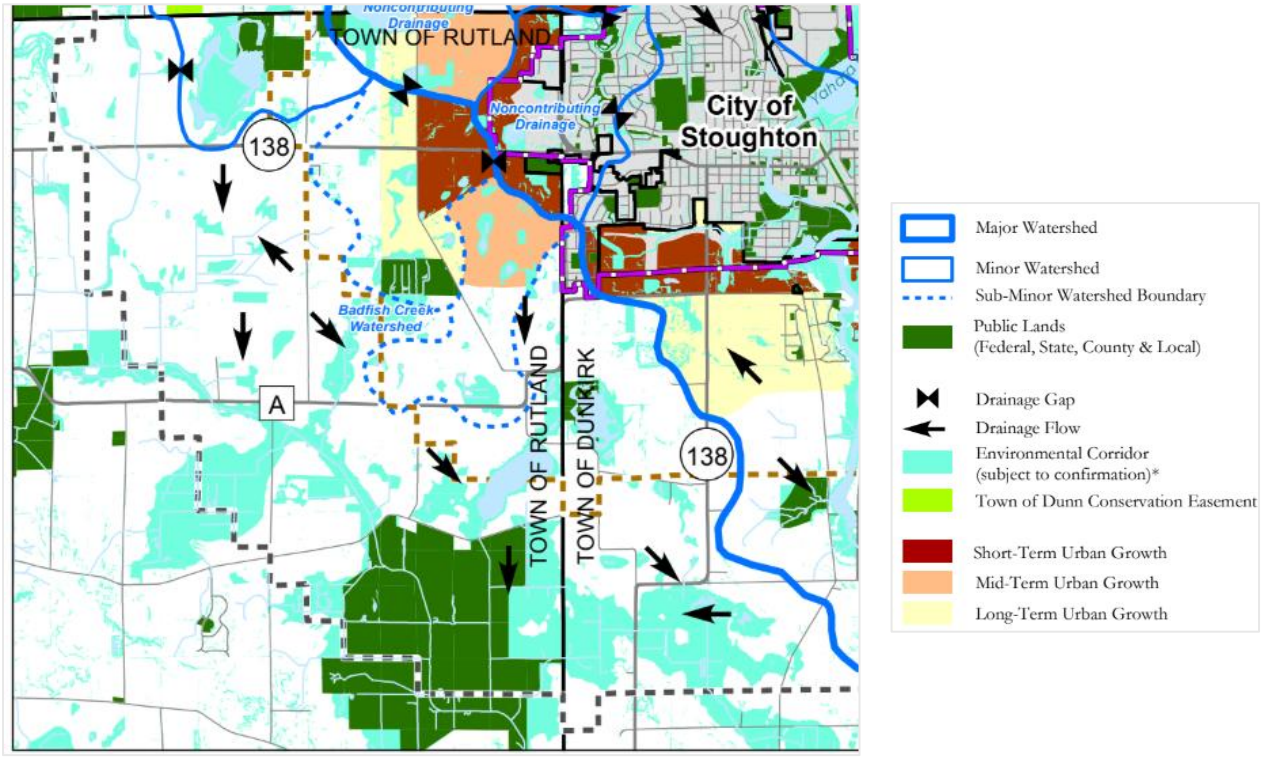
Figure 10: Village of Oregon potential growth areas in the Town of Rutland.



Source: Map 5a. Future Land Use – ETJ Extent, Village of Oregon Comprehensive Plan (2023)

The ***City of Stoughton Comprehensive Plan*** delineates areas east of Lake Kegonsa Road and north of CTH A as potential Peripheral Growth areas, totaling around 1,220 acres (minus 82 acres of environmental corridor). Stoughton identifies areas of short-, medium-, and long-term growth along the City's western edge (Figure 11). Phasing aligns with subwatershed boundaries to realize system efficiencies from using gravity to convey water and waste. Land immediately adjacent to STH 138 and at the edge of the current corporate limits of the City are identified as short-term expansion areas. Mid-term expansion areas are located further north and south of 138. Long-term expansion areas are shown west of Starr School Road.

Figure 11: City of Stoughton peripheral growth areas in the Town of Rutland.



Source: Map 5. Peripheral Growth Analysis, City of Stoughton Comprehensive Plan (2017)

Local Planning Agreements

There are currently no active boundary agreements, joint neighborhood plans, or other formal maintenance/public works agreements between Rutland and its neighbors. However, the towns of Rutland, Dunn, Oregon, and Dunkirk do occasionally lend a neighboring community equipment.

Plan Implementation

Goal

Keep this comprehensive plan relevant, actionable, and regularly updated to reflect the evolving needs and priorities of the community.

Objective 1

Identify and implement mechanisms to make the comprehensive plan more central to day-to-day decision-making processes, including regular checks to ensure alignment with the plan.

Actions

Reinforce the role of the Comprehensive Plan as policy guidance for the Town and its operations.

- Provide an orientation to the Comprehensive Plan to all new Town Board supervisors and Planning Commission members.
- Reference Plan goals, objectives, and tasks in other Town written and digital content, e.g. the Town vision displayed in standard header or footer language of official correspondence.
- Display a copy of the Plan's Future Land Use Map and summary material about the plan in the Town Hall.

Objective 2

Identify and implement strategies to increase resident awareness and understanding of the Comprehensive Plan, ensuring that it is accessible and transparent to the community.

Actions

Incorporate review of the Comprehensive Plan into development proposal review.

- Work with Dane County staff to create application materials that ask property owners to demonstrate how development proposals, rezones, and variances are consistent with the plan.

Objective 3

Establish a regular review process and adjust the comprehensive plan as necessary to stay aligned with community goals.

Actions

Schedule an annual review of progress towards the goals and objectives contained within this plan.

- Review and update items in Appendix D: Implementation Schedule which is populated with the Goal, Objective, and Action items contained in this plan.

Appendix A: Town of Rutland Density and TDR Policies

Agricultural Preservation Area

The Town has established the Agricultural Preservation Area in order to:

- Preserve farmland and protect farm operations from encroachment of incompatible uses;
- Qualify farmers for the state's Farmland Preservation Program;
- Limit conversion of agricultural lands to non-agricultural uses;
- Protect the Town's rural character;
- Provide for a limited amount of nonfarm development for eligible properties;
- Promote continued investment in agricultural operations;
- Direct development away from productive farmland and to areas that will minimize interference with farming activities

The primary land use policy within this area is the density policy, which limits the density of non-farm development to one residence or other non-farm land use to one unit per 35 gross acres based on land ownership as of June 7, 1978. This area encompasses the entire township and includes productive farmlands, farm dwellings and other agricultural land uses, pastureland, woodlots, natural resource areas, and scattered non-farm single family dwellings. The policies for this area allow for a limited amount of non-farm development in keeping with the overall goals and objectives of the town to preserve agriculture and rural character.

Policies

1. Residential and other non-farm development is encouraged in those areas with soils not classified as prime farmland or of statewide importance and those areas not shown as having severe or very severe limitations for septic tanks (as shown on soil maps). All new development shall comply with the town's siting standards and criteria detailed below to the greatest extent practicable.
2. The density of nonfarm development is limited to one lot, residence, or other countable non-farm use (also referred to herein as "split", or "density unit") per thirty-five (35) gross contiguous acres of land owned as of June 7, 1978. This is the date when farmland preservation planning was enacted in the Town of Rutland. 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 on less productive soils.

The following details shall be used to implement the density policy.

a. **Rounding**: This policy is meant literally with no fractions allowed. For example, a 100-acre original farm unit would be eligible for 2 density units, not 3.
b. **Determining original farm acreage**: The 1978 Rockford Maps plat book shall be used as a guide to determining original farm ownership. Readily available sources of acreage, including current year tax records shall be referenced to determine the gross acreage of the contiguously owned property as of June 6, 1978. Lands separated by a road or other public right of way, or land touching at a single point, are considered contiguous for the purposes of determining original farm acreage. Gross acreage may include land in road or other public rights-of-way. The town will consider detailed survey information, or historical tax record data, if the contiguous acreage determination is disputed.
c. **Original farm residences**: Any residence, farm or non-farm, lawfully existing as of June 7, 1978 shall not count toward the density limitation. Separation of such residences onto parcels of land less than 35 acres in size will also not count toward the density limitation.
d. **Other development**: Other development may also count toward the density limitation. The following shall be counted as a density unit:
    i. Communication towers established on or after January 1, 2006 and which has not been removed.
    ii. Any rezoning to a commercial zoning category occurring on or after January 1, 2006.
    iii. Land sales and division or easements granted to public and/or nonprofit entities including, but not limited to, Dane County Parks, US Fish & Wildlife, WISDOT, WIDNR, shall count against the density policy proportionally to the amount of acreage involved in the sale or easement, unless sufficient evidence is provided documenting that the sale, division, or easement did not involve a density unit(s).
    iv. Residences for farm owners or operators built after June 7, 1978, unless such residence replaced a home existing as of that date.
e. **Duplexes/Accessory Dwelling Units**: Duplexes and Accessory Dwelling Units (ADUs) do not require the use of an additional density unit. For proposed new parcels intended for a duplex, this means that only one density unit is necessary. For existing residential lots, conversion to a duplex, or addition of an attached or detached ADU, does not require use of a density unit. Any ADU must comply with all county zoning code standards, including the requirement that the property owner reside in either the

principal, or accessory, dwelling. This policy is intended primarily to provide housing options to accommodate an aging population and families and individuals with unique needs. The town will closely scrutinize rezoning and conditional use permit applications for consistency with these objectives.

f. **Annexed lands**: Lands annexed to a city or village shall lose all eligible density units/eligible density units in proportion to the amount of acreage annexed allocated under the town density policy. The amount of land annexed, or proposed for annexation, shall be subtracted from the original 6/7/78 farm unit when determining the remaining eligible density under the density determination procedure. For example, if 20 acres of a 105 acre original 6/7/78 farm (3 splits) is annexed to a city or village, the density calculation will be based on 85 acres (2 splits).

g. **Documentation required**: For proper tracking of density units from farmsteads as of June 7, 1978, land sales must be accompanied by a note on the deed, affidavit, or separate agreement filed with the register of deeds indicating if the sale includes a split, and if so, how many according to the town of Rutland's policy. Prior to such sales, property owners or prospective buyers are strongly encouraged to contact Dane County and the town for review and consultation.

h. **Agricultural lots**: Proposed rezonings to the county's Small Lot Exclusive Agriculture zoning district (FP-1) shall not count against the density limitation, provided such lots are associated with a permitted residential lot, or are part of an active farm operation.

3. Parcels 8 acres or more but less than 35 acres which existed prior to June 7, 1978 shall be governed by the following standards, provided they can meet all other Town and County development standards or ordinances that may apply:
    a. Such parcels which are vacant are allowed to rezone to an appropriate district to allow one single-family home.
    b. Such parcels with one residence existing as of June 7, 1978 may be split one time to create one additional residential lot. Resulting parcels should be appropriately rezoned.
    c. Building rights of a substandard parcel cannot be transferred to another parcel.
4. Landowners proposing to divide land for residential or other development will be required to obtain a "density study" from the Dane County Department of Planning and Development to determine how many, if any, density units are available. This information will be used by the Town when reviewing development proposals. Any costs incurred in the process of determining possible density are the responsibility of the applicant.
5. The town will follow the density determination procedure outlined in Appendix A.

6. Commercial development within the Agricultural Preservation Area is generally discouraged. Home based, limited family businesses may be allowed if compatible with neighboring uses and the rural character of the town. Any proposed commercial use must comply with the policies listed below.
7. Subdivisions are prohibited in the agricultural preservation area. A subdivision is defined as a division of a parcel of land where the act of division creates either: five or more lots, parcels or building sites of 35 acres each or less in area; or five or more lots, parcels or building sites of 35 acres each or less in area by successive divisions within a period of five years.
8. Proposals for a new farm residence must abide by the density policy of one residence per 35 acres owned in #2, above, the county's substantial income test, and the town's residential siting standards and criteria.

Development Siting Standards and Criteria

Any proposed development shall comply with the following siting and design requirements. Other requirements may apply to specific proposals as indicated elsewhere in this plan, or as may be required by the Town Board to ensure consistency with the goals, objectives, and policies of this plan.

1. The minimum parcel size is two (2) acres for new residential development.
2. Roads or driveways should avoid crossing agricultural land to reach non-farm development. Generally, "flag lots" or layouts requiring long access roads are discouraged, unless necessary to promote the town's farmland preservation objectives and access the most appropriate building site. Any driveway to be created should be located to minimize the impact on agricultural use, such as along the edge of the productive land.
3. Development shall be directed away from soils classified as "prime farmland," "farmland of statewide significance," those areas shown as having severe or very severe limitations for septic tanks (as shown on soils maps), and hydric ("wet") soils. Discretion may be used for sites that consist entirely of soils classified as "prime farmland" or "farmland of statewide significance." All new parcels created for residential purposes shall be designed to limit the loss of prime farmland to the greatest extent practicable.
4. No development shall be permitted within the 100-year floodplain of any navigable waterway in the town.
5. Development within environmental corridors, sensitive environmental areas (e.g., wetlands, woodlands), and on slopes in excess of 12% shall be strongly discouraged.
6. The Town may utilize conditional zoning to identify "building envelopes" to ensure that proposed development is completed in accordance with town standards for site location and design. At the discretion of the Plan Commission and Board,

applicants may be required to submit a site plan complete with a legal description of the agreed upon building envelope, which will be provided to Dane County zoning as part of the Town's conditional zoning approval.

7. Avoid siting new incompatible uses next to existing residential uses. The Town may require natural or man-made buffers between incompatible land uses to minimize potential negative impacts. Incompatible land uses refer to adjacent or nearby land uses that create conflicts due to differences in function, intensity, or environmental impact. According to the American Planning Association (APA), incompatible land uses can lead to adverse effects such as noise, pollution, traffic congestion, and reduced property values.
8. The following additional considerations and standards may apply to proposed development. They are intended to promote safety, environmental protection, farmland preservation, and rural character, and to protect neighboring property owners:
    a. Erosion control and/or stormwater management measures
    b. Light pollution control (e.g., shrouded lighting)
    c. Noise abatement measures
    d. Site design and location (e.g., homesite location/building envelope)
    e. Landscaping or screening (e.g., natural or man-made buffers between incompatible uses)
    f. Driveway design, distance, and location
    g. Vehicle traffic

Review Requirements for Rezoning Requests

1. The Town will support rezoning of land only to the following zoning districts if all provisions of this Plan are addressed and satisfied:
    a. Single Family Residential Districts SFR-08 and SFR-1
    b. Two-Family Residential District TFR-08
    c. Rural Residential Districts RR-1, RR-2, RR-4, RR-8, and RR-16
    d. Farmland Preservation Districts FP-35 and FP-1
    e. Rural Mixed-Use Districts RM-8 and RM-16
    f. Farmland Preservation Business Districts FP-B
    g. Limited Commercial District LC
    h. Natural Resource Conservancy District NR-C
    i. Historic Overlay District HD
    j. Natural Resource Identification District NR-I
    k. Transfer of Development Rights-Sending Overlay District TDR-S
    l. Transfer of Developments-Receiving Overlay District TDR-R

2. The town may allow expansion of existing nonfarm commercial uses where any such proposal is consistent with the goals, objectives, and policies of this plan. The following zoning categories may be used to accommodate such uses:
    a. GC (General Commercial), with appropriate conditions as needed to meet the objectives of this plan.
    b. HC (Heavy Commercial), with appropriate conditions as needed to meet the objectives of this plan.
3. Postage stamp rezones are allowed at the discretion of the Plan Commission and Board. Postage stamp rezones must meet the town's siting standards listed. Postage stamp rezones are generally not allowed for residences.
4. The Town requires that a minimal amount of farmland be rezoned when considering rezonings of agricultural land to nonagricultural uses. Areas to be considered for rezoning should be:
    a. Land which is inaccessible to the farm machinery needed to produce and harvest agricultural products.
    b. Land where development would not disturb or destroy any important natural features such as significant woodland areas, wetlands, steep slopes (20 percent or greater).
    c. Consistent with the adopted Future Land Use Map and related policies outlined in this Plan.
    d. Land with non prime agricultural soils or soils that are not well suited to agricultural production.
    e. Land located such that there would be no possible conflict with the surrounding agricultural uses.
    f. Land that would not cut up a field or place the house in the middle of a field.
5. Businesses permitted in the LC Limited Commercial zoning district are only allowed on lots that are not within a subdivision or other grouping of houses.
6. Any proposed commercial use must meet all of the following conditions and standards.
    a. A site plan shall be prepared and submitted to the Town Plan Commission for its approval. The site plan shall show all existing and proposed buildings, parking areas, landscaping, waste disposal areas and any existing and proposed screening and fencing.
    b. The name and width of the road(s) serving the business shall be shown on the site plan. If the business requires any special access improvements, these shall be shown on the site plan.
    c. A plan for storage and/or disposal of solid waste and hazardous materials used in the operation shall be submitted to the Town.
    d. Off-street parking shall be delineated on the site plan, in accordance with the Dane County Zoning Ordinance. No parking or storage of vehicles is

permitted within the street right-of-way. The projected traffic levels and types of vehicles proposed to service or use the business shall also be delineated. Parking should be located behind the building or screened from the main road by vegetation.

e. If the business is to operate at night, all outdoor lighting shall be designed so as not to create glare or shine directly on neighboring residences.
f. Businesses requiring high amounts of water usage, large septic tanks or needing fire protection provided by a public system with hydrants should be directed to an urban service area in another municipality. The Town of Rutland does not intend to provide these services.
g. Businesses shall satisfy the requirements of the Dane County Construction Site Erosion Control Ordinance, Chapter 14, Sec. 14.50-14.99. Stormwater runoff from a commercial development shall be no greater than what existed prior to development.
h. Hours of operation shall be clearly stated
i. Outside loudspeakers shall be prohibited.
j. Commercial zoning will not be allowed within 500 feet of a neighboring residence.
k. External lighting shall be restricted to safety lights at the entrance and exits of buildings.
l. Require visual landscaping barriers to block views between LC area and neighboring residences.
m. The number of on-site employees shall not exceed six.
n. At the discretion of the Plan Commission, properties can be deed restricted to clearly state that the business is not open to the public. (If such a deed restriction is placed on the property, meetings with clientele must be conducted off-site).
o. Business signage is limited to one sign on a building and signs shall not be illuminated.

Limited Transfer of Development Rights Policy

Description

To further the town's farmland preservation goals, limited transfers of density units between different June 7, 1978 farm units may be permitted subject to the following conditions, standards, and criteria. The town, at its sole discretion, may expand the TDR program to achieve the town's farmland preservation goals and objectives. For example, the town may choose to provide incentives to promote preservation and/or development of certain areas. Any such modification to the TDR program shall be done through a formal amendment to the comprehensive plan, and subject to the town's land use review procedures. All of the following policies, criteria and standards must be met for favorable consideration of a proposed transfer under this policy.

Goal

Preserve productive agricultural land, natural resources, and promote sensible development by permitting limited transfers of density units to less productive lands.

Objectives

Promote the clustering of eligible density units on less productive agricultural land and/or land more suitable for development.

Provide opportunities for farmers and landowners to maintain large, continuous tracts of productive farmland by enabling the use of eligible density units on other lands under their ownership.

Policies

1. To be eligible to transfer a density unit, the proposed sending property must have a density unit available as documented by a density study report from Dane County Planning & Development, and the property in question must have a suitable area on which development could otherwise occur in accordance with the town's development siting standards and criteria.
2. Transfers of density units under this policy shall be at a one-to-one ratio (i.e., one developable/buildable lot for each split transferred), and any such transfer must further the goal of preserving large tracts of quality agricultural land.
3. Interested property owners, or prospective buyers of a transferrable development right, should notify the town clerk of their proposal.
4. Applicants under this provision will be required to attend a pre-application meeting between the owner and town and county representatives to discuss the proposal prior to consideration by the Town Plan Commission or Board. Proposals may be reviewed by county staff in advance of the pre-application meeting.

5. Only properties within the town's Agricultural Preservation Area are eligible to transfer density units under this policy.
6. Properties whose boundaries have been modified since June 7, 1978 via annexation to a neighboring city or village, are not eligible to transfer density units under this program.
7. Lands within the future growth area of a city or village as defined by the municipality's future land use map may be eligible to transfer density units under this program. Any transfer from such property will be conditionally approved on the recording of a conservation easement prohibiting any and all nonfarm development and must list the town, county, and a third party land trust as parties to the easement with full enforcement rights.
8. Ownership parcels less than 35 acres as of June 7, 1978 cannot transfer a density unit under this policy. Such properties may be suitable receiving areas, provided the town plan commission and board make a finding that a proposal would fit with the character of the neighborhood and satisfies the town's standards and criteria for siting new development.
9. Land previously deed restricted to no further residential development can receive a density unit under this policy if the following criteria are satisfied:
    a. The deed restriction is removed as part of a rezoning petition.
    b. The land is of poorer agricultural quality than the sending parcel.
    c. The receiving parcel is not in the future growth area of a city of village as defined by the municipality's future land use map.
    d. The proposed transfer would further the town's overall goals for agricultural preservation.
10. Transfers under this policy that would result in a subdivision shall not be permitted. A subdivision is defined as 5 or more parcels or building sites created within a 5-year period of time.
11. The proposed transferring (i.e., "sending") parcel must be able to minimally satisfy the Town's development siting criteria. The purpose of this policy is to ensure that only useable density units / splits are transferred – i.e., if a split can't be used due to environmental or other constraints, it does not forward the goals/objectives of the TDR program.
12. The Town shall only consider proposed transfers that would protect productive agricultural land.
13. Landowners proposing transfers under this policy shall be required to first obtain a density analysis from the Dane County Department of Planning and Development for the sending farm unit.
14. Approval shall be contingent upon documentation being recorded on all of the affected parcels to track the transfer of density units as required under the county's

Transfer of Development Rights overlay zoning ordinance. Applicants may be responsible for providing legal descriptions of the parcel(s) to be deed restricted.

Limited Transfer of Development Rights Standards and Criteria

The receiving parcel must be less agriculturally productive than the transferring parcel, and suitable for residential development. The proposed building site(s) on the receiving parcel must not be comprised entirely of Class I soils (as defined by the Dane County Soil Survey).

The soils of the transferring parcel must be Class I, II or III (as defined by the Dane County Soil Survey), and/or clearly have a history of past farming activity that would be negatively impacted by any proposed development.

The receiving parcel must have adequate road access and a suitable building site that would not result in a "flag lot" with a long driveway bisecting agricultural land. The proposed building site must conform to the Town's Development Siting Standards and Criteria within the Agricultural Preservation Area.

The proposed transfer must not pose a potential conflict with existing agricultural activities on neighboring properties.

APPENDIX A to the Limited Transfer of Development Rights Policy

Density Determination Procedure

This determination applies to lands subject to the town's 1 per 35 density limitation within the Agricultural Preservation Planning Area.

Determine original farm acreage:

The current year tax records shall be referenced to determine the gross acreage of the contiguously owned property as of June 7, 1978. Gross acreage may include land in road or other public rights-of-way. The town will consider detailed survey information, or historical tax record data, if the contiguous acreage determination is disputed.

Divide the original farm acreage by 35:

The total amount of contiguously owned property as of June 7, 1978, shall be divided by 35. Lands annexed to a city or village after 6/7/78 shall be subtracted from the original farm acreage. The resulting quotient shall be rounded down to the nearest split. For example, a density calculation for an original farm unit of 100 acres resulting in a quotient of 2.85 would be rounded down to 2 splits.

Determine remaining density units:

After determining the eligible density, the total number of residences, farm or non-farm, or other countable development, shall be subtracted from the total eligible density to determine if any density units remain.

Deed restriction required upon final split or residence:

In order to obtain town approval for the final split, residence, or other countable development permitted under this policy, the town will require a deed restriction document be recorded with the Register of Deeds on the balance of FP-35 and/or FP-1 zoned lands owned by the applicant. Applicants requesting the final land division or residence may be responsible for furnishing a sufficient legal description of the remaining FP-zoned lands to the town and Dane County.

Parcels less than 35 acres as of June 7, 1978:

Parcels 8 acres or more but less than 35 acres which existed prior to June 7, 1978 shall be governed by the following standards, provided they can meet all other Town and County development standards or ordinances that may apply:

- Such parcels which are vacant are allowed to rezone to an appropriate district to allow one single-family home.
- Such parcels with one residence existing as of June 7, 1978 may be split one time to create one additional residential lot. Resulting parcels should be appropriately rezoned.
- Building rights of a substandard parcel cannot be transferred to another parcel.

Parcels between 1 acre but under 8 acres as of June 7, 1978:

- Vacant, legally created parcels of land between 1 and 8 acres in size in existence since 6/7/1978 are permitted to rezone to an appropriate district to allow one single-family home, provided that the property has suitable soils for a septic tank absorption system, and can meet the town's development siting criteria.
- Illegally created parcels are not permitted to be developed.

Land Transfers after June 6, 1978:

Land transfers occurring after June 7, 1978, do not result in new allotments of density units. When land sales after June 7, 1978, are not accompanied by clear documentation as to whether or not density units are also being transferred, the town will consider the following options to determine the proper allotment of density units:

1. The town encourages landowners to make the terms of land sales very clear in the sales contract or deed. The town will request that any supporting documentation be included with development proposals. Supporting documents may include, but are not limited to, sales contracts, deeds, affidavits, and written agreements.

2. In the absence of clearly understood supporting documentation, the town will attempt to determine the intent of the land sale by requesting clarification from landowners owning portions of the original farm unit, and those involved in the land sale in question. The town will share this information with the Dane County Department of Planning and Development, and may request that an agreement or affidavit be filed with the Register of Deeds clarifying the status of remaining density units.
3. The town may also consider site characteristics to determine if a land transfer included a density unit such that town plan siting standards and criteria could be satisfied. The town will review site characteristics including, but not limited to: road access; soil quality; history of farming activity; environmental features.
4. In the absence of sufficient evidence or supporting documentation, the town will use its discretion in determining the proper allotment of any remaining splits.
5. The town shall abide by the 1 per 35 density limitation in all cases, except as may be provided for under the town's Limited Transfer of Development Rights Program.
6. If a private land transaction involves the transfer of a density unit to land that cannot satisfy the town's siting standards and criteria, the town is under no obligation to approve a development proposal on the subject property.

Appendix B: Town of Rutland Conditional Use Permit (CUP) Procedure

Adopted Town policy as of January 21, 2025

1. **Letter of Intent, application materials and fees are submitted to Dane County Zoning Division by applicant**. Once Dane County deems the application is complete, it will be sent directly to the township. Information needed is as follows:
    a. Application form and written statement addressing all applicable standards for approval of the CUP
    b. Written Legal Description
    c. Site plan, meeting at a minimum, the requirements specified in section 10.101(6) of the county zoning code
        i. Operation plan, meeting at a minimum, the requirements specified in section 10.101(7)(b)4 of the county zoning code, as follows:
        ii. Hours of operation.
        iii. Number of employees, including both full-time equivalents and maximum number of personnel to be on the premises at any time.
        iv. Anticipated noise, odors, dust, soot, runoff or pollution and measures taken to mitigate impacts to neighboring properties.
        v. Descriptions of any materials stored outside and any activities, processing or other operations taking place outside an enclosed building.
        vi. Compliance with Dane County storm water and erosion control standards under Chapter 11 or Chapter 14, Dane County Code.
        vii. Sanitary facilities, including adequate private onsite wastewater treatment systems and any manure storage or management plans approved by the Madison & Dane County Public Health Agency and/or the Dane County Land and Water Resources Department.
        viii. Facilities for managing and removal of trash, solid waste and recyclable materials.
        ix. Anticipated daily traffic, types and weights of vehicles, and any provisions, intersection or road improvements or other measures proposed to accommodate increased traffic.
        x. A listing of hazardous, toxic or explosive materials stored on site, and any spill containment, safety or pollution prevention measures taken.
        xi. Outdoor lighting and measures taken to mitigate light-pollution impacts to neighboring properties.

xii. Signage, consistent with s. 10.800 of the Dane County zoning ordinance.
xiii. Any other information may be deemed necessary by the Zoning Administrator to evaluate operation of the proposed conditional use.

2. **Dane County reviews the application for completeness**, ensuring it includes information on how the eight standards are met or how the applicant plans to meet them with measurable objectives.
3. **Once it is determined that the application is sufficient, the township determines whether the CUP will require a Joint Town Board and Plan Commission Public Hearing or if the CUP hearing can be held at an individual meeting of the Planning Commission and Town Board.** The CUP MUST be submitted at a minimum one month before being placed on Planning Commission agenda. Once the complete application is submitted, the town has 15 days to send out legal notification to residents within 600 linear feet of the property within the Town of Rutland. At this point, residents have 10 days to submit letters of either opposition or approval. Below are the criteria which will be considered if the CUP Hearing is to be held JOINTLY. If none of the criteria apply, the CUP public hearing will be held during normal Planning Commission/Town Board meetings.
    a. The following factors will be considered in determining whether to hold a Joint Hearing:
        i. Receipt of multiple letters expressing concerns about the application
        ii. The Property is within 600 linear feet of another Municipality.
        iii. The CUP is a direct application from a complaint or zoning violation.
4. **A notice of the hearing is published** in two public places and on the town website at least 10 days prior to the CUP hearing.
5. **Public Hearing notices are mailed to property owners** within 600 feet of the subject property. Public Hearing notices will also be available on the town website. Public Hearing notices should include information regarding the types of evidence upon which decisions will be based. Notices will also include the initial deadline for providing written feedback, with a disclaimer that the deadline may be extended depending on the date of final Town Board action. Notices will only be sent to Town of Rutland residents.
6. **Public Hearing Protocol**:
    a. Role of Plan Commission and Town Board members at Hearing
        i. Planning Commission Chair, Town Board Chair (or their respective designee if Chair is absent) presides over hearing.
        ii. Commission and Board members' role is to listen to testimony and gather information on how to address concerns raised
        iii. Commission and Town Board members may ask questions of the applicant and anyone testifying but should refrain from

communicating an opinion or engaging in discussion, in order to remain impartial. Debate/discussion among public attendees will not be allowed.

b. Appearance slips:
    i. Should be submitted to the Town Clerk prior to “Call to Order” of the Hearing by anyone testifying during the hearing.
    ii. Provide name, address, contact information, and indicate if attendance is via Zoom or in person
    iii. Indicate "for" or "against" or "for information only"
    iv. Are retained by the Town as a record of those presenting testimony
c. Testimony:
    i. Substantial evidence cannot be "merely personal preferences or speculation"
    ii. The Chair may limit testimony that is unnecessarily repetitive
    iii. Testimony may require gathering additional information or quantifiable data
d. Record the hearing (audio recording)
    i. Preserve the evidence for review and development of a written decision
    ii. Preserve the evidence for potential legal challenges

7. Public Hearing Procedures:

a. Doors open no later than 15 minutes prior to start of Hearing. Members of the public may register to speak at any point during the hearing by submitting an appearance slip to the Clerk.
b. As attendees enter the room, the Clerk or designee asks them to sign in and provides a registration form and a public comment procedure document if they wish to speak.
c. Clerk or designee collects the registration forms and assigns a sequential number.
d. Registration forms are given to the Chair of the meeting or designee.
e. Public hearing begins at approximately 5 minutes after the scheduled time by the Chair of the meeting or designee.
f. The clerk or designee speaks about ACT 67, the need for substantial evidence, eight standards, etc., using a prepared script.
g. Applicants have five minutes to give a presentation on their CUP request which includes an explanation of how they have met, or plan to meet, the eight CUP standards.
h. The Chair calls the names of registered speakers in the order that they were submitted to the Clerk or designee.
i. Called speakers do the following:

i. Speaker states their name and residence address
ii. Speaker indicates if they support, oppose or are speaking for informational purposes only
iii. Speaker directs comments to Town Board and Plan Commission in the five-minute allotted time
iv. Clerk or designee uses timer and notifies Chair when the time is up
v. Town Board and Plan Commission members may ask questions for clarification of the testimony. The Chair ensures questions are brief and do not extend the speaker's presentation time.

8. **The clerk adds the item on the following month's Plan Commission agenda** unless the item is already part of the same agenda.
    a. Consult with professional staff (i.e., engineer) after the Public Hearing and prior to this meeting OR invite professional staff to this meeting.
    b. Any information gathered after the Hearing is available to the public upon request, excluding confidential legal advice.
9. **Plan Commission meeting procedures**:
    a. The meeting packet will include any written comments received after the Public Hearing and written testimony from professionals (as applicable).
    b. Applicants are given an opportunity to present their proposal, highlighting any changes made and any proposed conditions to address concerns.
    c. Commission members ask questions of the applicant and/or professional staff
    d. PC Chair states that in accordance with Dane County Ordinance 10.101 (7) the Commission will discuss the eight standards of a Conditional Use Permit and possible conditions to meet the standards individually and vote on each. PC Chair also states that if all eight standards are deemed to be met, the CUP will be approved and if any are deemed not to be met, the CUP may be denied. The Commission may also approve the CUP with conditions deemed necessary for the application to meet any standard, regardless whether the applicant agrees to such conditions.
        i. That the establishment, maintenance, or operation of the conditional use will not be detrimental to or endanger the public health, safety, comfort or general welfare.
        ii. Town would want evidence meeting the substantial evidence standard demonstrating specific health or safety problems that this particular use is likely to cause.
        iii. That the uses, values and enjoyment of other property in the neighborhood for purposes already permitted shall be in no foreseeable manner substantially impaired or diminished by establishment, maintenance or operation of the conditional use.

iv. That the establishment of the conditional use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district.
v. That adequate utilities, access roads, drainage and other necessary site improvements have been made or are being made.
vi. That adequate measures have been or will be taken to provide ingress and egress so designed as to minimize traffic congestion in the public streets.
vii. That the conditional use shall conform to all applicable regulations of the district in which it is located.
viii. That the conditional use is consistent with the adopted Town and County Comprehensive Plans. The Town and the County may have specific policies on the development of particular areas of the county. Please provide any specifics that relate to the conditional use.
ix. If the conditional use is to be located in a Farmland Preservation District, the conditional use must meet the findings as listed below. If the property is located in the FP-35, FP-1, or FP-B Zoning district, additional information is needed. All standards must be deemed to be met in order to approve.

e. Plan Commission will consider relevant testimony and evidence, including professional analysis when appropriate, regarding the standards. The CUP must be approved if all standards are met, with or without conditions. The CUP must be denied if any standard is not met.
f. Any decision to approve, deny, or impose conditions must be based on substantial evidence.
g. Plan Commission may:
    i. Recommend approval
    ii. Recommend approval with conditions
    iii. Recommend denial
    iv. Make no recommendation
    v. Postpone action until the next meeting
h. If the Plan Commission votes to table, the matter is placed on the next month's Plan Commission agenda

10. After the Plan Commission has acted on the proposed CUP, it is scheduled for the next available Town Board meeting.

11. Town Board meeting procedures:

a. Meeting packet will include:
    i. Any written comments received after the Public Hearing
    ii. Written testimony from professionals (as needed).
    iii. Plan Commission Recommendation

b. Applicant is given an opportunity to present their proposal, highlighting any changes made since the Public Hearing.
c. Board members ask questions of the applicant and/or professional staff.
d. Chairs states that in accordance with 10.255 (2) (h) the Town Board will discuss the Eight standards of a Conditional Use Permit and possible conditions to meet the standards individually and vote on each. Chair also states that if all eight standards are deemed to be met, the CUP will be approved and if any are deemed not to be met, the CUP may be denied. The Commission may also approve the CUP with conditions deemed necessary for the application to meet any standard, whether or not the applicant agrees to such conditions. The following are standards for review:
    i. That the establishment, maintenance, or operation of the conditional use will not be detrimental to or endanger the public health, safety, comfort or general welfare.
        1. Town would want evidence meeting the substantial evidence standard demonstrating specific health or safety problems that this particular use is likely to cause.
    ii. That the uses, values and enjoyment of other property in the neighborhood for purposes already permitted shall be in no foreseeable manner substantially impaired or diminished by establishment, maintenance or operation of the conditional use.
    iii. That the establishment of the conditional use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district.
    iv. That adequate utilities, access roads, drainage and other necessary site improvements have been made or are being made.
    v. That adequate measures have been or will be taken to provide ingress and egress so designed as to minimize traffic congestion in the public streets.
    vi. That the conditional use shall conform to all applicable regulations of the district in which it is located.
    vii. That the conditional use is consistent with the adopted Town and County Comprehensive Plans. The Town and the County may have specific policies on the development of particular areas of the county. Please provide any specifics that relate to the conditional use.
    viii. If the conditional use is to be located in a Farmland Preservation District, the conditional use must meet the findings as listed below. If the property is located in the FP-35, FP-1, or FP-B Zoning district, additional information is needed. All standards must be deemed to be met in order to approve.

e. The CUP must be approved if all standards are met, with or without conditions. The CUP must be denied if any standard is not met.
f. Any decision to approve, deny, or impose conditions must be based on substantial evidence.
g. Town Board may:
    i. Approve
    ii. Approve with conditions
    iii. Deny
    iv. Postpone action until the next meeting
    v. Refer the matter back to the Plan Commission for further review
h. If it appears that Town action will not occur within 60 days after the Dane County Public Hearing, the Clerk will provide written notification to the Dane County ZLR and request a 40-day extension.
i. Final action on the CUP must occur within 60 days after the Dane County Public Hearing or within 100 days if an extension has been granted.
j. Following action on the CUP by the Town Board the Clerk provides either:
    i. The Town Board Action Report to Dane County Zoning.
    ii. A "no action" report to Dane County Zoning

Appendix C: Zoning Districts and Compatible Uses

This Appendix identifies the conditional uses which most closely align with Rutland's vision of the future and its definition of rural character.

AT-5 Agriculture Transition – 5 Acres

- Attached accessory dwelling units
- Agricultural entertainment activities occurring over 10 days/year
- Domestic pet animal boarding (lots > 5 acres)
- Electric generating facilities that use renewable energy
- Farm related exhibitions, sales or events exceeding 10 days a year
- Limited farm business
- Limited family business (lots > 1 acre)
- Sale of agricultural and dairy products not produced on the premise & incidental sale of non-alcoholic beverages and snacks
- Governmental, institutional, religious, or nonprofit community uses
- Sanitary facilities in agricultural accessory buildings
- Native wildlife rehabilitation facilities
- Veterinary clinics
- Transportation, communications, pipeline, electric transmission, utility, or drainage uses, not required by law

AT-35 Agriculture Transition

- Agricultural entertainment, over 10 days/year
- Attached accessory dwelling units associated with a farm residence
- Farm related exhibitions, sales or events, over 10 days/year
- Farm Residence, subject to 10.103(11)
- Limited Farm Business, subject to 10.103 (13)
- Sale of agricultural and dairy products not produced on the premise and incidental sale of non-alcoholic beverages and snacks
- Transportation, communication, pipeline, electric transmission, utility, or drainage uses not required by law
- Renewable energy electricity generators

AT-B Agriculture Transitional-Business

Note: There are currently no parcels zoned AT-B in the Town of Rutland.

- Agricultural entertainment, 10 days/year or more

- Farm related exhibitions, sales or events, over 10 days/year
- Farm Residence, subject to 10.103(11)
- Secondary farm residences subject to 10.103(11)
- Attached accessory dwelling units associated with a farm residence
- Limited Farm Business, subject to 10.103(13)
- Sale of agricultural and dairy products not produced on the premise & incidental sale of non-alcoholic beverages and snacks
- Transportation, communication, pipeline, electric transmission, utility, or drainage uses not required by law
- Renewable energy electricity generators

FP-1 Small Lot Farmland Preservation

- Agricultural entertainment
- Limited farm business
- Farm related exhibitions, sales, or events exceeding 10 days/year
- Sale of agricultural and dairy products not produced on the premises
- Incidental sale of non-alcoholic beverages and snacks
- Sanitary facilities in an agricultural accessory building
- Livestock on parcels 5 acres or less
- Livestock in excess of 1 animal unit/acre on parcels between 5 and 35 acres
- Transportation, communication, pipeline, electric transmission, utility, or drainage uses not required by law
- Electric generating facilities derived from renewable energy resources

FP-35 General Farmland Preservation

- Agricultural entertainment, 10 days/year or more
- Farm related exhibitions, sales or events, over 10 days/year
- Farm Residence, subject to 10.103(11)
- Attached accessory dwelling units associated with a farm residence
- Limited Farm Business, subject to 10.103(13)
- Sale of agricultural and dairy products not produced on the premise
- Incidental sale of non-alcoholic beverages and snacks
- Secondary farm residences
- Transportation, communication, pipeline, electric transmission, utility, or drainage uses not required by law
- Renewable energy electricity generators

FP-B Farmland Preservation – Business

- Agricultural entertainment, 10 days/year or more
- Farm related exhibitions, sales or events, over 10 days/year

- Farm Residence, subject to 10.103(11)
- Secondary farm residences subject to 10.103(11)
- Attached accessory dwelling units associated with a farm residence
- Limited Farm Business, subject to 10.103(13)
- Sale of agricultural and dairy products not produced on the premise
- Incidental sale of non-alcoholic beverages and snacks
- Commercial animal boarding for farm animals, and not including domestic pets
- Composting facilities
- Transportation, communication, pipeline, electric transmission, utility, or drainage uses not required by law
- Renewable energy electricity generators

GC General Commercial

- Animal boarding, domestic pets
- Contractor, landscaping or building trades operation (outdoor)
- Outdoor active recreation
- Transportation, communications, pipeline, electric transmission, utility, or drainage uses, not listed as a permitted use

HAM-M Hamlet Mixed-Use

- Detached accessory dwelling units
- Indoor entertainment or assembly
- Limited family business
- Reduction of side yard setback to less than 10 feet total
- Residential accessory buildings between 12 and 16 feet in height
- Outdoor sales events
- Day care centers
- Transportation, utility, communication or other uses not required by law

HAM-R Hamlet Residential

- Detached accessory dwelling units
- Multiple family dwellings and condominiums
- Institutional residential
- Principal buildings more than 2 ½ stories tall
- Limited family business
- Reduction of side yard setback to less than 10 feet total
- Residential accessory buildings between 12 and 16 feet in height
- Day care centers
- Transportation, utility, communication or other uses not required by law

HC Heavy Commercial

- Animal boarding, domestic pet
- Animal boarding, large animal
- Caretaker's residence
- Renewable energy generation
- Outdoor active recreation
- Transportation, communications, pipeline, electric transmission, utility, or drainage uses, not required by law

MI Manufacturing & Industrial Zoning District

- Commercial processing or composting of organic byproducts or wastes
- Manure processing facilities
- Processing or composting of organic by-products or wastes
- Transportation, communications, pipeline, electric transmission, utility, or drainage uses, not required by law

NR-C Natural Resource Conservancy

- Establishment and development of public parks, private parks, recreational areas, boat access sites, outdoor education areas, historic areas, wildlife refuges, game preserves, and private wildlife habitat areas
- Soil conservation, shoreland, wetland and ecological restoration practices not listed as a permitted use
- Construction and maintenance of roads, railroads, or utilities which cannot practically be located outside of the NR-C district

RE Recreational

- Campgrounds
- Caretaker's residence
- Indoor active recreation
- Outdoor assembly events
- Outdoor entertainment

RI Rural Industry

- Caretaker's residence
- Commercial processing or composting of organic byproducts or wastes
- Electric generating facilities, provided 100% of the production output of the facility is derived from renewable energy resources
- Outdoor sales, display, or repair
- Transportation, communications, pipeline, electric transmission, utility, or drainage uses

RM-8 Rural Mixed Use, 8-16 Acres

- Agricultural entertainment activities occurring 10 days/year or more
- Attached accessory dwelling units
- Domestic pet animal boarding
- Electric generating facilities that use renewable energy
- Farm related exhibitions, sales or events exceeding 5 days a year
- Governmental, institutional, religious, or nonprofit community uses
- Limited family business
- Limited farm business
- Property maintenance sheds (600 sq. ft. or less)
- Sanitary facilities in agricultural accessory buildings
- Veterinary clinics
- Transportation, communications, pipeline, electric transmission, utility, or drainage uses, not required by law

RM-16 Rural Mixed Use, 16 Acres

- Agricultural entertainment activities occurring over 10 days/year
- Attached accessory dwelling units
- Domestic pet animal boarding
- Farm related exhibitions, sales or events exceeding 5 days a year
- Governmental, institutional, religious, or nonprofit community uses
- Limited family business
- Limited farm business
- Sanitary facilities in agricultural accessory buildings
- Veterinary clinics
- Transportation, communications, pipeline, electric transmission, utility, or drainage uses, not required by law

RR-1 Rural Residential

- Attached accessory dwelling units
- Limited family business
- Day care centers
- Community living arrangements for nine (9) or more people
- Governmental, institutional, religious, or nonprofit community uses
- Transient or Tourist Lodging
- Transportation, communication, pipeline, electric transmission, utility, or drainage uses, not listed as a permitted use above

RR-2 Rural Residential

- Attached accessory dwelling units
- Limited family business
- Day Care Centers
- Governmental, institutional, religious, or nonprofit community uses
- Transient or Tourist Lodging
- Transportation, communication, pipeline, electric transmission, utility, or drainage uses, not listed as a permitted use above

RR-4 Rural Residential

- Attached accessory dwelling units
- Limited family business
- Day care centers
- Governmental, institutional, religious, or nonprofit community uses
- Transportation, communication, pipeline, electric transmission, utility, or drainage uses, not listed as a permitted use

RR-8 Rural Residential

- Attached accessory dwelling units
- Limited family business
- Day Care Centers
- Governmental, institutional, religious, or nonprofit community uses
- Property management sheds
- Transportation, communication, pipeline, electric transmission, utility, or drainage uses, not listed as a permitted use above

SFR-1 Single-Family Residential (small lots)

- Attached accessory dwelling units
- Day care centers
- Governmental uses
- Institutional uses
- Religious uses
- Nonprofit community uses
- Transportation, utility, communications, pipeline, electric transmission, utility, or drainage uses

SFR-08 Single-Family Residential (small lots)

- Accessory buildings > 12 ft ≤ 16 ft in height
- Attached accessory dwelling units
- Day care centers

- Governmental uses
- Institutional uses
- Religious uses
- Nonprofit community uses
- Transportation, utility, communications, pipeline, electric transmission, utility, or drainage uses

TFR-08 Two-Family Residential

- Accessory buildings > 12 ft ≤ 16 ft in height)
- Detached accessory dwelling units
- Day care centers
- Governmental uses
- Institutional uses
- Religious uses
- Nonprofit community uses
- Transportation, utility, communications, pipeline, electric transmission, utility, or drainage uses

UTR Utility, Transportation and Right-of-Way

- Transportation, utility, communication or other similar uses, not required by law
- Storage structures, not to exceed 250 square feet

Appendix D: Implementation Schedule

Protect and preserve farmland, natural resources, and environmentally sensitive lands for future generations, ensuring the sustainable management of these resources.				
Objective	Action	Step	Notes	Timeframe
Protect and expand public green space.	Work with CARPC, Dane County, or other agencies to identify areas that are sensitive to disruption or present an opportunity for restoration while making land use decisions.	Foster a relationship with Groundswell Conservancy to help explore or initiate conservation easements that will protect and preserve farmland and critical wildlife habitat.		Ongoing
Protect and prevent contamination of critical resources such as aquifers, groundwater recharge areas, wetlands, and wildlife habitats, especially from potentially harmful activities.	Aid local farmers in participating in a producer-led group focused on nonpoint source pollution abatement.	Review existing local, county and state standards regulating stormwater management and groundwater protection.		1 - 2 years
		Consider whether the Town can or should adopt stricter local standards to protect groundwater from contamination.		2 - 3 years
		Consider whether the Town can or should adopt stricter local standards to protect and downstream property from stormwater runoff.		2 - 3 years
		Encourage and implement best management practices for Town facilities and snow removal to reduce the use of salt for de-icing and in water softeners.		Ongoing
		Provide residents and private businesses with materials about the efficient use of salt for de-icing driveways and sidewalks and in water softeners.		1 - 2 years
		Regularly send Public Works staff to Wisconsin Salt Wise trainings and local equipment open house events.		1 year (or upon hiring new staff)
		Implement best practices to reduce salt usage while maintaining safe roads.		Ongoing
Protect scenic vistas/viewsheds.	Consider vistas and viewsheds in future development planning.			

Protect and preserve farmland, natural resources, and environmentally sensitive lands for future generations, ensuring the sustainable management of these resources.				
Objective	Action	Step	Notes	Timeframe
Protect the Badfish Creek watershed and enhance water-based recreational opportunities.	Encourage greater buffer distances for development adjacent to bodies of water.			Ongoing
	Encourage the preservation and planting of native species within required setbacks to filter runoff and screen views of development from the creek.			Ongoing
	Improve canoe/kayak access to Badfish Creek.	Partner with the Friends of Badfish Creek Watershed (FBCW) and support their expansion of outdoor recreation opportunities and trail maintenance activities.		Ongoing
		Support FBCW efforts to maintain existing access/egress points, and removal of downed trees.		Ongoing
Enhance resource conservation and restoration practices on public and private land.	Promote stormwater management on private property through practices such as rain gardens and native plantings.	Draft policies for the development review process.		2 - 3 years
		Avoid disturbance of productive agricultural land.		Ongoing
		Avoid disturbance of floodplains, wetlands and other areas adjacent to water resources or wooded steep slopes and require appropriate vegetated buffers surrounding such resources.		Ongoing
		Minimize the number and length of driveways.		Ongoing
		Avoid fragmentation of contiguous wooded lots over 20 acres.		Ongoing
Expand the use of regenerative agriculture and conservation practices on farmland.	Encourage practices that can lower stormwater runoff, limit soil erosion, and build soil health.	Accommodate non-traditional agricultural land uses and changes to agribusiness practices.		Ongoing
		Provide residents with educational resources about point source and non-point pollution prevention and detection.	CARPC, County, WDNR staff able to assist	1 - 2 years
		Encourage cover-cropping, nutrient management, and no-till practices.		Ongoing
		Restrict farming and development in areas with hydric soils, as well as areas identified as Voluntary Environmental Corridor on Map 2: Soils and Map 5: Natural Resources, to support restoration of “seasonal” wetlands.		Ongoing
Expand access to and opportunities for all types of outdoor recreation.	Conduct audits of existing recreational facilities/opportunities in the Town.	Ensure that public facilities meet ADA accessibility requirements.		Periodic (As constructed)
		Review whether facilities and activities are enjoyable by a range of ages, skill levels, and backgrounds.		2 - 3 years, Periodic
	Raise resident awareness of facilities and the recreational uses they support.			

Maintain a balanced mix of farmland, natural areas, and low-density housing while fostering rural character and protecting against conflicts between incompatible uses.

Objective	Action	Step	Notes	Timeframe
Develop and enforce policies limiting land uses that are inconsistent with the Town's desired rural character.	Develop and enforce policies to restrict the negative impacts of such large projects if approved.			Ongoing
	Support traditional residential rural activities such as limited firearm use or firewood collecting while ensuring they are conducted in a manner that minimizes conflict with nearby uses.			Ongoing
	Ensure conditional uses align with the Comprehensive Plan through a standardized review process.			Ongoing
Codify and clarify the Town's Transfer of Development Rights (TDR) policy to ensure that it remains accessible and practical for property owners of varying parcel sizes.	Work with Dane County staff to monitor progress towards the Town's TDR program goals.	Track the number of "splits"/development rights transferred to desired receiving areas to accommodate new development to determine whether they align with the goals established in Appendix A: Draft Town of Rutland Density and TDR Policies.		1 - 2 years, Ongoing
	Work with Dane County staff to review factors affecting landowner decision-making around agricultural land sales for development	Conduct a splits mapping/study to understand how many splits are available in the Town and where they are located.		2 - 3 years
	Publicize the Town's Transfer of Development Rights (TDR) program to residents.	Work with Dane County staff to provide educational FAQ sheets on TDR to landowners.		Ongoing

Maintain a balanced mix of farmland, natural areas, and low-density housing while fostering rural character and protecting against conflicts between incompatible uses.

Objective	Action	Step	Notes	Timeframe
Protect open spaces, wetlands, and farmland while maintaining the Town's tax base through Purchase of Development Rights (PDR), conservation easements, land trusts, or other programs that allow property owners to sell their development rights.	Engage Town residents in funding discussions for implementing PDR.	Explore viability of collecting fees or additional taxes to fund the strategic purchase of critical properties.		1 - 2 years
		Investigate grant opportunities to fund application-based purchase of lands by the Town. Dane County offers matching grants to help establish local units of government manage easement purchase programs. Likewise, the National Resources Conservation Service (NRCS) of the U.S. Department of Agriculture offers funding to landowners and local governments to establish agricultural conservation easement programs covering both actively farmed lands and restorable wetlands degraded from agricultural use.		1 - 2 years
	Work with residents during the development process to set aside additional land in conservation easements.	Limit the amount of residential and commercial development that can be created in designated agricultural preservation areas, as outlined in Appendix A: Draft Town of Rutland Density and TDR Policies.		1 - 2 years
Promote stormwater management best practices within the Town.	Work with CARPC, Dane County, and other agencies to identify areas that are sensitive to disruption or that present an opportunity for restoration while making land use decisions.			Ongoing
Protect dark skies by implementing ordinances that regulate outdoor lighting in a way that minimizes light pollution.	Form an Ad Hoc Committee of resident volunteers to make recommendations on current best practices.	Review educational materials provided by organizations involved in regulation of light pollution, such as Dark Sky International or the American Planning Association.		1 - 2 years
		Assess problem areas in the Town for light trespass and sky glow.		2 - 3 years
		Review Brooklyn, Oregon, and Stoughton development standards and work with municipal staff to improve light intensity and shielding standards in areas adjacent to the Town.		2 - 3 years
		Consider becoming a Dark Sky Community.		5 years

Provide safe, effective, and sustainable transportation facilities within the Town that connect with neighboring communities while preserving the rural character of the area.				
Objective	Action	Step	Notes	Timeframe
Establish and maintain a standard of safety and maintenance for all Town roads.	Monitor and maintain local road surface conditions.	Continue to conduct an annual review of Town roads as required by state law. Involve the new Town patrolmen. Use results to develop a work program for planned road improvements (see Map 9: Pavement Ratings for a summary of 2023 assessment results).		Ongoing
		Explore options for establishing weight limits, fees, and/or other strategies to protect road surfaces and offset repair and maintenance costs.		1 - 2 years
	Manage traffic speeds and volumes.	With the WisDOT's assistance, continue monitoring traffic patterns, speeds, and safety on heavily traveled roads.		Ongoing
		Continue exploring lowering speed limits on roads frequently used by pedestrians, such as Windmill Road and Sunrise Road.		Ongoing
		Consider designing new truck routes.		1 - 2 years
		Pursue grants to fund needed road improvements.		Ongoing
		Apply for Local Road Improvement Program (LRIP) funding to cover up to 50% of eligible costs of improvements to seriously deteriorating county highways and town roads.		Ongoing
		Apply for Agricultural Roads Improvement Program (ARIP) funding up to 90% of eligible costs of improvements to local roads, minor collectors, and culverts that provide access to agricultural lands or facilities that produce agricultural goods.		Ongoing
		Work with Dane County and WisDOT to secure STP-R funding to improve principal arterial, minor arterial, and major collectors (STH 138, WIS 92, USH 14).		Ongoing

Provide safe, effective, and sustainable transportation facilities within the Town that connect with neighboring communities while preserving the rural character of the area.				
Objective	Action	Step	Notes	Timeframe
Develop local bicycle, hiking, and pedestrian trails that connect with regional networks.	Expand bicycle and pedestrian facilities.	Look for opportunities to install sidepaths, paved shoulders, or other appropriate bike and pedestrian facilities in conjunction with road improvement projects.	*Work incrementally to connect individual components over time, prioritizing known danger zones and roads commonly used by walkers and bikers.*	5 years
		Establish a resident task force to evaluate recreational bike and pedestrian path options.		2 - 3 years
		Communicate ideas for specific bike/ped facilities to the Greater Madison MPO so they can be included in the Regional Transportation Plan (updated every five years; next update in spring 2025) and Transportation Improvement Program (updated annually).		Ongoing
		Work with WisDOT to obtain funding for bike and pedestrian projects along roadways through programs like the Transportation Alternatives Program (TAP), Rural Surface Transportation Grant Program (STP-R), and Carbon Reduction Program (CRP).		Ongoing
		Work with the Dane County Highway and Transportation Department to incorporate bike/ped facilities into planned county road projects.	*The County will cover half of the engineering, design, and construction costs of joint improvements to county trunk highways. The remainder of the costs are borne by the local municipality. Eligible projects include widening and improving roadway sections for bike use. The Town would be responsible for the other half of construction costs as well as future maintenance and repair costs. Cost sharing for off-road bicycle paths is determined on an individual basis.*	Ongoing
		Work with biking organizations to identify and extend safe biking routes as feasible.	*East-west routes along Old Stone Road and CTH A; North-south route along Hildreth Road; North-south route along Starr School Road, Bass Lake Road, and Danks Road to the east Badfish Creek parking lot; North-south route following Sunrise Road, Oak Hill Road, Flint Road, and Oak Ridge Road to the Anthony Branch parking lot*	5 years
		Explore options to expand the network of recreational trails within the Town's natural areas and connecting them to the larger regional trail system.	*Connecting the Old Stage Road canoe/kayak put-in with the unincorporated community of Cooksville (Rock County)*	5 years
		Once trail projects are identified, apply for funding through the DNR's Stewardship LUG programs, which includes the federal Recreational Trails and Land and Water Conservation Programs (applications due May 1 each year).		Ongoing
Stay up to date on state, county, and municipal transportation plans and opportunities with potential to affect the Town.			County: Dane County Highway Projects; Regional: Greater Madison MPO Regional Transportation Plan (updated every five years; next update in spring 2025) and Transportation Improvement Program (updated annually); State: WisDOT Southwest Region Highway Projects and Studies	Ongoing
		Post brief summaries of Board and Commission actions taken at meetings within one week.		Ongoing

Provide effective, transparent, and inclusive service and governance to Town residents.				
Objective	Action	Step		Timeframe
Ensure that residents have cost-effective solid waste and recycling services.	Provide residents with educational materials and information about e-waste disposal.			5 years
Maintain and improve the Township's public infrastructure and buildings to ensure they meet the current and future needs of residents.	Before undertaking projects that would increase property taxes, consider the costs and benefits across the anticipated life cycle of the project or improvement.			Ongoing
Prioritize the improvement and expansion of fast, reliable internet service throughout the Town, ensuring it is accessible to all residents.	Work with Dane County's Broadband Coordinator to:	Pursue available broadband expansion funding opportunities.		Ongoing
		Partner with internet service providers that serve or could serve the Town of Rutland.		Ongoing
		Use available maps and data to identify areas of the Town that are underserved and unserved.		Ongoing
		Consider building conduit access whenever road reconstruction is ongoing in the Right of Way to allow for broadband infrastructure.		Ongoing
		Consider adopting the Broadband Forward! model ordinance to streamline administrative procedures and reduce obstacles to broadband infrastructure investment in the Town.		Ongoing
Make it easy for residents to access information about and participate in Town activities, with a focus on transparency in governance and proactive communication about key issues such as tax changes and public services.	Offer alternatives to internet-based communications such as mailings or handouts that can be collected at Town Hall.			1 - 2 years
	Post meeting announcements as far in advance of meeting dates as possible.	Post notices online and at the Town Hall and Collection Center.		< 1 year
		Establish standard public notification practices and communicate them to residents.		< 1 year
		Post brief summaries of Board and Commission actions taken at meetings within one week.		< 1 year

Promote a mix of housing options that support diverse needs while prioritizing the preservation of rural character and maintaining low-density development.

Objective	Action	Step	Notes	Timeframe
Collaborate with Dane County to create policies that support aging in place through housing options like senior condo communities and accessory dwelling units (ADUs), ensuring they align with rural character and agricultural goals. Focus on identifying zones appropriate for ADUs while maintaining agricultural tax credits.	Allow development of attached and detached accessory dwelling units (ADUs) in all existing residential and agricultural zones as described in this plan's Appendix C: Zoning Districts and Compatible Uses.[1]	Help meet regional housing needs while maintaining rural character. Work with Dane County to implement Regional Housing Strategy actions appropriate for rural communities, including:	*Inventorying and mapping older housing stock in the Town*	2 - 3 years
			Assessing the potential for housing in the development areas identified on Map 6: Future Land Use	2 - 3 years
			Exploring funding opportunities for infrastructure improvements for rural residents	2 - 3 years
			Conducting outreach and education on housing-related issues	2 - 3 years
			Exploring and promoting incentives for rural housing	2 - 3 years
Identify and promote housing options that serve residents across all income levels, age groups, and abilities while maintaining the Town's low-density, rural character.	Expand rural housing options.	Allow accessory dwelling units, small multi-family dwellings and condominiums, and small-scale institutional residential development in Hamlet zoning districts, consistent with this plan's Appendix C: Zoning Districts and Compatible Uses.		Ongoing
		Direct new rural housing development away from areas designated as more suitable for farmland preservation or resource protection on Map 6: Future Land Use. Consider approving limited residential development outside of those areas.		Ongoing
		Direct high-density development requiring sewer and water, transportation, and other public services to appropriate Urban Service Areas.		Ongoing

Foster a sustainable, agriculture-centered local economy that supports diverse farming practices and small-scale businesses.				
Objective	Action	Step	Notes	Timeframe
Encourage economic activities that provide financial, social, and environmental benefits, aligning with the Town's rural character and comprehensive plan goals.	Support Rutland's local ag economy.	Allow businesses that support local agricultural operations in appropriate districts, provided they are compatible with adjacent uses and do not create unmitigated negative impacts.		Ongoing
		Restrict non-agricultural commercial or industrial uses to small, rural-oriented businesses that serve Town residents.		Ongoing
		Allow small- to medium-scale renewable energy installations such as solar panels in residential, farm, and commercial properties in appropriate districts as outlined in this plan's Conditional Use Permit Review policy.	*The U.S. Department of Agriculture's Rural Energy for America Program (REAP) provides grants and loans to help farmers and rural small business owners install renewable energy systems and make energy-efficient improvements.*	Ongoing
	Support local businesses.	Permit small- and medium-sized business development in appropriate districts/designated areas. Direct major commercial development to existing Urban Service Areas.		Ongoing
		Support home occupations, limited farm businesses, and limited family businesses in appropriate districts where they comply with CUP policy.		Ongoing
	Proactively manage potential negative impacts of business operations.	Consider potential impacts to prime agricultural land, groundwater and other natural resources, traffic safety, roadway wear and tear, and the use, value, and enjoyment of neighboring properties when approving new commercial and industrial uses.		Ongoing
		Establish maintenance and repair agreements with new commercial or industrial uses that could generate heavy vehicle traffic. Where necessary, enact seasonal vehicle weight limits, particularly in spring.		Periodic
		Require regular review of commercial and business operations allowed under Conditional Use Permits (CUPs). Consider implementing CUP expiration dates that require operators to reapply after an established period.		Ongoing

Foster a sustainable, agriculture-centered local economy that supports diverse farming practices and small-scale businesses.				
Objective	Action	Step	Notes	Timeframe
Foster community engagement with local agriculture.	Stay connected to farm-related groups, activities, and trends.	Support and increase public awareness of farm-related groups and activities such as FFA, 4H, fundraising, community-supported agriculture (CSA) sales, farmers markets, riding stables, tree nurseries, organic farming, and fish farming.		Ongoing
		Work with UW Extension, 4H, and other groups to help interested town residents learn new skills.		Ongoing
		Monitor agribusiness trends and periodically discuss at Plan Commission and Town Board meetings.		Ongoing
		Limit wedding barn events to ensure they align with the community's rural value.		Ongoing
Protect, enhance, and promote Rutland's scenic and environmental character as an economic asset to the Town and region.	Promote economic development that has minimal environmental impact.	Prohibit the creation or development of additional manufacturing, commercial, business and industrial sites.		Ongoing
		Prohibit strip commercial development along roadways.		Ongoing
		Explore options to increase tourism and recreational businesses in the Town provided that these businesses do not negatively impact the Town's rural character or harm its outstanding natural resources.		5 years
		Consider pursuing a Bird City Wisconsin designation.		5 years

Foster proactive and collaborative working relationships with other units of government to address shared challenges and opportunities.				
Objective	Action	Step	Notes	Timeframe
Minimize future conflict between communities by anticipating potential points of conflict due to growth and development.	Pursue boundary agreements with neighboring communities.	Pursue boundary agreements with Brooklyn, Oregon, and Stoughton.		< 5 years
		Revisit and update agreements every 10 years.		
	Maintain open and frequent communication with neighboring communities.	Schedule regular check-in meetings with Brooklyn, Oregon, and Stoughton staff and elected officials to discuss development along shared borders.		< 1 year
		Schedule regular check-in meetings with the adjacent towns of Dunkirk, Dunn, Oregon, and Union to discuss issues like shared watersheds and agricultural infrastructure.		< 1 year
		Proactively copy neighboring municipality staff on correspondence pertaining to development, rezones, etc. in border areas. Request that Dane County planning staff do likewise.		Ongoing
Establish a strong working relationship with Dane County staff and officials to develop and implement land use policies that align with the Town's priorities, ensure transparent and consistent application, and promote efficient governance.	Coordinate at least one visit per year by County planning staff to review the working relationship between the Town and County.			< 1 year
Leverage the collective knowledge held by the various state and local agencies and staff who work on issues affecting Rutland.	Learn best practices for farmland preservation, natural resource protection, and other priority issues from other Dane County towns.			1 - 2 years
	Develop a relationship with WDNR staff that manage the Badfish Wildlife and Anthony Branch Fisheries Areas.			1 - 2 years
	Work with the Wisconsin Historical Society to understand areas of the Town that contain or have a higher likelihood for archeological resources.	Under Wis. Stat. §157.70, all ground-disturbing development must cease and WHS be contacted if human remains are discovered.		Ongoing
		Riparian corridors generally have a higher likelihood for the presence of archeological resources.		

Keep this comprehensive plan relevant, actionable, and regularly updated to reflect the evolving needs and priorities of the community.

Objective	Action	Step	Notes	Timeframe
Identify and implement mechanisms to make the comprehensive plan more central to day-to-day decision-making processes, including regular checks to ensure alignment with the plan.	Reinforce the role of the Comprehensive Plan as policy guidance for the Town and its operations.	Provide an orientation to the Comprehensive Plan to all new Town Board supervisors and Planning Commission members.		Periodic
		Reference Plan goals, objectives, and tasks in other Town written and digital content, e.g. the Town vision displayed in standard header or footer language of official correspondence.		Ongoing
		Display a copy of the Plan's Future Land Use Map and summary material about the plan in the Town Hall.		< 1 year
Identify and implement strategies to increase resident awareness and understanding of the Comprehensive Plan, ensuring that it is accessible and transparent to the community.	Incorporate review of the Comprehensive Plan into development proposal review.	Work with Dane County staff to create application materials that ask property owners to demonstrate how development proposals, rezones, and variances are consistent with the plan.		< 1 year
Establish a regular review process and adjust the comprehensive plan as necessary to stay aligned with community goals.	Schedule an annual review of progress towards the goals and objectives contained within this plan.	Review and update items in Appendix D: Implementation Schedule which is populated with the Goal, Objective, and Action items contained in this plan.		Ongoing