



Department of Planning & Community & Economic Development

Planning Division

Meagan E. Tuttle, Director
Madison Municipal Building, Suite 017
215 Martin Luther King, Jr. Blvd.
P.O. Box 2985
Madison, WI 53701-2985
Phone: (608) 266-4635
planning@cityofmadison.com

To: All Alders
From: Meagan Tuttle, Planning Division Director
Date: March 3, 2026
RE: Potential Annexation Petition of April Hills to McFarland (Leg ID 92210)

Background

The City has received notice that residents of the April Hills neighborhood in the Town of Blooming Grove are intending to circulate a petition to annex the neighborhood to the Village of McFarland. This neighborhood is scheduled to attach to the City of Madison on October 31, 2027, as part of the Final Attachment of the Town of Blooming Grove. Under Wis. Stat. § 66.0217(6), the Wisconsin Department of Administration will consider, among other things, whether the annexation is in the “public interest” including whether governmental services can best be provided by the town or some other village or city that has filed a resolution indicating its willingness to annex the territory, and the overall shape of the proposed annexation relative to contiguous areas.

To ensure that the statutory review of the annexation petition considers the City’s ability to serve the neighborhood, File No. 92210 is before the Council for consideration. This memo provides additional background on the history of the area, why the City feels it can better serve April Hills than the Village of McFarland and the statutory processes that will occur.

Resolution will enable consideration of City’s ability to serve April Hills in annexation petition process

On February 26, 2026, notice was provided to the City that residents of the April Hills subdivision are intending to circulate a petition to annex to the Village of McFarland. The residents are pursuing annexation under Wis. Stat. § 66.0217(3)(a), direct annexation by one-half approval, a method that requires signatures from more than 50% of electors in the last governor’s election and more than 50% of property owners (by area or assessed value). Residents can begin collecting signatures on their petition 10-20 days following the notice and have six months to file said petition with the Village of McFarland.

Under Wis. Stat. § 66.0217(6), within twenty (20) days of receiving the notice, the State of Wisconsin Department of Administration (DOA) is required to review the proposed annexation’s legal description and scale map. In addition, the DOA will consider whether the annexation is in the “public interest”, which is defined, at § 66.0217(6)(c), as:

1. Whether the governmental services, including zoning, to be supplied to the territory could clearly be better supplied by the town or by some other village or city whose boundaries are contiguous to the territory proposed for annexation which files with the circuit court a certified copy of a resolution adopted by a two-thirds vote of the elected members of the governing body indicating a willingness to annex the territory upon receiving an otherwise valid petition for the annexation of the territory.
2. The shape of the proposed annexation and the homogeneity of the territory with the annexing village or city and any other contiguous village or city.

Following its review, the DOA will provide the Village of McFarland with a recommendation as to the annexation. While the DOA's advice is advisory only, the Village would have to consider the DOA's advice before taking final action on the petition. By adopting a resolution with a two-thirds vote of Madison Alders indicating the City's willingness to annex April Hills upon receiving an otherwise valid petition for the annexation of the territory (File No. 92210), the DOA will need to consider whether governmental services for April Hills could clearly be better supplied by the City.

Agreements with McFarland and Blooming Grove anticipated April Hills in the City of Madison

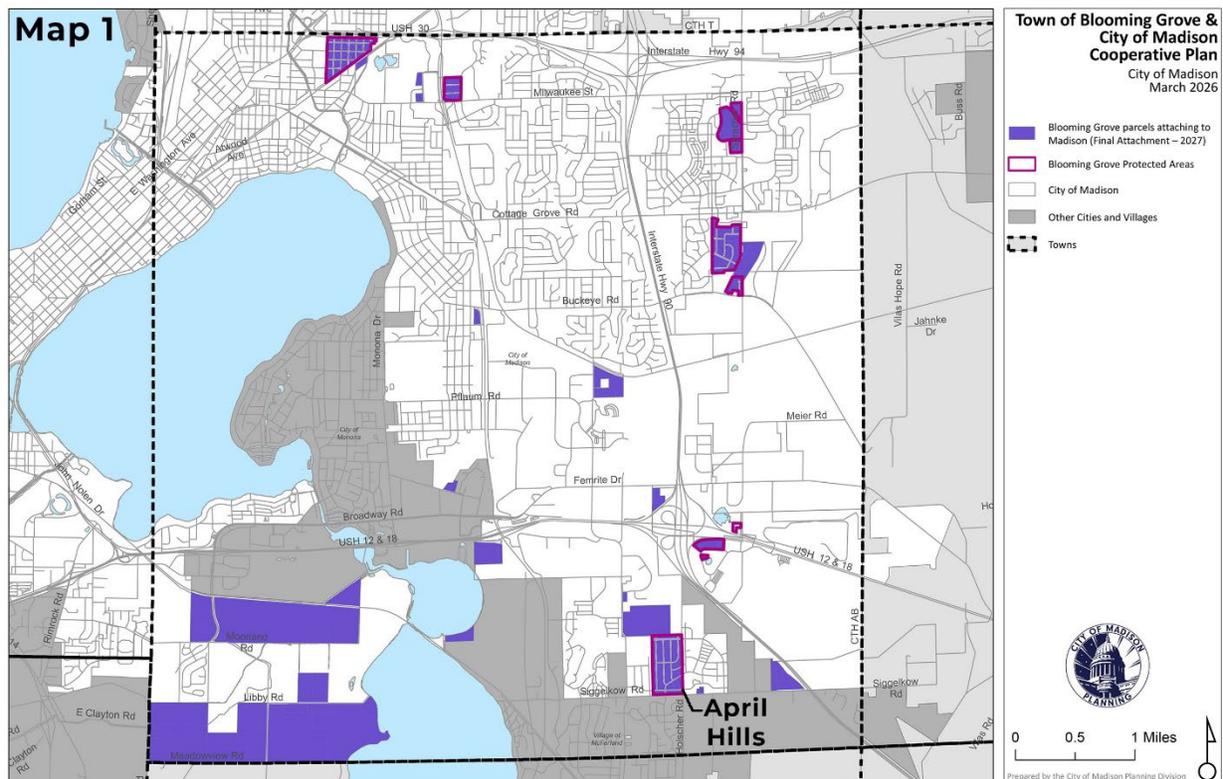
Current and former intergovernmental agreements dating back nearly 30 years anticipated April Hills transferring to the City of Madison.

Madison/McFarland Intergovernmental Agreement (IGA) 1997-2018

From 1997 to 2018, Madison and McFarland had a [boundary agreement](#). Prior to the agreement, areas south of Siggelkow Road had annexed to Madison. Some of these areas contained development. Under the 1997 agreement, most City areas south of Siggelkow were transferred to McFarland. In exchange, Siggelkow Road was established as an annexation boundary between the two communities. Madison was not permitted to annex south of Siggelkow and McFarland was not permitted to annex north of Siggelkow. There have been [recent efforts to reach a new boundary agreement](#), which included April Hills within the City of Madison, although no such agreement is currently in place.

Madison/Town of Blooming Grove Cooperative Plan 2006

In 2006, Madison and the Town of Blooming Grove established a [Cooperative Plan](#). The Cooperative Plan anticipated Town areas north of Siggelkow transferring to Madison over time. April Hills, the adjacent quarry site to the northwest of the neighborhood, and the other remaining Town of Blooming Grove areas, as depicted on the following Map 1, are slated to transfer to Madison in October 2027 when the Town of Blooming Grove will cease to exist and all governmental services will be taken over by Madison.

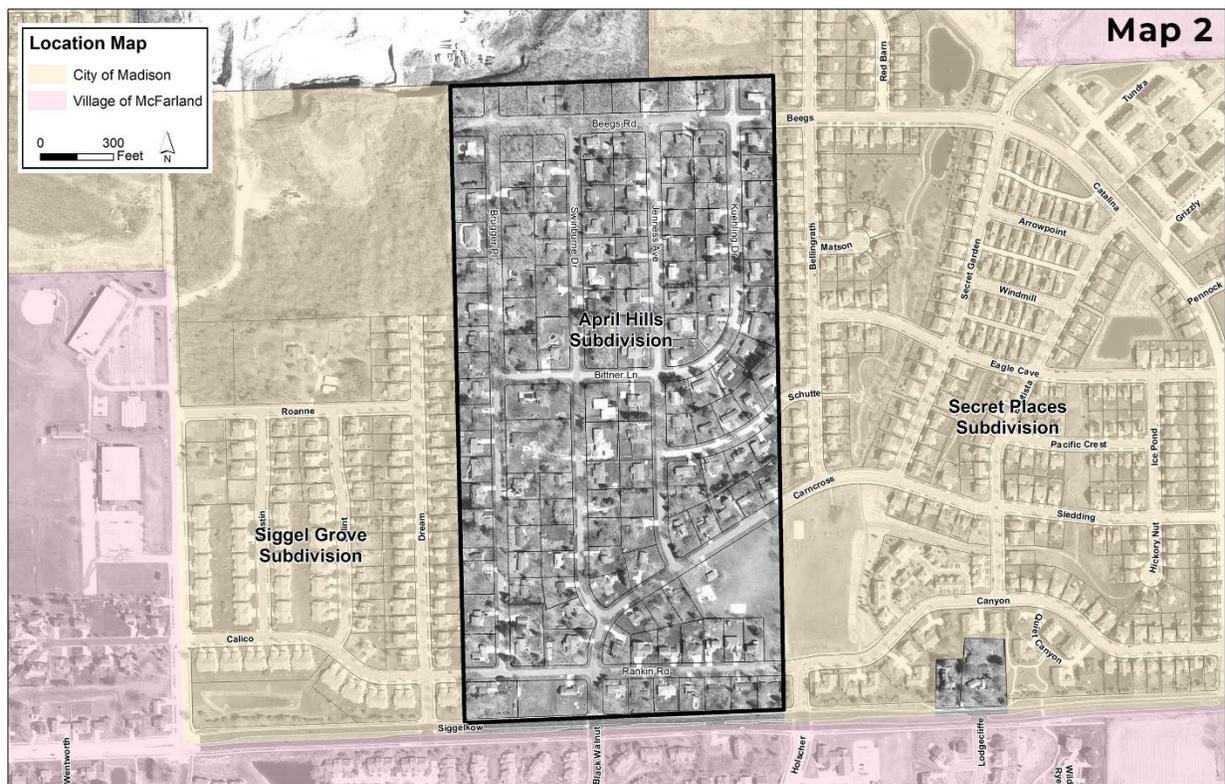


Cohesive planning for April Hills and established connections to adjacent development

April Hills covers approximately 80 acres, with 151 lots, 2.4 miles of streets and 386 people as of 2020. It was platted and developed primarily in the 1960s-1980s in the Town of Blooming Grove. Homes are served by private water wells and septic systems and the neighborhood is in the McFarland School District.

Interconnected adjacent developments

Over the past 25 years, City of Madison neighborhoods have developed on both sides of April Hills. Siggel Grove was platted in 2001 and developed in the early to mid-2000s. Secret Places at Siggelkow Preserve was platted in 2004 and developed in the 2000s-2010s. As part of development of these City subdivisions, two streets were connected to April Hills—Rankin Road and Carncross Drive. Additionally, three City streets have been extended to match up with existing streets in April Hills: Catalina Parkway, Schutte Drive, and Canyon Parkway. April Hills, the adjacent City neighborhoods, and the street network are depicted on Map 2.

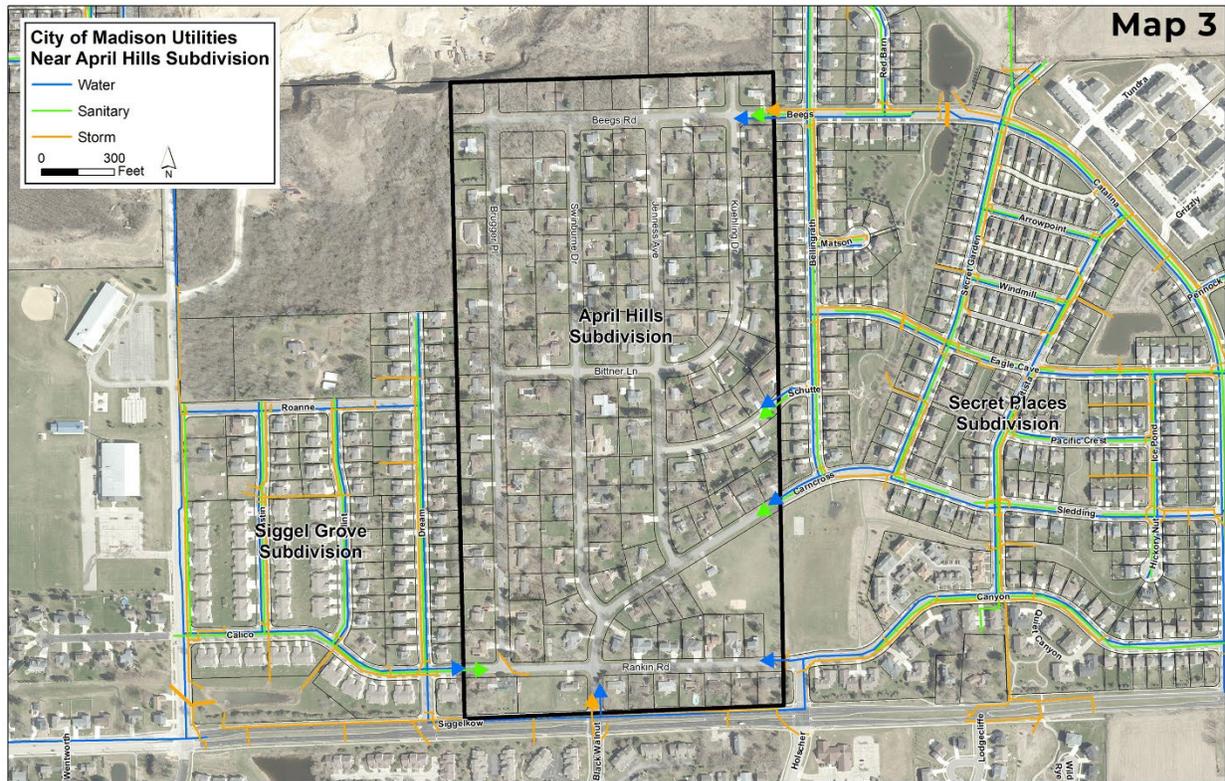


April Hills included in Comprehensive and Area Plans

City plans have addressed April Hills and the surrounding area. This includes the City’s 1999 Marsh Road Neighborhood Development Plan which was consistent with the prior 1997 Madison/McFarland Boundary Agreement, and the City’s Comprehensive Plan which reflects the 2006 Madison/Town of Blooming Grove Cooperative Plan. April Hills is included within the City’s Southeast Area Plan, which is currently underway.

City water and sanitary sewer infrastructure can be extended in a more cost-effective manner

City water and sanitary sewer infrastructure have been extended to the edge of April Hills in several locations, which can provide preferable and less costly services to residents of the neighborhood. This infrastructure is appropriately sized to serve the neighborhood, and the city stands by, ready to extend service into the neighborhood as needed. Existing city services are indicated on Map 3.



Water Service

With the City’s development of the adjacent neighborhoods, water mains have been extended at all five street locations on the east and west sides of the neighborhood. This arrangement would provide a looped water system to April Hills. Water service would continue in the neighborhood even if a segment of water main became temporarily unavailable. The numerous existing potential main connections and a looped system available if the neighborhood was in Madison would provide April Hills residents with superior service at less cost than what McFarland can provide. In comparison, McFarland water service to April Hills would come from just one direction, through extension of water infrastructure across Siggelkew Road.

Sanitary Service

Sanitary sewer main has also been extended by the City at all five street locations adjacent to the neighborhood. Madison sanitary sewer service would be provided to April Hills entirely by gravity, which is the most efficient, cost-effective and reliable way to provide this service. Because of the topography of the neighborhood, sanitary service provided by McFarland would require additional infrastructure and cost. Specifically, the Village has indicated that a lift station and corresponding sanitary force main would be necessary, increasing costs to residents by an estimated \$1.25 million (2026 dollars). The lift station would also add ongoing costs for monitoring and maintenance.

Timing of service extension

The City has received inquiries from individual residents of April Hills over the years regarding access to City water and sanitary. It would not be cost-effective for utilities to be extended into April Hills for just one or a few lots. Rather, extension of utilities and the accompanying street reconstruction would likely be undertaken in three to four phases. Each individual phase would be a large infrastructure project, and, unless a more urgent need for extension existed, timing would be dependent upon the timing of full road reconstruction projects to be most economical.

However, given the City's existing utility infrastructure, the City could approach utility extensions based on specific needs. If an issue with private wells and/or septic systems arose in a particular area, the City could schedule a utility and street project in a portion of the neighborhood. McFarland would be limited to phasing utility extensions from south to north, leaving the northern portion of the neighborhood dependent on the timing of the southern phases. Because Madison has greater flexibility in how service extensions would be made into the April Hills neighborhood, it is better positioned to meet the present and future needs of the residents for urban services.

Fire and emergency medical services equipment and personnel

- Madison Fire has 88 personnel on duty every day as minimum staffing, with 12 Engines, 5 Ladders, 9 Paramedic Ambulances, and a Chief (Officer in Charge). All of these units are fully staffed and available for any need and are ready for immediate deployment. Engines and Ladders are staffed with 4 personnel, and ambulances are staffed with 2 Firefighter/Paramedics.
- Each medical response is dispatched with an Engine or Ladder and an ambulance, allowing for 6 care providers on scene. For cardiac arrests, an additional Engine or Ladder is dispatched, thus bringing the total number of responders to 10.
- Each fire response is dispatched with 3 Engines, 2 Ladders, 1 ambulance, and 1 chief (24 personnel). As soon as a fire is confirmed, a 4th Engine, a 2nd ambulance, and additional chiefs are deployed (30+ personnel).

Specific to the April Hills area:

The City of Madison has been providing Fire/EMS to the Town of Blooming Grove, including April Hills, since 2015. Fire Station 14 is located approximately 2.6 miles from April Hills subdivision.

- For medical responses, Ladder 14 is dispatched. Ladder 14 is staffed 24/7 with 1 firefighter/paramedic and 3 firefighter/EMTs, allowing for the immediate delivery of paramedic-level care, ahead of the ambulance arrival. The nearest City of Madison ambulance is simultaneously dispatched. All Madison ambulances are continuously staffed with 2 firefighter/paramedics allowing for the full scope of pre-hospital care interventions.
- In 2025, Ladder 14 had an average response time of 7 minutes and 39 seconds (07:39) to the April Hills area, bringing a firefighter/paramedic and 3 firefighter EMTs to the patient's side.
- In 2025, the closest paramedic unit was Medic 5, and they had an average response time of ten minutes and 11 seconds (10:11), therefore providing a total response of 3 firefighter/paramedics, and 3 firefighter/EMTs.

Madison is better positioned than McFarland to supply April Hills with necessary governmental services, and should adopt the resolution indicating its willingness to annex the neighborhood upon receiving an otherwise valid petition

Over the last quarter of a century, and consistent with decades of planning, Madison has grown around the April Hills neighborhood, preparing for its attachment in October 2027. Madison stands ready to extend urban services into the neighborhood as needed, and, due to the numerous water and sewer main extensions, and roadway connections already made, is able to provide cost efficient and effective service to its residents, now and in the future. McFarland is across Siggelkow Road from the neighborhood and

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cannot provide the same level of municipal services to the neighborhood that Madison can, as discussed above. Hence, for the reasons set forth in this memo, the City of Madison should adopt File No. 92210 and indicate its willingness to annex the territory upon receiving an otherwise valid petition for the annexation of the territory.