


VILLAGE OF
McFarland
SUMMARY SHEET

MEETING DATE: Tuesday, February 24, 2026

SECTION: Business

DEPARTMENT: Administration

CONTACT: Matt Schuenke, Village Administrator, Andrew Bremer, Comm & Eco Dev Director

AGENDA ITEM: Discussion and action regarding development of an Intergovernmental Agreement between the City of Madison and Village of McFarland.

PREVIOUS ACTION:

The Village Board reviewed the concepts to be considered within a proposed IGA with the City of Madison and engagement plan to present this information to the public at their meeting on November 11, 2025.

Public Information Meeting #1 - January 21, 2026 - April Hills Subdivision

Public Information Meeting #2 - January 28, 2026 - Secret Places Subdivision

Public Information Meeting #3 - February 9, 2026 - Village Wide

Public Information Meeting #4 (Virtual)/#5 (in Person) - February 16, 2026 - City Wide

ISSUE SUMMARY:

The City of Madison and Village have been discussing several concepts that would be used to draft an Intergovernmental Agreement (IGA) to address issues of mutual concern surrounding our shared border and also plan for how growth may occur in the future. The City and Village formerly had an agreement in place that expired in 2018, and the City has an agreement with the Town of Blooming Grove that will end in the Fall of 2027. When the agreement with the Town ends, all remaining properties within the Town that may exist at that time will be absorbed into the City in accordance with those terms. The Village is not party to that agreement, and the City desires to engage the Village on creating an agreement between our two incorporated municipalities to address issues that might be needed both now and in the future. The original draft concepts were presented to the Village Board in the Fall of 2025. Since that time, the City and Village have jointly hosted five different public information meetings to gather information from all of our communities regarding what has been proposed. We did this to gather input before starting the process to draft a formal agreement, and this feedback can be used to help guide us in this process. Included within the packet is a report outlining the feedback provided within those meetings as background.

The decision point for this item is whether or not to move forward into the next phase of preparing an IGA based on these concepts. Staff recommends moving forward with the



enclosed concepts including the following changes:

- **April Hills** - It is proposed to remove the reference to April Hills from the agreement. Presently, April Hills is planned to transition into the City next year with the rest of what is remaining from the Town. If residents there desire to annex into the Village, then they need to prepare a petition for the Village Board to consider. Removal from development of the IGA simply allows for those two issues to be separated and considered on their own merits.
- **Land Sale** - Additional clarity is added to the process by which the "C2 Lots" will be sold by the City to the Village. Essentially, both entities would get an appraisal and negotiate their sale based on that data. These are isolated freeway remnants cutoff from the rest of the City and adding them to the Village promotes more orderly development with neighboring properties.
- **Secret Places** - There is a comment included that developing buffers and ensuring there are appropriate transitions is important, so the idea itself continues based on what was originally proposed. There was some feedback within the PIMs as to whether these buffers were extensive enough. We can continue to study this and review the details of the buffers within the next phase to draft the agreement as there remains consensus that they are needed by all involved.
- **Ongoing Engagement** - We will develop a new plan for engagement with the board and public to help outline progress and details of the agreement as it is developed through final enactment. This will help to keep people up to date on the work that is being done and gather input to help guide the process. We have not prepared this yet but will do so assuming we move forward and can present at a future meeting.

The changes are included within the packet as part of the updated IGA Concepts. If we are to move forward with these amended ideas, then Staff will begin to build that process with the City as well as prepare a new engagement plan to be brought back at a future meeting.

FINANCIAL/BUDGET IMPACT:

There would be some financial implications with the proposed terms of the agreement. Some of which related to our growth in what could happen in the future, and additionally purchasing of property. These will be reviewed as part of the process to consider the concepts.

Costs going forward associated with drafting the agreement would mainly be Staff time and use of the Village Attorney. We would use existing budget allocations to accommodate where needed.

VILLAGE PLAN REFERENCE:

None.

ORDINANCE REFERENCE:

None.

BOARD, COMMISSION OR COMMITTEE RECOMMENDATION:



Recommended Action:

Motion, second to authorize Village Staff to begin the process to draft an Intergovernmental Agreement between the City of Madison and Village of McFarland subject to the amended boundary concepts included herein under the discretion of the Village Administrator.

ATTACHMENTS:

1. Appendix A - MSN-MCF Boundary Concepts 02162026 mgs
2. Madison-McFarland IGA PIM #1-4 Summary_02.19.2026 (002)

Madison-McFarland IGAs

To address current and future boundary issues between the City of Madison and the Village of McFarland, including after the dissolution of the Town of Blooming Grove on October 31, 2027, the City and the Village will enter into two agreements: a boundary adjustment agreement and a long-term intergovernmental agreement. The terms of the agreements are as follows:

Boundary Adjustment Agreement (66.0301(6))

Term of agreement

- This agreement shall be effective pursuant to the requirements of Sec. 66.0301(6) (including the potential of a referendum process) and shall run through November 2, 2027. The period between the effective date and November 2, 2027, shall be the “interim period”.
- The agreement is conditioned upon the execution of the intergovernmental agreement.
- If a referendum is called for, the Parties may separately consider whether to proceed with the agreement(s).

Interim Detachments and Annexations

- During the interim period, the City of Madison will support, and not oppose, any detachment petitions filed under Sec. 66.0227 or annexation petitions filed under Sec. 66.0217 for the following parcels, except as noted:

Properties south of Beltline and west of HWY 51 - Area A

	Parcel Number	Current Owner
A1	071027200874	McFarland 3910 Terminal WI LLC
A2	071027200866	Gurmail Mangat
	071033200983	Wis DOT
	071028300988	Wis DOT
	071028100720	Wis DOT
	071027200858	Wis DOT
	071028300996	WI DNR
	071033200975	WI DNR
	071033200991	WI DNR
	071028300970	WI DNR
	071028160657	WI DNR
	071028100966	WI DNR
	071028492503	City of Madison

- Before agreeing to detach parcels 071027200874 (A1) and 071027200866 (A2), the City will require revenue sharing from the Village for the parcels through either: \$5,000 a year for five years or a lump sum of \$25,000. This will be accomplished through a separate intergovernmental agreement, specific to that detachment.

Property at 5313 Marsh Road (071035300971) - Area B

Properties adjacent to Interstate north of Siggelkow Road -Area C

Area C1	Parcel Number	Current Owner
	071036298450	Uselman
	071036298250	Suter Rev Tr
	071036297807	Hix Living Tr
	071036297709	Haack
	071036296102	Brown

~~○ During the interim period, the Village agrees not to approve any annexation of lands within the April Hills Subdivision north of Siggelkow Road, or any other lands currently located in the Town of Blooming Grove, except those located in Areas A, B and C.~~

Boundary Adjustment

- On November 1, 2027, following the Final Attachment of the Town of Blooming Grove to the City of Madison at 11:59 pm on October 31, 2027, the boundary line of the City and the Village shall be adjusted so that any portions of Areas A, B and C not already detached from the City or annexed into the Village shall be in the Village.
- The adjustment of A1 and A2 shall be contingent upon the Parties entering into an intergovernmental agreement to provide revenue sharing to the City (either \$5,000 for five years, or a lump sum payment of \$25,000). If that agreement is not entered into, A1 and A2 will remain in the City.

Intergovernmental Agreement (66.0301(2))

Term of agreement

- This agreement shall be effective upon execution of the City and Village and run through December 31, 2061. This Agreement will be automatically renewed for one ten (10) year period, to run through Dec. 31, 2071, unless either party notifies the other party, no later than Jan. 1, 2061, that it does not want to renew the agreement.
- The agreement is conditioned upon the execution of the Boundary Adjustment Agreement, and that agreement being effective pursuant to the requirements of Sec. 66.0301(6).

City Sewer Utility Parcel Sales

- City is open to selling the two parcels owned by the Stormwater Utility (Area C2) at market rate to McFarland for development purposes at a time to be determined by the Village.

Area C2	Parcel Number	Current Owner
	071036200980	Madison Sewer Utility
	071036200972	Madison Sewer Utility

- If the sale occurs, City will not oppose detachment of the parcels to the Village.
- Sale process will be through appraisals completed by both parties, and final price will be negotiated based on the average of the two values or as otherwise determined by the two parties.
- Until such time until the sale is completed, the City will provide a Right of First Refusal to the Village for the properties in question.

Future Annexation Line

- A future annexation line will be established east of CTH AB. The annexation line shall be Siggelkow Road, from CTH AB to its termination point at USH 12/18, then continuing east along USH 12/18 to the intersection with CTH N.
- Madison shall not annex lands from the Town of Cottage Grove south of the Annexation Line and the Village shall not annex lands from the Town of Cottage Grove north of the Annexation Line for the term of the agreement.
- In addition, Madison agrees to only exercise its extraterritorial review authority north and west of the annexation line and McFarland agrees to only exercise its extraterritorial review authority south and east of the annexation line.

Secret Places Neighborhood - Street Connections and Adjacent Development

- McFarland will forward zoning and land use applications to Madison for review regarding development proposals in McFarland adjacent to the Secret Places Neighborhood.
 - Failure to comply with this provision shall not, on its own, invalidate any previous or subsequent action on the applications.
- Madison and McFarland will work cooperatively to determine if existing street stubs should be connected to the development in McFarland. This determination will occur during the land division stage of the McFarland development process. If determined that streets will not be extended, the developer will dedicate right-of-way, and any necessary temporary easements, that will allow the City to construct cul-du-sac bulbs at a future date determined by the City of Madison. The dedicated right-of-way will be transferred to Madison jurisdiction after dedication. The outcome of negotiations will be memorialized in a memorandum of understanding (MOU).
- Failure to reach agreement on a MOU, Madison streets will not be extended to McFarland.
- A minimum 75' wide landscape buffer will be constructed where it will not impede the flow of stormwater runoff or necessary grading, (consisting of a soil berm, landscaped with mix of evergreen and deciduous trees and shrubs) between residential land uses along the eastern boundary of the Secret Places Neighborhood and non-residential land uses in future development to the east in McFarland. Stormwater facilities, utilities, fences, and trails may also be located within the buffer. Village shall approve final design of the landscape buffer. Landscape buffer to wrap around any cul-du-sac bulbs constructed on Madison streets within the McFarland development with the exception of any sidewalks or shared-use path connections allowed to connect to the cul-du-sac bulbs.
- Grading along shared municipal boundaries shall not cause stormwater to shed onto properties within the City of Madison or Village of McFarland.
- Non-residential principal structures adjacent to residential land uses in the Secret Places Neighborhood shall be setback a minimum of 100 feet from the nearest Secret Places residential lot line.

Commented [MS1]: Buffers and appropriate transitions are agreed to be needed. These standards will be further evaluated and discussed between the parties as part of developing the final agreement.

Municipal Communication

- The City/Village shall use its best efforts to give notice of zoning and other land use hearings, decisions and actions to the owners of record of properties in the Village/City, within the same distance from an affected property, in the same manner and on the same basis as it gives notice to the owners of record of properties in the City/Village. Failure to provide notification shall not be deemed a violation of this agreement.

Commented [MS2]: A new plan for engagement will be developed as we transition into the agreement drafting phase. We will schedule additional PIMs to gather public input and updates for the Village Board as is needed to keep all involved apprised of our progress.

Transportation/Pedestrian/Bicycle Infrastructure

City and Village will work collaboratively on the following planned transportation,, pedestrian, and/or bicycle infrastructure projects:

- Consideration for joint implementation of recommendations from the 2025 Siggelkow Road Traffic Study (in development) conducted by the Village of McFarland. Emphasis will be to review opportunities to advance improvements to traffic safety around intersections within the Siggelkow Road corridor where the municipalities share a common boundary.
- Siggelkow Road pedestrian and/or bicycle path improvement(s).
- A street and/or pedestrian/bicycle overpass crossing of the Interstate between Storck Road and the Beltline Interchange. Also pursue partnership with Dane County within their trail network connectivity.
- Other pedestrian and bicycle improvements along shared boundaries.
- City and Village will work collaboratively on planned improvements to roadways along shared boundaries.

**City of Madison-Village of McFarland Intergovernmental Agreement
Summary of Public Information Meetings
Regarding Initial IGA Concepts**

On November 11, 2025 the Village Board approved a public engagement plan directing Village staff to work with City of Madison staff to jointly hold a series of public involvement meetings (PIMs) regarding preliminary concepts developed by staff from both municipalities related to the potential creation of an Intergovernmental Agreement (IGA) between the City of Madison and Village of McFarland. The purpose of the potential IGA is to address issues of mutual concern surrounding our shared border and to plan for how growth may occur in the future.

The public engagement plan included four PIMs held on January 21st and 28th, February 9th and 16th. Specific neighborhoods were invited to attend on a specific date to group similar stakeholders together, however all meetings were open to anyone to attend. The PIMs included April Hills subdivision (Town of Blooming Grove), Secret Places (City of Madison), Village-wide community and portions of the Town of Cottage Grove south of Siggelkow Road, and remaining adjacent Madison neighborhoods and portions of the Town of Cottage Grove north of Siggelkow Road. An optional sign-in sheet was provided to track the number of attendees. Each meeting was held at the McFarland Municipal Center and included a virtual attendance option, with the exception of PIM #4. An additional virtual only meeting was held on February 16th at noon. All meetings consisted of the same presentation from McFarland and Madison staff summarizing what IGAs are, existing agreements, proposed IGA preliminary concepts, and tentative project timelines. Below is a summary of the approximate number of public attendees at each meeting, not including staff or elected officials:

- 1.21.26 PIM #1 (April Hills). Approximately 75 in-person and 24 online.
- 1.28.26 PIM #2 (Secret Places). Approximately 12 in-person and 20 online.
- 2.9.26 PIM #3 (Village-Wide & T. Cottage Grove). Approximately 6 in-person and 4 online.
- 2.16.26 PIM #4 (City & T. Cottage Grove). Approximately 4 in-person.
- 2.16.26 Virtual only. One person.

After completion of the presentation, attendees were able to provide comments or ask questions. Below is a summary of key takeaways from the public questions and comments received (including both in-person and virtual). Refer to the [Madison-McFarland Intergovernmental Agreement Project Page](#) for full videos, slides and additional resources.

PIM #1 (Town of Blooming Grove April Hills Subdivision) – Key Takeaways

Most of the questions and comments from this meeting were related to the planned absorption of the neighborhood into the City of Madison on October 31, 2027 per the existing Town of Blooming Grove and City of Madison agreement, the potential alternative for the neighborhood to annex to McFarland instead, and future road and utility improvements and requirements from both

municipalities. Many of the individuals in attendance spoke in favor of their desire to annex into McFarland vs. becoming part of Madison under the current Town and City agreement. Attendees noted having more of a sense of connection with the Village vs. the City due to proximity to the Village and local businesses, having a Village address/zip code, being within the McFarland School District, the smaller size of the Village providing for greater opportunities for voices to be heard/government representation, and improved emergency service response times vs. what the City can currently provide. Staff provided an overview of annexation procedures and provided information to attendees on where they can find additional information and resources from the [Wisconsin Department of Administration](#). Toward the conclusion of the meeting, several of the attendees indicated they would be willing to volunteer to form a group of residents to explore creation of an annexation petition to McFarland.

Staff from Madison and McFarland also provided an overview of policies and procedures related to how both communities would likely address future road reconstruction to urban streets with similar requirements for installation of curb/gutter, sidewalks, stormwater, public water and sewer mains. Attendees asked questions about potential costs for these improvements, special assessments, and timing of improvements. Staff from both communities explained that the timing of these improvements is unknown but could be decades away as there are many factors that contribute to deciding when these improvements would become necessary including whether private wells and septic systems are starting to fail in the neighborhood, the condition of the street pavement, and how these projects are scheduled within City-wide and Village-wide annual capital improvement plans and budgets. Staff from both communities provided a high-level cost estimate for these improvements based on current pricing. One key difference between the City and Village is that McFarland would likely need to construct a lift station to provide public sewer service where Madison would not.

PIM #2 (City of Madison Secret Places Subdivision) – Key Takeaways

The questions and comments received from attendees were mostly concerns related to services provided by the City of Madison such as longer emergency service response times, lack of public transit, and lower frequency of snow removal and landscaping (mowing and weeding) within public spaces. Attendees discussed future adjacent development to the east and the IGA's proposed minimum 75' landscape buffer and minimum 100' principal building setback among residential properties adjacent to commercial or business park uses. Staff explained that the purpose of the preliminary IGA concepts is not intended to address City of Madison emergency service response times, frequency of Madison snow plowing or landscaping services. Madison staff did make note of these concerns and indicated they would provide follow-up information.

Other questions and comments included the plans for extending dead-end streets on the east side of Secret Places into adjacent areas of McFarland, proposed buffers to non-residential development, and notification policies when new development in McFarland is proposed. The conversation included current dead-end streets and their possible outcomes. Staff provided an overview of how the proposed IGA would provide a process for the joint review and approval of

roadway extensions between Madison and McFarland at the time a developer proposes a project. This would be handled through a Memorandum of Understanding as described in the IGA. McFarland provided an overview of the recent codification for notification requirements expanding to 400 feet for adjacent properties, including those in the City of Madison. Madison staff indicated they could revisit the proposed buffers in the conceptual IGA for potential modifications as part of the final agreement.

PIM #3 (Village-Wide, portions of T. of Cottage Grove south of Siggelkow Road) – Key Takeaways

Attendees at this meeting raised questions regarding extension of Madison Metro bus services, zoning changes, why the IGA describes a future date in 2071, public services and roadway extension on Siggelkow Road, land exchange described in the IGA, and school district boundaries.

Staff from Madison clarified that the City and Madison Metro are different entities and future negotiations would be needed to expand services. Staff from both communities stated that zoning classifications would be determined to fit the parcels and each municipality would have their own zoning classification and regulations. Staff from McFarland clarified that the selected future date is conceptual but coincides with other existing IGAs between Madison and the Town of Blooming Grove and Madison and the Town of Cottage Grove. Other dates could be used but at a minimum IGAs are typically at least 20 years, with possible extensions. Both Staff affirmed that approval of the IGA would not change school district boundaries and households should expect to keep the same school.

PIM #4 (Other Adjacent City of Madison Subdivisions, portions of T. of Cottage Grove north of Siggelkow Road) – Key Takeaways

The attendees' questions were on clarification regarding the IGA's conceptual annexation line extending along Siggelkow Road from CTH AB to USH 12/18 and what that means for those property owners within the Town of Cottage Grove. Staff from both McFarland and Madison clarified the intention of the proposed annexation line within the IGA and how it will be used in the future when either the City or Village receives annexation petitions or extraterritorial land division applications. Staff further explained that approval of the proposed IGA does not change the current boundaries of the Town of Cottage Grove. Additional questions from the discussion included a follow-up to PIM #1 regarding any updates on a potential annexation petition from residents in the April Hills Subdivision. Staff from McFarland stated that they are aware that some residents of April Hills are having conversations regarding drafting an annexation petition, but to date the Village has not officially received any petition.