

Cottage Grove Neighborhood Development Plan

Recommendations for Land Use and Development

**City Of Madison
Department of Planning and Development
Planning Unit**

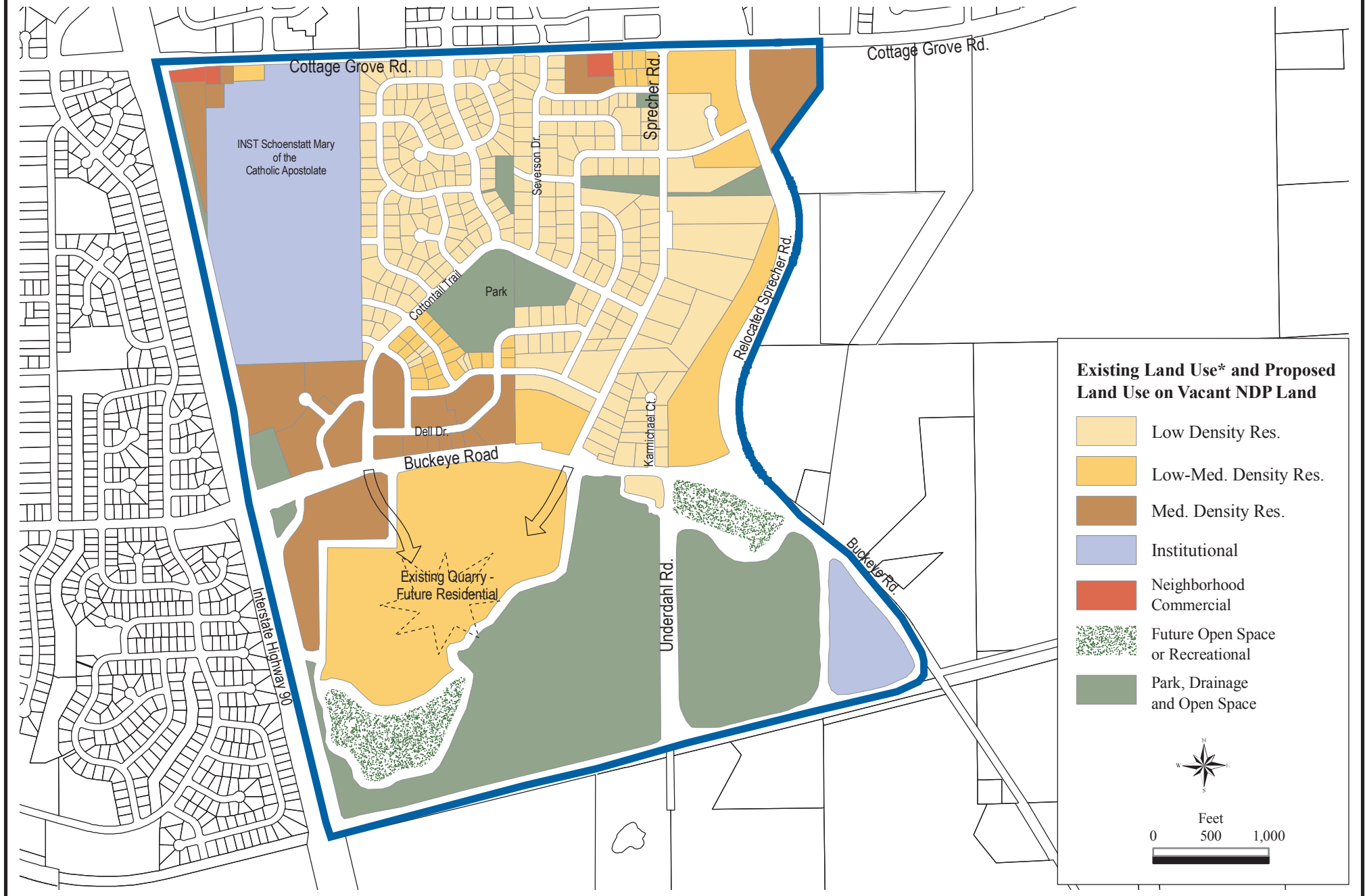
April 1992

Amendments Adopted:

November 2006

Cottage Grove Neighborhood Development Plan

As Adopted April 1992, Amended August 2006 and implemented through subdivision and zoning approvals



CITY OF MADISON
COTTAGE GROVE NEIGHBORHOOD DEVELOPMENT PLAN

Plan prepared by:

DEPARTMENT OF PLANNING AND DEVELOPMENT
PLANNING UNIT

George E. Austin, Director
Bradley J. Murphy, AICP, Planning Unit Director

PROJECT STAFF

Tom Akagi, Principal Planner, Project Director
David Larson, Planner II, Research
John Bauman, Planning Technician, Graphics

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INTRODUCTION

On December 4, 1990, the Madison Common Council adopted the Peripheral Area Development Plan as a component part of the City of Madison's Master Plan. The Peripheral Area Development Plan makes recommendations for both land use and long-term development in the peripheral area beyond the current edge of urban development. Most of the lands included in the Peripheral Area Development Plan are currently outside of the Central Urban Service Area. However, because future land developments are intended to be provided with public improvements and the full range of urban services, these lands must ultimately be added to the Central Urban Service Area.

The Peripheral Area Development Plan designates certain lands as Urban Expansion Districts or the recommended locations for future expansion and long-term growth for the City of Madison. The Districts are further categorized into Urban Expansion-A and Urban Expansion -B. The Urban Expansion-A Districts include areas recommended as the first priority locations for future urban development and City growth in the near to mid-term, and for which urban services can be most easily and efficiently provided by the City of Madison. The Urban Expansion-B Districts include areas which are also recommended for eventual urban development, but are not recommended for development in the near to mid-term.

Planning Area E4, which is located between Interstate Highway 90 and the Door Creek Open Space area and between Interstate Highway 94 and the tracks of the Chicago & Northwestern Railway, is designated as an Urban Expansion-A District. It includes 1,834 acres or almost 3 square miles and all of Area E4 is currently outside of the Central Urban Service Area. Except for 207 acres of developed lands, all of Area E4 is currently undeveloped or in agricultural use. The recommended land use for Area E4 is primarily for residential purposes.

The Peripheral Area Development Plan contemplates the preparation and adoption of a detailed neighborhood development plan prior to the initiation of any request for an amendment to the Central Urban Service Area or before any development can occur in any area within an Urban Expansion District. The purpose of this report is to prepare a detailed neighborhood development plan for the south portion of Area E4, for which the full range of urban services can be provided by the City of Madison.

GENERAL CONCEPT PLAN FOR PLANNING AREA E4

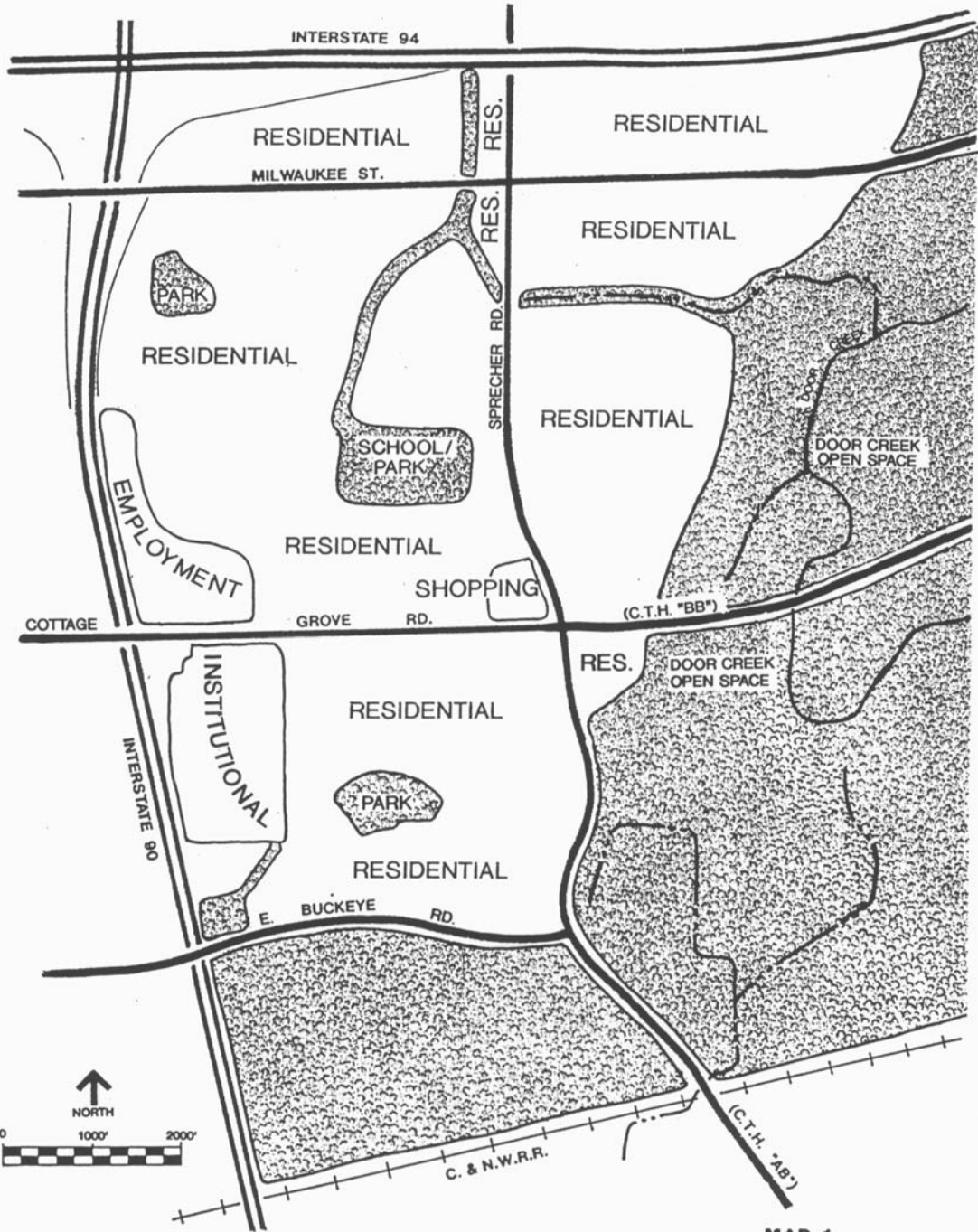
The Door Creek open space area, which includes mostly lowlands and some wetlands, constitutes the eastern boundary of Area E4. Although Area E4 also includes some lands south of East Buckeye Road, these lands are designated for open space use primarily because of the current quarrying operation conducted by Yahara Materials, Inc., which presently owns most of the lands south of East Buckeye Road. It has recently purchased more adjoining lands and now owns about 86 acres. It is assumed that Yahara Materials, Inc. will continue to quarry its land and that these lands may not be suitable for urban development following the completion of the quarrying operation.

It is envisioned that Area E4 north of East Buckeye Road will eventually develop primarily with residential uses (see Map 1). An employment area is proposed to the east of Interstate Highway 90 and north of Cottage Grove Road, and it includes the present Astronautics Technology Center, a research and development firm, and its potential future expansion. It is also likely that a small shopping center will eventually develop within this area, and the most appropriate location for this use would be on the corner of Sprecher Road and Cottage Grove Road. Some environmental corridors, including proposed drainageways and open spaces, and some area parks and neighborhood parks are also proposed within the area. An elementary school site is proposed north of Cottage Grove and west of Sprecher Road in combination with an area park.

Area E4 is proposed to be bisected by four major arterial highways, namely Cottage Grove Road, Sprecher Road, Milwaukee Street and East Buckeye Road. Cottage Grove Road (County Trunk Highway BB) will be the major east-west highway connecting the Madison urbanized area with the Village of Cottage Grove. Sprecher Road and its proposed future alignment with County Trunk Highway AB will be the major north-south highway connecting U.S. Highway 151 and U.S. Highway 12 & 18.

That portion of Area E4 located south of Cottage Grove Road and herein referred to as the Cottage Grove Neighborhood is designated for the first phase of development primarily because of its proximity to existing development and the availability of public sanitary sewer and public water and other urban services. Most of the lands within this area can be served with public sewer with the extension of an existing gravity sanitary sewer line located west of Interstate Highway 90. Before development can occur, lands to the north of Cottage Grove Road and the balance of Area E4 will need to await the northerly extension of a sanitary sewer line from the Cottage Grove interceptor now located east of Interstate Highway 90 and adjacent to the tracks of the Chicago & Northwestern Railway.

GENERAL CONCEPT PLAN FOR PLANNING AREA E4



EXISTING CONDITIONS IN COTTAGE GROVE NEIGHBORHOOD

The Cottage Grove Neighborhood is bounded by Cottage Grove Road to the north, a proposed future arterial highway and the Door Creek open space area to the east, East Buckeye Road to the south, and Interstate Highway 90 to the west. The proposed arterial highway will be a new roadway linking Sprecher Road and County Trunk Highway AB.

PLATTED AND UNPLATTED LANDS

The Cottage Grove Neighborhood comprises about 402 acres. Of this total, only 32 percent or 127 acres are now located within the City of Madison, and the remaining 68 percent or 275 acres are within the Town of Blooming Grove (see Map 2). All of the lands within the Cottage Grove Neighborhood are located within the Madison Metropolitan School District, except for the southeast portion which includes parts of the Fisher and Conrad properties currently within the McFarland School District.

The platted lands are found in the east portion of the Cottage Grove Neighborhood and consist of two residential subdivisions. The Weather Oak Hills Plat, which comprises about 10 acres, was recorded in April 1966 and includes 18 single-family lots, each ranging in size from one-third to two-thirds acre. The Rambling Acres Plat, which comprises about 68 acres, was recorded in July 1968 and includes 88 single-family lots, each averaging about one-half acres in size. The plat also includes a 3.8 acre park and a 7 acre commercial site located on Cottage Grove Road. Along the east side of Sprecher Road are found several homesites which were created through other land divisions.

The unplatted lands include the following properties with a combined total of 269 acres:

Hovde Realty	121 acres
Schoenstatt Mary of the Catholic Apostolate	75 acres
Walter Fisher	27 acres
Paul Wertsch & Kay Heggstad (two properties)	31 acres
Emma Severson	6 acres
Lester Hoppman	5 acres
Robert Shorey	4 acres
Total	269 acres

TOPOGRAPHY AND SOIL CONDITIONS

The topography of the Cottage Grove Neighborhood is characterized by gently sloping to moderately sloping hills (see Map 3). A prominent natural feature is a drumlin located along the east side of Sprecher Road. The Weather Oaks Hill Plat comprises the south portion of the drumlin. The north portion of the drumlin has also been subdivided into homesites. Today, single-family homes are found on the top of the entire drumlin.

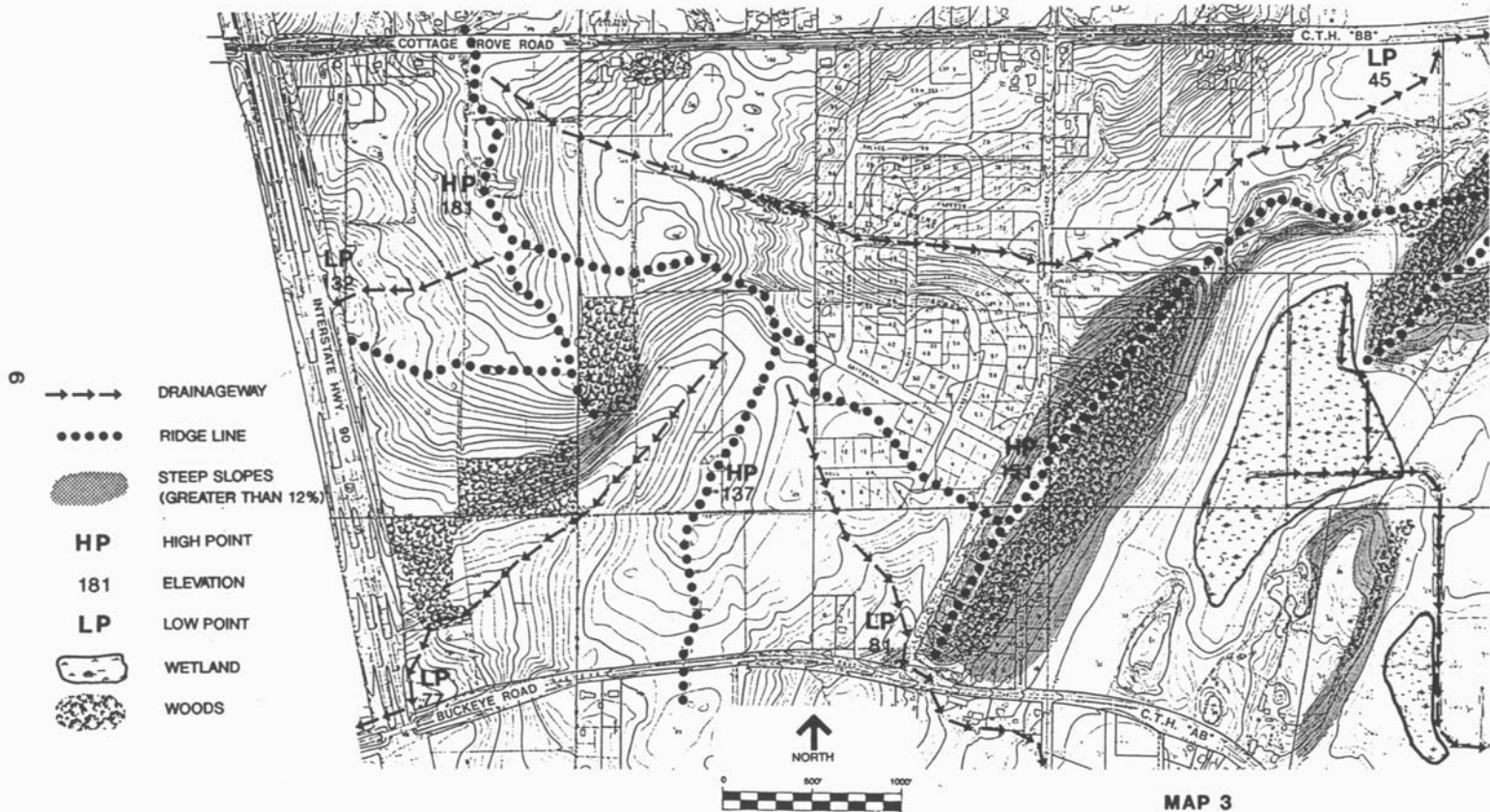
A ridgeline proceeding southeasterly from Cottage Grove Road to Sprecher Road bisects the Cottage Grove Neighborhood into two portions. The northeast one-third, which constitutes the upper reaches of the Door Creek watershed, includes almost all of the Rambling Acres Plat, the north portion of the Hovde Realty property and only a small portion of the Schoenstatt property.

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MAP 2

EXISTING NATURAL FEATURES - COTTAGE GROVE NEIGHBORHOOD



The southwest two-thirds include almost all of the Schoenstatt property, most of the Hovde property, and also the Wertsch-Heggstad property. Although much of the unplatted lands are currently in agricultural use, three small woodlot areas are found in the southwest portion, on both the Schoenstatt and Hovde Realty properties.

The soils in the Cottage Grove Neighborhood consist of deposits of silt loam underlain by sandy loam glacial till. The soils have only slight to moderate limitations for urban development.

Almost all of the area consist of the Dodge-St. Charles-McHenry soils. The Dodge soils are gently sloping to sloping and are found in the north portion of the Hovde Realty property and through much of the Rambling Acres Plat. The St. Charles soils range from nearly level to sloping and comprise much of the lower ground elevations throughout the area. The McHenry soils are mostly sloping and they comprise some of the steep slopes found on parts of the Schoenstatt, Hovde Realty and Wertsch-Heggstad properties, as well as on the drumlin. The Whalan soils, which are usually associated with the Dodge-St. Charles-McHenry series, are found on the south portion of the Hovde Realty property. The Whalan soils have potential for dolomite bedrock.

The Ringwood-Griswold soils are found in only the north portion of the Schoenstatt property, and these soils consist primarily of gently sloping areas on glacial uplands. The highest ground elevations are found on the north portion of the Schoenstatt property.

EXISTING ZONING AND LAND USE

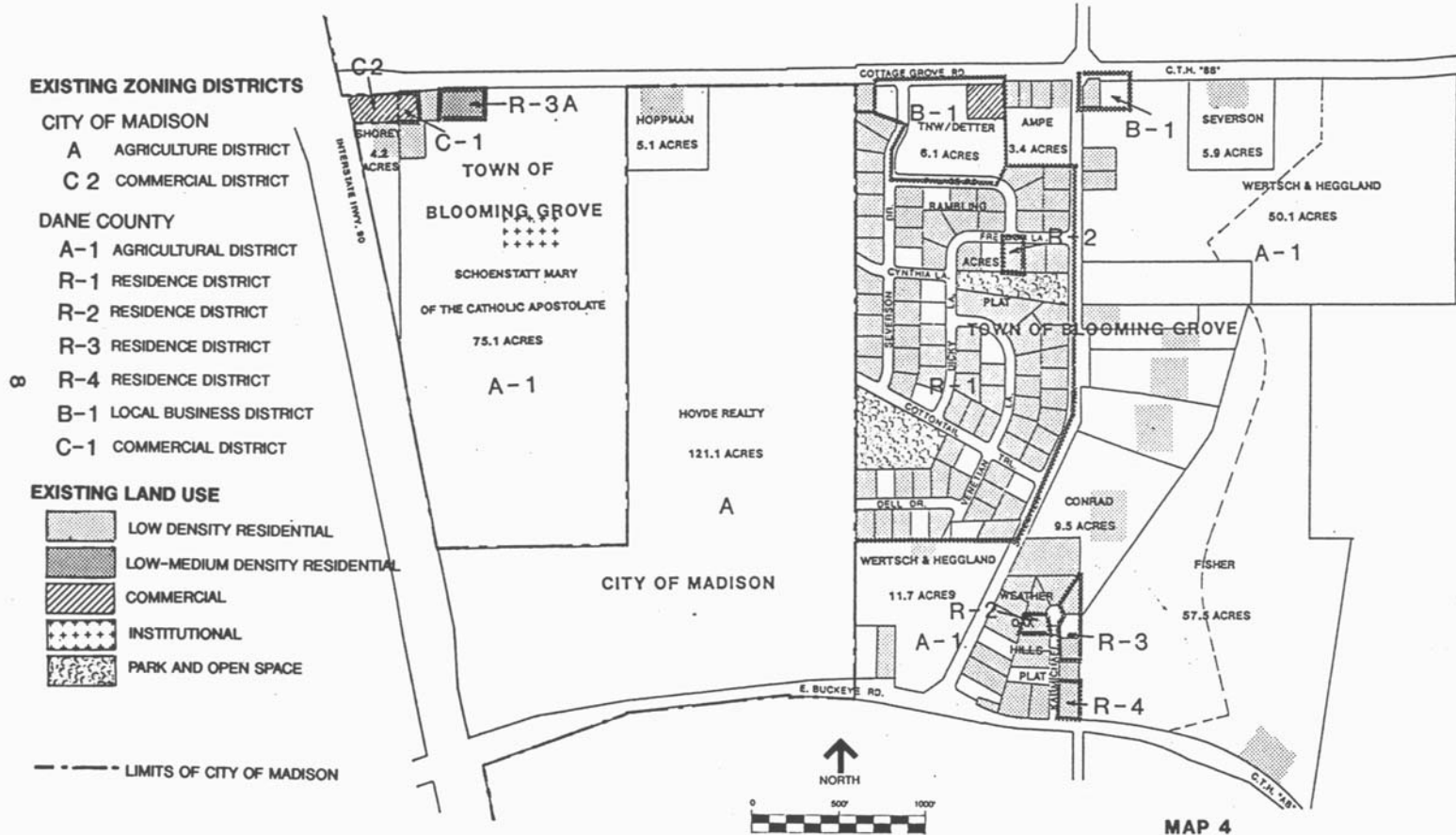
Lands within the City of Madison include all of the Lester Hoppman and the Hovde Realty properties and most of the Marine Bank property. Both the 5 acre Hoppman and the 121 acre Hovde Realty properties are zoned Agriculture District (see Map 4). The Hoppman property contains a single-family dwelling and the Hovde Realty property is in agricultural use. That part of the Marine Bank property within the City of Madison is zoned C2 Commercial District, while the balance of the property within the Town of Blooming Grove is zoned C1 Commercial District. A janitorial service establishment now occupies the former Marine Bank building.

Lands within the Town of Blooming Grove are zoned for agricultural, residential or commercial use. Although intended primarily for agricultural use, the A1 Agriculture District also allows single-family dwellings.

Except for a one acre portion zoned R3A Residence District, all of the Schoenstatt property is zoned A1 Agriculture. A two-family dwelling is located on that portion currently zoned R3A District, while the remaining land constitutes the Schoenstatt Institute, a religious retreat for members of the Schoenstatt Movement. The Schoenstatt Shrine and a convent building area located on the north portion of the property.

The Rambling Acres Plat is zoned for residential use (R1 and R2 Residence Districts), and for commercial use (B1 Local Business District). The residentially zoned lands include 77 existing single-family dwellings and a potential for 11 additional homes and also the 3.8 acre Severson Park. The commercially zoned lands are all located on Cottage Grove Road and include a First Wisconsin branch bank building on a one acre site, and two vacant commercial lots, one being 6.1 acres and the other one-half acre, on either side of Severson Drive.

EXISTING ZONING AND LAND USE - COTTAGE GROVE NEIGHBORHOOD



The Weather Oak Hills Plat is zoned A1 Agriculture, and R2, R3 and R4 Residence Districts. There are 15 existing single-family dwellings and a potential for 3 additional homes within the plat.

Except for some commercially zoned lands (B1 Local Business) on the southeast corner of the intersection of Cottage Grove Road and Sprecher Road, the remaining lands within the Town of Blooming Grove are zoned A1 Agriculture District. A single-family dwelling now exists on the corner lot while the adjacent commercially zoned land is undeveloped. Although zoned A1 Agriculture District, most of the remaining lands contain single-family homesites, while others, such as the Fisher and Wertsch-Heggstad properties, are in agricultural use.

The following includes a summary of the existing land uses within the Cottage Grove Neighborhood:

City of Madison

- One single-family dwelling
- A janitorial service establishment
- Agricultural uses

Town of Blooming Grove

- 113 single-family dwellings
- One two-family dwelling
- One branch bank
- Schoenstatt Institute
- Agricultural uses

COTTAGE GROVE NEIGHBORHOOD DEVELOPMENT PLAN

Unlike other newer residential neighborhoods which average about one square mile, the Cottage Grove Neighborhood will be smaller and will approximate slightly over one-half square mile. The east one-half of the neighborhood is mostly developed with single-family dwellings, and many on large homesites. The west one-half remains largely agricultural and undeveloped, and with two separate owners owning most of the undeveloped lands.

RECOMMENDED LAND USES

Most of the lands within the Cottage Grove Neighborhood are proposed for residential use (see Map 5). Some commercial uses are also proposed to serve residents within this neighborhood as well as other residents in future adjoining neighborhoods. Other ancillary uses, such as parks and open space and institutional uses, are also proposed. The Schoenstatt Institute with 75 acres will be the largest institutional use. The following includes an allocation of the different land uses within the Cottage Grove Neighborhood:

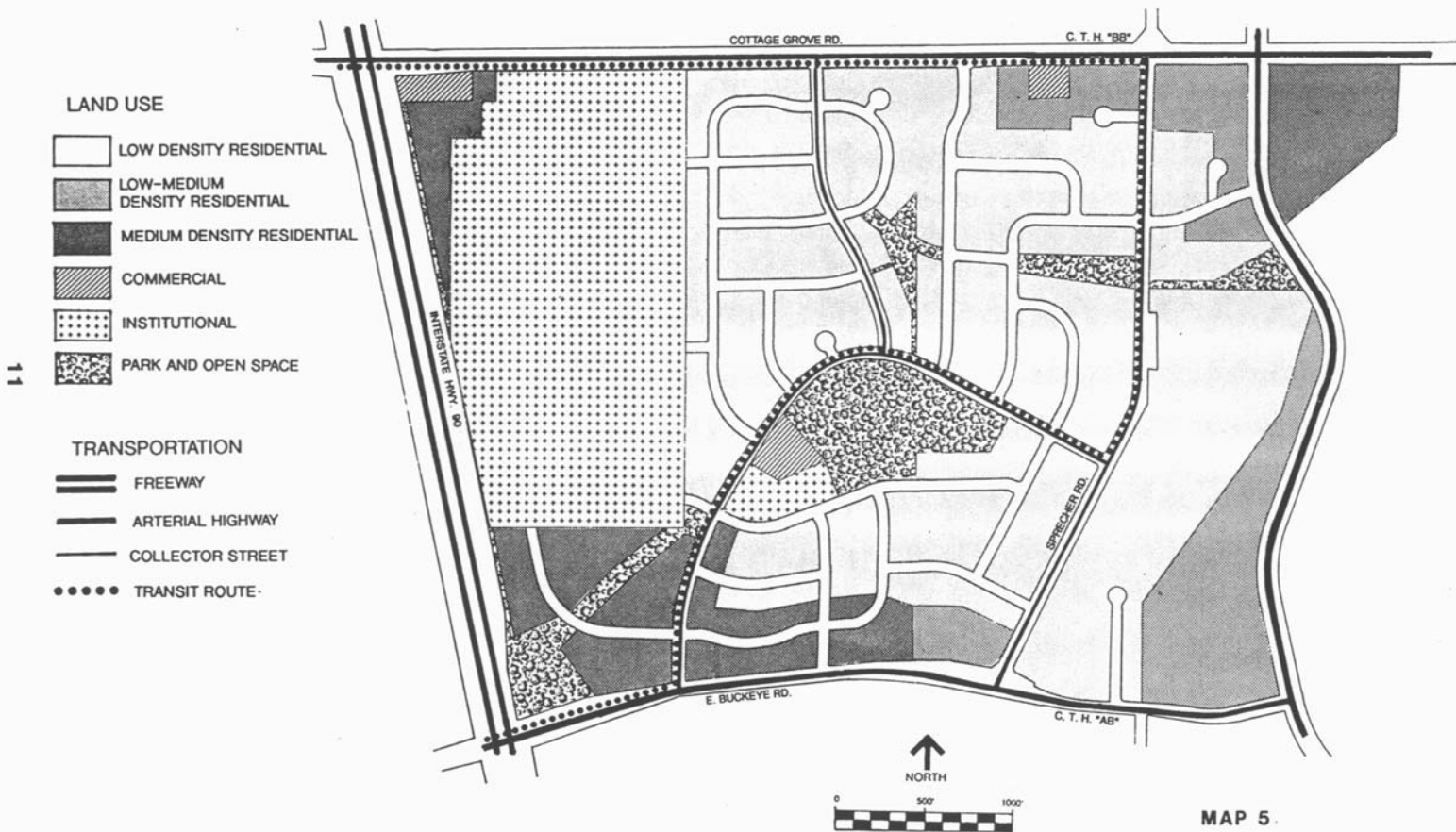
<u>Type of Land Use</u>	<u>Acres</u>		<u>Dwelling Units</u>	
	<u>Number</u>	<u>% of Total</u>	<u>Number</u>	<u>% of Total</u>
Residential	231	57.4	1340	100
Low Density	154	38.3	380	28.4
Low-Medium Density	36	8.9	330	24.6
Medium Density	41	10.2	630	47
Commercial	5	1.2		
Parks and Open Space	26	6.5		
Streets	61	15.2		
Total	402	100		

Residential Uses

About 57 percent or 231 acres of all lands within the Cottage Grove Neighborhood are proposed for residential use. Of the 231 acres, 67 percent or 154 acres are proposed for low density, 15 percent or 36 acres for low-medium density, and 18 percent or 41 acres for medium density residential use. Low density residential would include primarily detached single-family dwellings developed at densities of seven units or less per acre. Most of the larger homesites on the drumlin on the east side of Sprecher Road will be at least an acre in size. The existing single-family residential lots in both the Weather Oaks Hill and Rambling Acres Plats now constitute about two units per acre.

The larger single-family lots in future subdivisions will be about four units per acre, while the smaller lots may approximate six units per acre. Low-medium density residential will approximate 10 units per acre, and medium density residential about 16 units per acre. The low density residential areas should have about 380 single-family homes, the low-medium density areas about 330 units, and the medium density areas about 630 units. Based on a total of 1,340 units, the population for the neighborhood should approximate 3,700.

LAND USE AND TRANSPORTATION PLAN - COTTAGE GROVE NEIGHBORHOOD



As previously mentioned, the low density residential areas are found in the east portion of the neighborhood, with existing single-family homes in both the Rambling Acres and the Weather Oak Hills Plats and also along

the east side of Sprecher Road. More low density residential areas are proposed on the Hovde Realty property and Wertsch-Heggstad properties. Relative to the Hovde property, larger single-family lots are proposed on the north portion and smaller lots on the south portion.

Low-medium density residential areas are located in the east portion of the neighborhood, primarily on Cottage Grove Road and the future north-south arterial highway, and also along East Buckeye Road. Medium density residential areas are located in the southwest portion and along Interstate Highway 90.

In the case of the proposed medium density residential areas adjoining Interstate Highway 90, future developments will need to comply with the requirements of Trans. 405 of the Wisconsin Administrative Code regarding highway noise impacts. To reduce roadway noise, certain site development features, such as installing berms and other sound barriers and planting vegetation along the highway, will need to be incorporated in residential developments. The neighborhood development plan suggests berming and planting strips along the Interstate Highway 90 right-of-way. To avoid the impact of highway noise, residential buildings may need to be located further away from the right-of-way, and instead the garages and parking lots could be located closer to the right-of-way.

It is the goal of the City of Madison to promote a full range of housing types and to provide housing which is affordable to all households, including low and moderate income families. The intent of this plan is to encourage a diverse mix of households within individual projects and throughout the neighborhood. Although the proposed local street system contemplates traditional detached single-family homes or detached multiple family dwellings on separate lots, other more innovative types of housing developments are encouraged, such as the use of cluster concepts in which fewer public streets are required and where attached single-family dwellings, townhouses, garden apartments, and other types of housing structures are developed. To meet future housing demands, the plan proposes more affordable housing in new subdivisions. Although affordable housing has been provided traditionally in rental units and in multiple-family structures, the plan encourages the attached single-family dwellings on smaller lots to provide a broad range of housing types to promote a neighborhood which is accessible to all income levels. Smaller and more affordable single-family lots are proposed on the south portion of the Hovde property. In order to achieve this desired housing development pattern, the Planning Unit staff, the Plan Commission and Common Council must review all proposed subdivisions, and rezoning and conditional use applications in terms of this neighborhood development plan and its stated housing objectives.

Commercial Uses

A small commercial site, approximating two acres in size, is proposed on a future collector street and located approximately in the middle of the neighborhood. The commercial site is intended as a convenience center to serve primarily residents of the neighborhood. The convenience center together with a civic building, preferably a community center, on the adjoining site could also serve as a focal point for neighborhood residents.

The existing two separate commercial sites on Cottage Grove Road are proposed to be maintained. One site contains a janitorial service establishment in the former Marine Bank branch building and the other site has the First Wisconsin Bank building.

The two vacant commercially zoned lots on Cottage Grove Road are proposed instead for residential use. The vacant 6 acre lot on the south side of Cottage Grove Road and east of Severson Drive is proposed for single-family dwellings along Severson Drive and Palace Road, and for two-family or multiple-family dwellings on the remaining parcel. The vacant one-half acre lot on the west side of Severson Drive is proposed for a single-family dwelling.

Institutional Uses

The plan envisions that the entire 75 acre Schoenstatt property will continue to be used by the Schoenstatt Institute as a religious retreat. However, should portions of the property be proposed for development, the plan contemplates some residential development, especially in the south portion where provisions are made to serve the area with street access and with public utilities.

A civic site is suggested adjacent to the retail convenience center and the area park. The civic site could include a community center or a public or semi-public building, such as a church.

Park and Open Space

The park and open space areas include an area park, greenways and drainageways, and several stormwater retention areas.

An area park to serve all of the residents within the neighborhood is proposed primarily on the Hovde Realty property. The total acreage for the area park will approximate 14 acres, including the adjacent 3.8 Severson Park in the Rambling Acres Subdivision.

Greenways for channeling stormwater runoff are proposed in several locations. The greenways will be open channels and grasslined and will have both water quality and enhanced infiltration features. Stormwater retention areas are also designated in several locations and will be designed to reduce peak runoff rates and provide ground water recharge.

RECOMMENDED TRANSPORTATION FACILITIES

To provide for both external and internal circulation within the neighborhood, arterial highways and collector streets are designated on the neighborhood plan. A future transit route is also designated to serve the neighborhood residents.

Arterial Highways and Collector Streets

Except for Interstate Highway 90, which is currently a freeway, all three roadways which surround the neighborhood are proposed as arterial highways. Cottage Grove Road will become a major east-west roadway and will have at least four traffic lanes and a median strip. The proposed arterial highway on the eastern boundary of the neighborhood will become a major north-south roadway with at least four traffic lanes and with similar design standards as 80-feet will have a roadway potential for four traffic lanes. Sprecher Road and Cottontail Trail with its southwesterly extension to East Buckeye Road will become collector streets. Another future roadway connecting Cottontail Trail to Cottage Grove Road will also serve as a collector street.

Transit Service and Bikeways

A transit route for Madison Metro is proposed utilizing both the arterial highways (Cottage Grove Road and East Buckeye Road) and the collector streets (Sprecher Road and Cottontail Trail and its southwesterly extension). The proposed transit route will be within walking distance for almost all residents residing within the neighborhood. Although no off-street bike paths are proposed within the neighborhood, the streets are intended to also serve as bikeways.

IMPLEMENTATION OF THE COTTAGE GROVE NEIGHBORHOOD DEVELOPMENT PLAN

The development of the Cottage Grove Neighborhood could be phased over the near term and will be dependent primarily upon the availability of public sanitary sewer. The neighborhood development plan can also be implemented with the adoption of other implementation recommendations.

DEVELOPMENT STAGING

The Hovde property is proposed to be developed in the first phase because of the immediate availability of public sanitary sewer. The existing gravity sanitary sewer line now located east of Interstate Highway 90 and north of East Buckeye Road is proposed to be extended easterly into the Hovde property. All of the Hovde property can be served by this gravity sewer line despite the fact that the north portion is within the Door Creek watershed.

The two separate Wertsch-Heggestad properties and the Severson and Fisher properties will be developed in later phases and will need to await the northerly extension of a gravity sanitary sewer line from the Cottage Grove interceptor. An interim solution to develop these properties would be the construction of sanitary sewer lift stations and force mains to be proposed gravity lines in the Hovde Realty property. Existing homes in the Rambling Acres and Weather Oak Hills Plats and in the eastern portion of the neighborhood, all presently without public sanitary sewer, can also be served with sewer service under each of the two alternatives.

IMPLEMENTATION RECOMMENDATIONS

To implement the Cottage Grove Neighborhood Development Plan, the City's Land Use Plan must be amended to reflect the land use recommendations, and also all lands within the neighborhood must be included in the Central Urban Service Area. Most of the recommendations made in the Development Plan can be implemented with the City's current implementation tools, such as zoning, land subdivision regulations, official mapping, and the capital improvements program and the capital budget. To make more effective use of zoning and land subdivision regulations would require that all lands currently outside of the City be annexed to the City of Madison. In formulating the Development Plan, it is intended that all of the lands within the Cottage Grove Neighborhood would ultimately be within the City of Madison and provided with the full range of urban services.

Land Use Plan Amendments

Currently, the City's adopted Land Use Plan does not include lands within the Cottage Grove Neighborhood. However, this Development Plan provides recommendations for the different types of land uses within the Cottage Grove Neighborhood.

It is recommended that the Cottage Grove Neighborhood Development Plan be adopted as a part of the City's Master Plan. It is further recommended that the land use recommendations included in the Development Plan be incorporated into the City's adopted Land Use Plan and that the appropriate land use designations be also incorporated into the City's adopted Land Use Plan Map.

Central Urban Service Area Amendment

Lands within the Cottage Grove Neighborhood are currently outside of the Central Urban Service Area. In order for the City of Madison to provide public sanitary sewer and the full range of urban services, all of the lands proposed for development must be included within the Central Urban Service Area.

Following the adoption of the Cottage Grove Neighborhood Development Plan as a part of the City's Master Plan, together with the incorporation of the land use recommendations in the City's adopted Land Use Plan and Land Use Plan Map, it is recommended that an amendment for expansion of the Central Urban Service Area to include all lands proposed for immediate and near-term development within the Cottage Grove Neighborhood, be prepared and submitted to the Dane County Regional Planning Commission for its consideration. The initial Central Urban Service Area amendment should include the Hovde Realty and Schoenstatt properties together with the adjacent properties on Cottage Grove Road and Interstate Highway 90 in the northwest portion of the neighborhood.

Zoning

The existing residences and commercial uses, whether within the City of Madison or within the Town of Blooming Grove, are now zoned to allow such uses. The undeveloped lands are mostly zoned Agriculture District. In the case of the Hovde Realty property, which is currently zoned to the Agriculture District, the zoning is intended as a holding zone pending future development of the property for urban use.

It is recommended that all lands within the neighborhood be zoned in conformity with the Cottage Grove Neighborhood Development Plan. It is further recommended that any undeveloped lands currently zoned Agriculture District be rezoned only at such time when there is a specific development proposal.

Official Mapping

The City's Official Maps currently identify the additional lands needed for the new right-of-way widths for Cottage Grove Road, East Buckeye Road and Sprecher Road. However, the proposed north-south arterial highway on the eastern boundary of the neighborhood is not presently shown on the Official Maps.

It is recommended that the Engineering Division revise the City's Official Maps to indicate the proposed alignment and the right-of-way width of the north-south arterial highway as shown on the Cottage Grove Neighborhood Development Plan.

Land Subdivision Regulations

The Cottage Grove Neighborhood Development Plan, especially in terms of streets, parks, greenways and stormwater detention areas in new subdivisions, can be implemented under the City's land subdivision regulations. The proposed park area will be acquired through land dedications as provided for in the land subdivision regulations. Similarly, the greenways and stormwater detention areas will be acquired through land dedications. Solar access can be provided with the east-west orientation of streets in portions of new subdivisions.

It is recommended that any future subdivisions conform to the Cottage Grove Neighborhood Development Plan, especially regarding the location of collector streets and parks, greenways and stormwater detention areas. It is further recommended that any local streets in such subdivisions reflect the objectives illustrated in the Development Plan, including circulation, access to parks and civic sites, stormwater drainage, and solar access.

Capital Improvements Program and Capital Budget

The neighborhood development plan proposes several types of public improvements and facilities for which future public funds may be required. The public improvements and facilities include proposed arterial highways and collector streets, storm sewer and storm drainage systems, and parks, drainageways, and stormwater detention areas.

It is recommended that the affected City departments include within future capital improvement program and the capital budget those required public improvements and facilities for which public funding is required.

Annexation Policy

Only a portion of the Marine Bank property and all of the Hovde Realty and Hoppman properties are currently within the City of Madison. The orderly development of lands within the Cottage Grove Neighborhood will require the provision of public utilities and public services, and it is intended that the City of Madison would provide the full range of urban services.

It is recommended that lands currently outside of the City of Madison be developed only following their annexations to the City of Madison. It is also recommended that no subdivisions be approved unless there is assurance that such lands will be annexed to the City of Madison at the time of such approval.

APPENDIX A

AGENDA # _____

A SUBSTITUTE RESOLUTION _____

Adopting the Cottage Grove Neighborhood Development Plan as an element of the Master Plan for the City of Madison to be used as a guide for community planning and development and amending the City of Madison Land Use Plan to incorporate the recommendations of the Cottage Grove Neighborhood Development Plan, and also endorsing the City's request to include within the Central Urban Service Area only lands within the west portion of the Cottage Grove Neighborhood.

Drafted By: Tom Akagi, Planning Unit
Dept. of Planning & Development

Date: November 12, 1991

Fiscal Note: No Expenditure Necessary.

Sponsors: Ald. Judy Bowser,
Ald. Ricardo Gonzalez
Ald. David Wallner

Copy Mailed to Alderperson City of Madison, Wisconsin

PRESENTED November 19, 1991
REFERRED Plan Commission

REREFERRED Plan Commission
Common Council

REPORTED BACK 12-17-91; 2-4-92
3-17-92; 4-7-92

ADOPTED ☒ **POF** _____

RULES SUSPENDED _____

PUBLIC HEARING _____

APPROVAL OF FISCAL NOTE IS NEEDED
BY THE COMPTROLLER'S OFFICE

Approved By

Comptroller's Office

RESOLUTION NUMBER 48799
ID NUMBER 10,214

WHEREAS the adopted City of Madison Peripheral Area Development Plan presents recommendations for both land use and long-term development in the peripheral area beyond the current edge of urban development; and

WHEREAS the Peripheral Area Development Plan designates certain lands as Urban Expansion Districts or the recommended locations for future expansion and long-term growth for the City of Madison; and

WHEREAS Planning Area E4, which is located to the south of Interstate Highway 94 and to the east of Interstate Highway 90, is designated as an Urban Expansion-A District or the first priority area for future urban development and City growth in the near to midterm and for which urban services can be more easily and efficiently provided by the City of Madison; and

WHEREAS land use studies have been conducted in Planning Area E4, and a detailed neighborhood development plan has been prepared for a portion of Planning Area E4, or for the Cottage Grove Neighborhood which is bounded by Cottage Grove Road to the north, a proposed future arterial highway east of Sprecher Road to the east, East Buckeye Road to the south and Interstate Highway 90 to the west; and

WHEREAS the Cottage Grove Neighborhood currently includes lands within the City of Madison, and the Town of Blooming Grove, and it also consists of primarily undeveloped or agricultural lands except for some residences in the Town of Blooming Grove, especially within the Rambling Acres and Weather Oak Hills Subdivisions; and

WHEREAS all of the lands in the Cottage Grove Neighborhood are outside of the Central Urban Service; and

WHEREAS the current City's adopted Land Use Plan does not include land use recommendations for the Cottage Grove Neighborhood; and

WHEREAS the Madison Plan Commission has an established procedure for amending the City's Land Use Plan.

NOW THEREFORE BE IT RESOLVED that the Cottage Grove Neighborhood Development Plan is hereby adopted as an element of the Master Plan for the City of Madison to be used as a guide for community planning and development; and

BE IT FURTHER RESOLVED that the City of Madison Land Use Plan is amended to incorporate the recommendations of the Cottage Grove Neighborhood Development Plan; and

BE IT FURTHER RESOLVED that the Madison Plan Commission and Madison Common Council hereby endorse the City's request to amend the Dane County Regional Development Guide and the Dane County Water Quality Plan to include within the Central Urban Service Area only lands in the west portion of the Cottage Grove Neighborhood, including the Hovde Realty, the Schoenstatt Mary of the Catholic Apostolate, the Security Marine Bank, and the Hoppman, Stillman, Storey and Milota properties.

Amendments
to the
Cottage Grove
Neighborhood Development Plan
Adopted since April 1992

Amendments Dated:

November 2006



City of Madison

City of Madison
Madison, WI 53703
www.cityofmadison.com

Master

File Number: 04634

File Number: 04634

File Type: Resolution

Status: Passed

Version: 1

Reference:

Controlling Body: PLAN
COMMISSION

Requester: PLAN COMMISSION

Cost:

Introduced: 09/27/2006

File Name: Cottage Grove Neighborhood Development Plan
Amendment

Final Action: 11/07/2006

Title: Amending the Cottage Grove Neighborhood Development Plan, a supplement to the City of Madison Comprehensive Plan, to include additional lands located east of Interstate Highway 39-90, between Buckeye Road and the Union Pacific Railroad right-of-way. 16th Aid. Dist.

Notes:

Code Sections:

Agenda Date: 11/07/2006

Indexes:

Agenda Number: 67.

Sponsors: Judy Compton

Enactment Date: 11/08/2006

Attachments: Buckeye Amendment.pdf, Maps.pdf, Comments.pdf

Enactment Number: RES-06-00927

History of Legislative File

Ver- sion:	Acting Body:	Date:	Action:	Sent To:	Due Date:	Return Date:	Result:
1	Planning Unit	09/27/2006	Fiscal Note Required / Approval	Comptroller's Office/Approval Group		09/27/2006	
1	Comptroller's Office/Approval Group	09/27/2006	Approved Fiscal Note By The Comptroller's Office	Planning Unit		09/27/2006	
1	Planning Unit	09/27/2006	Refer for Introduction				
1	COMMON COUNCIL	10/03/2006	Refer	PLAN COMMISSION		10/23/2006	
1	PLAN COMMISSION	10/23/2006	RECOMMEND TO COUNCIL TO ADOPT - REPORT OF OFFICER				Pass
1	COMMON COUNCIL	11/07/2006	Adopt				Pass

Text of Legislative File 04634

..Fiscal Note

Local costs associated with urban development in this area will be included in future operating and capital budgets subject to Common Council approval.

..Title

Amending the Cottage Grove Neighborhood Development Plan, a supplement to the City of Madison Comprehensive Plan, to include additional lands located east of Interstate Highway 39-90, between Buckeye Road and the Union Pacific Railroad right-of-way. 16th Ald. Dist.

[..Body](#)

PREAMBLE

The Cottage Grove Neighborhood Development Plan, adopted by the Common Council on April 7, 1992, made detailed land use and development recommendations for a planning area generally bounded by Interstate Highway 39-90 on west, Cottage Grove Road on the north, the Door Creek open space corridor on the east, and Buckeye Road on the south. The Cottage Grove Neighborhood Plan encompassed the northern portion of Planning Area E4 identified in the 1990 Peripheral Area Development Plan as an Urban Expansion-A district generally as suitable for urban development and City of Madison expansion in the relatively near term. At the time that the Cottage Grove Neighborhood Development Plan was prepared, additional lands within Planning Area E4 located south of Buckeye Road were not included due to uncertainties regarding the future expansion plans of an active quarry operation in the area and the amount of open space that might either be undevelopable or recommended for permanent protection.

Since the neighborhood development plan was adopted, most of the lands within the Cottage Grove Neighborhood west of Sprecher Road have been annexed to the City of Madison and developed with urban uses, except the large Schoenstatt property south of Cottage Grove Road and several pre-existing residential plats that remain in the Town of Blooming Grove. Also since that time, the Buckeye Quarry has prepared a reclamation plan that describes the future extent of quarry operations; and Dane County has acquired several properties for permanent open space protection and has identified an interest in protection of several other areas of open space. In Spring 2006, the City of Madison and the Town of Blooming Grove adopted a Cooperative Plan, which provides for the orderly transition of the remaining town territory to City jurisdiction over the next 20 years. Finally, a residential development has been proposed on recently annexed lands located just east of Interstate Highway 39-90 and south of Buckeye Road, outside the coverage of the current Cottage Grove Neighborhood Development Plan. This amendment to the neighborhood development plan is proposed in order to expand the plan to include adjacent lands located generally between Buckeye Road and the Union Pacific Railroad right-of-way, and to make near and long-term land use recommendation for the future development of these lands.

WHEREAS the lands located generally south of Buckeye Road and the current Cottage Grove Neighborhood boundary and north of the Union Pacific Railroad right-of-way include lands identified in the 1990 Peripheral Area Development Plan both as Urban Expansion-A district, recommended as suitable for future urban development, as well as Permanent Open Space district, recommended for long-term preservation; and

WHEREAS this area is immediately adjacent to the current Cottage Grove Neighborhood boundary on north and relatively isolated from other potentially developable lands located to the south and east by extensive wetlands and other non-developable properties; and

WHEREAS the City of Madison-Town of Blooming Grove Cooperative Plan provides that all of the remaining undeveloped lands within the township located north of the Union Pacific Railroad will become attached to the City of Madison not later than the end of 2015, unless attachment is initiated by a property owner prior to that time, as provided in the Plan; and

WHEREAS a portion of the proposed amendment area located just east of Interstate Highway 39-90 was recently attached to the City of Madison, and there is active interest in developing the property for residential uses at this time; and

WHEREAS the residential and open space land uses recommended in the proposed amendment to the Cottage Grove Neighborhood Development Plan are consistent with the broad recommendations for the amendment area contained in the adopted City of Madison Comprehensive Plan; and

WHEREAS the proposed amendment has been reviewed by City staff and presented to neighborhood residents at a public meeting held on August 2, 2006.

NOW THEREFORE BE IT RESOLVED that the Cottage Grove Neighborhood Development Plan, a supplement to the City of Madison Comprehensive Plan, is hereby amended to include additional lands located generally south of the current neighborhood boundary and east of Interstate Highway 39-90 between Buckeye Road and Union Pacific Railroad right-of-way, and provide land use recommendations for these lands, as illustrated on the attached map and described in the attached narrative; and

BE IT FURTHER RESOLVED that the City of Madison Plan Commission and Madison Common Council hereby authorize the City's application to amend the Dane County Water Quality Plan to include the western portion of the amendment area, known as the Fobes Property, within the Central Urban Service Area.



City of Madison

Certified Copy

City of Madison
Madison, WI 53703
www.cityofmadison.com

Resolution: RES-06-00927

File Number: 04634

Enactment Number: RES-06-00927

Amending the Cottage Grove Neighborhood Development Plan, a supplement to the City of Madison Comprehensive Plan, to include additional lands located east of Interstate Highway 39-90, between Buckeye Road and the Union Pacific Railroad right-of-way. 16th Ald. Dist.

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WHEREAS the lands located generally south of Buckeye Road and the current Cottage Grove Neighborhood boundary and north of the Union Pacific Railroad right-of-way include lands identified in the 1990 Peripheral Area Development Plan both as Urban Expansion-A district, recommended as suitable for future urban development, as well as Permanent Open Space district, recommended for long-term preservation; and

WHEREAS this area is immediately adjacent to the current Cottage Grove Neighborhood boundary on north and relatively isolated from other potentially developable lands located to the south and east by extensive wetlands and other non-developable properties; and

WHEREAS the City of Madison-Town of Blooming Grove Cooperative Plan provides that all of the remaining undeveloped lands within the township located north of the Union Pacific Railroad will become attached to the City of Madison not later than the end of 2015, unless attachment is initiated by a property owner prior to that time, as provided in the Plan; and

WHEREAS a portion of the proposed amendment area located just east of Interstate Highway 39-90 was recently attached to the City of Madison, and there is active interest in developing the property for residential uses at this time; and

WHEREAS the residential and open space land uses recommended in the proposed amendment to the Cottage Grove Neighborhood Development Plan are consistent with the broad recommendations for the amendment area contained in the adopted City of Madison Comprehensive Plan; and

WHEREAS the proposed amendment has been reviewed by City staff and presented to neighborhood residents at a public meeting held on August 2, 2006.

NOW THEREFORE BE IT RESOLVED that the Cottage Grove Neighborhood Development Plan, a supplement to the City of Madison Comprehensive Plan, is hereby amended to include additional lands located generally south of the current neighborhood boundary and east of Interstate Highway 39-90 between Buckeye Road and Union Pacific Railroad right-of-way, and provide land use recommendations for these lands, as illustrated on the attached map and described in the attached narrative; and

BE IT FURTHER RESOLVED that the City of Madison Plan Commission and Madison Common Council hereby authorize the City's application to amend the Dane County Water Quality Plan to include the western portion of the amendment area, known as the Fobes Property, within the Central Urban Service Area.

I, Maribeth Witzel-Behl, certify that this is a true copy of Resolution No. RES-06-00927, passed by the COMMON COUNCIL on 11/7/2006.

Date Certified

DRAFT

**BUCKEYE AMENDMENT
TO THE
COTTAGE GROVE NEIGHBORHOOD DEVELOPMENT PLAN**

NOVEMBER 2006

(Draft Dated 10-11-06)

**CITY OF MADISON
DEPARTMENT OF PLANNING AND DEVELOPMENT
PLANNING UNIT**

**BUCKEYE AMENDMENT
TO THE
COTTAGE GROVE NEIGHBORHOOD DEVELOPMENT PLAN**

DRAFT - NOVEMBER 2006

INTRODUCTION

The 1990 *Peripheral Area Development Plan* reviewed the development and open space potential of all of the lands around the then-edges of the Madison urbanized area and identified areas recommended for future urban development and City of Madison growth, and areas that should be considered for open space preservation. Peripheral Planning Area E4, a large area located east of Interstate Highway 39-90 and south of Interstate Highway 94, was identified as an Urban Expansion-A district, suitable for future urban development and expected to begin developing within the next five years. This Urban Expansion district was generally bounded on the north and west by the Interstate Highways, and on the east and south by Peripheral Planning Area E10, a recommended Permanent Open Space district reflecting the wetlands, meadows, drumlins and wooded uplands associated with the Door Creek valley. A narrow strip of higher ground along Buckeye Road was included within Peripheral Planning Area E5, a Transition Reserve district that appeared suitable for at least some future urban development, but where more study was needed to determine the recommended extent of development.

In 1992, the Madison Common Council adopted the *Cottage Grove Neighborhood Development Plan*, which provided detailed land use and development recommendations for the portion of Planning Area E4 located between Cottage Grove Road and Buckeye Road. The area south of Buckeye Road was not included in this plan at that time primarily due to uncertainties regarding the expansion plans of an active quarry operating in the area, and the need for further evaluation of the open space areas within Planning Area E10. In 1998, the *Sprecher Neighborhood Development Plan* was adopted, covering the northern part of Planning Area E4 between Cottage Grove Road and Interstate Highway 94. Large portions of both of these neighborhoods have now been annexed to the City of Madison, and a substantial amount of new development has occurred to date. In the Cottage Grove Neighborhood, which is smaller than the Sprecher Neighborhood and began to develop earlier, almost all of the lands currently in the City of Madison have now been developed.

The *Buckeye Amendment* to the *Cottage Grove Neighborhood Development Plan* adds the lands located south of Buckeye Road, between Buckeye Road and the Union Pacific Railroad tracks, to the Cottage Grove Neighborhood, and provides recommendations for their near- and longer-term urban development. The future limits of the Buckeye Quarry mining operation are now defined in its Reclamation Plan filed with Dane County; and successful efforts to provide public protection for some of the more-important natural open space areas provide a reasonable expectation that, over time, preservation of additional lands may also be successful. A prospective developer is currently interested in the vacant Fobes property, and it is timely, therefore, to provide detailed recommendations for those portions of the planning area where more-intensive urban development may occur---either in the near-term, or later on in the event that some of the existing uses cease.

EXISTING CONDITIONS

The Buckeye Amendment Area is bounded by Interstate Highway 39-90 on the west, Buckeye Road on the north and east, and the Union Pacific Railroad right-of-way on the south. The amendment area is directly adjacent to the current Cottage Grove Neighborhood on the north, and is relatively isolated from other potentially developable lands located to the east or south by extensive wetlands and other natural features.

MUNICIPAL JURISDICTION AND PROPERTY OWNERSHIP (MAP 1)

The Buckeye Amendment Area comprises approximately 280 acres. Currently, 65 acres, or about 23 percent, are within the City of Madison; with the balance of 215 acres remaining in the Town of Blooming Grove. The 2006 City of Madison-Town of Blooming Grove Cooperative Plan provides that all non-protected lands within township located north of the Union Pacific Railroad tracks may be attached to the City of Madison by the end of 2015, unless a property owner has requested attachment prior to that time, as provided in the Plan.

There are 16 property owners within the Buckeye Amendment Area. These include several relatively large properties and properties where smaller parcels have been combined into single ownership. Acreage of the larger properties, excluding 3.9 acres of street right-of-way, is presented in the following table.

Existing Property Ownership

Yahara Materials, Inc.*	122.6
Dane County	54.4
Michael Pfefferle, et. al.	26.1
John K. Gahan, et. al.	26.7
Grace Evangelical Church, Inc.	17.2
Jack & Joan Fobes, et. al.	17.6
Branum Jenco Development	5.2
Smaller Parcels in aggregate	6.3
Total	276.1

The largest property comprises the several contiguous parcels totaling 122.6 acres owned by Yahara Materials, Inc., operator of the Buckeye Quarry. Dane County owns two parcels, a 31.2 acre parcel west of Underdahl Road and a 23.2 acre parcel east of Underdahl Road, which include the major portion of a large wooded drumlin, wetlands, and some adjacent uplands acquired for open space preservation. Other relatively larger parcels include the Pfefferle and Gahan properties, both consisting of wooded land or wetlands; the Grace Evangelical Church property on Buckeye Road; and the Fobes property adjacent to Interstate Highway 39-90. The Branum-Jenco Development property on the south side of Buckeye Road is about 5.2 acres.

* For purposes of this table and narrative, several parcels that are titled differently have been combined.

TOPOGRAPHY AND NATURAL FEATURES (MAP 2)

The topography of the Buckeye Amendment Area reflects its location at the western edge of the Door Creek corridor and its associated wetlands and uplands. Generally, the elevation is higher along Buckeye Road, sloping downward to the west along Interstate Highway 39-90 and to the south along the Union Pacific Railroad tracks. But the highest elevations are found on the large wooded drumlin located approximately in the middle of the amendment area, oriented generally northeast to southwest and extending from just south of Buckeye Road/Underdahl Road intersection to the railroad tracks. Extensive wetlands are located east of this drumlin on both sides of Underdahl Road and extending south of the railroad tracks. These are part of a larger system of wetlands and lowlands associated with the Door Creek open space corridor. The Buckeye Quarry is located west of the drumlin and the land here is highly disturbed, reflecting past and continuing quarry operations. The mining is moving generally south and west on the property, with lands not yet mined being relatively less disturbed. The Fobes property located west of the quarry consists primarily of undeveloped upland sloping generally downward from Buckeye Road and the eastern edge of the property toward the Interstate Highway.

EXISTING LAND USE (MAP 3)

The predominant existing land uses within the Buckeye Amendment Area consist of the quarry, the Grace Evangelical Church site, extensive undeveloped natural open space, and a relatively limited amount of potentially developable vacant land. Smaller amounts of mixed industrial/commercial uses and residential uses are located along the south side of Buckeye Road. East of Underdahl Road, these developments are very close to wetland areas, and in some cases may be on lands where some filling occurred in the past. The acreage of existing land uses is presented in the following table. Note that predominant land use is presented on a parcel basis, and in some cases represents only one of several existing uses on the property. Identified wetland and flood plain areas within the amendment area are not listed as separate land uses in this table, but are shown as an overlay on Map 3.

Existing Land Uses

<u>Land Use</u>	<u>Acres</u>	<u>Percent</u>
Quarry Site	122.6	43.8
Other Industrial/Commercial	5.2	1.9
Commercial	1.9	0.7
Institutional (church)	17.2	6.1
Residential*	4.0	1.4
Publicly-Owned Open Space	54.4	19.4
Other Vacant, Agricultural and Open Space Land	70.8	25.3
Rights-of-Way (Underdahl Road)	3.9	1.4
Total	280.0	100.0

* A land use value of two acres is assigned to residential uses located on larger agricultural or undeveloped parcels.

EXISTING ZONING (MAP 4)

The majority of the land within the Buckeye Amendment Area is currently zoned either to the A-Agriculture District in the City of Madison, or the A-1EX Exclusive Agriculture District in the Town of Blooming Grove (Dane County Zoning). Quarries are a conditional use in both the City Agriculture District and the Dane County A-1EX District. Churches are also allowed in the A-1EX District, as well as single residential uses. Smaller parcels within the amendment area are zoned to the Dane County C-1 and C-2 Commercial Districts, and a small parcel acquired by Dane County still carries an LC-1 Commercial District classification although the land is now vacant.

TRANSPORTATION FACILITIES

Existing transportation facilities serving the Buckeye Amendment Area consist of Buckeye Road (County Trunk Highway AB), a minor arterial highway, and Underdahl Road, a local street extending southward from Buckeye Road and ending about 400 feet south of the Union Pacific Railroad tracks (See Map 3). Buckeye Road is currently a two-lane roadway with curb and gutter but not sidewalks only along a short portion of the north frontage within the City of Madison. Underdahl Road is a narrow gravel-surfaced road for most of its length. Sprecher Road, also currently a two-lane minor arterial without sidewalks or curb and gutter, intersects with Buckeye Road from the north about one-half mile east of Interstate Highway 39-90. Neither Interstate 39-90 which forms the western boundary the amendment area, nor the railroad which forms the southern boundary, provide any access into the amendment area. A future connection between the Capital City Bicycle Trail and the Glacial Drumlin Bicycle Trail is planned generally following the alignment of the railroad, but all of the necessary right-of-way has not been acquired and no improvements have been constructed within the amendment area at this time. Madison Metro peak-hour bus service (Routes 14 and 15) is currently provided to the Richmond Hill residential area just north of Buckeye Road (See Map 5).

SITE ANALYSIS OVERVIEW (MAP 5)

Potential Positive Characteristics

As described above, the prominent natural features of the of the Buckeye Amendment Area are the large wooded drumlin in the center of the area and the extensive natural wetlands east of the drumlin on both sides of Underdahl Road. The drumlin and most of the wetlands and lowlands to the east have been designated by Dane County as part of the Blooming Grove Drumlin Resource Area, a large contiguous area of relatively-natural open space features extending north and south along the Door Creek corridor. In addition to their important environmental and ecological attributes, these natural features provide significant amenity to current and future residents of the surrounding neighborhoods. Future developments within the Buckeye Amendment Area should be planned to preserve and protect these natural assets and seek to enhance them through the restoration of additional natural areas at key locations. The design of future developments planned on adjacent lands should respect and reflect the significant visual and functional contribution to neighborhood character provided by these open space areas.

The planned extension of the Capital City Bicycle Trail generally following the railroad tracks along the southern edge of the amendment area is another positive feature that makes this location attractive for future development. Other future bicycle trails are planned in the Door Creek open space corridor extending to the northeast of the amendment area will provide additional recreational and transportation opportunities as they are developed. To take advantage of this potential amenity, it is essential that good connections be provided to the future bicycle path, both through and from within the amendment area.

Another positive attribute of the amendment area for residential development is the Madison Metro bus service currently provided to the southern portion of the residential developments just east of Interstate Highway 39-90 and north of Buckeye Road. While this is only peak-hour service at the present time, it provides another transportation choice for commuters and others.

Potential Negative Characteristics

There are several less-attractive characteristics of the amendment area as a development location which any proposed development will need to address. Primary among these are potential negative impacts from the large quarry located just to the west of the drumlin. This quarry is expected to continue mining operations for many years, and any development on adjacent or surrounding lands will need to recognize that noise and vibration from blasting at the quarry may have some off-site impacts on surrounding lands---although these may not be much different than the impacts from other Madison quarries located near residential areas.

The Interstate highway along the western boundary of the amendment area will require noise attenuation as required to comply with Wisconsin Department of Transportation regulations and Madison City ordinances. There is also a new ATC overhead electrical transmission line being installed along the eastern edge of the highway right-of-way, and the towers and wires from that facility will be visible from the western parts of the amendment area. A large communications tower is also visible just south of Buckeye Road east of the Fobes property.

Future Street Access

The Yahara Materials property is not expected to redevelop with alternative uses for many years, but this property and the Fobes property together form a relatively large future residential area, and it is important that public street access into the area be provided. Because no through streets out of the area are anticipated, the recommended street system is a “loop” street with at least two access points on Buckeye Road—preferably opposite Cottontail Trail and Sprecher Road, the principal through streets serving the neighborhood north of Buckeye Road.

This analysis provides a brief overview of some of the factors that were considered in developing the recommendations in this proposed Buckeye Amendment to the Cottage Grove Neighborhood Development Plan. Additional detail is provided in the following recommendations sections.

LAND USE AND TRANSPORTATION RECOMMENDATIONS

Most of the lands within the Buckeye Amendment Area are expected to continue in their current land uses for the foreseeable future, and in many cases, the current use is also the recommended long term use of the property. The recommendations presented below address both the near-term and longer-term land uses within the amendment area and identify those relatively few properties where changes from the current land uses are recommended in either the near or long term.

RECOMMENDED NEAR-TERM LAND USES (MAP 6)

The largest active land use currently within the amendment area is the Buckeye Quarry on the Yahara Materials property. An alternative use will be developed on this property once the mining operations are ended, but this may not occur for several decades and perhaps longer. Other smaller land uses, such as the Grace Evangelical Church, the small industrial-commercial area south of Buckeye Road and a few single-family residences are also expected to continue for the foreseeable future. Much of the currently undeveloped land within the amendment area has long been recommended for preservation as natural open space in City, Town and County plans. The only location within the amendment area with a relatively high potential for near-term urban development is the Fobes property located east of Interstate Highway 39-90.

Recommended Near-Term Land Uses

<u>Land Use</u>	<u>Acres</u>	<u>Percent</u>
Residential		
Low Density (less than 8 DU/Acre)	2.6	0.9
Medium Density (16-25 DU/Acre)	17.6	6.3
Buckeye Quarry	89.3	31.9
Special Institutional (Church)	17.2	6.1
Industrial-Commercial	7.2	2.6
Park and Open Space	142.2	50.8
Street Rights-of-Way (Underdahl Road)	3.9	1.4
Total	280.0	100.0

Residential Uses

While there are potential constraints on the site that need to be carefully addressed, the Fobes property located just east of Interstate Highway 39-90 is generally suitable for medium density residential development at an average density of 16 to 25 units per developable acre. The property generally slopes downward from east to west toward the Interstate Highway, and most of the higher-elevation lands in the wider, northern portions of the property can be served by extension of City of Madison sewer and water services currently being provided to the Cottage Grove Neighborhood north of Buckeye Road. The southernmost portion of the Fobes property appears too narrow to be developed effectively, with little opportunity to provide a buffer along the adjacent quarry and Interstate Highway, and perhaps too low for gravity sewer service

toward Buckeye Road. The northwest corner of the property is a low point, and is the recommended location for required stormwater detention facilities.

There is an active quarry on the adjacent property to the east and detailed site and building plans for future development of the Fobes property will need to take particular care to mitigate any potential negative impacts from quarry operations to the extent feasible---including the impacts due to blasting noise and vibration. As noted below, the Buckeye Quarry is expected to be in operation for the foreseeable future, and will be expanding the quarry pit to the west and south as operations continue. In general, blasting on the faces of the quarry will have greater off-site impacts than blasting on the quarry floor, and while the quarry is operating well-within established parameters, it is inevitable that future quarry operations will continue to have some impact on surrounding properties; and that these impacts will be considered less tolerable by some residents than by others.

Residential development on the Fobes property will also require mitigation of potential noise impacts from the Interstate Highway adjacent to the west as needed to comply with Wisconsin Department of Transportation TRANS 405 regulations. This may be relatively easier to accomplish where the property elevation is higher than the Interstate, but might require more extensive berms or other measures at the northwest corner of the property where the elevations are lower.

Property owners and potential developers of the Fobes property have the responsibility to determine and implement any measures that may be needed to mitigate to the extent feasible potential noise and vibration impacts resulting from operations on the adjacent quarry property, and will be required as a condition of approval to provide notice to future purchasers of lots or condominium units, and to future lessees of rental units, developed on the property that there is an active quarry on the adjacent property that is expected to be in operation for many years. Potential developers of the Fobes property also have the responsibility to determine how WisDOT TRANS 405 highway noise attenuation regulations may affect the plans or costs to develop the property, and to take the measures needed to comply with these regulations.

The only other residential land uses recommended within the amendment area in the near term are the existing low-density residential uses distributed along the south frontage of Buckeye Road, including the homes adjacent to the small industrial-commercial area just east of Underdahl road. While traffic increases and highway improvements on Buckeye Road and Sprecher Road might make the location relatively less attractive as a residential location in the future, there is no reason to recommend an alternative use at this time, and they may continue to be suitable residential locations as well, depending on other land use changes.

Buckeye Quarry

The Buckeye Quarry on the Yahara Materials property is an existing use that has been operating at the current location for many years. As noted above, the quarry is expected to continue in operation for at least the next 10 to 20 years or longer. The majority of the active quarry is located in the Town of Blooming Grove, but as mining expands to the south, more of the operations will be on the portion of the property within the City of Madison. There have been some complaints from area residents about impacts from quarry operations from time to time,

and there was a survey of surrounding residents conducted in Spring 2005 by City Engineering regarding quarry impacts. However, monitoring conducted through Spring 2006 determined that the quarry is operating well within the parameters established by State of Wisconsin and Dane County regulations regarding off-site noise or vibration. Several modifications were recently made to the blasting procedures which appear to have reduced the complaints from at least some residents.

Because there are existing and planned residential uses in relatively close proximity, the quarry should do what it can to minimize any negative off-site impacts; but it is also the responsibility of developers and future residents on adjacent properties to recognize that there is an active quarry nearby and there almost certainly will be some perceived impacts on surrounding lands.

The quarry has filed the required Reclamation Plan with Dane County, and this plan provides for the future reclamation and use of the property after mining operations cease. Because the property is currently zoned A-1EX Exclusive Agriculture District (Dane County zoning), the reclamation plan is required to show the lands being returned to agricultural uses. Realistically, however, the eventual future use of the property will not be agriculture, but an appropriate urban use reflecting its location in the metropolitan area. The owner has indicated that he would like to redevelop the property primarily with residential uses once the quarry operations end, and that the reclamation plan is designed to accommodate this future use, although additional detailing may be required to assure that future development can be provided with the recommended street and pedestrian/bicycle connections, including to the adjacent Fobes property (see the Recommended Long-Term Land Uses and Transportation Recommendations sections).

Special Institutional Uses

The location recommended in both the near-term and long-term for Special Institutional land uses is the current site of the Grace Evangelical Church on Buckeye Road, just north of the Union Pacific Railroad tracks. This recently-constructed church is a good use for this relatively-isolated site and the site's large size provides the potential for future expansion while still maintaining sufficient open space and landscaping on the property to create a good relationship and transition to the protected open space on the Dane County property adjacent to the west.

Other Industrial-Commercial Uses

The location recommended in the near-term for general industrial-commercial uses is the site south of Buckeye Road where a mixed variety of business and storage uses are currently operating in or adjacent to the property also known as the "Buckeye Industrial Park." These mixed uses (and several small enclave home sites) apparently developed over a fairly long period of time and now occupy most of this small strip of higher ground surrounded by non-developable wetlands. As discussed below in the long-term recommendations section, this site too small to support much business expansion, and is not a location recommended for future more-intensive industrial-commercial or general retail redevelopment. But for the foreseeable future, there is no reason not to expect continued utilization of the site by essentially the current uses. As discussed below, the appropriateness of any potential future changes in land use will depend in part on what occurs on surrounding properties.

Park and Open Space Uses

About 155 acres within the Buckeye Amendment Area are recommended for preservation as permanent open space where no development should be allowed, including a wooded drumlin, and large areas of wetland, floodplains and associated upland meadows. These significant natural features were recognized in the 1990 *Peripheral Area Development Plan*, which designated them as part of the large Permanent Open Space district generally encompassing the Door Creek corridor. These same areas are also identified as recommended Park and Open Space in the 2006 *City of Madison Comprehensive Plan*.

Some of the recommended open space lands have been acquired by Dane County to ensure their long-term preservation, while other valuable open space areas remain in private ownership, including the Gahan property, the Pfefferle property and part of the southeast portion of the Yahara Materials property. Some of these lands might eventually be acquired by a public entity as part of a long-term preservation strategy, but the recommendation that an area be preserved in open space uses does not necessarily mean that the property needs to be in public ownership, or that lands in public ownership necessarily need to offer general public access. The primary objective is to preserve as much of these valuable natural areas as possible---preferably as part of a larger contiguous open space system. Additional lands may be acquired by the public in the future if financial resources are available; but the recommended open space areas also include portions of properties that are expected to remain in private ownership, but where future development should be directed to other parts of the property. The intent of the recommendation is to explore a variety of public and private approaches to preserving the identified lands.

Detailed plans for the long-term management and utilization of the publicly-owned open space properties have not been developed at this time. Whether there will be any planned recreational or educational functions or extent to which public access to the open space will be provided, for example, will depend on what is needed to protect the resource and, and other factors not determined at this time.

RECOMMENDED LONG-TERM LAND USES (MAP 7)

For most of the Buckeye Amendment Area, the recommended long-term land uses are the same as the recommended near-term land uses. The near and long-term recommendations differ only for the Yahara Materials property where the Buckeye Quarry currently is operating, and for the small industrial-commercial area just east of Underdahl Road.

<u>Land Use</u>	<u>Acres</u>	<u>Percent</u>
Residential		
Low Density (less than 8 DU/Acre)	1.8	0.6
Low-Med Density (8-15 DU/Acre)	72.5	25.9
Medium Density (16-25 DU/Acre)	17.6	6.3
Special Institutional (Church)	17.2	6.1
Park and Open Space	159.0	56.8
Alternate Use - Open Space or Residential	8.0	2.9
Street Rights-of-Way (Underdahl Road)	3.9	1.4
Total	280.0	100.0

Residential Uses

Fobes Property. Medium density residential uses with an average density of 16 to 25 units per acre are recommended on the Fobes property, as described in the Recommended Near-Term Land Uses section.

Yahara Materials Property. At the future time that the Buckeye Quarry ceases, it is recommended that a large portion of the site be developed with residential uses at an average low-medium density of 8 to 15 units per acres. Within this overall average, it is recommended that a different densities be developed on specific portions of the property, with, for example, higher densities in the medium-density range located nearer Buckeye Road, and low-density uses farther south---perhaps located around ponds that might be created as part of the final re-grading of the former quarry.

It is also recommended that, in addition to near and long-term preservation of the southeastern portion of the property which includes the southern end of the wooded drumlin, a substantial natural open space area also be retained and/or restored on the southern portion of the property closest to the railroad right-of-way and planned future bicycle trail. This open space might be integrated with some of low-density residential development on the southern half of the property, as described above. The reclamation and final grading plan for the quarry should also provide for the future public loop street connection with the northern portion of the Fobes property, and for future pedestrian and bicycle linkages, as described in the Transportation section.

The existing quarry is currently expected to continue to operate for at least several decades or longer, and the long-term recommendations for the property made in this amendment should be considered preliminary, with more detailed recommendations to be developed at a future time when closing of the quarry is more imminent.

Other Residential Properties. The few existing residential properties located along Buckeye Road west of Underdahl Road are recommended to continue in their current uses

Special Institutional Uses

The site of the existing Grace Evangelical Church is recommended to continue in its current Special Institutional use.

Park and Open Space Uses

All of the lands recommended for near-term preservation in park and open space uses are also recommended for long-term preservation in park and open space uses. In addition to the potential long-term conversion of all or some portions of the current industrial-commercial area to open space uses discussed below, it is also recommended that parts of the southern portion of the Buckeye Quarry excavation area be restored to open space uses once the quarry operation ceases. Note that this is in addition to the near-term recommendation that the portion of the drumlin located on the Yahara Materials property be protected. On Map 7 the recommendation

to restore part of the mining area as open space is illustrated conceptually by an approximately 17-acre additional open space area; but the area could have a different size or shape than illustrated, and might be also integrated with some low-density residential uses as described in the residential land use section. Depending on the amount of future residential development on the property, a public park might be needed to serve the future residents, and this potential use is included in the conceptual recommended additional open space, although the actual location of any future park facility would need to be determined as part of the planning for the future residential development. This recommendation will also need to be detailed at a future time when the closing of the quarry is more imminent.

Alternative Future Use Area - Open Space or Residential Use

The long-term land use recommendation of “Open Space or Residential Uses” applied to the existing small industrial-commercial area located just east of Underdahl Road reflects the current uncertainty regarding the potential alternative uses if the current land uses on this site terminate at some future time.

For a variety of reasons, this site is not recommended for future more-intensive redevelopment with industrial-commercial uses similar to what currently exists. The relatively small site occupies virtually all of the available high ground at this location and is closely bounded on the south and east by wetlands recommended for open space preservation. Additional permanent open space owned by Dane County is also located along the east side of the planned future realignment of Sprecher Road north of current North of Buckeye Road, and the current industrial-commercial site will become the “terminal view” for southbound traffic on this planned parkway. This suggests that more appropriate future uses for this site could include reclaiming and restoring at least portions of the site to create some upland open space adjacent to the surrounding wetlands. If restoration and preservation of the site for open space uses is not feasible, then the alternative of limited residential development with complementary on-site landscaping would be more-visually and functionally compatible with the surrounding open space uses than would redevelopment with new commercial or industrial uses. As with the Buckeye Quarry site, there is no reason to expect that the current uses in this existing industrial-commercial area will not continue for the foreseeable future---perhaps for many years, and the long-term recommendations for the property made in this amendment should be considered preliminary. The most appropriate ultimate use of these lands may be determined in part by the future land uses developed on other properties in the area---including the degree of success in creating a wide permanent open space corridor along the Door Creek valley and its associated wetlands and uplands.

TRANSPORTATION RECOMMENDATIONS (MAPS 6 AND 7)

Major Roadways

Primary access to the Buckeye Amendment Area will continue to be provided from Buckeye Road (CTH AB), and no additional through roads serving the area are anticipated due to the Interstate Highway on the west and the railroad and extensive wetlands to the south. Buckeye Road is classified as a minor arterial, and is recommended to be developed as a two-lane urban

street with a median, and curb and gutter, bicycle lanes, and sidewalks on both sides. The recommended right-of-way is from 90 to 104 feet to accommodate the planned improvements, including potential turn lanes, pedestrian islands, traffic circles or other features as needed. No general reconstruction of Buckeye Road is currently scheduled and these improvements may be made incrementally over time as adjacent lands are developed and opportunities are available. Reconstruction of the Buckeye Road bridge crossing Interstate Highway 39-90 is currently scheduled for 2008, and will provide two traffic lanes (without a median but aligned with the planned roadway at both ends of the bridge), bicycle lanes, and sidewalks connecting the Cottage Grove Neighborhood with other neighborhoods west of the Interstate.

Since at least the time that the *Cottage Grove Neighborhood Development Plan* was adopted in 1992, it has been recommended to realign the southern segment of Sprecher Road (south of Cottage Grove Road) from its current alignment between the Rambling Acres plat in the Town of Blooming Grove and the large drumlin that forms the western edge of the Door Creek valley, to a new alignment east of his same drumlin. Sprecher Road is a planned major arterial and the relocated segment will be developed as a four-lane parkway with bicycle lanes, limited street access, and no driveway access to adjacent properties. Much of the land east of the new parkway will be maintained as permanent open space as part of the planned Door Creek open space and recreational corridor. The recommended right-of-way for reconstructed Sprecher Road is 120 feet. As a part of its realignment, relocated Sprecher Road will become the more-direct through road, and Buckeye Road will have a T-intersection with it---essentially reversing the current arrangement. The reconfigured intersection will reduce potential traffic conflicts and congestion that could otherwise develop at the current intersection as traffic volumes on both Sprecher Road and Buckeye Road continue to increase. The City of Madison has already acquired most of the necessary right-of-way for the Sprecher Road realignment and has tentatively scheduled the project south to Buckeye Road for 2009, subject to availability of funding. No reconstruction of Sprecher Road south of the new intersection with Buckeye Road is scheduled at this time. Once the realigned segment of Sprecher Road is constructed, the existing segment of Sprecher Road between Cottage Grove Road and Buckeye Road will become a local street primarily serving the adjacent neighborhood.

Local Streets

The only local street currently serving the Buckeye Amendment Area is Underdahl Road, which provides access to a couple of properties near its intersection with Buckeye Road, as well as access to a single residence located just south of the Union Pacific Railroad tracks, where the road ends. South of the two properties by Buckeye Road, Underdahl Road has a gravel surface, which seems appropriate to its limited use, and visually compatible with the adjacent natural areas and wetlands. Although virtually all of the other lands with frontage on this roadway are recommended for preservation as undeveloped open space, the road is useful in providing access to these open space areas as needed, as well as to the property south of the railroad---and potentially to the planned bicycle trail located generally along the railroad alignment (see Pedestrian and Bicycle Facilities, below).

A large portion of the Buckeye Amendment Area is recommended for open space preservation, and Buckeye Road and/or Underdahl Road provide adequate public street access to the limited

development areas recommended east of Underdahl. However, the Fobes and Yahara Materials properties together represent a relatively large potential development area, and additional public street access into the properties from Buckeye Road is desirable. If possible, a local street should create a “loop” connection, and should have access points on Buckeye Road aligned with existing streets on the north side of Buckeye. Because these streets provide relatively direct routes through the Cottage Grove Neighborhood north of Buckeye Road, the recommended access points for a future loop street connection into the residential development area south of Buckeye are opposite Cottontail Trail at the eastern edge of the Fobes property, and opposite Sprecher Road at the easternmost edge of the Yahara Materials property. Additional access points could also be considered, provided that adequate intersection spacing is maintained.

Because the Yahara Materials property is not expected to develop for many years, and due to the grades that might remain at some locations along the perimeter of the former quarry pit, it is important that allowance for future street (and pedestrian/bicycle) connections with the Fobes property be incorporated in the quarry reclamation grading plan. It is premature to suggest specific street alignments or whether additional access points on Buckeye Road should be part of the future development of the Yahara Materials property; but these issues will be considered at the time that more-detailed redevelopment plans are prepared.

Bicycle and Pedestrian Facilities

As noted above, bicycle lanes are planned along both Buckeye Road and Sprecher Road, and these plans will be implemented as the roadways are reconstructed and adjacent lands are developed. The planned 2008 reconstruction of the bridge over the Interstate Highway will provide bicycle lanes and sidewalks connecting the Cottage Grove Neighborhood with the neighborhood west of the highway.

Adopted bicycle facility plans recommend construction of a connection between the Capital City Bicycle Trail and Glacial Drumlin Bicycle Trail generally following the alignment of the existing Union Pacific Railroad right-of-way* completing the link between these important regional facilities. The exact alignment of this recommended bicycle path is still uncertain, and at this time, very little of the necessary right-of-way has been acquired and no improvements have been constructed within the Buckeye Amendment Area. When completed, this planned bicycle facility will become an important transportation choice for residents of the Cottage Grove Neighborhood, providing an alternative way to reach to many local and regional destinations.

In order to facilitate access by present and future neighborhood residents to the planned future extension of the Capital City Trail, it is recommended that additional bicycle facilities be developed within the Buckeye Amendment Area. A future bicycle route established along the recommended future public street connection into the amendment area opposite Cottontail Trail would provide a good connection with the residential area north of Buckeye Road at a location that might also have a signal or other improvement to aid in crossing, if traffic volumes make

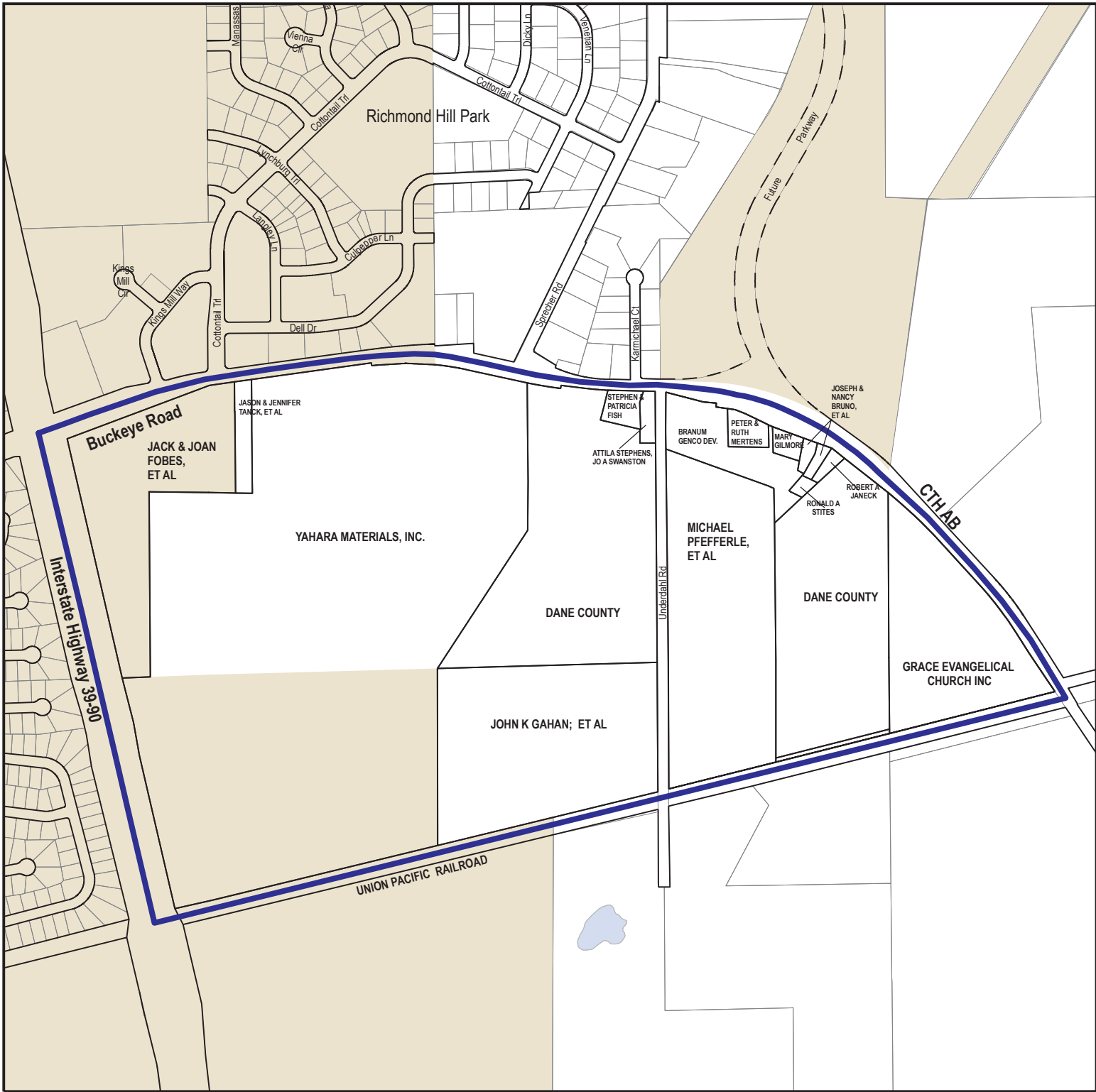
* Note that the routes of proposed future bicycle paths shown in adopted bicycle plans that include the Buckeye Amendment Area are somewhat conceptual. Final routes and specific trail alignments will be determined as the necessary right-of-way is acquired and more detailed facility plans are prepared.

that necessary in the future. A connection to the Capital City Trail through the long-term future residential development on the Yahara Materials property could be provided either along the internal street system serving the development and/or on a separate off-street bicycle path. Current adopted bicycle plans also recommend a connection between the future extension of the Capital City Trail and other planned bicycle paths continuing northward through the Door Creek open space corridor. While there may be other possibilities, the lightly-used Underdahl Road is recommended in this amendment to the Cottage Grove Neighborhood Development Plan as a potential location for this connection. Underdahl Road begins at Buckeye Road very close to the future intersection with relocated Sprecher Road parkway, where traffic controls would facilitate crossing this future major arterial to get to the Door Creek open space corridor east of the parkway. And Underdahl ends just south of the Union Pacific Railroad tracks where it already has a grade crossing, which could be important if the Capital City Trail extension ultimately is located on the south side of the railroad right-of-way. Because it is a public street, Underdahl Road also could provide vehicular access to a future trailhead along the Capital City Trail in the event that development of such a facility is considered at some future time.

In addition to the recommended bicycle facilities located largely within existing or planned future public rights-of-way, private pedestrian/bicycle improvements are recommended within any future development on the Fobes property so that future residents of this area will also have convenient access to the planned Capital City Trail extension. It is recommended that site design for the Fobes property include planning for a pedestrian/bicycle path extending to the south property line, and another pedestrian/bicycle path extending to the east property line adjacent to the westernmost portion of the Yahara Materials property. The southern path might help create a future opportunity to connect with the Capital City Trail (across the southwestern corner of the Yahara Materials property) much sooner than the time that the quarry property is redeveloped with other uses. The path to the east would provide additional bicycle-pedestrian connectivity with the future residential development on the Yahara Materials property when that property is eventually redeveloped---important because the recommended street connection between the two properties will be near the northern edge of the properties. The actual implementation of these recommendations should occur at the time that the Capital City Trail extension is completed and the necessary connections across other properties become available.

Transit Service

Madison Metro peak-hour bus service is currently provided to the Richmond Hill residential area just north of Buckeye Road (Routes 14 and 15), and this service would also serve riders in the amendment area south of Buckeye Road. It is recommended that increased levels of transit service be extended to the southern portion of the Cottage Grove Neighborhood, including the Richmond Hill area and future residential developments in the Buckeye Amendment Area, as soon as ridership demand and fiscal considerations permit.



Draft
Map 1
Ownership and Municipal Jurisdiction

Cottage Grove
 Neighborhood Development Plan
 Buckeye Amendment Area

City of Madison
 November 2006

-  Buckeye Amendment Area
-  City of Madison

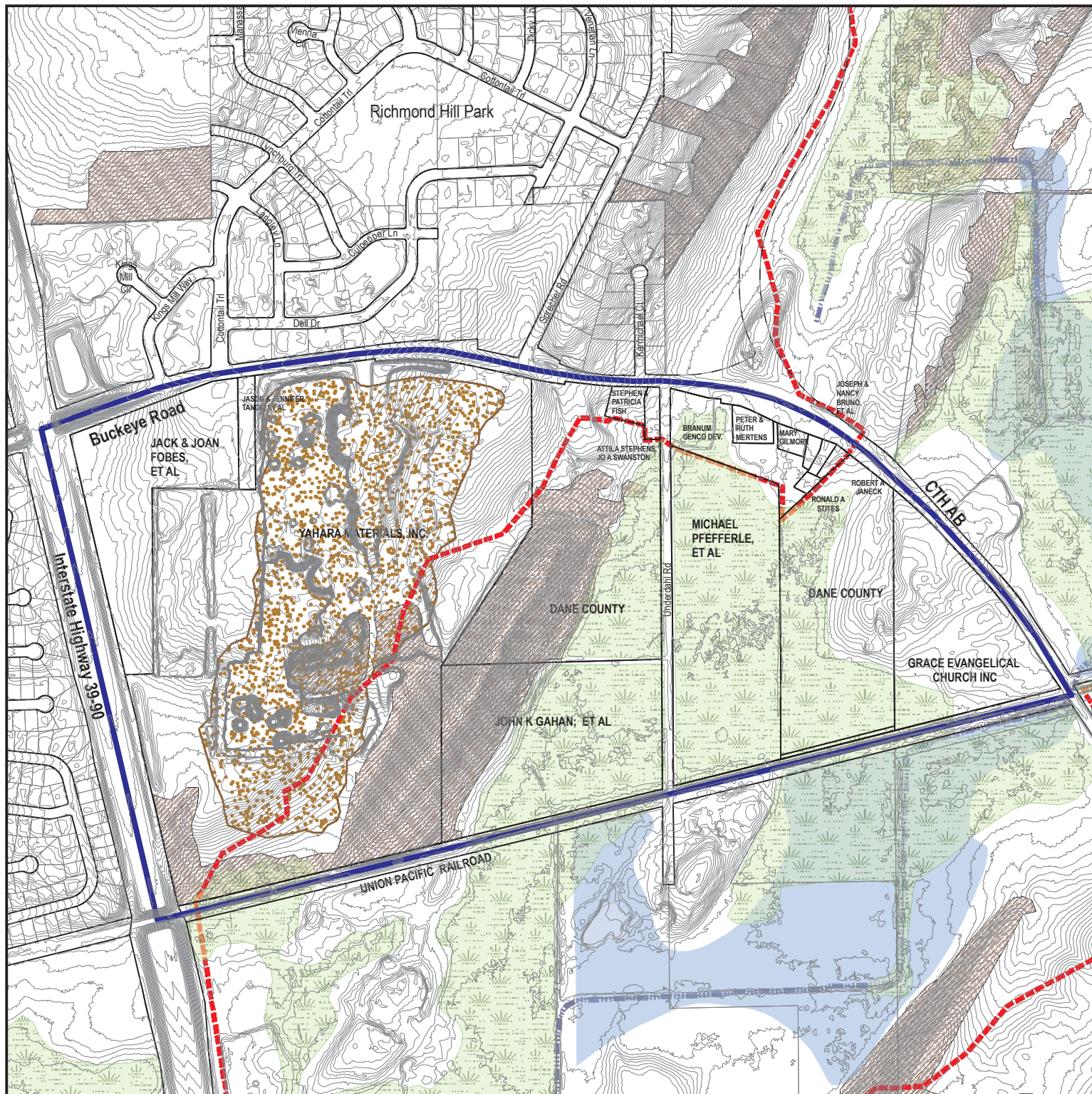
Source:
 City of Madison Department of Planning & Development
 Planning Unit, October 10, 2006, slm



Draft
Map 2 Natural Features

Cottage Grove
 Neighborhood Development Plan
 Buckeye Amendment Area

City of Madison
 November 2006



-  Buckeye Amendment Area
-  Blooming Grove Drumlin Area
-  Streams
-  Wetland
-  Flood Plain
-  Woodland
-  Existing Quarry
-  2-foot Elevation Contours

Source:
 City of Madison Department of Planning & Development
 Planning Unit, October 10, 2006, slm

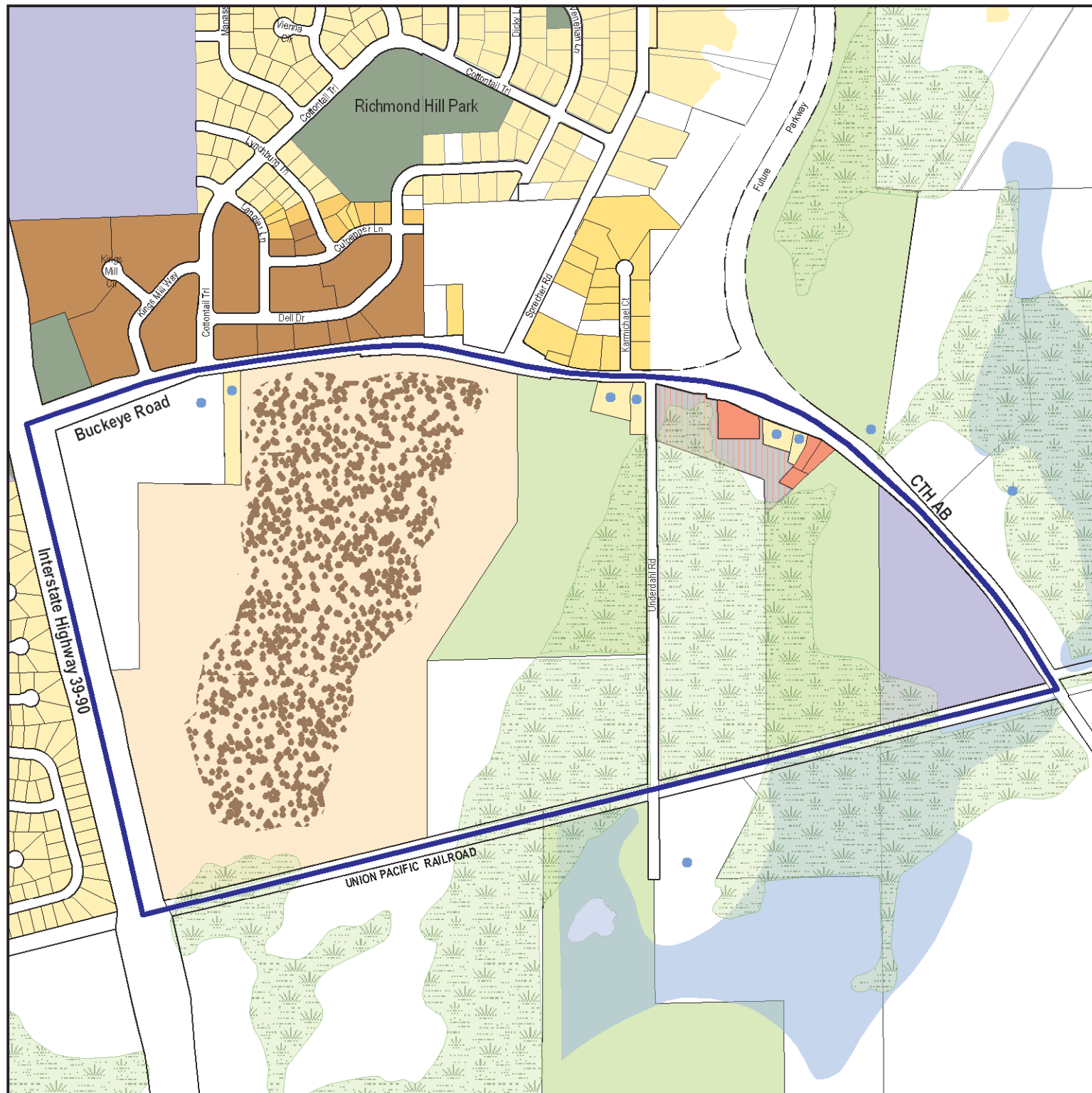
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Draft
Map 3 Existing Land Use

Cottage Grove
Neighborhood Development Plan
Buckeye Amendment Area

City of Madison
November 2006



☐ Buckeye Amendment Area



Wetland

Flood Plain

Land Use:

Residential - Single Family

Residential - Two Family

Residential - Multi-Family

Commercial

Industrial - Commercial

 Quarry

Institutional

■ Park and Drainage

Publicly Owned Open Space

☐ Agriculture and Vacant

- Existing House

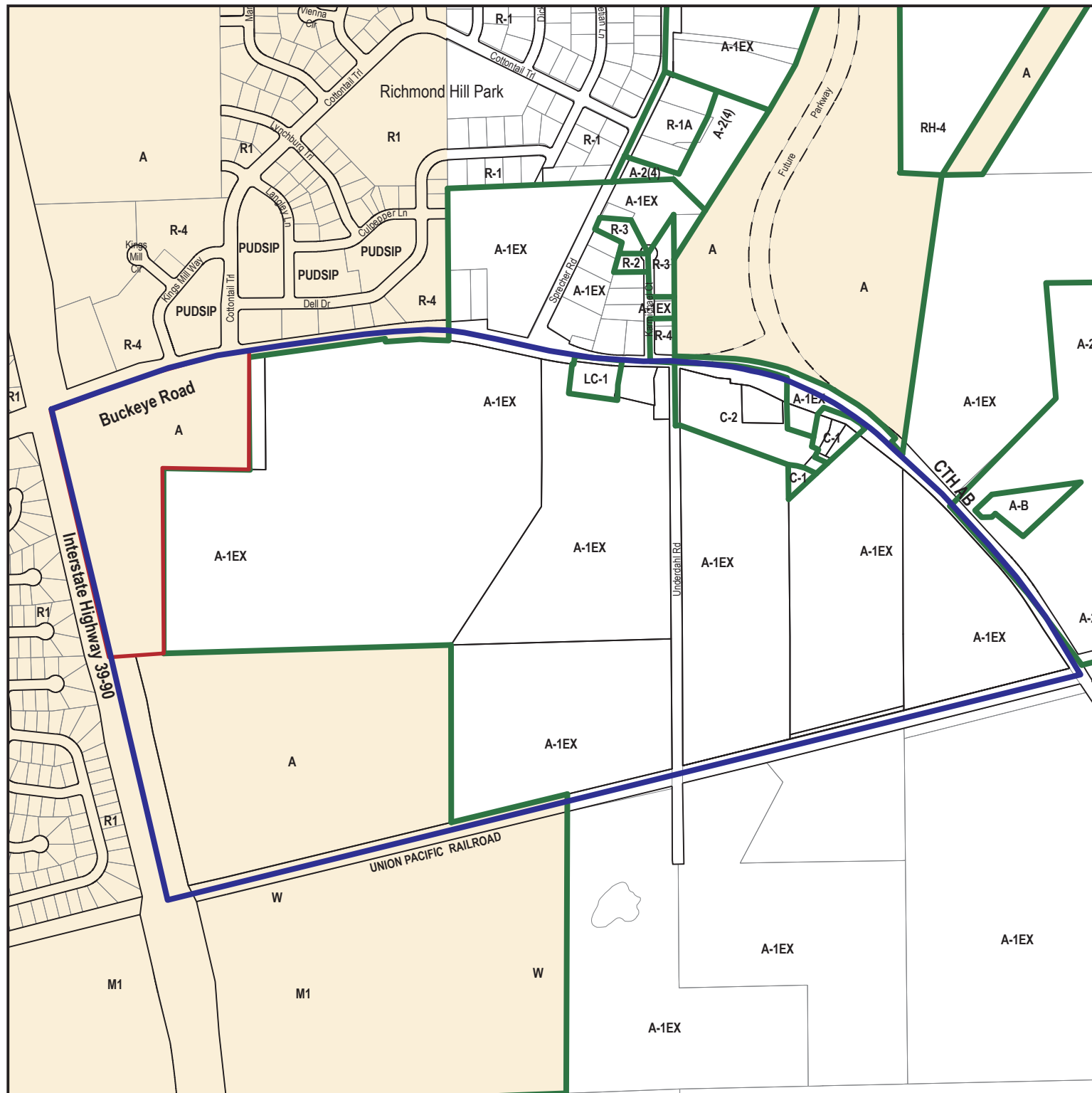
Source:
City of Madison Department of Planning & Development
Planning Unit, October 10, 2006 slm



Draft Map 4 Existing Zoning

Cottage Grove
Neighborhood Development Plan
Buckeye Amendment Area

City of Madison
November 2006



Buckeye Amendment Area

City of Madison

CITY OF MADISON ZONING DISTRICTS

A - Agriculture

R1 & R2 - Single Family Residential Districts

R3 - Single Family and Two-Family Residential

R4 - General Residential District (SF, 2F, MF)

M1 - Manufacturing

PUDSIP - Planned Unit Development

W - WETLAND

DANE COUNTY ZONING DISTRICTS

A-1EX - Agriculture Exclusive

A-2(4) - Agriculture District (minimum 4 acres)

A-2(8) - Agriculture District (minimum 8 acres)

R-1
R-1A
R-2
R-3

Single Family Residential Districts

R-4 - Residence District (SF, Duplex, MF)

RH-4 - Rural Homes District (farmette)

LC-1 - Limited Commercial District

C-1 - Retail & Services Commercial District

C-2 - Retail and Services Commercial District

Source:
City of Madison Department of Planning & Development
Planning Unit, October 10, 2006, slm

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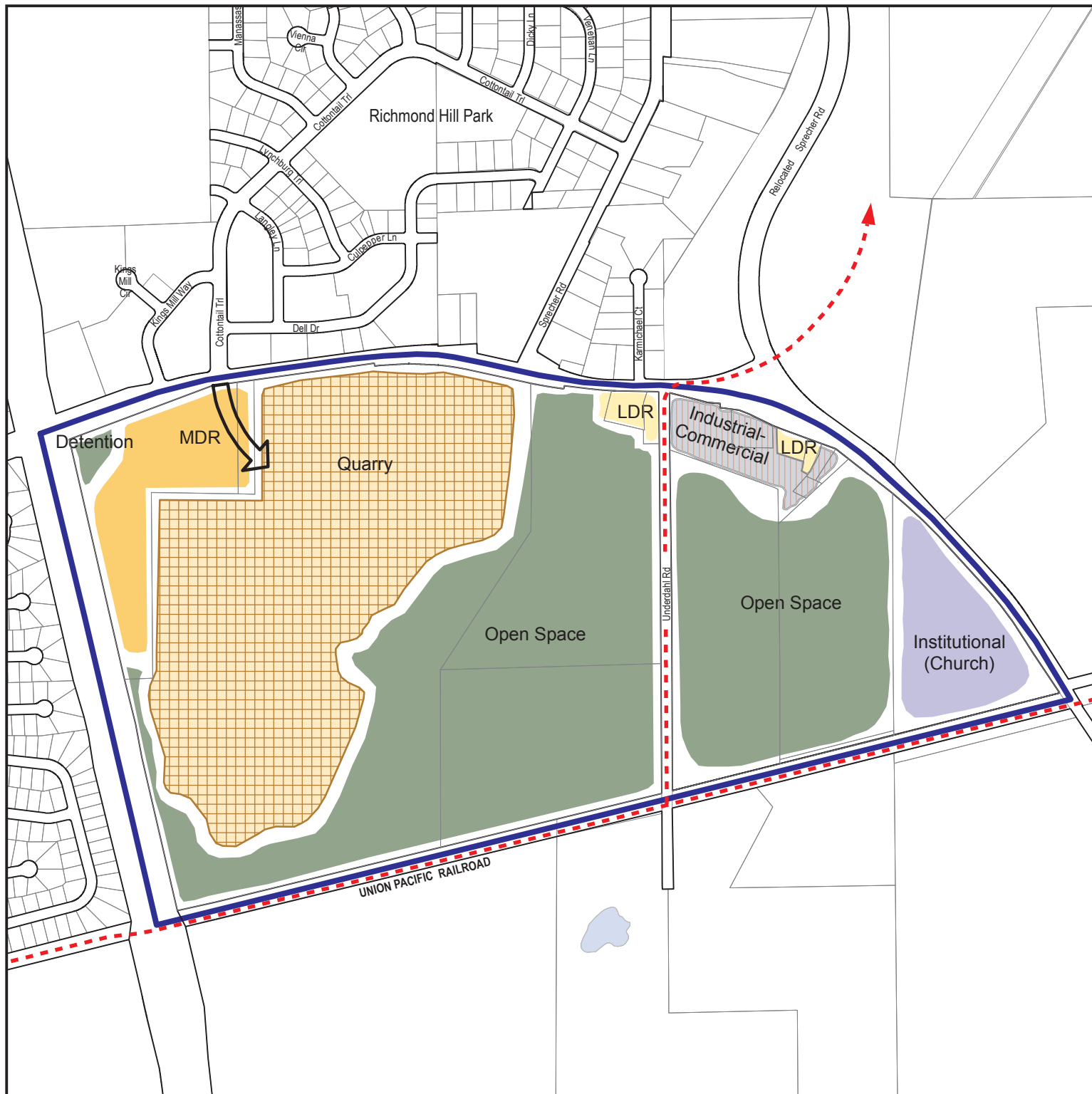
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Revised Draft
Map 6 Recommended
Land Use
Near Term

Cottage Grove
Neighborhood Development Plan
Buckeye Amendment Area

City of Madison
November 2006



Buckeye Amendment Area

Recommended Land Uses

Low Density Residential
(less than 8 DU/Acre)

Med. Density Residential
(16 - 25 DU/Acre)

Industrial-Commercial

Institutional (Church)

Open Space

Quarry

Future Public Street

Bicycle Trail or Route
(conceptual)

Source:
City of Madison Department of Planning & Development
Planning Unit, October 10, 2006, slm

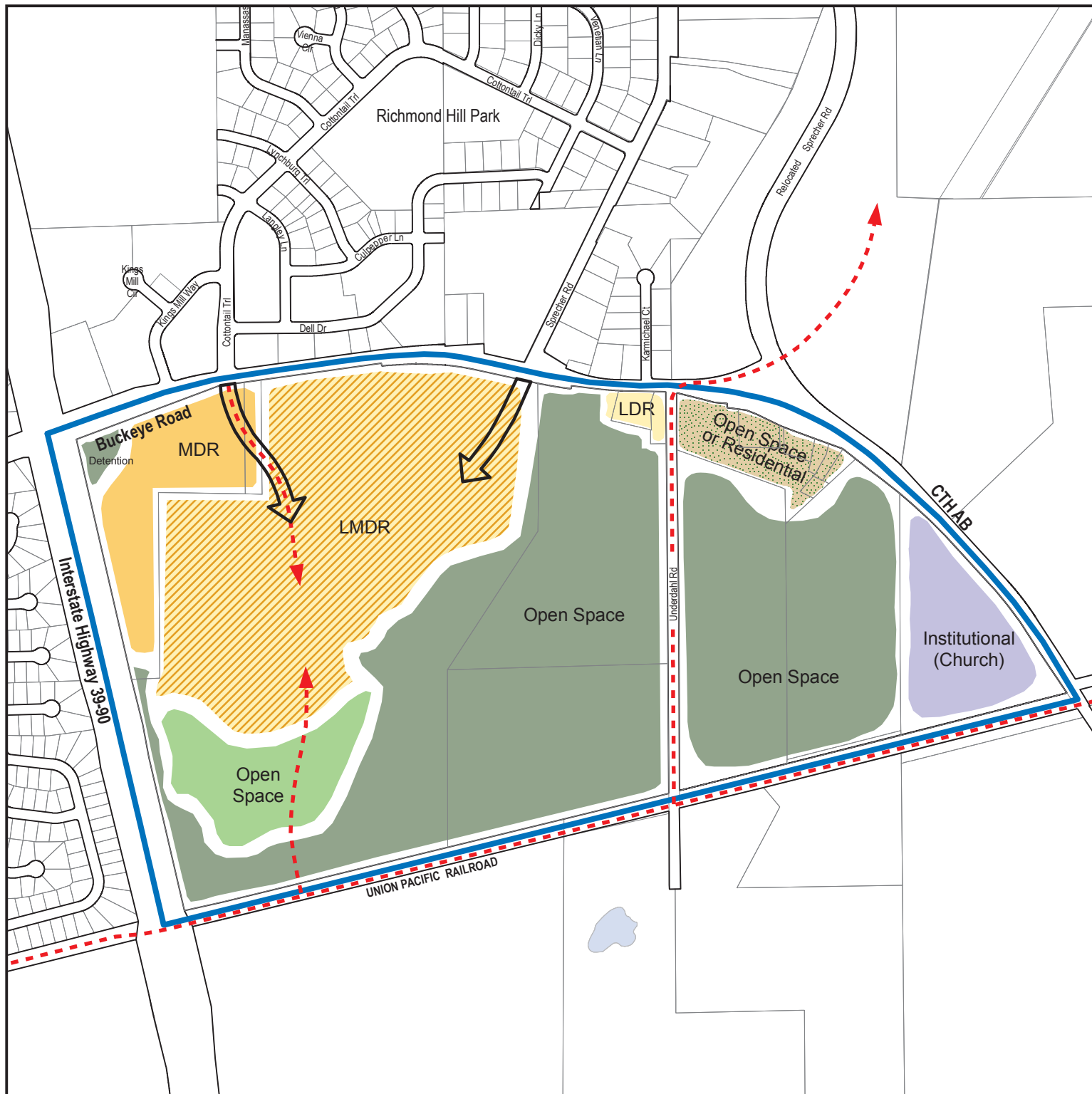
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Revised Draft
Map 7 Recommended
Land Use
Long Term










Cottage Grove
Neighborhood Development Plan
Buckeye Amendment Area

City of Madison
November 2006



 Buckeye Amendment Area

Recommended Land Uses:

-  Low Density Res. - Less than 8 du's/acre
-  Low - Med. Density Res. - 8-15 DU/Acre
-  Med. Density Res. - 16-25 dwelling units/acre
-  Open Space or Residential
-  Institutional (Church)
-  Open Space or Drainage
-  Open Space
-  Future Public Street
-  Bicycle Trail or Route (conceptual)

Source:
City of Madison Department of Planning & Development
Planning Unit, October 10, 2006 slm

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