

Nelson Neighborhood Development Plan

Recommendations for Land Use and Development

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

March 1992

Amendments Adopted:

August 1993

March 1999

July 2001

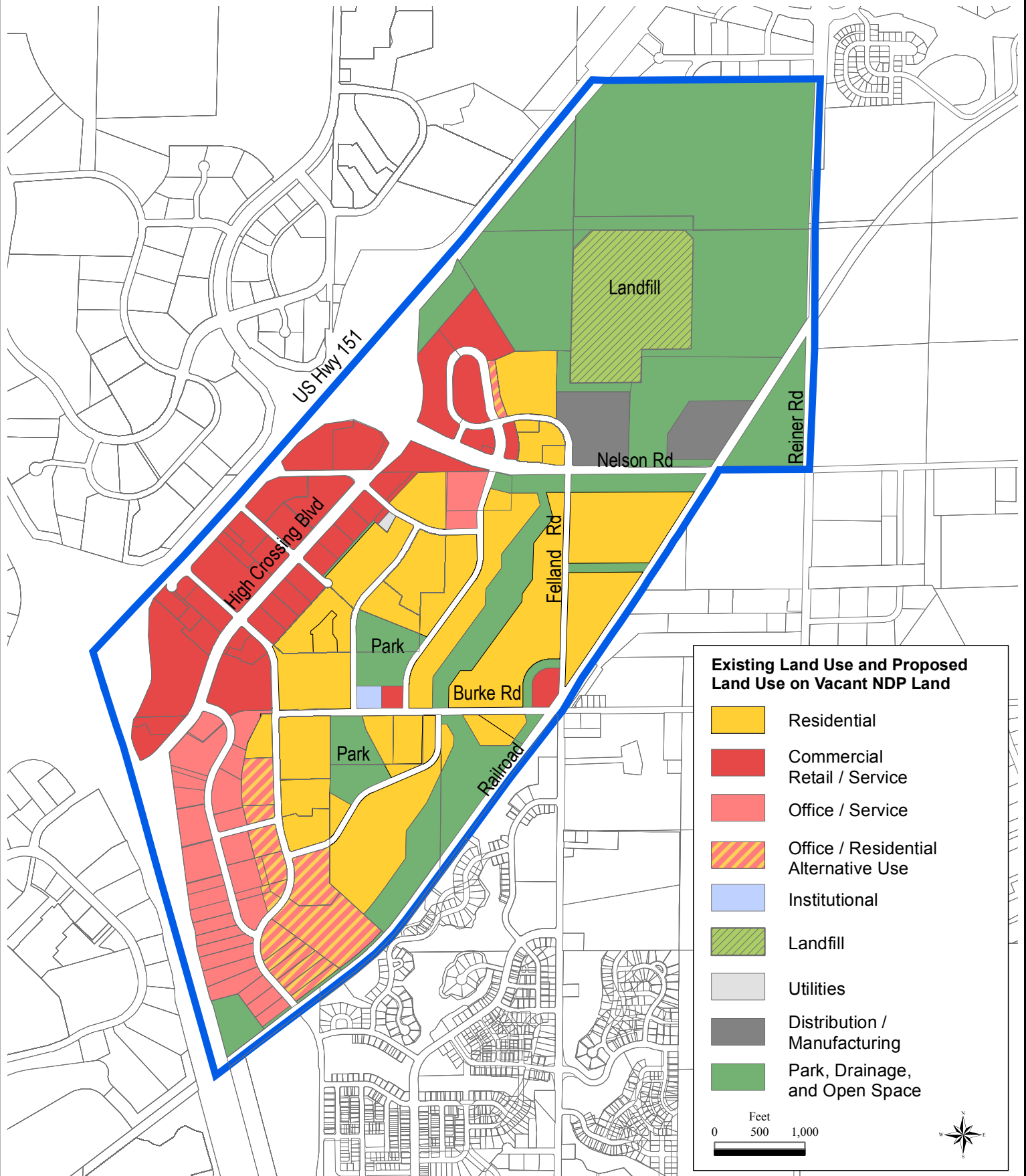
March 2005

January 2009

July 2017

Nelson Neighborhood Development Plan

As Adopted March 1992, Amended August 1993, March 1999, July 2001, March 2005, January 2009, July 2017 and implemented through subdivision and zoning approvals



City of Madison
NELSON NEIGHBORHOOD
DEVELOPMENT PLAN

Department of Planning and Development
Planning Unit

Adopted:

Madison City Plan Commission

March 2, 1992

Madison Common Council

March 17, 1992

CITY OF MADISON

NELSON NEIGHBORHOOD DEVELOPMENT PLAN

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INTRODUCTION

The Peripheral Area Development Plan, adopted by the Madison Common council in December 1990, makes recommendations for long-term land use and development on all the peripheral area lands surrounding Madison's current urban edge. Those peripheral area lands recommended as the locations for future urban development and long-term City of Madison growth are designated in the plan as Urban Expansion districts. The Urban Expansion-A districts identify the locations where City of Madison urban services can be most easily and efficiently provided, and where urban development is already occurring or is expected to begin within one to five years. The Urban Expansion-B districts identify lands suitable for eventual urban development and City of Madison expansion, but generally not recommended for development in the near- to mid-term.

The Peripheral Area Development Plan also recommends that a Neighborhood Development Plan be prepared for all Urban Expansion districts, beginning with those where urban development is already occurring, or is expected to begin soon. The purpose of the Neighborhood Development Plan is to provide more detailed recommendations that will guide and direct future urban development within the designated expansion districts. The Peripheral Area Development Plan requires that the City adopt a Neighborhood Development Plan for any portion of an Urban Expansion district where near-term development is anticipated before initiating a request for an amendment to the Central Urban Service Area to include such area, or before granting any additional development approvals within the area.

The Nelson Neighborhood, located south of U.S. Highway 151 and east of Interstate Highway 90-94, includes all of Planning Area E1, identified in the Peripheral Area Development Plan as an Urban Expansion-A district, and parts of Planning Areas E2 and N12, identified as an Urban Expansion-B district and a Permanent Open Space district, respectively. A portion of this area, including a significant amount of existing commercial development located just south of U.S. Highway 151, was annexed to the City of Madison in February 1991. The area has already been the subject of considerable planning activity as a result of planning for the American Center development located to the north, cooperative planning by the Cities of Madison and Sun Prairie regarding community separation, and negotiations with landowners related to the annexation. The Nelson Neighborhood Development Plan expands upon these earlier activities, and makes land use and development recommendations for an area totaling approximately 870 acres.

EXISTING CONDITIONS IN THE NELSON NEIGHBORHOOD

The Nelson Neighborhood is defined as the area bounded by Interstate Highway 90-94 on the west, U.S. Highway 151 and the current City of Sun Prairie limits on the north, Reiner Road on the east and Nelson Road and the Soo Line Railroad tracks on the south.

MUNICIPAL JURISDICTION AND PROPERTY OWNERSHIPS

The Nelson Neighborhood comprises about 870 acres, exclusive of rights-of-way. Of this total, about 46 percent, or 398 acres, are currently within the City of Madison, while the remaining 54 percent, or 472 acres, are within the Town of Burke. The northern boundary of the area defined as the Nelson Neighborhood is the current Sun Prairie city limit (see Map 1). All of the lands within the Nelson Neighborhood are within the Sun Prairie School District.

About 83 acres, or 10 percent, of the land within the Nelson Neighborhood is currently used for commercial, residential or industrial activities other than quarrying or landfill operations; another 46 acres, or 5 percent, is currently used for quarry or landfill-related activities. The balance of the lands are agricultural and undeveloped.

While there are numerous smaller ownerships (including some vacant lots) within the developed lands consist of relatively larger properties of 20 acres or greater. Larger ownerships within the Nelson Neighborhood include the following properties with a combined total of 772 acres, including 711 agricultural use or undeveloped acres.

| <u>Property</u> | <u>Total</u> | <u>Acres</u> |
|-----------------------------------|--------------|--------------------|
| | | <u>Undeveloped</u> |
| High Crossing Limited Partnership | 146 | 146 |
| Larry Burcalow | 45 | 38 |
| Helen Veith | 20 | 19 |
| Lancaster Properties, Inc. | 87 | 87 |
| William Sauvey | 39 | 38 |
| Burke Land Company | 62 | 57 |
| Lowell Smythe | 39 | 38 |
| Bartell Limited Partnership | 64 | 64 |
| Browning-Ferris Industries, Inc. | 177 | 134 |
| Harold Kidder | 34 | 32 |
| <u>Daniel Suchomel</u> | <u>59</u> | <u>58</u> |
| TOTAL | 772 | 711 |

Together, these properties comprise about 89 percent of the total land acreage within the Nelson Neighborhood, and virtually all the undeveloped land, with the exception of vacant lots in the existing commercial area north of High Crossing Boulevard.

EXISTING LAND USE

Agricultural and undeveloped lands comprise about 740 acres, or 85 percent, of the total 870 total acres within the Nelson neighborhood, while commercial uses comprise about 48 acres, or 6 percent, industrial uses about 63 acres, or 7 percent, and residential uses about 18 acres, or 2 percent (see Map 2).

EXISTING LAND USE

| <u>Land Use</u> | <u>Acres *</u> | <u>% of Total</u> |
|----------------------------------|----------------|-------------------|
| Agricultural and Undeveloped | 740 | 85 |
| Residential | 18 | 2 |
| Commercial | 48 | 6 |
| Retail | 42 | 5 |
| Service | 6 | 1 |
| Industrial | 63 | 7 |
| Landfill Operations | 39 | 4 |
| Quarry (active) | 7 | 1 |
| Manufacturing/Distribution/Other | 17 | 2 |
| <u>Parks and Open Space</u> | <u>1</u> | <u>=</u> |
| TOTAL | 870 | 100 |

* Acreage does not include mapped rights-of-way.

Agricultural Uses and Developed Land

Of the total 740 acres of agricultural and undeveloped land, 352 acres, or 48 percent, are located in the City of Madison, with the balance presently in the Town of Burke. About 27 acres of vacant land remains within the existing commercial plats located between U.S. Highway 151 and High Crossing Boulevard, in the City of Madison. Recently, the Madison Common Council also approved the High Crossing Final Plat encompassing most of the High Crossing Limited Partnership and Lancaster Properties lands currently within the Central Urban Service Area. About 67 acres are included in the final plat, all within the City of Madison.

Residential Uses

Only about 18 acres within the Nelson Neighborhood are currently devoted to residential uses. The residential uses consist entirely of individual houses, most of which are located along Burke Road and Felland Road. (In the case of dwellings located on agricultural or mixed-use parcels, an estimate has been made of the acreage used for residential purposes.) All the residences are currently in the Town of Burke.

Commercial Uses

The majority, or 39 acres, of the total 48 acres of commercial uses are located within the existing platted area between U.S. Highway 151 and High Crossing Boulevard, in the City of Madison. The predominant use here is retail, and the predominant businesses are automobile dealerships and recreational sales. Service businesses include a multi-screen movie theatre.

The remaining commercial uses are widely dispersed and include a nursing home on Burke Road, auto sales and service on the Degenhardt property, mobile home sales on the Browning-Ferris property, and several businesses on Felland Road near the Burke Road intersection. These uses are all currently within the Town of Burke.

Industrial Uses

The primary industrial uses within the Nelson Neighborhood are landfill operations and quarries. Of the 63 total acres classified as industrial use, 39 acres represent an estimate of the present operations area of the Browning-Ferris landfill in the Town of Burke. The active quarry on the Burcalow property in the City of Madison is estimated to comprise about 7 acres. The remaining industrial use lands consist of a plastics molding plant on the Sauey property, and an asphalt plant and an abandoned quarry area on the Wolf property, both currently the Town of Burke.

EXISTING ZONING

In the City of Madison, the existing commercial development area located between U.S. Highway 151 and High Crossing Boulevard is zoned C3 Highway Commercial District. Most of the undeveloped land south of High Crossing Boulevard which is also within the current Central Urban Service Area is included within the High Crossing Final Plat. The platted lands within the Central Urban Service Area are zoned either C2 General Commercial District (north of Burke Road) or RPSM Research Park-Specialized Manufacturing (south of Burke Road). The balance of the Nelson Neighborhood lands within the city are zoned A Agriculture District (see Map 3). In the City of Madison, the Agriculture zoning district is intended not only to preserve lands for agricultural use, but also to serve as a holding zone until such time as the lands are scheduled for more intensive development.

The majority of Nelson Neighborhood lands in the Town of Burke are within the Dane County A-1 Agriculture (non-exclusive) zoning district. However, there are a number of parcels zoned to the B-1 Local Business, C-1 Commercial, C-2 Commercial, and M-1 Industrial districts, mostly recognizing existing uses. Many of the uses allowed in these zoning districts would not be compatible at those locations with the types of future development recommended for the Nelson Neighborhood. There are also some houses along Felland Road zoned R-3 Residence District.

EXISTING TRANSPORTATION FACILITIES

The Nelson Neighborhood is bounded on two sides by principal arterial highways: Interstate Highway 90-94 and U.S. Highway 151. Interstate 90-94 is a freeway and does not provide direct access into the neighborhood. Upon completion of the American Parkway interchange project,

the western end of this segment of U.S. Highway 151 will also become a freeway and the only access to the neighborhood from U.S. Highway will be via the new interchange. (The mobile home sales from business located on the Browning-Ferris property is an exception. It is beyond the project limit of the current improvement and may retain its U.S. Highway 151 access until a full freeway is extended into Sun Prairie.)

Other access to and within the neighborhood is provided by Reiner Road (which forms part of the eastern boundary of the neighborhood), Felland Road, Nelson Road and Burke Road. All four of these roadways are designated in the Dane County Regional Transportation Plan as collector streets. At present, these are all two-lane rural roads, although Nelson Road is planned for upgrading between the new interchange and Reiner Road. Within the neighborhood, High Crossing Boulevard (previously named Burke Towne Drive) connects Nelson Road and the new interchange with the bridge across Interstate 90-94 to the East Springs Commercial Center and East Towne. At presently only the north one-half of High Crossing Boulevard has been constructed. The City of Madison plans to improve High Crossing to a full four-lane boulevard with a median during 1992. The local streets serving the commercial area north of High Crossing Boulevard are already constructed to urban standards and provide internal circulation to the plat.

As part of the American Parkway interchange project, a new public road and driveway was also built by the State of Wisconsin to provide access to the Degenhardt property from Nelson Road, replacing the previous access on U.S. Highway 151.

There is at present no transit service to the neighborhood and the closest bus line is the Madison Metro "A" line serving East Towne Mall. No special facilities or provisions to accommodate bicycle travel presently exist within the area.

The Soo Line Railroad tracks located along the southern boundary of the Nelson Neighborhood are still in use by the railroad. This corridor is also included in the Regional Transportation for Dane County as a Special Transportation Corridor, and also in the Bicycle Transportation Plan for Dane County as a potential location for a future bicycle trail.

NATURAL FEATURES

The predominant topographic feature of the Nelson Neighborhood is the large rock-controlled hill located between Nelson Road and the Soo Line Railroad tracks. This hill is part of a system of ridgelines running generally parallel to U.S. Highway 151 and the railroad which divides the neighborhood into several drainage basins and sub-basins (see Map 4). The highest points within the neighborhood are located along the major ridge on the High Crossing Burcalow, and Lancaster properties.

Although the tops of the major ridges tend to be more gently rounded, nearly continuous strips of steep slope are located along the hillsides. The terrain between these strips of steep slope is relatively more level and more suitable for urban development (see Map 5).

The slope adjacent to the railroad right-of-way is particularly steep, and forms the western edge of an attractive small valley through which Felland Road passes. North of Burke Road, the

Smythe and part of the Burke Land Company properties are located within the upper reaches of this valley, and the terrain here is relatively flat.

North of Nelson Road, the Degenhardt and Bartell properties are also gently sloping. The natural topography of the Browning-Ferris property has been substantially altered – first by years of quarrying activity and more recently by landfill operations. Just north of the Browning-Ferris property, another ridgeline running generally east-to-west marks the boundary between the Middle Yahara River/Starkweather Creek watershed and the Koshkonong Creek watershed.

Most of the wooded areas within the neighborhood are found in the same locations as the steep slopes, with the balance of the vacant lands consisting primarily of agricultural cropland and open fields.

SITE ANALYSIS

The Nelson Neighborhood is characterized by natural and man-made features which present both challenges and opportunities to future urban development. Important natural features include the large hill and the steep slopes and wooded areas associated with it (see Map 5). While the rocky character of the hill and steep slopes create constraints on the amount of developable area and on future road location, these same slopes provide an opportunity to use changes in elevation to separate different land uses. The topography also provides some interesting long views, both back over the city and across the valleys to the surrounding hills. Most of these views would be considered positive, but some, such as views into the landfill or the active quarries, for example, would be considered negative and ought to be screened to the extent feasible.

The existing wooded areas create additional opportunities to separate land uses and to provide a more interesting and attractive environment for future residential development. The wooded hillside along the railroad is an especially important feature that contributes immeasurably to the attractiveness of the adjacent valley. The views across this valley from Felland Road are noted as particularly attractive.

Man-made features which affect the future development of the neighborhood include the major highways and highway interchanges along the western and northern neighborhood boundary, and the impact of current and past land uses within the area. Interstate Highway 90-94 and U.S. Highway 151 create physical barriers which limit neighborhood access from the west and north. Traffic noise generated along these highways is also significant, and adjacent lands could not be used for noise sensitive activities, such as residences, without extensive mitigation measures. This is one reason that nonresidential uses are recommended closest to these highways.

Aside from the highway-oriented commercial development between U.S. Highway 151 and High Crossing Boulevard, the existing land uses which affect future development planning the most are several relatively “heavy” non-residential uses scattered at various locations within the neighborhood. These include the active quarry on the Burcalow property, the manufacturing facility in among the group of houses along Burke Road, the asphalt plant on the Wolf property, several sites used to store truck and construction equipment, and the Browning-Ferris landfill. Of these uses, the BFI landfill is the largest and, although it is at the edge of the neighborhood, it may have potentially the widest impact due to a major planned expansion which would result in

an elevated pyramidal landfill structure significantly taller than most of the surrounding terrain. The proposed landfill expansion has already been approved by the Town of Burke, and is currently awaiting final State and Federal approval. At this writing, final approval of the proposed expansion has not yet been received, but in the event that the landfill expansion proceeds, the cities of Madison and Sun Prairie are seeking to conclude a negotiated agreement with Browning-Ferris Industries that would include a BFI commitment to substantial berming and landscaping around the perimeter of the property. Other visible man-made features in the neighborhood include the electric distribution lines along Reiner, Burke, and Felland Roads.

The Soo Line Railroad track corridor has the potential for future use by alternative transportation modes also, as noted elsewhere in this report. The crossing at the Burke and Felland Road intersection could become a problem, however, particularly if this line is still in railroad use at the time these roadways need to be improved to handle larger traffic volumes.

NELSON NEIGHBORHOOD DEVELOPMENT PLAN

The recommendations of the Nelson Neighborhood Development Plan address land use, transportation, and development staging. A key recommendation of the proposed plan is that a substantial portion of the neighborhood area be used for residential development. Significant employment growth is expected to occur in the American Center development just north of the Nelson Neighborhood, in the East Towne-East Springs commercial district just to the west, and within the Nelson Neighborhood commercial development areas. New residential development within the neighborhood will provide additional convenient housing opportunities in the City Of Madison for the employees of the growth commercial centers nearby. Other recommendations address the transportation improvements that will be needed to serve growing regional, as well as local, transportation needs. The development staging recommendations provide a framework for considering the timing of urban expansion in an area characterized by some difficult land uses, divided municipal jurisdiction and multiple service extension considerations.

RECOMMENDED LAND USE

The land use recommendations for the Nelson Neighborhood seek to create an orderly transition from the highway-oriented retail and service development already established between U.S. Highway 151 and High Crossing Boulevard, to office uses on the lands adjacent to Interstate Highway 90-94, and then to residential uses in the central and eastern portions of the neighborhood. Whenever possible, the recommendations seek to take advantage of natural features within the neighborhood to define and separate land uses, and to create buffer areas between less compatible uses (see Map 6).

| PROPOSED LAND USE | | |
|---|---------------|-------------------|
| <u>Land Use</u> | <u>Acres*</u> | <u>% of Total</u> |
| Commercial | 186 | 22 |
| Retail and Service | 84 | 10 |
| Office | 78 | 9 |
| Office/Residential Alternative Use* | 24 | 3 |
| Industrial | 102 | 12 |
| Waste Disposal** | 44 | 5 |
| Distribution/Manufacturing/Service | 58 | 7 |
| Residential (Low-Medium Density) | 195 | 23 |
| Park and Open Space | 349 | 42 |
| Community Separation Area*** | 241 | 29 |
| Parks | 15 | 2 |
| Other Mapped Open Space | 93 | 11 |
| <u>Institutional (community facility)</u> | <u>1</u> | <u>=</u> |
| TOTAL | 833 | 100 |

* Acreage does not include mapped rights-of-way.

** See text for description of Office/Residential Alternative Use area.

*** Landfill operations area will become part of community separation open space area upon closure (Acreage is for area shown on Map 6).

North of Nelson Road, adjacent to the new interchange and the Browning-Ferris landfill, manufacturing, distribution and service uses are recommended. The balance of the BFI property not used for landfill operations, together with the lands to the north and east, are recommended for open space uses as part of the proposed Madison-Sun Prairie Community Separation corridor. Specific recommended land uses are described by type of use below.

Commercial Uses

About 186 acres are proposed for commercial uses within the Nelson Neighborhood. The 24-acre Office/Residential Alternative Use area is included in this total. Recommended locations for two general types of commercial use are identified: retail sales and service uses, and office uses including office support activities and selected business and consumer services.

Retail and Service Uses

Approximately 84 total acres are recommended for retail sales and service uses. The existing commercial area north of High Crossing Boulevard comprises about 66 acres or 79 percent of this total. These lands are zoned C3 Highway Commercial and include about 27 acres of undeveloped land. An additional 15 acres along the south frontage of High Crossing Boulevard are also recommended for retail and service uses. These lands are within the High Crossing Final Plat are zoned C2 General Commercial District to encourage a step-down to less highway-oriented uses adjacent to the proposed residential area. This commercial area is not recommended for large-scale or region-serving retail development, but should emphasize activities that support other planned neighborhood components, such as goods and services valued by office users or neighborhood residents, for example. Two smaller retail and service use areas are identified as potential neighborhood convenience shopping locations – one at the intersection of Burke Road and Felland Road, and other on Burke Road near the center of the proposed residential development area.

Office Uses

An area totaling about 78 acres is recommended for office development and related service uses. About 62 acres or 79 percent of this total consists of lands adjacent to Interstate Highway 90-94, south of High Crossing Boulevard. Primary access to this office development will be via two planned streets, Crossroads Boulevard and City View Drive, both of which are identified in the Nelson Neighborhood Development Plan and shown on the recent High Crossing Final Plat. As recommended in the Peripheral Area Development Plan, the office area adjacent to the Interstate Highway is intended to be developed with high design and amenity standards appropriate to its highly visible location.

Office related service uses are also recommended for an area of about 16 acres located south of the new American Parkway interchange. The specific uses and facilities developed here should be compatible with the recommended residential uses located immediately to the south.

Office/Residential Alternative Use

About 12 acres located along the west side of proposed City View Drive just south of the existing nursing home, and about 12 acres located on the east side of proposed City View Drive, just north of the railroad tracks are designated as an Office/Residential Alternative Use area. The Office/Residential Alternative Use areas are recommended as appropriate for either residential or office uses, provided that the interface between different adjacent uses is well planned and carefully designed prior to any development beginning there.

Whether used for office or for residential purposes, detailed development plans for the Office/Residential Alternative Use areas need to be coordinated with detailed development plans for residential use areas to the east and the office use areas to the west. These detailed development plans should also reconsider the size and exact boundary of the Alternative Use area located east of City View Drive, in the event that it is developed for office rather than residential use. In addition to detailed plans, an effective commitment to begin substantial residential development in the recommended residential neighborhood east of proposed City View Drive should be required before any non-residential use of the Office/ Residential Use areas is permitted.

Industrial Uses

About 102 total acres within the Nelson Neighborhood area are identified for industrial uses, split between two significantly different activities.

Waste Disposal Uses

The sit of the proposed Browning-Ferris landfill expansion is identified by designating 44 acres for waste disposal uses. (This is an estimate of the amount of land that would actually be utilized for the landfill operation.) As noted above, final approval of the landfill expansion, as it is presently proposed, is not certain at this time. However, this neighborhood development plan recognizes that the landfill expansion has already been approved by the Town of Burke and might proceed as proposed by Browning-Ferris; and that there is an active landfill currently operating there now, in any case. In the event that the landfill expansion proceeds, the cities of Madison and Sun Prairie are seeking to conclude a negotiated agreement with Browning-Ferris Industries that would strengthen the cities' authority to monitor and regulate the operation. The agreement would include a commitment by Browning-Ferris to implement a substantial berming and landscaping plan around the landfill perimeter.

During the time the landfill is in operation, which might be from 10 to 15 or more years, it is appropriately considered an industrial use; and the approximate area of the proposed landfill is designated as an industrial land use on the Neighborhood Development Plan map. After the landfill is closed, however, the land would be more appropriately considered as open space – although of relatively low quality and usefulness as a natural or recreational area.

Distribution/Manufacturing/Service Uses

North of relocated Nelson Road, about 58 acres of land are recommended for distribution, manufacturing, and related activities. This use is recommended in order to provide development sites for these types of activities which cannot be accommodated in the exclusive office of retail districts located nearby; and to take advantage of the new American Parkway interchange which provides this location with good access to the Interstate and regional highway system. Virtually all the recommended distribution/manufacturing use lands are currently vacant and in the Agriculture zoning district (City or County), except the Degenhardt property which is zoned County C-1 Commercial district.

Residential Uses

About 195 acres are proposed for residential development within the Nelson Neighborhood. This acreage does not include the mapped open space or street rights-of-way within and at the borders of the residential areas. This acreage also does not include the Office/Residential Alternative Use area, all or parts of which might also be used for residential development. Within the recommended residential use area, three sub-areas can be defined, based on topographic features and the location of major roadways:

- An area south of Burke road comprising about 62 acres recommended for residential uses. This proposed residential area is adjacent to the recommended office use area (including the Office/Residential Alternative Use area) to the west, and is bounded on the east by the steep wooded slope along the north side of the Soo Line Railroad right-of-way. Existing uses within this area include the nursing home of Burke Road and the quarry operation on the southern portion of the Burcalow property.
- A recommended residential use area consisting of about 71 acres north of Burke Road and east of the proposed retail and service area along the south frontage of High Crossing Boulevard. This proposed residential area is located on top of the major ridge and is defined on the west by the steep slope separating it from the commercial use area, and on the east by the steep wooded slopes forming the western edge of the Felland Valley. It is adjacent to a proposed office/service use area to the north. Existing uses within this area include individual residences and the plastics factory located along the north side of Burke Road.
- A recommended 62-acre residential area located on the valley lowlands north of Burke Road and west of the railroad. These lands comprise the northern end of the valley formed by the upper reaches of Starkweather Creek; and which also includes lands outside the Nelson Neighborhood between Felland Road and the railroad, south of Burke Road. Existing uses in this area include several residences along Burke and Felland Roads, and several commercial uses near the intersection on both sides of Felland Road.

The first two of these proposed residential areas, located on the higher ground in the center of the neighborhood, are closest to the existing and planned commercial areas where development is already taking place; and they are separated from the proposed residential use area to the east by a nearly-continuous steep slope. Much of these two areas are also currently within the City of

Madison. It is recommended, therefore, that residential development begin in these two areas first, subject to conditions described in the development staging recommendations. Development on the lower lands to the east would be initiated at a later stage.

It is recommended that the residential areas be developed at an average low-medium density of from 8 to 15 dwelling units per net acre. This recommended density range is an average for the neighborhood as a whole, and it is expected that housing with a variety of densities will be developed within the neighborhood. Depending upon the overall development concept and detailed site and facility plans, densities greater than 15 units per acres (or less than 8 units per acre) would be appropriate at particular locations. The topography also is more generally suited to multifamily development and to cluster or townhouse development than it is to creation of relatively large lots for detached single-family homes, although some of the latter may be included. At an average net density of 12 units per acre, the proposed residential area north of Burke Road would have about 680 units, and the residential area south of Burke Road would have about 595 units (assuming net acreage is 80 percent of gross acreage).

Because of the topography, potential undetermined engineering constraints due to bedrock near the surface, and the expectation that much of the housing will consist of multi-unit and clustered structures, the exact pattern of land use within the proposed residential areas cannot be determined at this time. The detailed engineering studies needed to evaluate specific development plans are unlikely to be conducted until a landowner or developer becomes actively interested in getting development started. The Neighborhood Development Plan recommends that urban development not be initiated in the proposed residential areas until the prospective developers and the City have agreed on a detailed development plan encompassing a significant portion of the recommended residential area. Detailed arrangements of different types and densities of housing can be determined during this process, along with the specific location of local streets, parks, and other neighborhood features. This neighborhood development plan establishes the framework within which the engineering and site planning would occur.

The residential areas should be developed to include a wide range of housing types, prices, and rents suitable to households of different sizes, ages, and income levels. It is intended that a diverse mixture of households be accommodated, both within individual projects and throughout the neighborhood. In order to achieve the desired housing diversity, the Plan Commission and Common Council must review all proposed subdivisions, rezoning, and conditional use applications for consistency with the state housing objectives.

The existing housing along Burke Road and Felland Road is compatible with the general residential use recommendation, as is the existing nursing home. Individual uses may be replaced by new development over time, however, if more intensive use becomes an attractive option. The existing plastics factory on intensive use becomes an attractive option. The existing plastics factory on the Sauey property and the active quarry on the Burcalow property are not compatible uses with residential neighborhood development. If the plastics plant continues to operate, buffer areas and visual screening should separate it from surrounding areas developed for residential uses. In the case of the quarry, new residential development should not be permitted in close proximity to the quarry so long as it is in operation. It is also important that the development, and that restoration be consistent with the recommended future urban use. The future development

potential of the Burcalow property should encourage operation and restoration compatible with eventual urban use of these lands.

Park and Open Space Uses

A total of about 349 acres are identified for open space uses within the Nelson Neighborhood, including a community separation area, two neighborhood parks, and environmentally sensitive areas, drainageways and stormwater detention areas.

The largest identified open space is the proposed 241-acre community separation area comprising the northern portion of the neighborhood. The recommendation that a permanent open space corridor be established between the growing Madison and Sun Prairie urban areas is included in Madison's adopted Peripheral Area Development Plan, where it is conceptually mapped as Planning Area N12. The open space recommendation for the Kidder and Suchomel properties was reinforced in the Madison-Sun Prairie Land Use and Community Separation Agreement, which included detailed land use recommendations for Section 14, Town of Burke.

Open space uses are also identified on the Browning-Ferris property and on the Wolf Property. The cities of Madison and Sun Prairie are currently discussing an extension of their land use and community separation agreement to include these lands, as well as other lands east of Reiner Road in Section 24, Town of Burke. The negotiations between the two cities and Browning-Ferris include seeking agreement that the balance of the property not used for landfill operations will be retained in open space uses. After closure, the landfill operations area will also become permanent open space. As noted above, substantial landscaping would be done on this property also.

The designation of the Wolf property as open space recognizes its location between the BFI property and a wooded hill on the east side of Reiner Road, both of which are recommended for open space preservation. As the Nelson Neighborhood develops, the existing land use on the Wolf property is likely to eventually be replaced. This may provide an opportunity to establish open space uses on at least part of the property – particularly on the northern half which consists of an abandoned quarry site.

The neighborhood development plan map also identifies the 300 foot open space buffer area along U.S. Highway 151 recommended in the adopted Madison-Sun Prairie Land Use and Community Separation Agreement to help maximize the visual sense of community separation for persons traveling along the highway. To implement this concept, it is recommended that future developments on the Bartell and Degenhardt properties establish their frontages facing the new access roads to the south rather than USH 151, and that additional planting and landscaping within the buffer area be included in future development plans for these parcels. It is not intended that existing uses within the recommended buffer area be removed, and reasonable accommodation to existing uses should be made when applying this recommendation to future development proposals.

Two neighborhood parks are identified in the Nelson Neighborhood Development Plan to serve the residential areas north and south of Burke Road. Both of these proposed parks are located where there is some relatively level land for recreational development, and both are adjacent to

wooded slopes which are not recommended for development. The indicated sizes and locations of the proposed parks are approximate. Their final configurations will depend upon the specific local street pattern and the number of dwelling units developed in the neighborhood.

Other open space areas identified in the neighborhood development plan reflect the locations of steep slopes and woods where development is not recommended, and areas designated as drainageways and stormwater detention areas.

Institutional Uses

A one-acre site is identified as a conceptual location for a community center or similar facility serving the residential neighborhood. The site adjacent to the proposed park and convenience shopping area supports the objective to create a centrally located focal point for neighborhood activity.

RECOMMENDED TRANSPORTATION FACILITIES

The transportation recommendations in the Nelson Neighborhood Development Plan reflect the results and recommendations of other plans and planning studies covering this area. Of particular importance are the 1988 Regional Transportation Plan for Dane County, and the 1989 Value Engineering Report for the U.S. Highway 151 improvement project prepared for the Wisconsin Department of Transportation, the 1990 Transportation Planning Staff Study of the Madison/Burke/Blooming Grove Area coordinated by the Regional Planning Commission, the 1991 Eastside Transportation Study prepared for the City of Madison by Howard Needles Tammen & Bergendoff (HNTB), and the 1991 USH 151 – I90/94 Interchange Traffic Analysis Report also prepared by HNTB for the City of Madison and the Wisconsin Department of Transportation, District One. The latter study is presently being completed. All of these studies address near and long-term transportation issues in a planning context involving numerous assumptions and considerable uncertainty about future development and transportation trends. In many cases, the conclusions and recommendations of these studies should be considered preliminary, and additional detailed studies, analysis, and a decision by the various government agencies will be required before many of the recommended transportation improvements are implemented. Additional studies may result in substantial modifications to some the recommendations.

Arterial Highways and Collector Streets

Arterial highways and collector streets needed to provide for both external and internal traffic circulation are designated in the neighborhood development plan. Many of these streets and highways also serve growing regional transportation needs, including, but not limited to, carrying traffic to and from future development areas within the Nelson Neighborhood. For this reason, the specific design of some highway improvements will depend in part on future decisions concerning the regional transportation network, and the justification and timing of some improvements may depend upon regional as well as local conditions and objectives.

External Streets

Regional access to the vicinity of the Nelson Neighborhood is provided primarily by East Washington Avenue/U.S. Highway 151 and by Interstate Highway 90-94, both of which are classified as principal arterial roadways. These are both restricted-access highways, and following completion of the American Parkway/USH 151/Nelson Road interchange improvements, access into the neighborhood from them will be via this interchange to Nelson Road. North of the new interchange, American Parkway and Rattman Road are designated as the arterial and collector streets, respectively, and link the Nelson Neighborhood with proposed developments in the Rattman Neighborhood and with other communities located north of Hoepker Road.

Reiner Road, which forms part of the neighborhood boundary, is part of the County Trunk Highway C/Reiner Road/Sprecher Road corridor recommended for future improvement as a primary north-south arterial highway serving future development and transportation needs on the east side of the Madison urban area.

Nelson Road and Burke Road are designated collector streets which trisect the Nelson Neighborhood and provide access to it from the east. Felland Road is a collector street between Nelson Road and County Trunk Highway T which provides additional access to the neighborhood from the south.

The Nelson Neighborhood Development Plan recommends two additions to the external arterial and collector street network serving the neighborhood. It is recommended that City View Drive be developed as a through collector street connecting High Crossing Boulevard and Lien Road. Providing a high capacity collector at this location will help reduce future traffic volume increases on Felland Road and result in better distribution of traffic generated within the Nelson Neighborhood. As indicated on the Neighborhood Development Plan map, it is recommended that Burke Road eventually terminate at City View Drive in a “T” intersection, rather than extending to High Crossing Boulevard as it does presently.

It is also recommended that Lien Road eventually be extended eastward to at least Reiner Road. Lien Road provides one of the relatively few entry points to Madison from east of the Interstate Highway. Connecting this designated collector highway to the future Reiner/Sprecher north-south arterial would greatly improve access from the east as well as improving traffic distribution as volumes in this area increase.

The extent of the improvements to these arterial and collector streets that may ultimately be required is undetermined at this time, although it is certain that substantial capacity increases will be necessary. It is important, however, that adequate right-of-way be available to accommodate any needed future improvements. The following minimum right-of-way widths are recommended for the arterial and collector streets serving the Nelson Neighborhood; Nelson Road (west of Reiner, 120 feet; east of Reiner, 80 feet); Burke Road (80 feet); Felland Road (80 feet); Reiner Road (120 feet); City View Drive (80 feet); Lien Road (80 feet). While the recommended rights-of-way are generally adequate for the types of highway facilities which may be needed to accommodate projected future traffic volumes, additional right-of-way may be needed at selected locations for turn lanes, medians, and other traffic control devices. In addition,

several future highway interchange improvement alternatives are being discussed, any of which would significantly affect traffic distribution patterns in this area and might change right-of-way requirements

Internal Streets

The complete local street system serving the Nelson Neighborhood will be determined in conjunction with the engineering studies and detailed development planning that will be required prior to beginning development within various neighborhood sub areas. The Nelson Neighborhood Development Plan indicates the general location of recommended collector streets and selected local streets serving the neighborhood.

City View Drive is a proposed new collector street that will intersect with High Crossing Boulevard, Burke Road, Crossroads Drive, and Lien Road. It will have a major distribution function for traffic in the western portion of the neighborhood. High Crossing Boulevard (formerly Burke Towne Drive) will be upgraded to serve as a major collector street extending from Nelson Road and the New American Parkway interchange, across the Interstate Highway, to East Springs Drive in the East Springs Commercial Center. The primary entry to the proposed office park adjacent to Interstate Highway 90-94 will be by Crossroads Drive.

The neighborhood residential areas will be served by another proposed collector street extending from City View Drive northward along the western slope of the major hill. Because of the steep slopes and differences in proposed land use, it is recommended that Benjamin Drive not be extended southward intersecting with City View Drive, Burke Road, or the new collector street instead. Street connections to the lower portions of the proposed residential area located in the Felland Valley are also likely to be limited to the existing and proposed collector streets, due to the steep terrain dividing the two areas.

Potential Highway Interchange Improvements

Several analyses of projected traffic volumes on the roadways serving the Nelson Neighborhood have indicated a potential need for transportation system improvements to increase traffic capacity and maintain acceptable service levels. Among the possible improvements identified are several alternative interchange improvements on Interstate Highway 90-94.

A trumpet interchange in the vicinity of Hanson Road providing direct access to Interstate Highway 90-94 from the American Center was identified during the U.S. Highway Value Engineering Study as among the improvements needed to provide the traffic capacity required to serve projected long-term development, under the assumptions used in the study. This possible interchange is described in the Rattman Neighborhood Development Plan.

Improvements will also be required to the existing Interstate 90/94 – U.S. Highway 151 interchange in order to accommodate the projected traffic volumes. These modifications include the relocation of five ramps in the north, south, and east quadrants of the interchange to increase capacity. This improvement to the existing interchange is expected to be needed whether or not any of the other interchange improvement combinations being considered are also constructed.

Construction of a partial diamond interchange (“forked ramps”) on Interstate Highway 90/94 at High Crossing Boulevard has also been evaluated. This proposed partial interchange would provide an exit for northbound Interstate 90-94 traffic directly onto High Crossing Boulevard; and direct entry onto Interstate 90-94 from High Crossing Boulevard for southbound Interstate traffic. A partial interchange at this location is considered a mutually exclusive alternative to an interchange at Lien Road, discussed below. Although both interchanges could not operate simultaneously due to inadequate weaving distances between them, the partial interchange could be implemented on an interim basis as a temporary improvement.

An interchange on Interstate Highway 90-94 at Lien Road is an alternative also currently being studied. This interchange is conceptually an alternative to a partial “forked ramp” interchange at High Crossing Boulevard. Traffic analysis indicates that a Lien Road interchange (in combination with other improvements) may provide better distribution of traffic volumes onto the adjacent roadway network compared to the High Crossing “forked ramp” alternative. However, in order to provide adequate weaving distances between the interchange and the Badger (Interstate 90-Interstate 94) interchange to the south, and analysis also indicates that the design of the Lien Road interchange would require that Lien Road be relocated 800 feet to the north in the vicinity of the Soo Line Railroad tracks. The impact of this major realignment has not been fully evaluated.

At this time, these potential interchanges have been identified as part of alternative possible solutions to projected future traffic volume increases, but no commitment has been made to construct any of them. Whether any of these interchanges are actually built will depend upon such factors as: whether the projected traffic volumes actually occur, whether these improvements are determined to be the best approach to addressing potential traffic congestion problems, and whether acceptable cost sharing agreements can be developed. Any new access or modification to existing access to the Interstate Highway system will also have to be approved by the Federal Highway Administration.

The general locations of the “forked ramp” and Lien Road interchanges discussed above are indicated on the neighborhood development plan map by shaded circles.

Transit Service

As is the case with most newly developing areas, public transit service is unlikely to be extended to the Nelson Neighborhood initially, due to the relatively higher costs and lower ridership potential characteristic of peripheral locations. However, the development plan for the Nelson Neighborhood incorporates several provisions to facilitate future transit service:

- Collector roadways within the neighborhood will be constructed to accommodate possible future bus traffic. Virtually the entire neighborhood would be within one-quarter mile walking distance of a future circulating bus route established on the basic street system identified on the neighborhood development plan map.
- The neighborhood development plan recommends that additional pedestrian walkways be developed to provide shorter, more direct routes between neighborhood destinations in

those situations where the local street system provides only more roundabout access. This recommendation includes maintaining easy accessibility for future bus stops.

- A location for a transit “park-and-ride” lot has been identified in the American Center development just north of U.S. Highway 151. Although this lot will primarily be used by automobile commuters from outlying communities, it may also provide an opportunity for earlier introduction of public transit service into the area.

In the long run, transit service improvements (along with more car pooling, van pooling, and use of other alternative modes) will have an important role in accommodating growing regional transportation needs while maintaining acceptable levels of safety, convenience and service. Future transit developments, such as a bus transfer center in the vicinity of East Towne or a light rail system through the Isthmus corridor, would provide other opportunities for transit service to the Nelson Neighborhood. At the present time, however, planning for these future facilities is only conceptual.

Bicycle Facilities

The Bicycle Transportation Plan for Madison and Dane County adopted by the Madison Common Council in April 1991, recognizes bicycling as an important mode of transportation, particularly in the Madison urban area. In accordance with the recommendations of that plan, all new and reconstructed roadways within the Nelson Neighborhood will be designed to provide sufficient width of smoothly paved surface to accommodate the shared use of the roadway by bicycles and motor vehicles.

In addition, it is recommended that additional bikeways and pedestrian walkways be provided within the neighborhood when necessary to maintain relatively direct connections between destinations when they are not available on the local street system. This may be important in developing the residential portions of the Nelson Neighborhood, where topography limits the number and location of local street connections.

Additional pavement width and pedestrian sidewalks incorporated into the new American Parkway interchange will provide a bicycle route connection between the Nelson Neighborhood and the Rattman Neighborhood located north of U.S. Highway 151. The long-range recommendation is to provide alternative grade-separate bicycle access across U.S. Highway 151 in the vicinity of Lancaster Drive. Access to the East Towne/East Springs area will be provided by incorporating bicycle facilities into the High Crossing Bridge across Interstate Highway 90-94.

The Bicycle Transportation Plan also includes a long-range recommendation for development of a recreational bike route along the Soo Line Railroad corridor. Eventually, such a facility would provide an additional means of bicycle travel to the Nelson Neighborhood and other developing areas northeast of Interstate 90-94.

DEVELOPMENT STAGING RECOMMENDATIONS

The Nelson Neighborhood includes all of Peripheral Planning Area E1, identified in the Peripheral Area Development Plan as an Urban Expansion-A district, part of Planning Area E2, identified as an Urban Expansion-B district, and part of Planning Area N12, identified as a Permanent Open Space district. At the present time, all of Planning Area E1 is within the Central Urban Service Area. None of Planning Areas E2 or N12 are presently within the Central Urban Service Area.

The lands recommended for eventual urban development in the Nelson Neighborhood Development Plan are all located within Areas E1 and E2. (The Browning-Ferris landfill operation is partly located within Area N12, but the landfill site will be returned to open space uses upon closure.)

As a result of more detailed planning for orderly development of the E1 and part of the E2 Urban Expansion districts, the Nelson Neighborhood Development Plan recommends an expansion of the near- to mid-term development area to include approximately 548 acres, including internal open space, but not including the community separation area or the landfill.

In order to implement the land use recommendations of the Nelson Neighborhood Development Plan, and balance development of the proposed office and commercial areas with corresponding development of the proposed residential areas, it is recommended that the development of particular sub-areas within the neighborhood occur only after certain pre-conditions are satisfied. It is recommended that the development staging areas identified on Map 7 together with the pre-conditions described below be used to ensure that each phase of development occurs in a manner that is consistent with the land use recommendations of the neighborhood development plan, the orderly extension of the City of Madison urban services, and the ability of the City to maintain effective review and regulation of the development process.

Recommended Development Staging Areas (Refer to Map 7)

AREA A includes the existing commercial development north of High Crossing Boulevard, plus those vacant lands (primarily south of High Crossing Boulevard) which are: recommended for office and commercial development, are currently within the Central Urban Service Area, and are zoned to City of Madison zoning districts that permit office and commercial development (C2, C3 and RPSM zoning districts). The lands can be gravity served by extension of the existing sanitary sewer.

Area A is recommended as appropriate for continued development at the present time, consistent with the existing zoning and neighborhood development plan recommendations.

AREA B consists of that part of the first phase of the High Crossing office development which is currently outside the Central Urban Service Area. The area is included in the High Crossing final plat (with restrictions on development outside the service area) and is presently zoned City of Madison A- Agriculture District.

Area B is recommended as appropriate for development at the present time, without additional staging conditions, once it has been included within the Central Service Area and rezoned to permit the recommended uses.

AREA C includes the all recommended residential development areas which are located on the relatively high elevations, and which are separated from the recommended residential area in the valley (Area F) by relatively steep, wooded hillsides. Only the northwestern edge of Area C is currently within the Central Urban Service Area. All the lands within the City of Madison are zoned A – Agriculture District. Most of the lands presently within the Town of Burke are zoned County A-1 Agriculture (non-exclusive), except the nursing home and the row of lots on the north side of Burke Road, which are zoned County B-1 and C-1, respectively.

Two related development concerns within Area C are: 1) to ensure that the residential area is comprehensively planned and that the details of local streets and land use patterns are established prior to development beginning; and 2) that no residential development be initiated until there is an effective commitment by developers and land owners to substantial residential development within a reasonable time period.

Because of the challenging topography, potential conflicts with several existing uses, and problems created by divided municipal jurisdiction, it is important that proposed residential developments encompass sufficient area to permit comprehensive planning for the complete neighborhood and ensure that such facilities as streets and public parks are established at the best location possible. Particularly on this type of terrain, uncoordinated development of relatively small parcels is likely to produce awkward comprises and less than ideal development patterns which do not take full advantage of the neighborhood site's potential. It is also important not to initiate residential development in the Nelson Neighborhood until sufficient lands are committed to ensure that substantial residential development will occur within a reasonable time frame. The Nelson Neighborhood is relatively distant at present from other City residential areas. It would be undesirable to have development cease after relatively few housing units were constructed, leaving the residents isolated and without full neighborhood amenities for an extended period.

Area C is recommended as appropriate for initiation of phased residential development at the present time, once it has been included within the Central Urban Service Area and the following conditions have been satisfied:

- That the owners and potential developers of sufficient land area within Area C are actively interested in near-term development to permit coordinated detailed development planning on a comprehensive basis and ensure that necessary planned roadways and other neighborhood improvements can be constructed in a timely manner.
- That there is reasonable assurance that landowners and developers within the planned residential areas intend to actively pursue the recommended development on lands within Area C which they control, subject to market demand and servicing considerations.
- That the lands to be developed in each phase can be provided with the full range of appropriate urban services at the time development occurs. It is intended that urban services to the planned development areas be provided by the City of Madison. Area C is

characterized by hilly topography which creates complex drainage patterns within the recommended development area. Because of this, some phase of recommended development may be served temporarily by sanitary sewer lift stations until it is cost-effective to extend the new interceptors that will enable gravity service to then entire neighborhood.

- That the lands to be developed in each phase have been rezoned to permit the recommended uses. Because it is intended to include all the balance of Area C within the Central Urban Service Area at one time, zoning and subdivision regulations will be used to implement detailed phasing recommendations.

AREA D includes the balance of the planned High Crossing office and office/residential development areas located along proposed City View and Crossroads Drive adjacent to the Interstate Highway. This area is currently outside the Central Urban Service Area and is zoned City of Madison A - Agriculture District. The lands are not included in the High Crossing final plat. Most of the lands drain to the south, away from the existing sanitary sewer.

The primary planning objective relative to development staging within Area D is ensuring that the Nelson Neighborhood develops with a balance between residential and non-residential uses. Because the existing development area, as well as the currently-platted lands are entirely devoted to non-residential uses, creating the desired neighborhood balance requires that significant residential development occur before opening new areas to commercial development. In addition to establishing the recommended neighborhood balance, it is intended that the residential uses which will be near the edges of the commercial districts be developed at a relatively early phase. This will help prevent the incremental encroachment of non-residential uses into planned residential areas that has occurred at many of the Madison's major commercial centers.

Area D is recommended as appropriate for office development (and/or residential development in the Alternative Use areas) once it has been included within the Central Urban Service Area and the following conditions have been satisfied:

- That there has been significant residential development within Area C, including creation of a variety of housing opportunities for households of different sizes, ages, and incomes, and that there is reasonable expectation that the recommended residential development will continue.
- That development within Area C has proceeded to the point where the locations of public improvements (such as roadways and parks) necessary to serve the in place residential development and facilitate continued residential development have been established and dedicated and/or reserved to the public. Typically, this would occur through the platting process.
- That the lands Area D can be provided with the full range of appropriate urban services at the time development occurs.
- That the lands within Area D have been rezoned to permit the recommended uses.

Area E includes the lands located north of Nelson Road which are recommended for eventual urban development, together with a small area south of Nelson Road recommended for office/service uses. All the lands within the City of Madison are zoned A-Agriculture District. Most of the lands presently within the Town of Burke are zoned County A-1 Agriculture (non-exclusive), except the Degenhardt property, which is zoned County C-1 Commercial District. Only the western portions of Area E are currently within the Central Urban Service Area. Most of the lands, including those within the Urban Service Area, drain generally eastward toward Felland Road, away from the existing sanitary sewer.

The recommended land uses within Area E are office/service uses and distribution/manufacturing/service uses. One planning concern will be to ensure that any commercial uses developed adjacent to the planned residential areas (Area C) are carefully planned and designed for compatibility. At the present time, no specific proposals for the future use of this area have been made by landowners or prospective developers.

Because of its location adjacent to the new American Parkway interchange and Nelson Road, development within Area E in the near- to mid-term would be consistent with the objectives of the Nelson Neighborhood Development Plan. However, due to the large amount of non-residential development land already available in the Nelson Neighborhood, the need for detailed planning, unresolved service considerations and absence of immediate development here. It would also be undesirable to begin development of those portions of Area E that are currently within the Central Urban Service Area, until the adjacent lands are also available for coordinated development.

Area E is recommended as appropriate for the recommended commercial and industrial uses once the following conditions have been satisfied:

- That all of Area E has been included within the Central Urban Service Area. However, it may be appropriate to apply this condition separately to that portion of Area E located south of Nelson Road.
- That the owners and potential developers of sufficient land area within Area E are actively interested in development to permit coordinated detailed planning and ensure that necessary public improvements can be constructed in a timely manner.
- That the lands can be provided with the full range of appropriate urban services at the time development occurs. Because of the natural drainage patterns, portions of this area may be temporarily served by sanitary sewer lift stations until it is cost-effective to extend the new interceptors that will enable gravity service to this area.
- That the lands are rezoned to permit the recommended development.

It is not intended that the staging of development within Area E necessarily be linked to prior achievement of any particular development level within the other staging areas. It is intended, however, that development within Area E be considered as a lower priority than development within either Area B or Area C in terms of allocation of City planning resources or the scheduling and budgeting of public improvements and urban service extension.

Area F consists of the lands located in the valley on both sides of Felland Road, in the eastern portion of the Nelson Neighborhood. These lands are all currently outside the Central Urban Service Area, and area all presently within the Town of Burke. The lands are primarily zoned County A-1 Agriculture (non-exclusive), with existing uses along Felland Road at the Burke Road intersection zoned C-1 and C-2 Commercial District and R-3 Residence District. The entire area drains southward along the Felland/Starkweather Valley.

It is recommended that general urban development within Area F not begin in the near term, but be deferred until a later development stage. There are several reasons for this recommendation.

- It is a specific objective of this neighborhood plan to encourage early residential development on the higher elevations adjacent to the planned recommended office and commercial areas. Limiting near-term residential development to Area C will help focus developer interest on the highest priority locations.
- Sanitary sewer service to Area F would most logically be provided by construction of a new interceptor extension under Interstate Highway 90-94 and northward up the valley parallel to the railroad. This interceptor could also serve a substantial area outside the Nelson Neighborhood, including the valley south of Burke Road, and also the higher lands farther east. More detailed planning for these other areas also should be done before initiating development within this drainage basin.
- Several potential planning decisions that could significantly affect future development within Area F and the adjacent lands to the south and east are at very preliminary stages of consideration of the Interstate Highway interchange in the vicinity of Lien Road, the recommendation to extend Lien Road eastward to Reiner Road, and the future use of the Soo Line Railroad corridor. Until these issues are resolved, detailed development recommendations would be premature.
- The lands are presently entirely within the Town of Burke and include a number of existing residences and other small ownerships. It may be some time before sufficient land here is annexed to Madison to enable the City to effectively prepare and implement detailed development plans.

For all of the six developments staging areas described above, the list preconditions apply generally to the area, but are not inclusive as applied to particular developments. Each particular development proposal will still be subject to more specific planning, regulatory and service extension considerations applicable to that project. Except as specified by the pre-conditions applicable to each of the six development staging areas individually, the letters used to identify the areas do not necessarily imply a development sequence.

In order to be able to implement the development staging recommendations described above, those areas considered appropriate for near-term development need to be included within the Central Urban Service Area so that development can proceed once the required conditions are satisfied. It is recommended, therefore, that the Central Urban Service Area be amended at this time to include all of Development Staging Areas B, C, and D as identified on Map 7 of this

neighborhood development plan. It is also recommended that the Central Urban Service Area be amended to include the balance of Development Staging Area E at such time as the specific conditions can be met. It is further recommended that Development Staging Area F not be included within the Central Urban Service Area at this time.

IMPLEMENTING THE NELSON NEIGHBORHOOD DEVELOPMENT PLAN

The Nelson Neighborhood lands located north of High Crossing Boulevard are already largely developed with urban uses. With the annexation of this area to the City of Madison in 1991, a higher level of urban services is now available, and substantial public infrastructure improvements are scheduled during 1992. These include completion of High Crossing Boulevard to four lanes with a median, and extension of public water service to the area. About 67 acres south of High Crossing Boulevard are within the City and within the Central Urban Service Area, are presently zoned for office and commercial development, and have been final platted. Additional urban development on these lands can be expected to begin as soon as the necessary public improvements are in place.

Beyond the currently platted lands, most of the Nelson Neighborhood is presently outside the Central Urban Service Area, and much of the area is presently outside the City of Madison. Development in the balance of the Nelson Neighborhood will occur in phases, coordinated with the provision of necessary public improvements, the orderly extension of full urban services, and guided by the land use, transportation, and development plan.

Many of the Nelson Neighborhood Development Plan's recommendations can be implemented at present using the City of Madison's existing plan implementation tools, such as zoning and land subdivision regulations, official mapping, and capital improvements budgeting and scheduling. However, most effective use of the City's planning and regulatory authority, as well as the City's ability to make public improvements and provide urban services, requires that the lands be within the City's municipal jurisdiction. It is intended that, prior to urban development, the lands within the Nelson Neighborhood ultimately be within the City of Madison and be provided with the full range of urban services.

LAND USE PLAN AMENDMENT

Currently, none of the Nelson Neighborhood is included in the City of Madison's adopted Land Use Plan. This development plan provides more detailed development recommendations for the Nelson Neighborhood, including recommendations specifying the different types of land uses.

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

CENTRAL URBAN SERVICE AREA AMENDMENT

The Central Urban Service Area currently encompasses about 186 acres within the Nelson Neighborhood, excluding street rights-of-way. Lands currently within the Urban Service Area include about 66 acres in the existing commercial plats north of High Crossing Boulevard, about 28 acres north of relocated Nelson Road on the Bartell and Degenhardt properties and about 92 acres south of High Crossing Boulevard and relocated Nelson Road.

It is recommended that, following Common Council adoption of the Nelson Neighborhood Development Plan, the City of Madison prepare and submit to the Dane County Regional Planning Commission an application to expand the Central Urban Service Area to include the balance of the Nelson Neighborhood lands which are within the recommended Development Staging Areas B, C, and D, identified in the Nelson Neighborhood Development Plan, including adoption of necessary amendments to the Dane County Regional Development Guide and Dane County Water Quality Plan.

ZONING

The existing commercial development area north of High Crossing Boulevard and most of the final platted area south of High Crossing Boulevard are currently zoned to permit the recommended office and commercial development. The remaining lands within the City of Madison are zoned A Agriculture District. Most of the lands presently within the Town of Burke are zoned A-1 Agriculture (non-exclusive) by Dane County, except for a few parcels zoned County B-1 Commercial, C-1 Commercial, M-1 Industrial, and R-3 Residential, primarily reflecting existing uses.

In the City of Madison, the Agriculture zoning district is intended not only to preserve lands for agricultural use, but also to serve as a holding zone until such time as the lands are scheduled for more intensive development. City zoning regulations applicable to the Agriculture district enable it to be used effectively as a holding zone, prior to urban development. County A-1 Agriculture (non-exclusive) zoning is less restrictive and, by itself, is not adequate to guarantee that premature development will not occur. Some of the non-agriculture County zoning would also allow uses (or expansion of existing uses) that are not consistent with the land use recommendations of the neighborhood development plan. As additional annexations occur, former township lands should be rezoned either to City A Agriculture District as a holding zone, or to the zoning district consistent with the ultimate recommended land use, depending upon the development staging objective for such lands at the time of annexation.

It is recommended that all lands within the neighborhood be zoned in conformity with the Development Plan. It is further recommended that any underdeveloped lands currently zoned Agriculture District (including any lands which may in the future be annexed to the City of Madison and zoned Agriculture District at the time of annexation) be rezoned in conformity with the Development Plan only when the pre-conditions included in the development staging recommendations have been satisfied, and only when the pre-conditions included in the development staging recommendations have been satisfied, and only at such time when there is a specific development proposal.

OFFICIAL MAPPING

In order to assure adequate right-of-way for possible future improvements to the arterial and collector streets serving the Nelson Neighborhood, the recommended streets need to be placed on the City of Madison's Official Maps. Currently, the City's official maps do not identify all the recommended streets or all the additional lands needed to provide the recommended right-of-way widths.

It is recommended that the City Engineering Division work with other affected units of government to identify and map a recommended alignment for the extension of Lien Road to Reiner Road, and for the extension of City View Drive to Lien Road, as conceptually identified in the Nelson Neighborhood Development Plan. It is further recommended that the City Engineering Division revise the City of Madison's Official Maps to include the right-of-way widths recommended in the Nelson Neighborhood Development Plan for the arterial and collector street serving the neighborhood, including Nelson, Burke, Felland, and Reiner Roads, City View Drive (including the extension to Lien Road) and Lien Road (including the extension to Reiner Road).

LAND SUBDIVISION REGULATIONS

Except for the recently approved High Crossing final plat, most of the undeveloped lands recommended for future urban development in the Nelson Neighborhood Development Plan have not presently been subdivided. As these lands are proposed for development, many of the recommendations of Neighborhood Plan, especially in terms of streets, park greenways, and detention areas, can be implemented under the City of Madison's land subdivision regulations through required dedications, conditions of approval, and negotiated development agreements. Conditions of subdivision approval can also be used to implement land use recommendations and other development considerations, such as the need to coordinate development timing and intensity with the capacity of the local and regional transportation system.

It is recommended that any future subdivisions conform to the Nelson Neighborhood Development Plan, especially regarding the pattern and intensity of development, and the location of collector streets, parks, greenways, and stormwater detention areas. In the case where the final locations of all future streets, parks, greenways, and stormwater detention areas are not established in the Development Plan, the location of such necessary facilities shall be determined as part of subdivision approval. It is further recommended that other development planning considerations, particularly in terms of development staging recommendations and the pattern and intensity of development, be incorporated into the subdivision review and approval process when appropriate.

In addition, it is recommended that the City use its extraterritorial subdivision review jurisdiction to ensure that developments on neighborhood lands which are outside the City of Madison conform to the recommendations of the Nelson Neighborhood Development Plan, including recommendations regarding land use and development staging, as well as meet the other requirements of the City of Madison's subdivision ordinance.

INTERGOVERNMENTAL PLANNING

The recommended community separation open space areas identified in the Nelson Neighborhood Development Plan were determined through cooperative planning between the City of Madison and the City of Sun Prairie. The two cities have also been discussing extension of their Section 14 land use and municipal boundary agreement to encompass additional adjacent lands. In addition, the City has been involved in intergovernmental planning discussions, from time to time, with the Town of Burke, the Regional Planning Commission and Dane County.

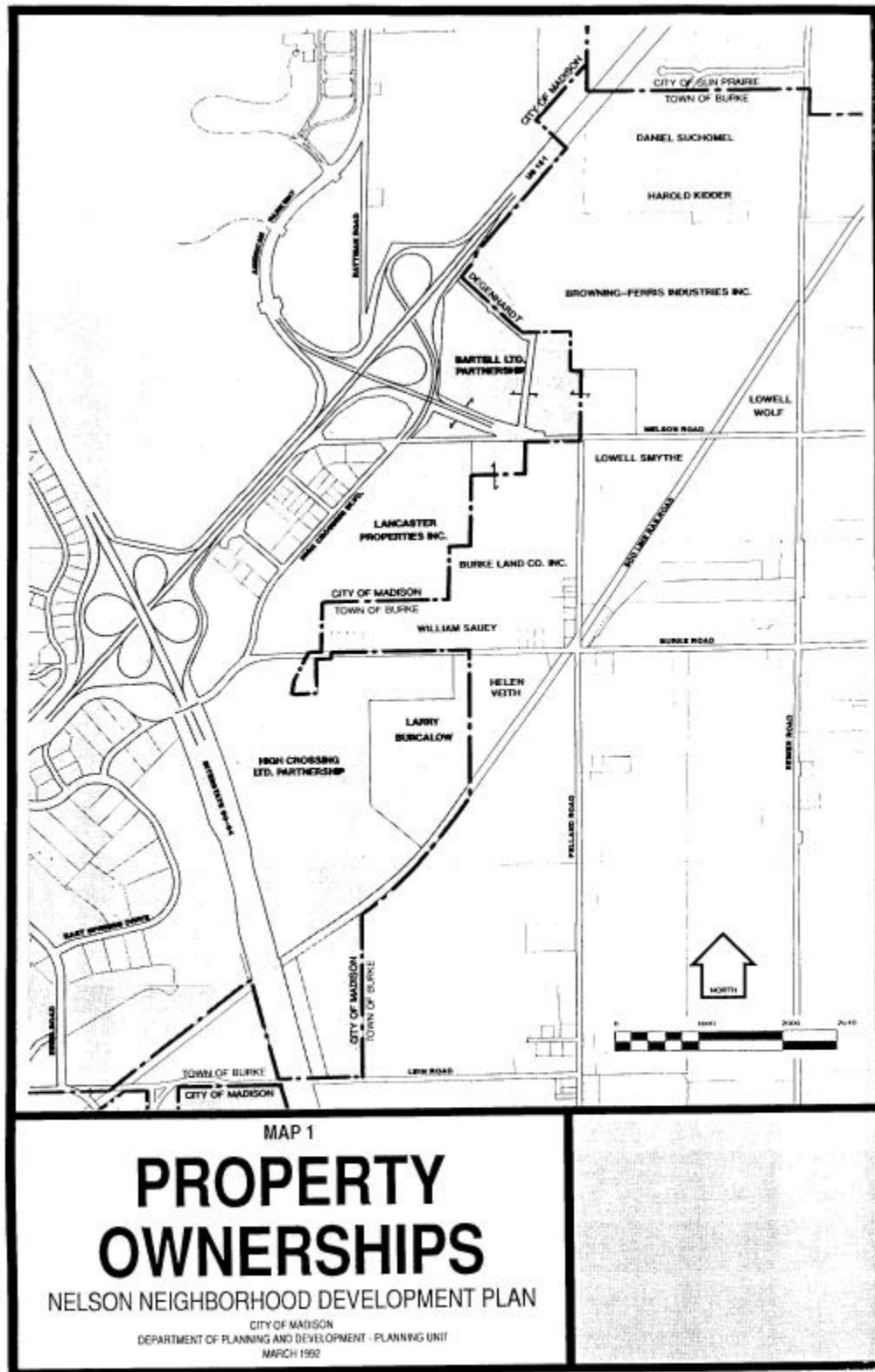
Successfully implementing all the recommendations of the Nelson Neighborhood will require continued cooperative discussions and planning between the City of Madison and other units of government. This is especially the case regarding implementation of the proposed community separation open space preservation area between Madison and Sun Prairie, and the two cities should continue to work together to prepare more detailed plans for this area. Near and long-term land use, transportation, urban service and jurisdictional transfer issues in the non-City portions of the neighborhood can also best be addressed through cooperation between the City and the Town of Burke.

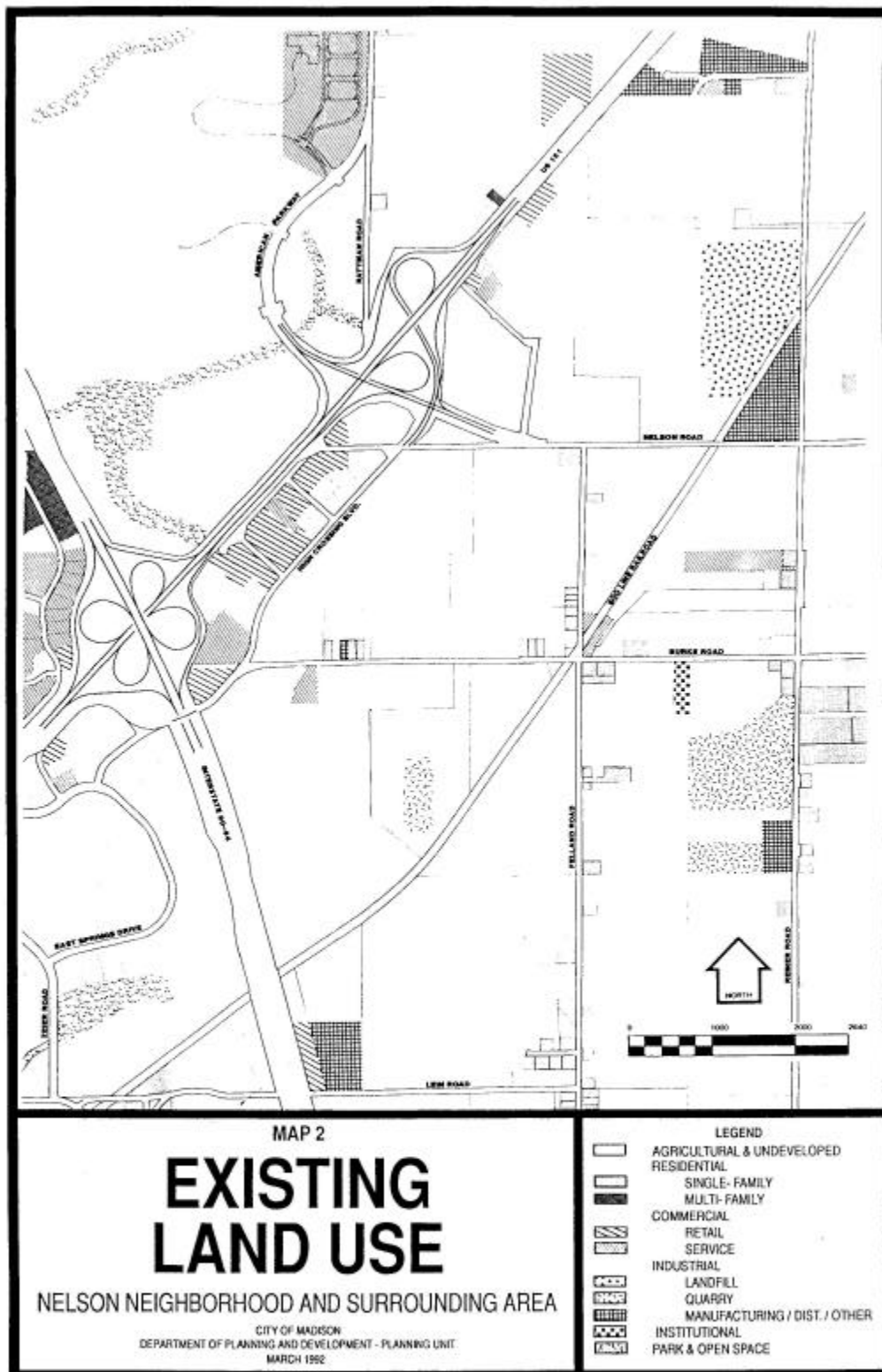
It is recommended that the City of Madison seek to work cooperatively with the City of Sun Prairie, the Town of Burke, the Regional Planning Commission, Dane County, and other appropriate units of government to implement the Nelson Neighborhood Development Plan.

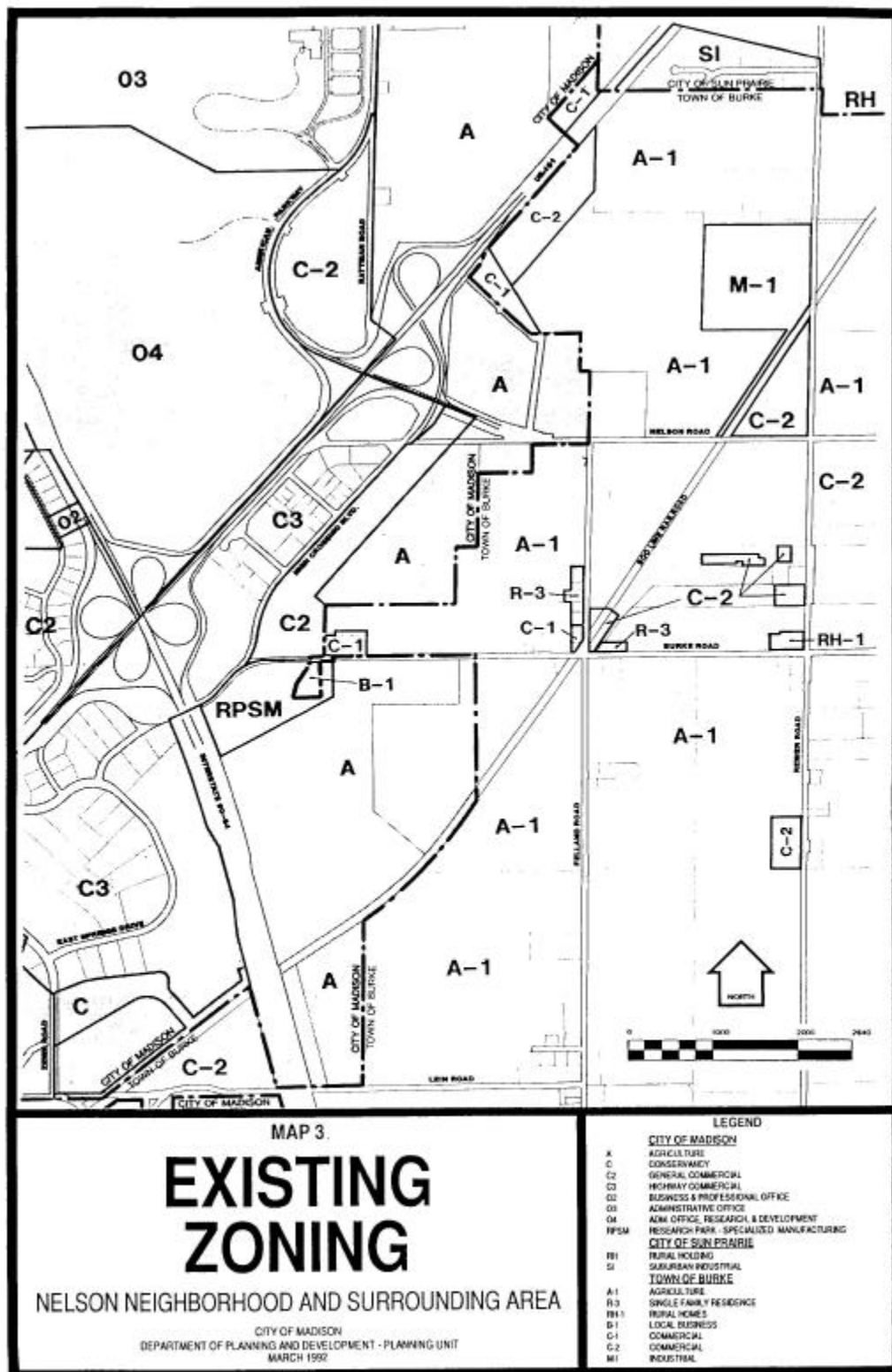
ANNEXATION POLICY

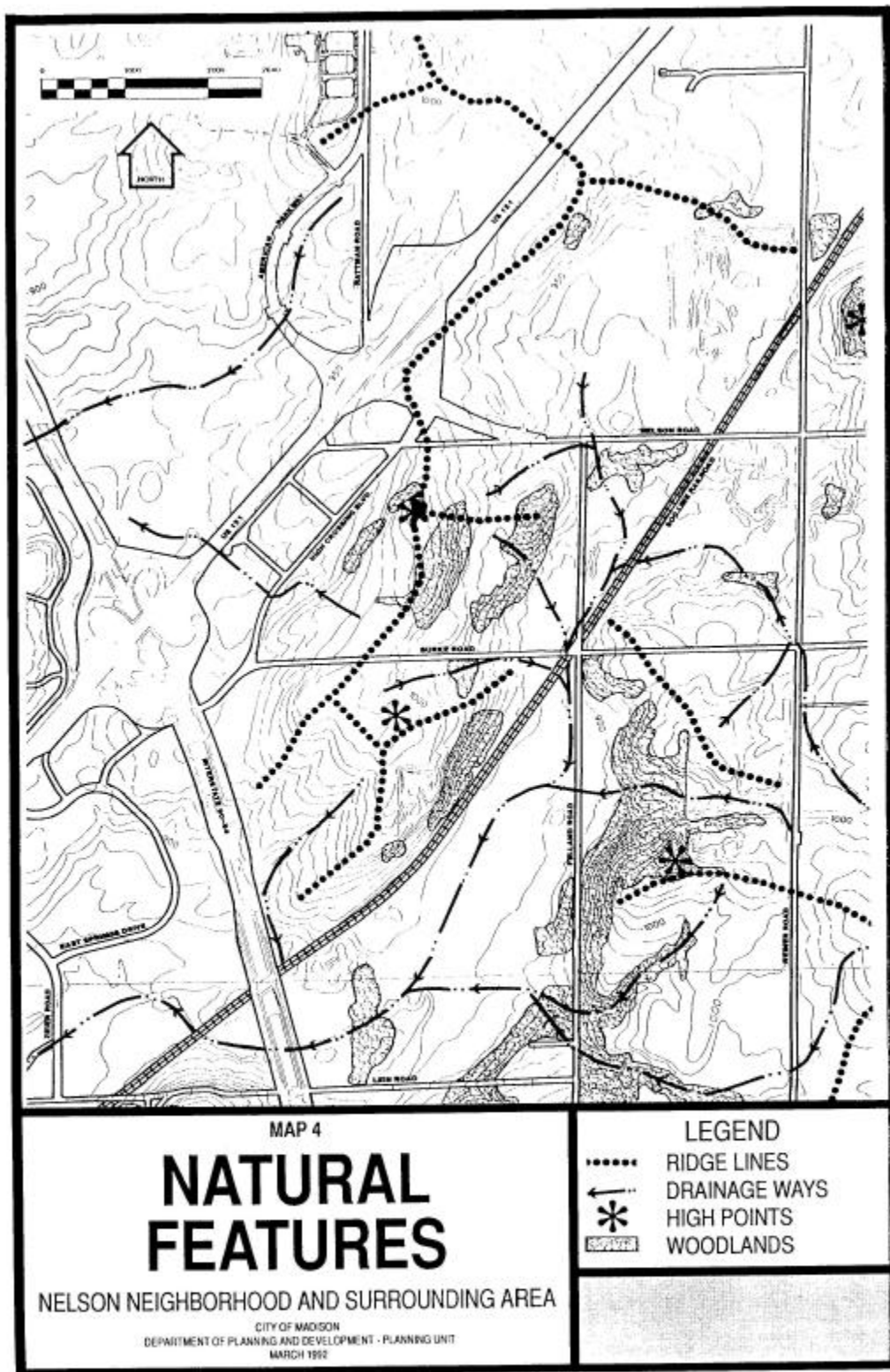
The northern portion of the Nelson Neighborhood is identified as part of the community separation open space area between Madison and Sun Prairie, and it is anticipated the ultimate municipal boundary between the two cities will eventually be established within this open space. South of the community separation area, orderly urban development of lands within the Nelson Neighborhood will require extension of public utilities and improvements, and provision of the full range of urban services. It is intended that these services to urban development be provided by the City of Madison, as recommended in the Peripheral Area Development Plan.

It is recommended that urban development on lands currently outside the City of Madison occur only following their annexations to the City of Madison. It is further recommended that the City seek to annex those lands recommended for near-term development in the Nelson Neighborhood Development Plan in order for effectively implement the Plan's development staging recommendations and ensure timely provision of necessary improvements and urban services. The City may also annex land well in advance of development when such annexations are consistent with the Plan's recommendations and the City's long-term growth objectives.

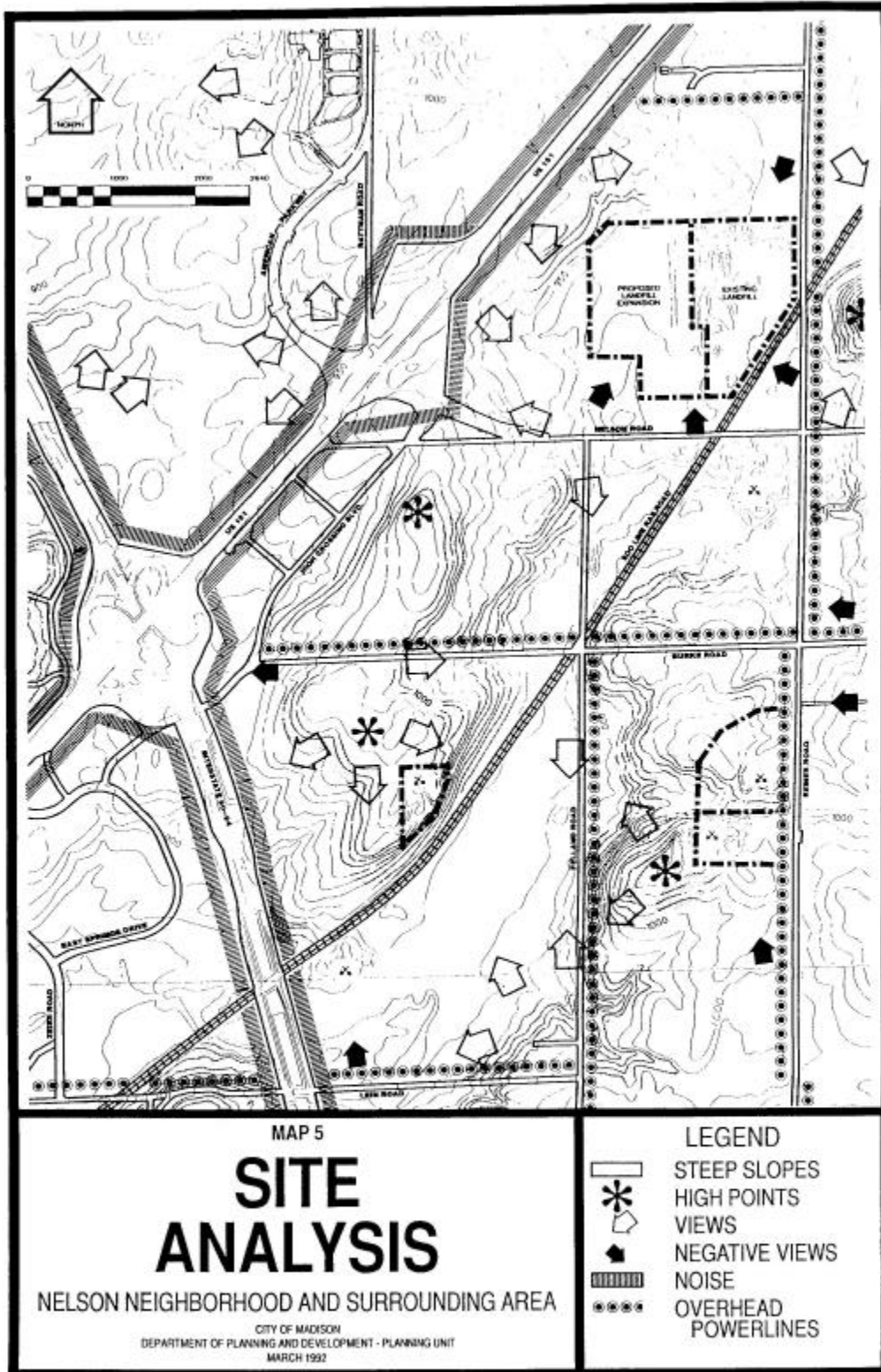




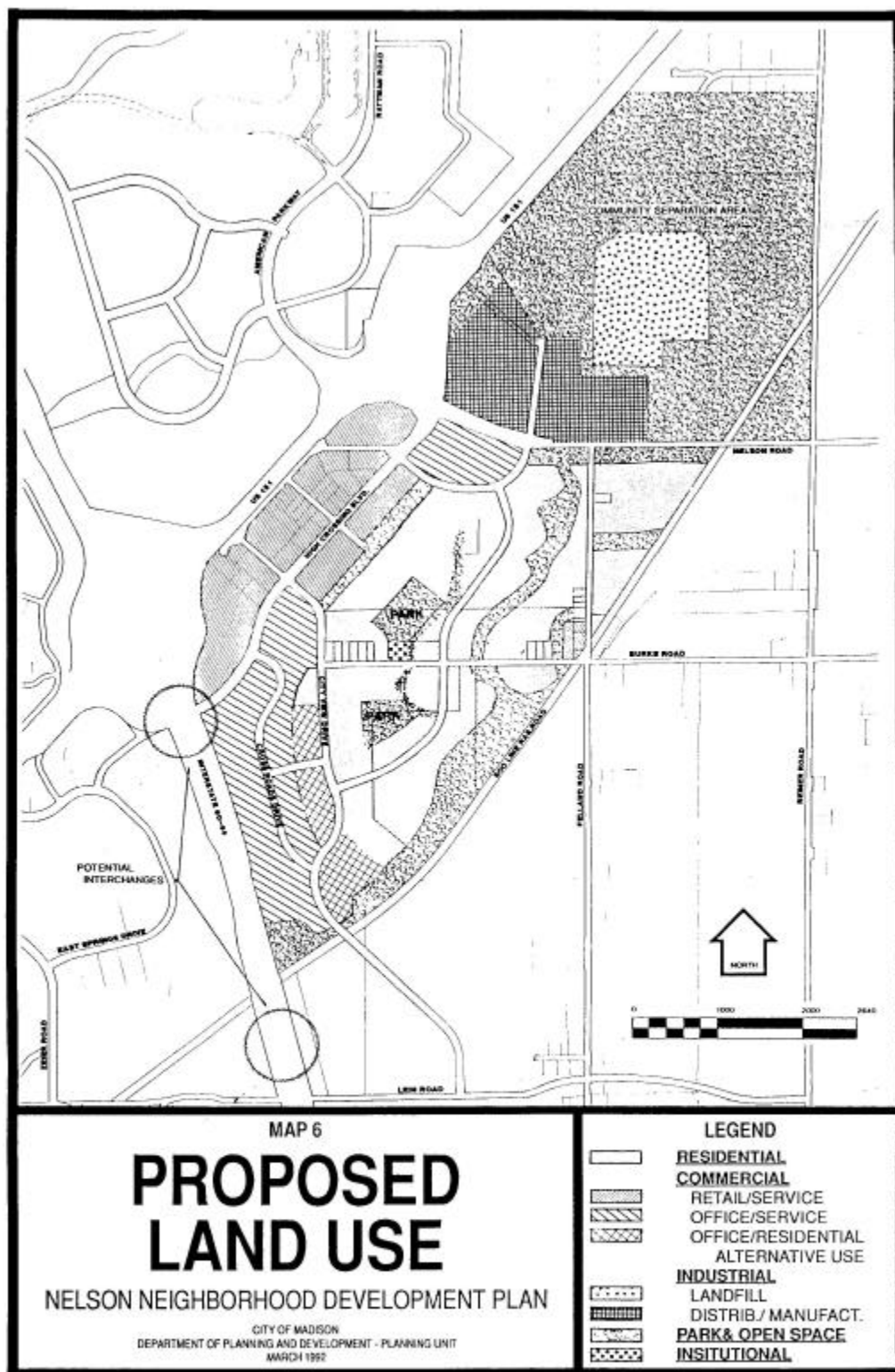




31



32



AGENDA ITEM _____

Sent to Accounting _____
Sent to Mayor's Office _____
Sent to City Clerk _____
Copy Mailed _____
to Aldermen _____

City of Madison, Wisconsin

A RESOLUTION _____

Adopting the Nelson Neighborhood Development Plan as an element of the Master Plan for the City of Madison, amending the Madison Land Use Plan to incorporate the recommendations of the Nelson Neighborhood Development Plan, and endorsing the City's application to include certain lands within the Nelson Neighborhood within the central Urban Service Area.

Presented November 19, 1991
Referred Plan Commission

Rereferred PA(277)(2-4-92)

Reported Back DEC 17 1991 FEB 4 1992
MAR 17 1992
Adopted ✓ POF _____
Rules Susp. _____ Tabled _____
Public Hearing _____

Drafted by: Michael Waidelich, Planning Unit
Dept. of Planning and Development

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

Date: November 13, 1991

Fiscal Note: None Required

Comptroller's Office

SPONSORS: Alds. Bowser and Wallner

RESOLUTION NO. 48,696
I.D. NUMBER 10,233

R E S O L U T I O N

WHEREAS, the City of Madison Peripheral Area Development Plan, adopted as a part of the Master Plan on December 4, 1990, makes recommendations for long-term land use and development in the peripheral area beyond the current urban edge; and

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

WHEREAS, the Peripheral Area Development Plan also recommends that detailed neighborhood development plans be prepared and adopted for lands located within Urban Expansion districts prior to approval of additional developments within these districts and prior to seeking expansion of the Central Urban Service Area to include additional lands within these districts; and

WHEREAS, Planning Area E1, which is located east of Interstate Highway 90-94 and south of U.S. Highway 151, is designated in the Peripheral area Development Plan as an Urban Expansion-A district, recommended for near-term urban development and a highest-priority for preparation of a neighborhood development plan; and

WHEREAS, certain other adjacent lands south of Planning Area E1 are located within Planning Area E2, which is designated as an Urban Expansion-B district, also recommended for eventual urban development; and

WHEREAS, a portion of these lands within Planning Area E2 are most logically considered together with lands within Planning Area E1 as a single integrated neighborhood development area; and

WHEREAS, land use studies have been conducted and the Nelson Neighborhood Development Plan has been prepared for the area bounded by Interstate Highway 90-94 on the west, U.S. Highway 151 and the City of Sun Prairie limits on the north, Reiner Road on the east and the Soo Line railroad tracks on the south, including specific recommendations concerning land use, transportation facilities, development staging, and plan implementation; and

WHEREAS, the adopted City of Madison Land Use Plan currently does not include recommendations for the Nelson Neighborhood; and

WHEREAS, a portion of the Nelson Neighborhood lands located north of the Soo Line Railroad tracks and also recommended in the Nelson Neighborhood Development Plan for near- and mid-term urban development staging are currently not included within the Central Urban Service Area; and

WHEREAS, the City of Madison Plan Commission has an established procedure for amending the Madison Land Use Plan as a result of special planning studies;

NOW, THEREFORE, BE IT RESOLVED that the Nelson Neighborhood Development Plan is 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 Nelson Neighborhood Development Plan; and

BE IT FURTHER RESOLVED that the Madison Plan Commission and Madison Common Council hereby endorse the City's application to amend the Dane County Regional Development Guide and the Dane County Water Quality Plan to include within the Central urban Service Area those lands which are recommended for staged urban development as Staging Areas B, C and D in the Nelson Neighborhood Development Plan and which are currently outside of the Central Urban Service Area.

MW:lma/47.3

Amendments
to the
Nelson
Neighborhood Development Plan
Adopted since March 1992

Amendments Dated:

August 1993
March 1999
July 2001
March 2005

AMENDMENT TO NELSON NEIGHBORHOOD PLAN
ADOPTED: MADISON PLAN COMMISSION MEETING
Monday, August 16, 1993
Agenda Item No. 13

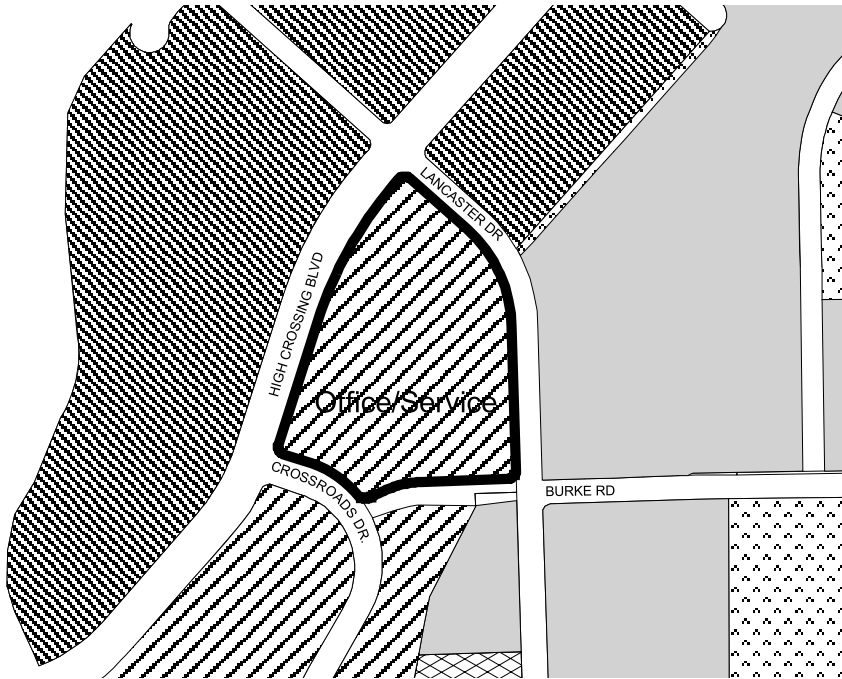
13. On a motion by Nordeen, seconded by Reneau-Rowe, the Plan Commission found that the conditional use standards were met and approved a conditional use located in the 5200 block of High Crossing Boulevard for the construction of a retail sales establishment in excess of 50,000 sq. ft. for American TV of Madison subject to the conditions contained in the Plan commission packet. The Plan Commission revised Planning Unit condition No. 4 and Traffic Engineering Condition No. 2 regarding installation of sidewalks along the public streets instructing the applicant to develop a pedestrian system acceptable with City Engineering, Traffic Engineering, and Planning Unit staff which emphasizes ease of approaching the destination rather than the traditional system which directs pedestrian traffic around the perimeter of the site. The Plan Commission also accepted the applicant's landscape plan proposal and directed the applicant and Planning Unit staff to work out the final landscaping plan.

The Plan commission restated for the record its policy and future intention that the landowners/developers follow the neighborhood development plan land use recommendations and that the remaining commercial zoned parcels not be offered to large-scale retailers or similar regional uses. The Plan Commission and Common Council have adopted a neighborhood development plan where the size of this retail/service district is limited, and the district is not to be promoted as an extension of the high-volume regional general retailing district located in the East Towne/East Springs/East Washington area west of Interstate 90-94.

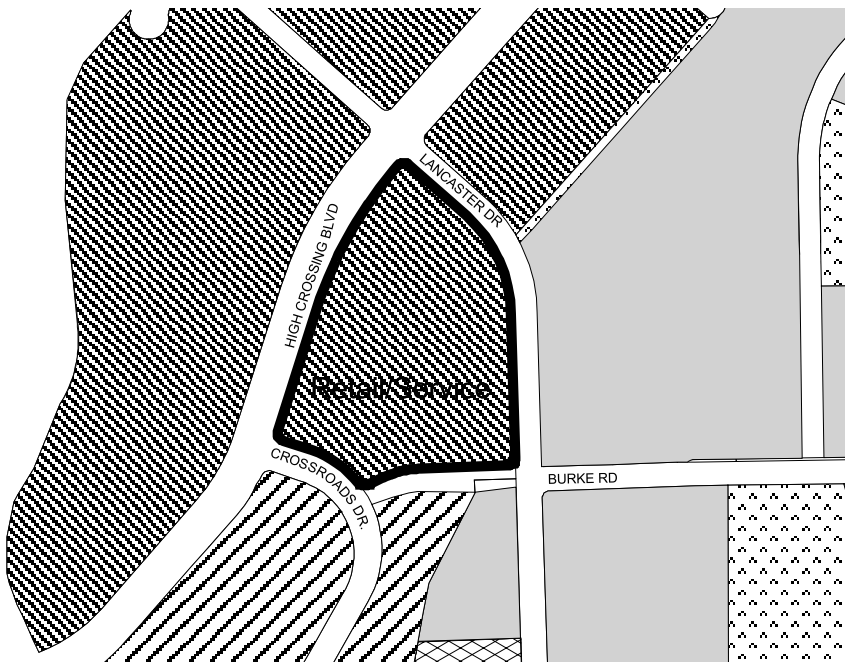
The Commission directed staff to include the land use policy for this area in the approval letter to the applicant along with the Commission's position that it does not intend to allow the establishment of large-scale, region-serving retail uses on the remaining C2-zoned lots along High Crossing Boulevard, or on lands to the north along Nelson Road recommended for office/service and distribution/manufacturing/service uses and the lands to the east recommended for residential development.

AMENDMENT to the NELSON NEIGHBORHOOD DEVELOPMENT PLAN Land Use and Street Plan

Nelson Neighborhood Plan as adopted March 1992
and implemented through land subdivision and zoning approvals.



Nelson Neighborhood Plan as Amended by
Plan Commission Minutes August 16, 1993



LAND USE

 RESIDENTIAL

COMMERCIAL

 RETAIL/SERVICE

 OFFICE/SERVICE

 OFFICE/RESIDENTIAL
ALTERNATIVE USE

 PARK & OPEN SPACE

Amendment to Nelson
Neighborhood Development Plan:
Changed the Recommended Land Use
for the area bounded by High
Crossing Blvd., Lancaster Dr.,
Burke Rd. and Crossroads Dr.
from Office/Service to Retail/Service.



500 0 500 Feet



AMENDMENT TO NELSON NEIGHBORHOOD PLAN
ADOPTED: MADISON PLAN COMMISSION MEETING

Monday, February 15, 1999

Agenda Item No. 8

With

Condition No. 2 from the Planning Unit Report

8. On a motion by Nordeen, seconded by Ald. Kiesow, the Plan Commission recommended approval of Ordinance, I.D. 24859, to rezone 555 Quarry Park Road from Agricultural to RPSM and a final plat known as "High Crossing Fifth Addition" subject to the comments contained in the Plan commission packet. Registering in support and available to answer questions was Scott Tebon, P.O. Box 7700, representing High Crossing, Inc.; and Henry Gempeler, representing T. Wall Properties.

PLANNING UNIT REPORT
DEPARTMENT OF PLANNING AND DEVELOPMENT
February 11, 1999







2. Approval of the RPSM District zoning for these lands shall also constitute approval of a corresponding amendment to the Nelson Neighborhood Development Plan to change the land use recommendation for the area defined by Lots 51 and 52 of the proposed Final Plat from Residential use to Office/Residential Alternative Use.

AMENDMENT to the NELSON NEIGHBORHOOD DEVELOPMENT PLAN Land Use and Street Plan

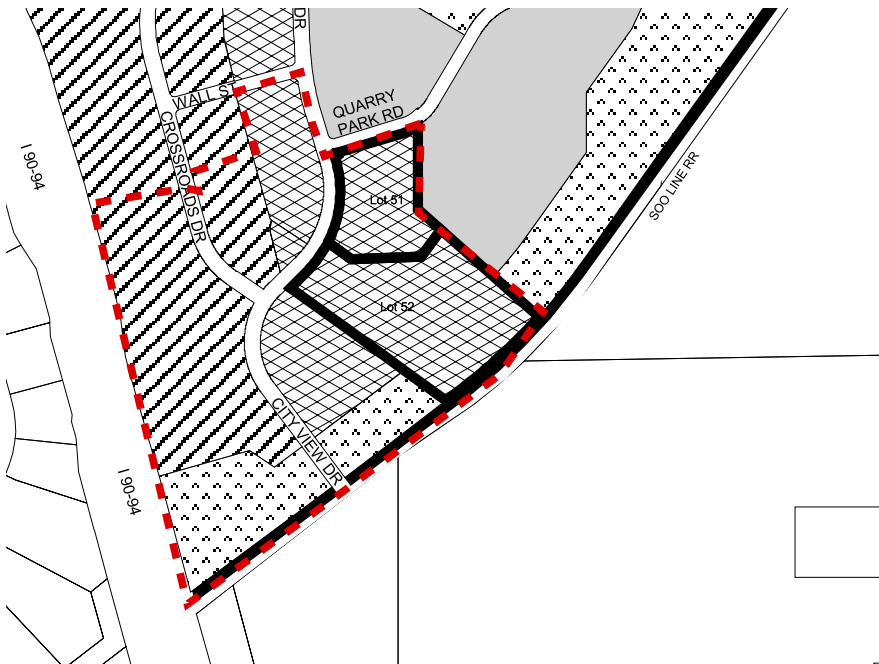
Nelson Neighborhood Plan as adopted, amended and implemented through land subdivision and zoning approvals .



LEGEND:

-  RESIDENTIAL
-  COMMERCIAL
-  OFFICE/SERVICE
-  OFFICE/RESIDENTIAL ALTERNATIVE USE
-  PARK & OPEN SPACE
-  High Crossing Fifth Addn Boundary

Nelson Neighborhood Plan as Adopted and Amended in
Plan Commission Minutes February 15, 1999



Amendment to Nelson
Neighborhood Development Plan:
Changed the Recommended Land Use
on Lots 51 & 52 of the High Crossing
Fifth Addition Plat from Residential to
Office/Residential Alternative Use



500 0 500 Feet

LOCATED IN THE SW 1/4 OF THE NW 1/4, AND THE NW 1/4 OF THE SW 1/4 OF SECTION 26,
THE SE 1/4, & SW 1/4 OF THE NE 1/4, AND THE NE 1/4, & NW 1/4 OF THE SE 1/4 OF SECTION 27,
AND ALL OF LOT 39 AND 40 OF HIGH CROSSING SECOND ADDITION, AND ALL OF LOT 2 OF CERTIFIED
SURVEY MAP NO. 7595 ALL IN T8N, R10E, CITY OF WAISON, DANE COUNTY, WISCONSIN.

POSTAL RETURNS ONLY PLEASE



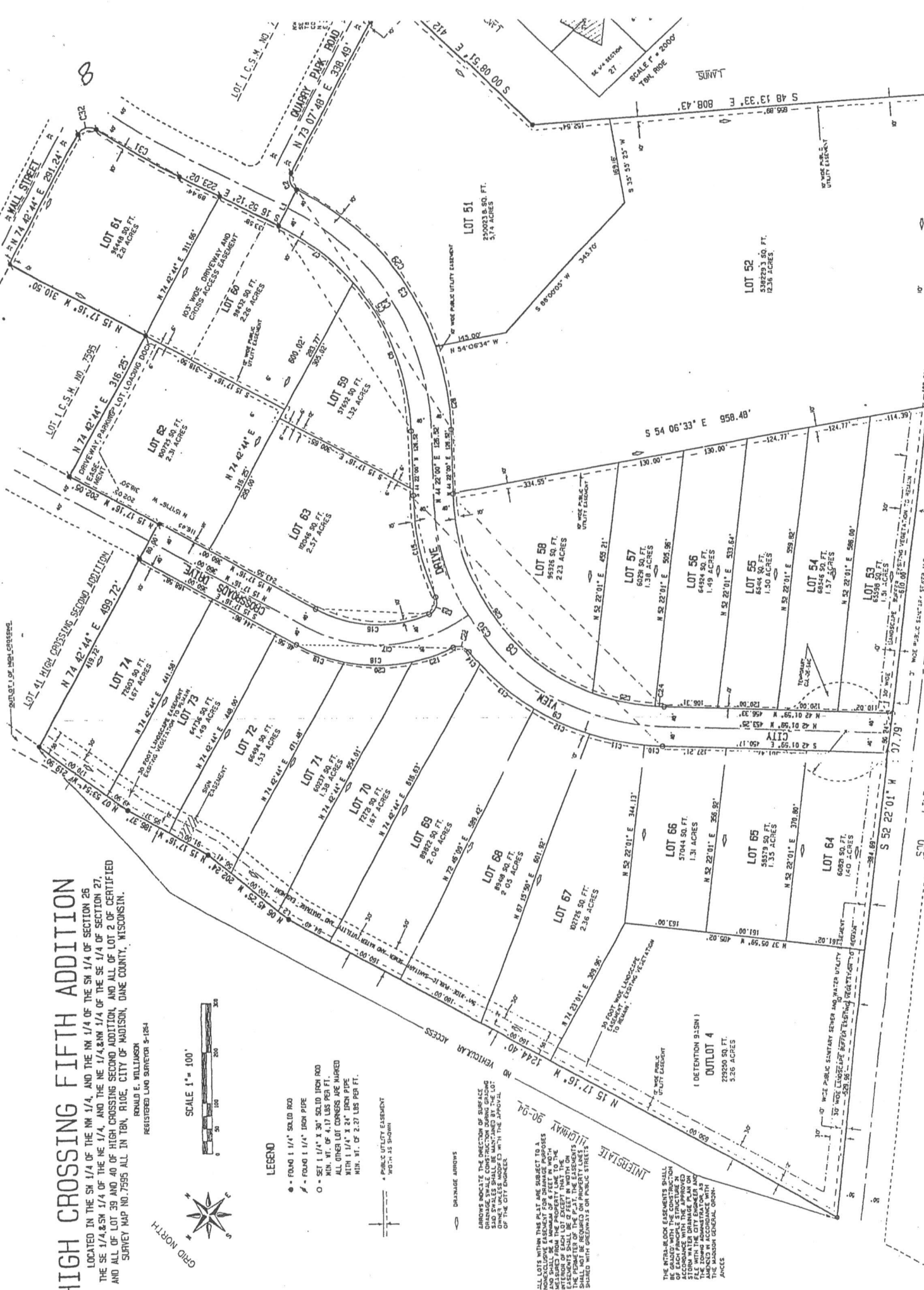
- PUBLIC UTILITY EASEMENT
-
- NADWAS ST. W. L. L. C.

ARROWS INDICATE THE DIRECTION OF SURFACE DRAINAGE. SWALE CONSTRUCTION DURING GRADING SAID SWALES SHALL BE MAINTAINED BY THE LOT OWNER UNLESS MODIFIED WITH THE APPROVAL OF THE CITY ENGINEER.

SALDO:

ALL LOTS WITHIN THIS PLAT ARE SUBJECT TO A NONEXCLUSIVE EASEMENT FOR DRAINAGE PURPOSES AND SHALL BE A MINIMUM OF 6 FEET IN WIDTH MEASURED FROM THE PROPERTY LINE TO THE INTERIOR OF EACH LOT EXCEPT THAT THE EASEMENTS SHALL BE 12 FEET IN WIDTH ON THE PERIPHERY OF THE PLAT. THE EASEMENTS SHALL NOT BE REQUIRED ON PROPERTY LINES SHARED WITH GREENWAYS OR PUBLIC STREETS.

THE INTRA-BLOCK EASEMENTS SHALL BE GRANTED WITH THE CONSTRUCTION OF EACH PRINCIPLE STRUCTURE IN ACCORDANCE WITH THE APPROVED STORM WATER DRAINAGE PLAN ON FILE WITH THE CITY ENGINEER AND THE ZONING ADMINISTRATOR, AS AMENDED IN ACCORDANCE WITH THE MAJORS GENERAL ORDINANCE.



City of Madison, Wisconsin

A RESOLUTION _____

Amending the Nelson Neighborhood Development Plan, an element of the City of Madison Master Plan, to revise the land use recommendation for approximately forty-seven acres located north of Nelson Road.

Drafted By: Michael Waidelich, Principal Planner

Date: March 27, 2001

Fiscal Note: City costs associated with the development and provision of urban services to serve the proposed development will need to be included in future Operating and Capital Budgets. One of the consequences of the proposed Plan amendment will be to allow land uses which generate more traffic than otherwise would have been generated under the existing plan. This additional traffic will result in existing nearby roadways, intersections, and interchanges reaching capacity more quickly than otherwise would have occurred. The additional cost to make additional improvements to these roadways, intersections, and interchanges to relieve future congestion resulting, in part, from this development proposal is not known at this time. Planning and Development Department staff and Traffic Engineering staff have recommended that any land use approvals based on this Plan amendment require the developers to commit to cover their proportional share of these future off-site road improvements, when they become necessary prematurely partially as a result of this development.

Sponsors: Alds. Judy Compton and Roberta Kiesow (request of the Plan Commission)

WHEREAS the Nelson Neighborhood Development Plan, an element of the Land Use Plan and the Master Plan of the City of Madison was adopted by the Madison City Plan Commission on March 2, 1992 and by the Madison Common Council on March 17, 1992; and

WHEREAS the Nelson Neighborhood Development Plan recommends that lands located north of Nelson Road comprising approximately sixty-one acres be developed with distribution and light manufacturing uses; and

WHEREAS an amendment to the Nelson Neighborhood Development Plan has been proposed to change the land use recommendation for an approximately forty-seven acre portion of the lands located north of Nelson Road to retail/service and residential uses to allow the future development of these lands as a retail, entertainment, office, and residential community; and

PRESENTED April 3, 2001

REFERRED Plan Commission

REREFERRED May 15, 2001

REPORTED BACK _____

ADOPTED _____ POF _____

RULES SUSPENDED _____

PUBLIC HEARING _____



RESOLUTION NUMBER _____

ID NUMBER 29302

WHEREAS the general design and operational characteristics of the specific proposed commercial and residential center known as The Crossing that may be developed within the forty-seven acre site in the event that the neighborhood development plan is amended to support the retail/service and residential uses are available for review and evaluation through a concurrent application for Planned Unit Development District zoning; and

WHEREAS the Planning Unit and the Traffic Engineering Division have prepared analyses of the proposed amendment to the Nelson Neighborhood Development Plan, including an evaluation of the specific proposed development in the amendment area; and

WHEREAS information regarding the proposed amendment to the Nelson Neighborhood Development Plan has been provided to surrounding residents and property owners and a public hearing has been held on the proposed amendment; and

WHEREAS the proposed amendment to the Nelson Neighborhood Development Plan has also been considered by the Long-Range Transportation Planning Commission and the Pedestrian/Bicycle/Motor Vehicle Commission, and their comments and recommendations on the amendment have been provided to the Plan Commission and Common Council;

NOW THEREFORE BE IT RESOLVED that the Nelson Neighborhood Development Plan is hereby amended to incorporate revised land use recommendations for approximately forty-seven acres located north of Nelson Road as presented in the attached map and narrative; and

BE IT FURTHER RESOLVED that this amendment is approved to allow the specific type of development concurrently proposed as a Planned Unit Development known as The Crossing, and is not a recommendation to support general regional retail development within the amendment area; and

BE IT FURTHER RESOLVED that this amendment is not intended to encourage or support further large-scale, region-serving or highway-oriented development on other commercial development lands in the Nelson Neighborhood or in the Rattman Neighborhood beyond what is currently recommended in the adopted neighborhood development plans for these areas; and

BE IT FURTHER RESOLVED that it is the intention of the Plan Commission and Common Council in adopting this amendment to the Nelson Neighborhood Development Plan that appropriate conditions of approval be placed upon the concurrent Planned Unit Development known as The Crossing to ensure that the project developed within the amendment area incorporates all of the essential design attributes, amenities, and functional characteristics, including maximum potential vehicle trips generated, presented in the materials submitted with the application for Planned Unit Development District zoning; and

BE IT FURTHER RESOLVED that it is the intention of the Plan Commission and Common Council in adopting this amendment to the Nelson Neighborhood Development plan that appropriate conditions of approval be placed upon the concurrent Planned Unit Development known as The Crossing to ensure that the development will address and mitigate to the extent possible the impacts, and particularly the transportation impacts, of the development, as recommended by City agencies and commissions; and

BE IT FURTHER RESOLVED that the amendment to the Nelson Neighborhood Development Plan made by this resolution shall not take effect until all of the conditions of approval that may be placed on the concurrent Planned Unit Development known as The Crossing are met and all reviewing agencies have signed-off.

Amendment to the Nelson Neighborhood Development Plan

Adopted July 17, 2001

This amendment to the Nelson Neighborhood Development Plan is adopted to revise the land use recommendations for approximately forty-seven acres located north of Nelson Road and east of U. S. Highway 151.

In the section of the plan titled "Recommended Land Use" add the following paragraphs to the narrative for Commercial Uses:

A 30-acre site north of Nelson Road is designated for retail and service uses to provide a location for a planned commercial development that will include retail and entertainment uses totaling about 225,000 square feet, office uses totaling about 20,000 square feet, and a small hotel of about 72,000 square feet. About one-half of the proposed retail uses will be located along a pedestrian-oriented "main street" designed to incorporate many of the characteristics of older neighborhood business streets. Up to 68 dwelling units are also proposed above the retail shops along the "main street."

The type of development proposed is anticipated to serve as an activity center for the adjacent neighborhood residential areas, as well as a destination site serving larger regional markets. The project will be developed under Planned Unit Development zoning to ensure that the special mix of uses, design qualities and amenity features that led to the determination that the location would be acceptable for this mixed-use development will be implemented.

In the section of the plan titled "Recommended Land Use" add the following paragraph to the narrative for Residential Uses:

A residential use area of about 17 acres is designated north of Nelson Road, just east of the "main street" portion of the proposed retail/service district, which will be developed as part of the same integrated commercial-residential project. A variety of medium-density housing is proposed, including apartments and townhouses, at an average density between 16 and 25 units per acre. Apartment units are also proposed above the "main street" shops in the commercial portion of the project. Together, it is anticipated that the mixed-use development on "main street" and the residential development could provide a total of approximately 380 housing units.

In the section of the plan titled "Recommended Land Use" replace the narrative for Distribution/Manufacturing/Service Uses with the following paragraph:

About 14 acres located north of Nelson Road are designated for distribution, manufacturing and related activities. These uses are recommended to provide development sites for additional types of businesses that cannot be accommodated in the exclusive office and retail districts located nearby, and to provide additional employment opportunities within the neighborhood. Future developments on this site will need to be carefully designed to ensure compatibility with the residential uses proposed on lands adjacent to the west.



City of Madison

Master

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

File Number: 00641

File Number: 00641 **File Type:** Resolution **Status:** Passed
Version: 1 **Reference:** **Controlling Body:** PLAN COMMISSION
Requester: PLAN COMMISSION **Cost:** **Introduced:** 02/22/2005
File Name: Amending the Nelson Neighborhood Development Plan for properties along High Crossing Boulevard. **Final Action:** 03/29/2005

Title: Amending the Nelson Neighborhood Development Plan, an element of the City of Madison Master Plan, to revise the land use recommendation for the properties along the south frontage of High Crossing Boulevard. 17th Ald. Dist.

Notes:

Code Sections:

Agenda Date: 03/29/2005

Indexes:

Agenda Number:

Sponsors: Santiago Rosas

Enactment Date: 04/01/2005

Attachments: High Crossing amendment narrative.doc

Enactment Number: RES-05-00337

History of Legislative File

| Ver- sion: | Acting Body: | Date: | Action: | Sent To: | Due Date: | Return Date: | Result: |
|---------------|-------------------------------------|------------|---|-------------------------------------|------------|-----------------|---------|
| 1 | Planning Unit | 02/22/2005 | Fiscal Note Required / Approval | Comptroller's Office/Approval Group | 02/23/2005 | 02/22/2005 | |
| 1 | Comptroller's Office/Approval Group | 02/22/2005 | Approved Fiscal Note By The Comptroller's Office | Planning Unit | | 11/15/2005 | |
| 1 | Planning Unit | 02/24/2005 | Refer for Introduction | COMMON COUNCIL | | 03/29/2005 | |
| 1 | COMMON COUNCIL | 03/01/2005 | Refer | PLAN COMMISSION | | 03/21/2005 | |
| 1 | PLAN COMMISSION | 03/21/2005 | RECOMMEND TO COUNCIL TO ADOPT - REPORT OF OFFICER | | | | Pass |
| 1 | COMMON COUNCIL | 03/29/2005 | Adopt | | | | Pass |

Text of Legislative File 00641

..Fiscal Note

Local costs associated with urban development in this area will be included in future operating and capital budgets.

..Title

Amending the Nelson Neighborhood Development Plan, an element of the City of Madison Master Plan, to revise the land use recommendation for the properties along the south frontage of High Crossing Boulevard. 17th Ald. Dist.

..Body

PREAMBLE

The Nelson Neighborhood Development Plan was initially adopted in March 1992. The plan recommended development of an office employment district on lands located adjacent to Interstate Highway 90-94-39, and a general retail and service district along the north side of High Crossing Boulevard which reflected the highway-oriented uses that were already established, including multiple automobile sales and service businesses. Along the south side of High Crossing Boulevard, the neighborhood development plan recommended a step-down to less highway-oriented commercial uses that would be more compatible with the adjacent proposed residential areas and would emphasize activities which supported other planned neighborhood components, such as goods and services valued by office users or neighborhood residents. Large-scale, region-serving retail development was not recommended. The recommendation that commercial uses along the south frontage of High Crossing Boulevard maintain a focus on smaller-scale businesses primarily serving local markets was restated by the Plan Commission during the review and approval of several subsequent amendments to the Nelson Neighborhood Development Plan.

In the years since the Nelson Neighborhood Development Plan was first adopted, there has been considerable new development within the neighborhood, including an office park along Crossroads and City View Drives adjacent to Interstate Highway 90-94-39, and several residential developments on the higher elevations north of the office park and southeast of High Crossing Boulevard. Development of the vacant properties along the south frontage of High Crossing Boulevard has been relatively limited, however, and consists primarily of highway-oriented uses, including several motels, a drive-through credit union, an automobile service and support facility for a dealership located on the north side of the boulevard, and a sports bar. Another vehicle dealership south of High Crossing Boulevard was approved, but never built. The construction in 2002 of new access ramps connecting High Crossing Boulevard directly with Interstate Highway 90-94-39 greatly increased the accessibility of this commercial area to regional markets. In July 2001, the Common Council approved a mixed-use planned development north of Nelson Road that will include large-format retail uses, a "main street" of smaller retail and service uses with residences above the shops, a multi-family residential complex, and a small light-manufacturing and distribution area. If developed as planned, this development, known as "The Crossing," would also provide retail, service and entertainment opportunities to Nelson Neighborhood residents.

Recently, Don Miller, a long-established Madison automobile dealership, has expressed interest in relocating from its current location on East Washington Avenue close to downtown Madison to an expanded site on the south side of High Crossing Boulevard. East Washington Avenue is an important gateway corridor recommended for significant employment and residential growth in coming decades. Relocating this existing business to High Crossing Boulevard, near similar businesses within a well-recognized center of automobile-related activities, would make a prime near-downtown site available for more-intensive urban redevelopment.

Locating a large automobile dealership on the south side of High Crossing Boulevard would establish the same general types of uses along the south frontage as are currently found along the north frontage, and effectively preclude the likelihood that neighborhood-oriented uses might develop here in the foreseeable future. General development of the south frontage of High Crossing Boulevard with highway-oriented and automobile-related businesses would not be consistent with the land use recommendation in the Nelson Neighborhood Development Plan, and a decision to support these types of uses at this location would require a corresponding amendment to the neighborhood development plan. Given the historic and current predominance of highway-oriented and automobile-related businesses in this area, its direct access to the Interstate Highway system, the absence of any apparent market interest in development of neighborhood-oriented businesses along High Crossing Boulevard, and the potential for future mixed-use development north of Nelson Road to provide an alternative center for neighborhood retail and service activities, an amendment to the Nelson Neighborhood Development Plan to allow the same types of uses along both frontages of High Crossing Boulevard could be determined reasonable in consideration of other City planning objectives, including redevelopment of the East Washington Avenue gateway corridor.

NOW THEREFORE BE IT RESOLVED that the Nelson Neighborhood Development Plan, an element of the

City of Madison Master Plan, is hereby amended to recommend the Commercial Retail/Service land use districts located along both the north and south frontages of High Crossing Boulevard as appropriate locations for a wide variety of commercial uses, including highway-oriented uses, as well as activities that support other planned neighborhood components, such as provision of goods and services to the adjacent employment and residential areas, as described in the attached plan text amendment.



City of Madison

Certified Copy

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

Resolution: RES-05-00337

File Number: 00641

Enactment Number: RES-05-00337

Amending the Nelson Neighborhood Development Plan, an element of the City of Madison Master Plan, to revise the land use recommendation for the properties along the south frontage of High Crossing Boulevard. 17th Ald. Dist.

PREAMBLE

The Nelson Neighborhood Development Plan was initially adopted in March 1992. The plan recommended development of an office employment district on lands located adjacent to Interstate Highway 90-94-39, and a general retail and service district along the north side of High Crossing Boulevard which reflected the highway-oriented uses that were already established, including multiple automobile sales and service businesses. Along the south side of High Crossing Boulevard, the neighborhood development plan recommended a step-down to less highway-oriented commercial uses that would be more compatible with the adjacent proposed residential areas and would emphasize activities which supported other planned neighborhood components, such as goods and services valued by office users or neighborhood residents. Large-scale, region-serving retail development was not recommended. The recommendation that commercial uses along the south frontage of High Crossing Boulevard maintain a focus on smaller-scale businesses primarily serving local markets was restated by the Plan Commission during the review and approval of several subsequent amendments to the Nelson Neighborhood Development Plan.

In the years since the Nelson Neighborhood Development Plan was first adopted, there has been considerable new development within the neighborhood, including an office park along Crossroads and City View Drives adjacent to Interstate Highway 90-94-39, and several residential developments on the higher elevations north of the office park and southeast of High Crossing Boulevard. Development of the vacant properties along the south frontage of High Crossing Boulevard has been relatively limited, however, and consists primarily of highway-oriented uses, including several motels, a drive-through credit union, an automobile service and support facility for a dealership located on the north side of the boulevard, and a sports bar. Another vehicle dealership south of High Crossing Boulevard was approved, but never built. The construction in 2002 of new access ramps connecting High Crossing Boulevard directly with Interstate Highway 90-94-39 greatly increased the accessibility of this commercial area to regional markets. In July 2001, the Common Council approved a mixed-use planned development north of Nelson Road that will include large-format retail uses, a "main street" of smaller retail and service uses with residences above the shops, a multi-family residential complex, and a small light-manufacturing and distribution area. If developed as planned, this development, known as "The Crossing," would also provide retail, service and entertainment opportunities to Nelson Neighborhood residents.

Recently, Don Miller, a long-established Madison automobile dealership, has expressed interest in relocating from its current location on East Washington Avenue close to downtown Madison to an expanded site on the south side of High Crossing Boulevard. East Washington Avenue is an important gateway corridor recommended for significant employment and residential growth in coming decades. Relocating this existing business to High Crossing Boulevard, near similar businesses within a well-recognized center of automobile-related activities, would make a prime near-downtown site available for more-intensive urban redevelopment.

Locating a large automobile dealership on the south side of High Crossing Boulevard would establish the same general types of uses along the south frontage as are currently found along the north frontage, and effectively preclude the likelihood that neighborhood-oriented uses might develop here in the foreseeable future. General development of the south frontage of High Crossing Boulevard with highway-oriented and automobile-related businesses would not be consistent with the land use recommendation in the Nelson Neighborhood Development Plan, and a decision to support these types of uses at this location would require a corresponding amendment to the neighborhood development plan. Given the historic and current predominance of highway-oriented and automobile-related businesses in this area, its direct access to the Interstate Highway system, the absence of any

apparent market interest in development of neighborhood-oriented businesses along High Crossing Boulevard, and the potential for future mixed-use development north of Nelson Road to provide an alternative center for neighborhood retail and service activities, an amendment to the Nelson Neighborhood Development Plan to allow the same types of uses along both frontages of High Crossing Boulevard could be determined reasonable in consideration of other City planning objectives, including redevelopment of the East Washington Avenue gateway corridor.

NOW THEREFORE BE IT RESOLVED that the Nelson Neighborhood Development Plan, an element of the City of Madison Master Plan, is hereby amended to recommend the Commercial Retail/Service land use districts located along both the north and south frontages of High Crossing Boulevard as appropriate locations for a wide variety of commercial uses, including highway-oriented uses, as well as activities that support other planned neighborhood components, such as provision of goods and services to the adjacent employment and residential areas, as described in the attached plan text amendment.

I, Maribeth Witzel-Behl, certify that this is a true copy of Resolution No. RES-05-00337, passed by the COMMON COUNCIL on 3/29/2005.

Date Certified

Amendment to the Nelson Neighborhood Development Plan

Adopted March 29, 2005

This amendment to the Nelson Neighborhood Development Plan is adopted to revise the land use recommendations for the commercial properties located along the south frontage of High Crossing Boulevard.

In the “Commercial Uses” sub-section of the “Recommended Land Use” section of the plan,
DELETE the first paragraph:

Retail and Service Uses

Approximately 84 total acres are recommended for retail sales and service uses. The existing commercial area north of High Crossing Boulevard comprises about 66 acres or 79 percent of this total. These lands are zoned C3 Highway Commercial and include about 27 acres of undeveloped land. An additional 15 acres along the south frontage of High Crossing Boulevard are also recommended for retail and service uses. These lands are within the High Crossing Final Plat and are zoned C2 General Commercial District to encourage a step-down to less highway-oriented uses adjacent to the proposed residential area. This commercial area is not recommended for large-scale or region-serving retail development, but should emphasize activities that support other planned neighborhood components, such as goods and services valued by office users or neighborhood residents, for example. Two smaller retail and service use areas are identified as potential neighborhood convenience shopping locations---one at the intersection of Burke Road and Felland Road, and the other on Burke Road near the center of the proposed residential development area.

In the “Commercial Uses” sub-section of the “Recommended Land Use” section of the plan,
ADD the following two paragraphs:

Retail and Service Uses

Approximately 121 total acres are recommended for retail sales and service uses, including about 91 acres in a large commercial district located north and south of High Crossing Boulevard, about 27 acres within a planned mixed-use development located north of Nelson Road, and two small potential neighborhood convenience sites on Burke Road, within the residential portion of the neighborhood.

The properties north of High Crossing Boulevard were about two-thirds developed at the time of annexation to the City of Madison in 1991, and were zoned C3 Highway Commercial District to reflect the predominant highway-oriented uses, including automobile dealerships and other automotive-related businesses. In order to encourage a step-down to less highway-oriented uses and provide a better transition to the adjacent residential area, the undeveloped properties along the south frontage of High Crossing Boulevard were zoned C2 General Commercial District. But the opening in 2002 of the High Crossing access ramps to Interstate Highway 90-94-39 provided excellent regional access to this commercial area and both sides of the Boulevard have developed primarily with non-neighborhood uses, including motels, restaurants, drive-throughs and automobile service facilities. The neighborhood development plan was amended in 2005 to recognize automobile sales and automotive-related businesses as acceptable land uses on both sides of High Crossing Boulevard. Expansion of large-scale, region-serving retail uses on High Crossing Boulevard is not recommended, however, and it is recommended that all uses along the south frontage of High Crossing Boulevard be required to incorporate high quality design, landscaping and screening, careful placement of lighting, and noise mitigation as needed in order to ensure that there are no negative impacts on the adjacent residential area.



Legislation Details (With Text)

File #: 47648 **Version:** 1 **Name:** Nelson NDP amendment re: Cross Hill residential
Type: Resolution **Status:** Passed
File created: 6/10/2017 **In control:** PLAN COMMISSION
On agenda: 7/18/2017 **Final action:** 7/18/2017
Enactment date: 7/21/2017 **Enactment #:** RES-17-00599

Title: Amending the Nelson Neighborhood Development Plan to revise the land use recommendation for approximately 13 acres of land generally located on the north side of Cross Hill Drive east of High Crossing Boulevard from Employment to Residential.

Sponsors: Samba Baldeh

Indexes:

Code sections:

Attachments: 1. Maps.pdf, 2. Staff_Comments.pdf, 3. Link_Ord_File_47238, 4. Revised Nelson NDP Map_as_recommended_by_Plan_Commission.pdf, 5. Ald_Comment.pdf

| Date | Ver. | Action By | Action | Result |
|-----------|------|-------------------|---|--------|
| 7/18/2017 | 1 | COMMON COUNCIL | Adopt with Conditions | Pass |
| 7/10/2017 | 1 | PLAN COMMISSION | RECOMMEND TO COUNCIL TO ADOPT WITH CONDITIONS - REPORT OF OFFICER | Pass |
| 6/20/2017 | 1 | COMMON COUNCIL | Refer | Pass |
| 6/13/2017 | 1 | Planning Division | Referred for Introduction | |

Amending the Nelson Neighborhood Development Plan to revise the land use recommendation for approximately 13 acres of land generally located on the north side of Cross Hill Drive east of High Crossing Boulevard from Employment to Residential.

WHEREAS the Nelson Neighborhood Development Plan was adopted by the Madison Common Council on March 17, 1992 by Resolution 48696 (ID10233) as an element of the Master Plan for the City of Madison to provide long-term land use and development recommendations for the area of the City of Madison and Town of Burke generally bounded by Interstate 90, US Highway 151, the Soo Line Railroad, and a planned community separation area adjacent to the City of Sun Prairie; said resolution also authorized the City to petition to add the planning area to the Central Urban Service Area; and

WHEREAS the Nelson Neighborhood Development Plan has subsequently been amended by the Plan Commission or Common Council in August 1993, February 1999, March 2001, and April 2005, with the last amendment approved in January 2009;

WHEREAS the Nelson Neighborhood Development Plan currently recommends that Employment land uses be developed on lands located generally east of High Crossing Boulevard and south of Nelson Road, with lands along those frontages recommended to be developed with Retail/Service uses; and

WHEREAS the City of Madison Comprehensive Plan, adopted by the Common Council on January 16, 2006 by Ordinance 06-00010 (ID 02207) and updated on May 17, 2011 by Ordinance 11-00070 (ID 21853) recommends the same lands for Employment and General Commercial uses, respectively; and

WHEREAS the property owner and prospective developer of a 6.86-acre portion of property located on the north side of Cross Hill Drive east of High Crossing Boulevard proposes to develop the property with 189 multi-family dwelling units; and

WHEREAS an amendment to the Nelson Neighborhood Development Plan is required for the proposed residential development to be consistent with the land use recommendations in that plan; and

WHEREAS it is the opinion of the Planning Division that the remaining approximately 6.1 acres recommended for Employment uses east of the 6.86 acres proposed for multi-family residential development no longer be recommended for Employment uses due to the potential unsuitability of those lands for such uses if surrounded now and in the future with Residential land uses, said land to also be recommended for Residential uses; and

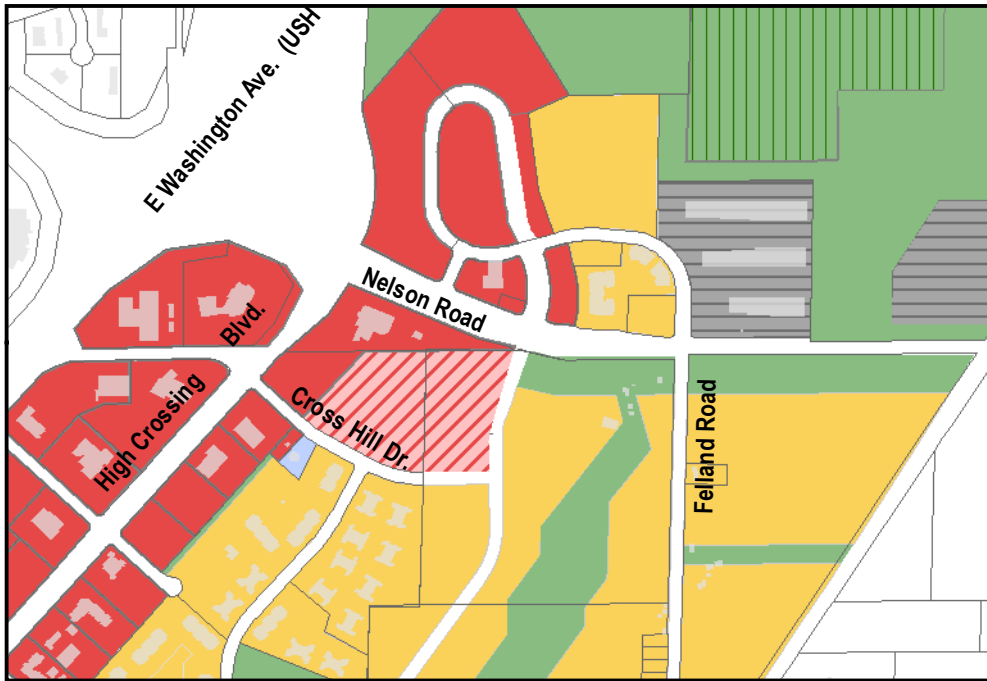
WHEREAS an amendment to the Nelson Neighborhood Development Plan Proposed Land Use Map has been prepared to show the subject approximately 13 acres of land to be developed as Residential land uses, said amended map also showing revisions to the proposed street network to reflect a street pattern that will serve the proposed Residential land uses requested; and

WHEREAS City agencies have reviewed the proposed amendment to the Nelson Neighborhood Development Plan, as well as the proposed land use application submitted by the prospective developer, and have provided comments and recommendations for consideration by the Plan Commission and Common Council.

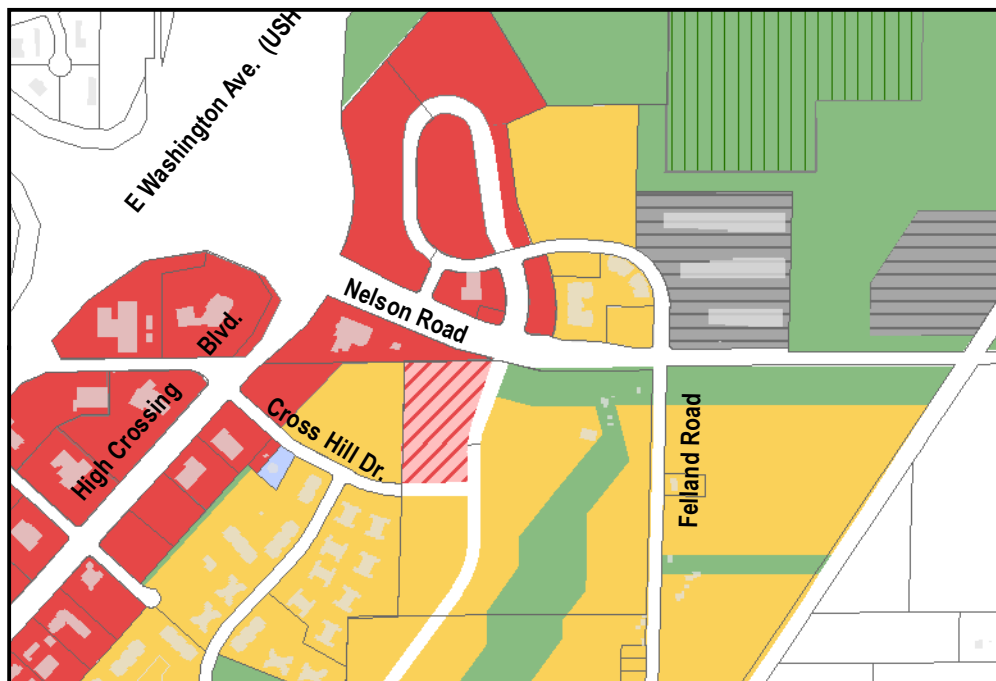
NOW THEREFORE BE IT RESOLVED THAT THE Nelson Neighborhood Development Plan, a supplement to the City of Madison Comprehensive Plan, is hereby amended to revise the land use recommendation for approximately 13 acres generally located on the north side of Cross Hill Drive east of High Crossing Boulevard from Employment to Residential, as shown on the amended Proposed Land Use Map.

AMENDMENT to the NELSON NEIGHBORHOOD DEVELOPMENT PLAN Land Use and Street Plan

Nelson Neighborhood Development Plan as Adopted March 1992
and Amended August 1993, February 1999, July 2001, and March 2005, January 2009



Nelson Neighborhood Development Plan Amendment
as adopted July 2017.



PROPOSED LAND USE

- Residential
- Commercial
 - Retail/Service
 - Office/Service
 - Institutional
- Industrial
 - Landfill
 - Distribution/ Manufacturing
 - Park, Open Space and Drainage



Feet
0 500 1,000