

# **Blackhawk Neighborhood Development Plan**

*Recommendations for Land Use and Development*

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

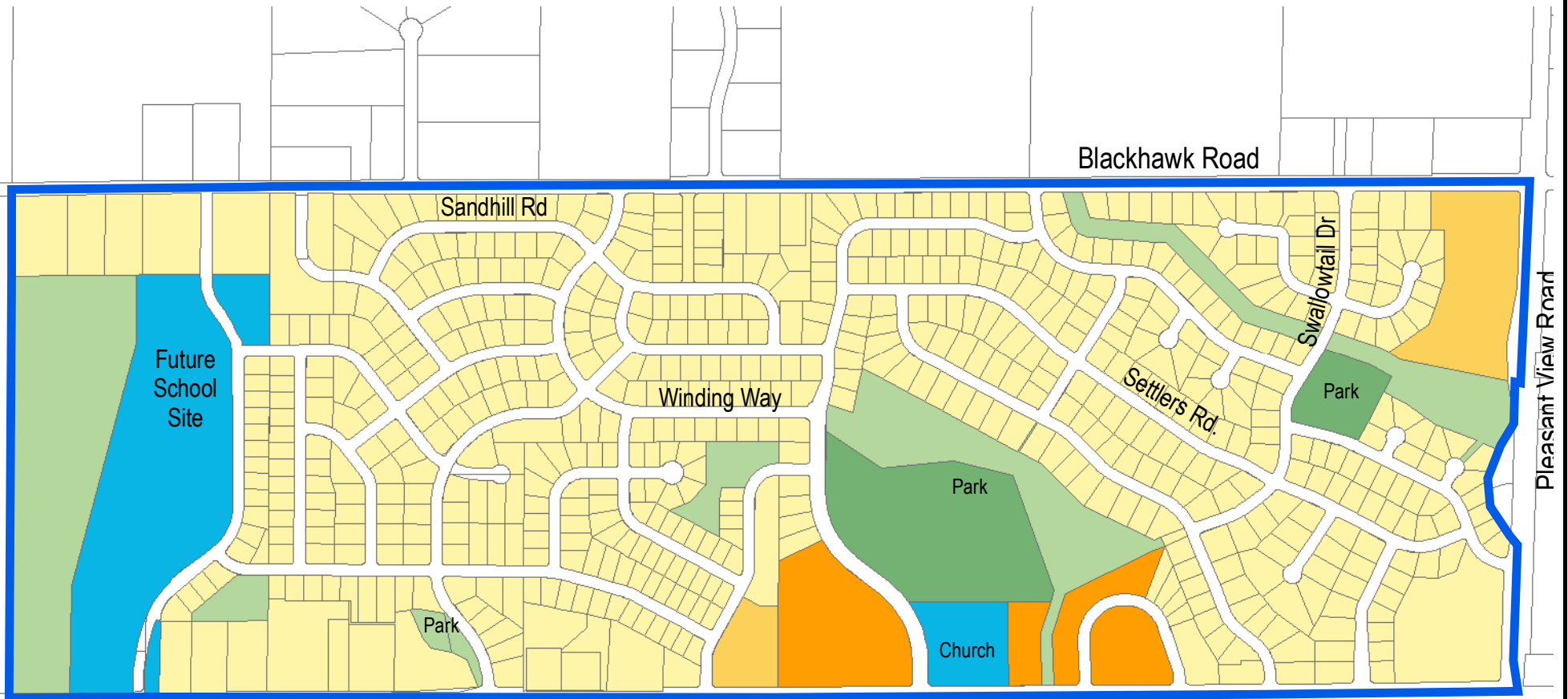
**March 1994**

**Amendments Adopted:**

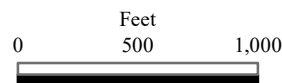
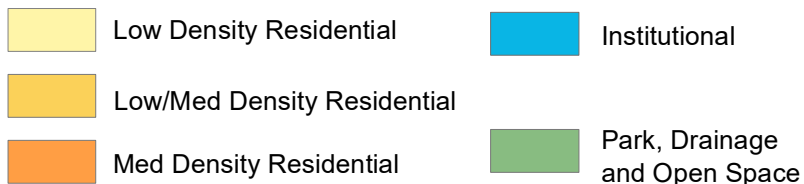
**August 2006**

# Blackhawk Neighborhood Development Plan

As Adopted March 1994, Amended August 2006 and implemented through subdivision and zoning approvals



## Existing Land Use and Proposed Land Use on Vacant NDP Land



CITY OF MADISON  
BLACKHAWK NEIGHBORHOOD DEVELOPMENT PLAN

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## Introduction

The Blackhawk Neighborhood comprises about 1,922 acres or about 3 square miles and is bounded by U.S. Highway 14 to the north, Pleasant View Road to the east, Old Sauk Road to the south, and Twin Valley Road to the west (See Map 1). The Neighborhood is located in three separate watersheds, namely Black Earth Creek, Pheasant Branch Creek, and Sugar River. Black Earth Creek comprised the largest watershed with about 1,127 acres, followed by the Pheasant Branch Creek with 617 acres, and Sugar River with 178 acres.

On December 3, 1990, the Madison Common Council adopted the Peripheral Area Development Plan as a component part of the City of Madison's Master Plan. The Peripheral Area Development Plan makes recommendations for both land use and long-term development in the peripheral area beyond the current edge of urban development. Most of the lands included in the Peripheral Area Development Plan are currently outside of the Central Urban Service Area. However, because future land developments are intended to be provided with public improvements and the full range of urban services, these lands must ultimately be added to the Central Urban Service Area.

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

The Peripheral Area Development Plan recommends the Black Earth Creek watershed as a Permanent Open Space District, the Pheasant Branch Creek watershed as an Urban Expansion-A District, and the Sugar River watershed as an Urban Expansion-B District. Although recommended primarily as a Permanent Open Space District, the Black Earth Creek watershed presently contains some existing development, primarily single-family dwellings on large lots. The Pheasant Branch Creek watershed is identified as the W2A Planning Area in the Peripheral Development Plan and is recommended primarily for residential use.

The Peripheral Area Development Plan contemplates the preparation and adoption of a detailed neighborhood development plan prior to the initiation of any request to an amendment to the Central Urban Service Area or before any development can occur in any area within an Urban Expansion District. The Purpose of this report is to prepare a detailed neighborhood development plan for a part of the W2A Planning Area or that portion of the Blackhawk Neighborhood within the Pheasant Branch Creek watershed.

## Existing Conditions in Blackhawk Neighborhood

For the purpose of this study, the Blackhawk Neighborhood includes all properties which are wholly or partly within the Pheasant Branch Creek watershed and located to the west of Pleasant View Road and north of Old Sauk Road. Although located outside of the Pheasant Branch Creek watershed, other properties such as those on Rose Court and along Old Sauk Road are also included within the study area.

### Existing Ownerships

All of the lands within the Blackhawk Neighborhood are currently located within the Town of Middleton, except for the 293-acre McKenzie 300 property located south of Blackhawk Road. The McKenzie 300 property was annexed to the City of Madison on January 4, 1994.

The Blackhawk Neighborhood includes two separate areas, one located north of Blackhawk Road. Both the CUNA and McKenzie 300 properties comprise the two largest properties on either side of Blackhawk Road. The following represents the total acreage of all properties within the Blackhawk Neighborhood. (See Map 2)

	<b>Acres</b>
<u>North of Blackhawk Road</u>	<b>391.9</b>
CUNA	313.7
McKenzie 300	22.2
Robin Koth & Denise Holmes	15.3
Properties on Rose Court	40.7
<u>South of Blackhawk Road</u>	<b>398.3</b>
McKenzie Group 300	292.8
Eric, Frederic & David Nelson	34.1
Dennis Howard	33.8
Ann & Richard Walser	5.0
Allen & Rosemarie Schumann	5.4
Roger & Joyce Schumann	5.3
Lyle Ibeling	2.2
Donald & Marion Green	4.9
Seven Properties on Old Sauk Road	13.7
Two Properties on Pleasant View Road	1.1
<b><u>Total</u></b>	<b><u>790.2</u></b>

## Existing Natural Features

Flat lowlands and steep topography characterize much of the Blackhawk Neighborhood (See Map 3). Steep slopes with grades in excess of 12-1/2 percent are found near the ridges, which divide the Neighborhood into the three different watersheds.

### North of Blackhawk Avenue

A ridgeline extending northeasterly from Blackhawk Road near Rose Court divides lands north of Blackhawk Road into the Black Earth Creek and Pheasant Branch Creek watersheds. Most of the lands within the Black Earth Creek watershed consist of open space areas with steep slopes and some woodlots. The Pleasant View Golf Course constitutes most of the lands within the Pheasant Branch Creek watershed and includes lowlands and some steep topography. The lowlands include the fairways and ponds within the Par 72 eighteen-hole golf course.

### South of Blackhawk Road

The 293-acre McKenzie 300 property and the 34-acre Nelson property comprise almost all of the lands within the Pheasant Branch Creek watershed, while the 34-acre Howard property constitutes almost all of the lands within the Sugar River watershed. A ridgeline, which extends northwesterly from Old Sauk Road to Blackhawk Road, bisects the McKenzie property into two portions. Much of the east portion has very steep topography with grades in excess of 12-1/2 percent. Also, oak woodlots are found in the drainage ravine near Blackhawk Road and also along the ridgeline near Old Sauk Road. Except for the most westerly portion of the McKenzie 300 property, the west portion consists primarily of glacial fill and very flat lowlands with no grade differential, especially in the sink located on the north side of Old Sauk Road. A ridgeline with an oak woodlot separates the Nelson and the Howard properties into both the Pheasant Branch Creek and Sugar River watersheds.

In its report regarding an inventory of environmental and natural features within the Town of Middleton (Natural Resource Report, Sensitive Sites, Critical Areas 1990), Zimmerman & Kialing Consulting Ecologists identified four areas in the Blackhawk Neighborhood between Blackhawk Road and Old Sauk Road as sensitive natural sites. In addition, identified a large sink, an internally drained area, located on the north side of Old Sauk Road on the McKenzie 300 and Nelson properties. (See Appendix 1).

The four sensitive natural sites were identified as:

1. West South Fork Pheasant Branch Creek Forest (the oak woodlot on the north side of Old Sauk Road)
2. Old Sauk West Forest (the oak woodlot along the west line of the Nelson property on the north side of Old Sauk Road)
3. Northwest Church Forest (the oak woodlot on the north side of Old Sauk Road)
4. North Church Oak Savanna Restoration Sites (almost all of the green property located west of Pleasant View Road and on the south side of Blackhawk Road)

Zimmerman & Kialing identified each of the four sites in terms of acreage, biotypes, importance as to functions and values, present condition, and preferred and acceptable uses.

## **Existing Zoning and Land Use**

Most of the lands within the Blackhawk Neighborhood are zoned either RE-1 Recreational or A-1 Agriculture district (See Map 4). Although intended primarily for agricultural use the A-1 Agriculture district also allows single-family dwellings, provided an unsewered lot has a minimum lot area of 20,000 square feet and a sewered lot a minimum lot area of 15,000 square feet.

### **North of Blackhawk Road**

The 314-acre CUNA property includes the Pleasant View Golf Course, which consists of a Par 72 eighteen-hole and a Par-3 nine-hole course and some open space areas, and also Pleasant View Stables which is leased to the University of Wisconsin Hooper's Riding Club. Except for the clubhouse facility which is zoned B-1 Local Business District, the Pleasant View Golf Course is zoned RE-1 Recreational District. The Pleasant View Stables grounds are zoned A-1 Agriculture district.

The Rose Court area has 9 lots, each averaging about 5 acres in size, and includes 8 single-family dwellings and one vacant lot. All of the lots are zoned A-1 Agriculture district, except for one lot which is zoned RH-1 Rural Homes District.

The four lots, which range in size from 1.6 to 4.0 acres and are located on Blackhawk Road near Pleasant View Road, are also zoned A-1 Agriculture district. Single-family dwellings are found on three lots, while the remaining lot is vacant.

### **South of Blackhawk Road**

All of the lands south of Blackhawk Road are zoned A-1 Agriculture district, except for an R-3 Residence Parcel on Pleasant View Road, an R-1 Residence Parcel on Old Sauk Road, and a combined LC-1 Limited Commercial and B-1 Local Business parcel on Old Sauk Road. The A-1 Agriculture zoned lands included the 293-acre McKenzie 300, the 34-acre Howard, and the 34-acre Nelson properties, all of which are in agricultural use, and also several single-family dwellings on parcels ranging in size from about 1 to 5 acres. Both the R-3 and R-1 Residence zoned parcels include single-family dwellings. The combined LC-1 and B-1 zoned parcel includes about one acre of the most westerly portion of the 5-acre Howard property along Old Sauk Road which currently includes an outdoor riding arena and some buildings used as horse stables, and for hay storage.

# Blackhawk Neighborhood Development Plan

The Blackhawk Neighborhood Development Plan incorporates some land use and transportation recommendations. Also included are some of the desired objectives and policies for the development of this neighborhood.

## Objectives and Policies

The following includes some objectives and policies regarding future land use, housing, transportation, and parks and open spaces. These objectives and policies are considered in the preparation and development of the Blackhawk Neighborhood Development Plan.

### Land Use Objectives and Policies

#### Objectives

1. Physically arrange land use activities in compact, efficient, and functional districts to provide for energy-efficiency, and safe and convenient movement between residential, shopping, employment, institutional, and recreation areas.
2. Create patterns of land use that will encourage the use of a mass transportation system.
3. Maintain economically viable neighborhood commercial districts as a source of local employment, a focus of neighborhood activity, and a centralized convenience shopping and service center for residents of the surrounding area.
4. Bring most of the needs of dialing living within walking distance.
5. Encourage the location of suitable civic buildings and public spaces within the Blackhawk Neighborhood.
6. Encourage design of new developments for energy efficiency, including maximizing solar access to buildings.

#### Policies

1. Design residential neighborhoods to minimize the need for the automobile for access to shopping, school, and recreational facilities.
2. Locate dwellings, shops, and workplaces, all limited in size, and in close proximity to each other.
3. Provide well-placed civic buildings as places of purposeful assembly for educational, social, cultural, and religious activities.
4. Plan commercial areas so that they are relatively compact and are properly located to serve the neighborhood residents.

## Housing Objectives and Policies

### Objectives

1. Promote a full range of housing types and locations for persons of all income levels and ages.
2. Provide housing which is affordable to all households, included low and moderate-income families.
3. Create and maintain adequate opportunities for family living (including children of all ages) in residential neighborhoods.

### Policies

1. Ensure that all community policies guaranteeing equal housing opportunities are fully implemented.
2. Locate assisted housing in suitable locations throughout the City of Madison rather than concentrating it in only a few places.
3. Locate multiple-unit housing on the basis of the site's potential for providing a safe, attractive, and convenient living environment for apartment dwellers, including good access to public transportation, public recreational facilities, and private facilities and services.

## Transportation Objectives and Policies

### Objectives

1. Create a flexible transportation system which provides several alternative modes of travel to most destinations within the immediate neighborhood and City and which minimizes conflicts among different forms of transportation, such as pedestrians, bicycles, automobiles, transit and service vehicles.
2. Coordinate the transportation system with land use, and integrate it with the functional, social, and visual patterns of the City.
3. Minimize the need to use private automobiles and encourage the use of public transportation and alternative forms of private transportation, such as walking, taxies, and bicycles, particularly for commuter travel.
4. Ensure that through automobile traffic traveling adjacent to residential neighborhoods use adjacent arterial streets rather than local or collector streets.
5. Discourage through automobile traffic from traveling through the interior of residential neighborhoods.

### Policies

1. Ensure that the design of residential neighborhoods, especially in newly developing area, allows for convenient circulation by pedestrians and mass transit vehicles and provides adequate arterial highway corridors for future traffic requirements.

2. Ensure that streets serve equitably the needs of the pedestrian, bicycle, and automobile.

## Park and Open Space Objectives and Policies

### Objectives

1. Provide adequate and accessible park, recreation, and open space facilities for the enjoyment and use of all segments of the City's population.
2. Take advantage of the City's natural and cultural resources, recognizing that such assets are for the most part finite and irreplaceable.
3. Maintain to a great extent possible the natural features within the area.

### Policies

1. Scale the type of park recreation and open space facilities to the needs of the population (both present and future) in the service area.
2. Provide well-defined squares and parks and other civic places as places for informal social, civic, pedestrian activity, and recreation.
3. Place more emphasis than presently exists on developing passive recreation areas in parks, where appropriate.
4. Use natural open space as a framework for enhancing other land uses, linking all parks and open spaces to the maximum extent possible.
5. Preserve from development stream valleys, marshes, prairies, woodlands, and scenic and historic areas by including these areas in the park and open space system when possible.
6. Maximize the use of a greenway system to provide open space and to link recreation areas as well as to carry stormwater and to allow for infiltration and groundwater recharge.

## **Recommended Land Uses**

The Peripheral Area Development recommends the Black Earth Creek watershed as a Permanent Open Space District and the Pheasant Branch Creek watershed or portion of the W2 Planning Area for primarily residential use. The Black Earth Creek watershed includes lands north of Blackhawk Road, especially the Rose Court area and the most westerly portion of the CUNA property. All of the lands south of Blackhawk Road and within the study area are outside of the Black Earth Creek watershed and primarily within the Pheasant Branch Creek watershed.

### North of Blackhawk Road

CUNA has retained planning consultants to develop different land use alternatives for all of its property as well as the 293-acre McKenzie 300 (formerly First Capital) and other adjoining properties to the south. The earlier alternatives included a residential development, together with a private golf course and some open space areas, on both sides of Blackhawk Road. Other alternatives for only the CUNA property on the north side of Blackhawk Road included a residential development, with or without a golf course, and also some open space areas. At the

present, CUNA has no plans to develop its property nor has it selected any of the alternative plans as its final plan for future development.

Because of the uncertainty as to the development of the CUNA property, no detailed development plan has been prepared for the lands north of Blackhawk Road. However the following assumptions are made regarding development north of Blackhawk Road in near term:

1. Pleasant View Golf Course, including the Par 72 eighteen-hole and Par 3 nine-hole courses, will continue to remain in operation.
2. Pleasant View Stables will also continue to remain in operation. If the stable uses were to be discontinued, the lands may be developed with residences, and residential development will occur only with the full range of urban services.
3. The large lots of Rose Court, currently within the Black Earth Creek watershed and without public sanitary sewer and public water, will continue to remain as large parcels for single-family dwellings.
4. Portions of the 22-acre McKenzie 300 and the 15-acre Robin Koth/Denise Holmes properties within the Pheasant Branch Creek watershed may be developed with residences, and residential development will occur only with the full range of urban services.

#### South of Blackhawk Road

A more detailed development plan has been prepared for lands south of Blackhawk Road (See Map 5). The following includes an allocation of the different land uses and the number of dwelling units for the 293-acre McKenzie 300 property, and the 34-acre Howard, 34-acre Nelson and other smaller properties:

<b>Type of Land Use</b>	<b>McKenzie 300 Property</b>		<b>Howard, Nelson &amp; Other Properties</b>		<b>All Properties</b>	
	<b><u>Acres</u></b>	<b><u>% of Total</u></b>	<b><u>Acres</u></b>	<b><u>% of Total</u></b>	<b><u>Acres</u></b>	<b><u>% of Total</u></b>
Residential	184.0	62.8	83.4	79.1	267.4	67.2
Low Density	152.4	52.0	83.4	79.1	235.8	59.2
Medium Density	31.6	10.8	-	-	31.6	8.0
Commercial	3.2	1.1	-	-	3.2	0.8
Park & Open Space	47.7	16.3	3.8	3.6	51.5	12.9
Park	18.9	6.5	-	-	18.9	4.7
Stormwater	22.6	7.7	3.8	3.6	26.4	6.6
Retention						
Drainageway	6.2	2.1	-	-	6.2	1.6
Street	57.9	19.8	18.3	17.3	76.2	19.1
Total	292.8	100.0	105.5	100.0	398.3	100.0

Of the total 398 acres, 67 percent, or 267 acres are proposed for residential use, 19 percent, or 76 acres for streets, 13 percent or 52 acres for parks and open spaces, and only one percent or 3 acres for commercial use.



## Residential Uses

Of the total 286 acres devoted to residences, 88 percent or 236 acres are proposed for low density, and the remaining 12 percent or 32 acres for medium density residential use. Low density residential would include primarily detached single-family dwellings developed at densities of about 3-4 units per acre. The east portion of the McKenzie 300 property is proposed at a residential density of about 3 units per acre primarily because of steep topography. Medium density residential would include primarily multiple-family dwellings developed at densities averaging about 16 units per acre. The low density residential areas should accommodate about 674 single-family dwellings and the medium density residential areas about 504 multiple-family units. Although there will be more single-family homes than apartment units for the total area, the McKenzie 300 property will have more apartment units than single-family homes. Based on a total of 1,178 dwelling units, the population for the area would approximate 3,300.

Much of the McKenzie 300 property and all of the Howard and Nelson properties are proposed for low density residential use. Currently, there are several single-family homes on large parcels, especially on Blackhawk Road. It is assumed that these larger parcels will be further subdivided to create additional single-family lots.

Although comprising only 32 acres and only 12 percent of the residential lands, the medium density residential areas could have about 504 units or almost one-half of the total 1,178 units. Medium density residential areas are proposed only on the McKenzie 300 property especially along Pleasant View and Old Sauk Roads which will become future arterial highways. In addition to being located along major highway transportation and potential transit corridors, the medium density residential areas will also be in close proximity to future public parks.

Although low density residential or single-family dwellings are proposed in the three existing oak woodlot areas previously described as the West South Fork Pheasant Branch Creek Forest on the south side of Blackhawk Road, the Northwest Church Forest on the north side of Old Sauk Road, and the Old Sauk West Forest along the west line of the Nelson property, it is intended that most of the mature, healthy oak trees in the woodlots will be preserved. To preserve the trees, large lots are being proposed and also the establishment of building setback lines and the placement of building envelopes on the future lots when the subdivision plats are being reviewed for approval by the City. In addition, the owners of the McKenzie 300 property intends to insure the preservation of the trees during the building design and site development review process by requiring that all existing mature, healthy trees be identified and located on a lot and that efforts be made to preserve the trees in the placement and location of any building.

At the request of the Plan Commission, cluster housing concepts were prepared to show how the two existing oak woodlot areas on the south side of Blackhawk Road and on the north side of Old Sauk Road could be preserved. The cluster housing concepts suggested private open space areas for the entire woodlots and attached single-family dwellings or townhouses outside of the private open space areas. The cluster housing concepts, which were not advocated by the owners of the McKenzie 300 property, were not included in the Neighborhood Development Plan (for discussion of cluster housing concepts, see Appendix 2).

It is the goal of the City of Madison to promote a full range of housing types and to provide housing which is affordable to all households, including low and moderate income families. Residential areas within the Blackhawk Neighborhood should be developed to include a broad

range of housing types, and housing 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 housing projects and throughout the neighborhood. In order to achieve the desired housing diversity, the Planning Unit staff, the Plan Commission and Common Council must review all proposed subdivisions, rezonings, and conditional use applications, both in terms of the Neighborhood Development Plan and for consistency with its stated housing objectives. The McKenzie 300 Corp has committed to provide a broad range of housing types, including small lot, single-family detached housing, large lot single-family and apartment projects targeted toward a broad range of income levels (see Appendix 2).

### Commercial Uses

A small 3 to 5 acre convenience retail center is proposed on the corner of Old Sauk Road and a future north-south collector street. This convenience retail center with a potential for about 30,000-50,000 square feet of gross floor area is intended primarily to serve residents of the Blackhawk Neighborhood.

### Park and Open Spaces

About one-half of the park and open space lands will be devoted to stormwater retention. The proposed large 13-acre retention area in the west portion of the McKenzie 300 property will constitute most of the sink located on the north side of Old Sauk Road and will be an enclosed wet pond. However, an outfall will be provided through an underground storm sewer system which will transverse the adjacent ridge to the east and ultimately connect to the greenway system in the Old Sauk Trails Park Subdivision.

A 15-acre area park is proposed adjoining the large stormwater retention area. Similar to other area parks, this park is intended for persons of all ages and will include a park shelter and several recreational facilities, such as tennis courts, soccer fields, and softball diamonds. A smaller 4-acre neighborhood park is proposed in the east portion of the McKenzie 300 property, and this neighborhood park is intended primarily to serve children residing in the immediate vicinity of the park.

### Institutional Uses

Although no institutional uses are identified in the Neighborhood Development Plan, it is assumed that some institutional uses such as churches, day care centers, or other public or semi-public buildings may locate within the area. A potential future location for a church may be near the intersection of Old Sauk Road and the proposed north-south collector street where a convenience retail center and higher residential densities are proposed. A day care center and other semi-public or public buildings may also locate here to make this the neighborhood's focal point or community center area.

## **Recommended Transportation Facilities**

Future arterial highways and collector streets are designated on the Neighborhood Development Plan (see Map 5). A future potential transit route is also designated to serve the neighborhood residents.

### Arterial Highways and Collector Streets

Both Pleasant View Road and Old Sauk Road are proposed to be widened to serve as future arterial highways and will have at least four traffic lanes. The right-of-way of Pleasant View Road will vary from about 100 to 130 feet, while Old Sauk Road will vary from 100 to 120 feet. Pleasant View Road together with its connection to Junction Road (County Trunk Highway M) will become a major future roadway between U.S. Highway 14 and the City of Verona. (See Appendix 1 and 2 for a further discussion on the Pleasant View Road alignment).

Blackhawk Road is proposed as a collector street with a right-of-way width of 80 feet and a potential for four traffic lanes. A future 80-foot wide north-south collector street is also proposed in the McKenzie 300 property to primarily serve neighborhood residents.

### Transit Service and Bikeways

A transit route for Madison Metro is proposed utilizing primarily the two collector streets, Blackhawk Road and the future north-south roadway. Except for the future residences in the southwest portion of the area, most of the neighborhood residents will be within walking distance of the proposed transit route.

Old Sauk, Pleasant View, and Blackhawk Roads are also proposed as bikeways. Old Sauk Road currently has designated bike paths from Old Middleton Road to the West Beltline Highway. Although no off-street bike paths are proposed within the neighborhood, the streets are also intended to serve as bikeways.

# **Implementation of the Blackhawk Neighborhood Development Plan**

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

## **Development Staging**

The McKenzie 300 property is proposed to be developed in the first phase because of the immediate availability of public sanitary sewer. An existing sanitary sewer line on Deming Way in the Old Sauk Trails Park Subdivision is proposed to be extended westerly within the drainageway and across Pleasant View Road to serve all of the McKenzie 300 property. Other properties located south of Blackhawk Road and within the Pheasant Branch Creek watershed could also be developed following the development of the McKenzie 300 property.

Any future development of lands to the north of Blackhawk road and within the Pheasant Branch Creek watershed could occur in the second phase. Public sanitary sewer service could be provided to these lands through extensions of sanitary sewer mains from the McKenzie 300 property and from the Old Sauk Trails Park Subdivision.

## **Implementation Recommendations**

To implement the Blackhawk Neighborhood Development Plan, the City's Use Plan must be amended to reflect the land use recommendations, and also lands which are proposed for the first phase of development must be included within the Central Urban Service Area. Most of the recommendations made in the Neighborhood Development Plan can be implemented with the City's current implementation tools, such as zoning, land subdivision regulations, official mapping, and the capital improvements program and the capital budget. In formulating the Neighborhood Development Plan, it is intended that lands within the Blackhawk Neighborhood would ultimately be within the City of Madison and provided with the full range of urban services.

### **Land Use Plan Amendments**

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

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

## **Central Urban Service Area Amendment**

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

**Following the adoption of the Blackhawk Neighborhood Development Plan as a part of the City's Master Plan, together with the incorporation of the land use recommendations in the City's adopted Land Use Plan and Land Use Plan Map, it is recommended that an amendment for expansion of the Central Urban Service Area to include all lands proposed for the first phase development of the Blackhawk Neighborhood be prepared and submitted to the Dane County Regional Planning Commission for its consideration. The initial Central Urban Service Area amendment should include lands located south of Blackhawk Road and within the Pheasant Branch Creek watershed, including the 293-acre McKenzie 300 property and also several smaller adjoining properties located on the south side of Blackhawk Road and on the west side of Pleasant View Road.**

## **Zoning**

Most of the lands within the Blackhawk Neighborhood are currently zoned A-1 Agriculture and RE-1 Recreational Districts which allow the existing single-family dwellings and the agricultural and recreational uses as permitted uses.

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

## **Official Mapping**

The City's Official Maps do not currently include any lands within the Blackhawk Neighborhood.

**It is recommended that the Engineering Division prepare additional maps to encompass the Blackhawk Neighborhood and to indicate on the Official Maps the proposed right-of-way widths for the widening of Pleasant View Road, Old Sauk Road, and Blackhawk Road, the proposed alignment and right-of-way width for the new north-south collector street, and also the drainageways and stormwater retention areas as shown on the Blackhawk Neighborhood Development Plan.**

### **Land Subdivision Regulations**

The Blackhawk Neighborhood Development Plan, especially in terms of the proposed streets, parks, drainageways, and stormwater retention areas, can be implemented under the City's land subdivision regulations. The proposed area and neighborhood parks will be acquired through land dedications as provided for in the land subdivision regulations. Similarly, the drainageways and stormwater retention areas will be acquired through land dedications. Where possible, solar access can be provided with the east-west orientation of streets in new subdivisions.

**It is recommended that any future subdivisions conform to the Blackhawk Neighborhood Development Plan, especially regarding the widening of Old Sauk Road, Pleasant View Road and Blackhawk Road and the location of the new north-south collector street, the area and neighborhood parks, drainageways, and stormwater retention areas. It is further recommended that any local streets in such subdivisions reflect the objectives illustrated in stormwater drainage, and solar access.**

### **Capital Improvements Program and Capital Budget**

The Blackhawk Neighborhood Development Plan proposes several types of public improvements and facilities for which future public funds may be required. The public improvements and facilities included proposed arterial highways and collector streets, storm sewer and storm drainage systems, and parks, drainageways, and stormwater retention areas.

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

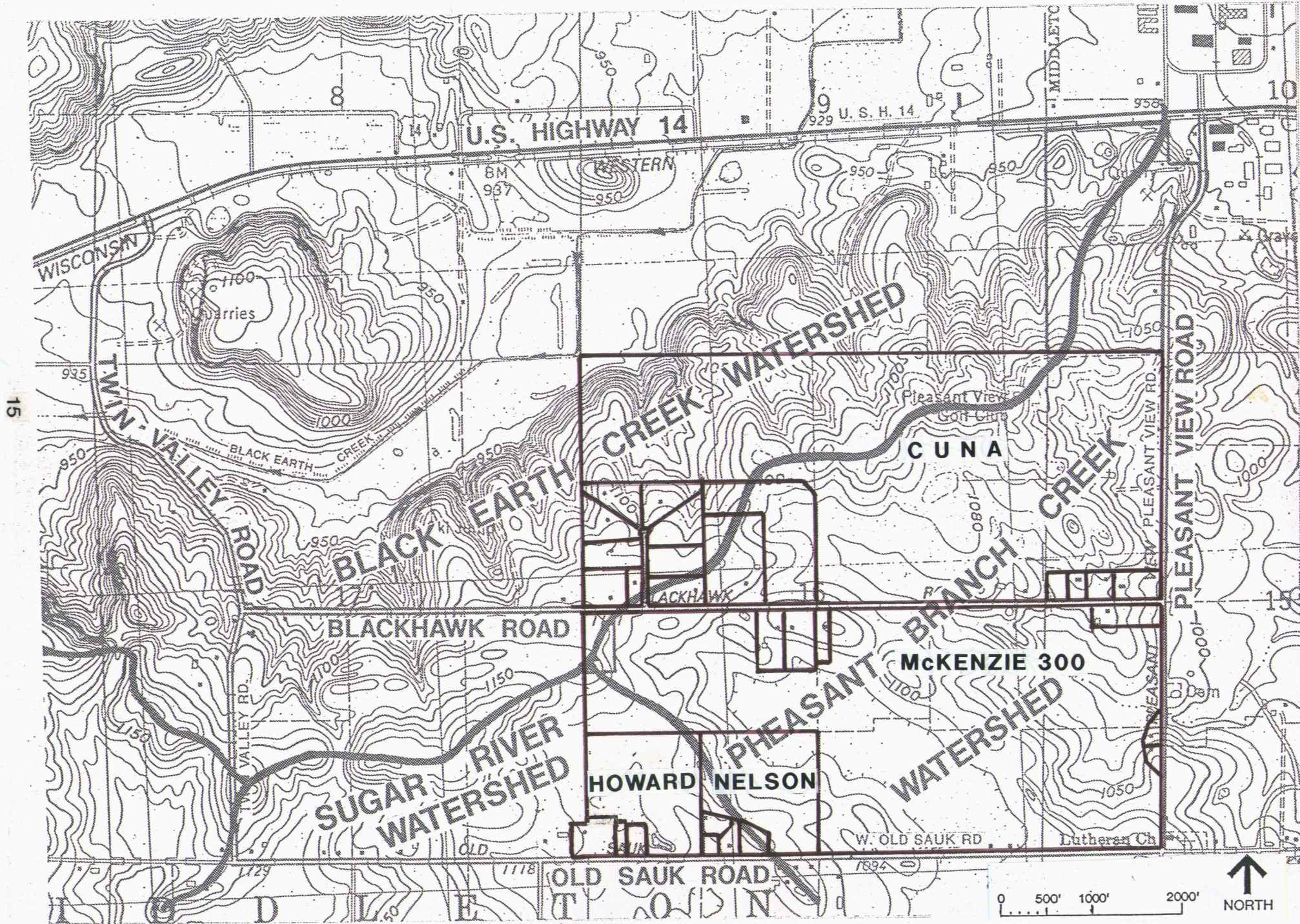
### **Annexation Policy**

Only the McKenzie 300 property is currently within the City of Madison. The orderly development of lands within the Blackhawk Neighborhood will require the provision of public utilities and public services, and it is intended that the City of Madison would provide the full range of services.

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



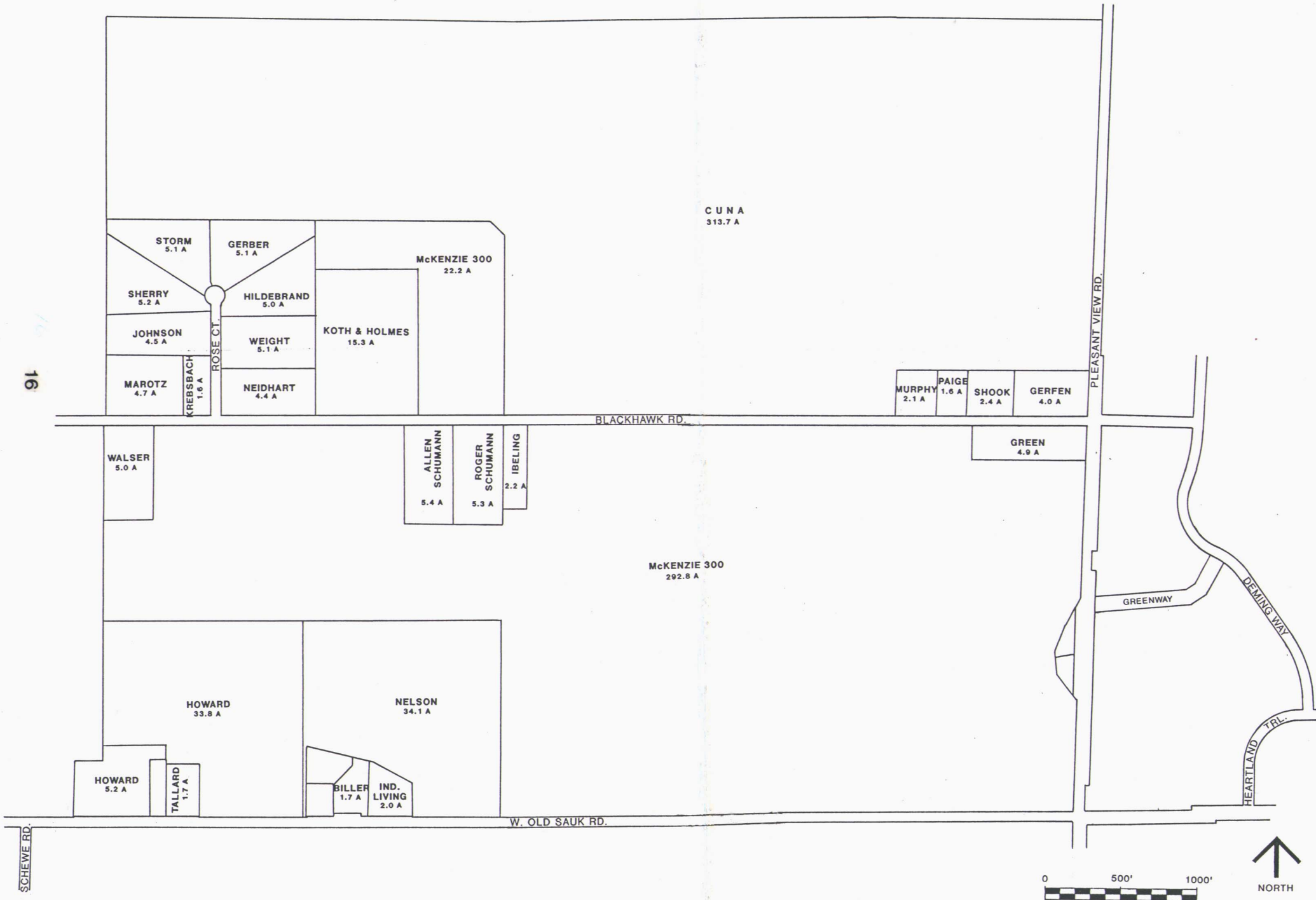
# MAP 1 BLACKHAWK NEIGHBORHOOD





# MAP 2 EXISTING OWNERSHIPS

## BLACKHAWK NEIGHBORHOOD

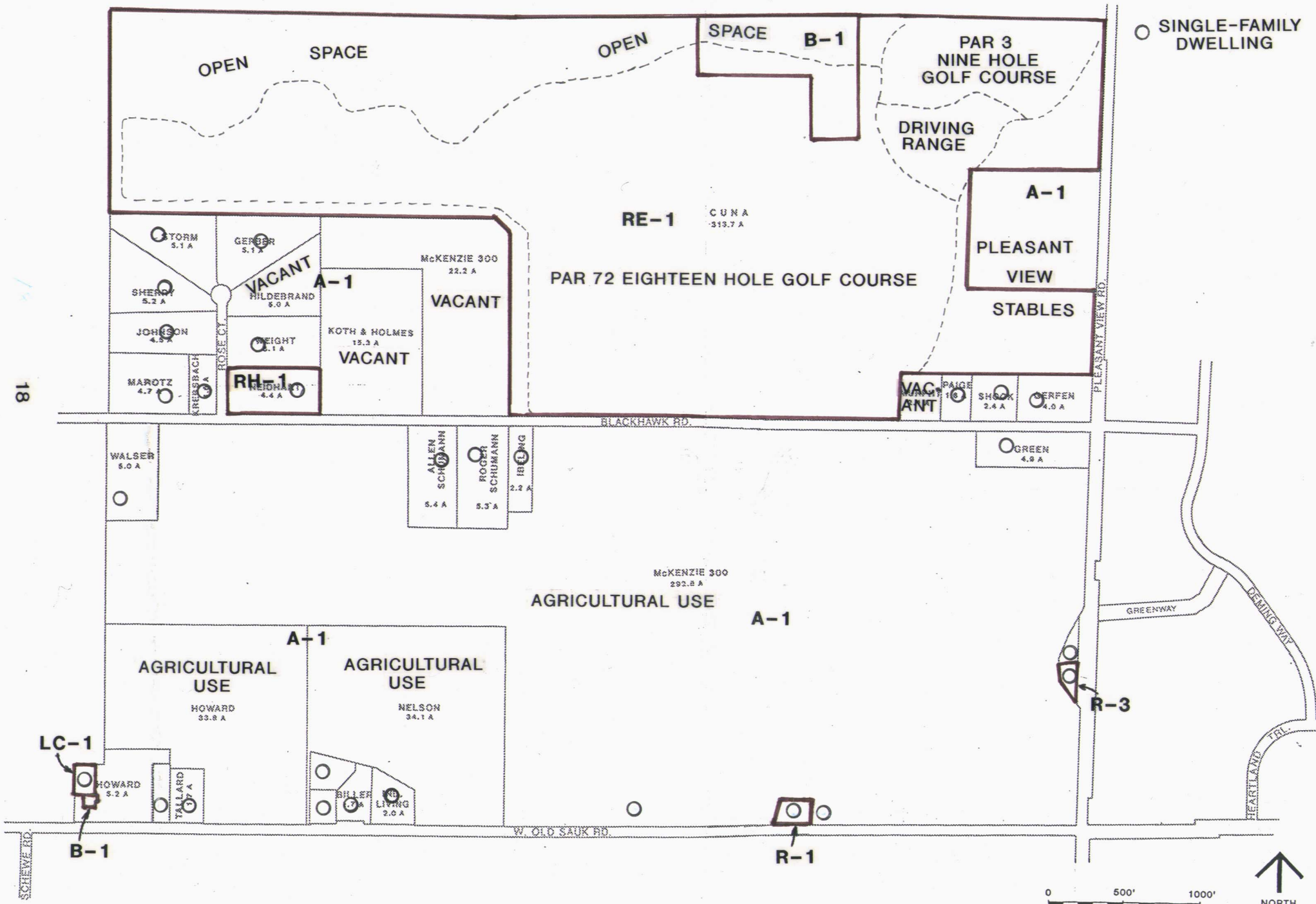








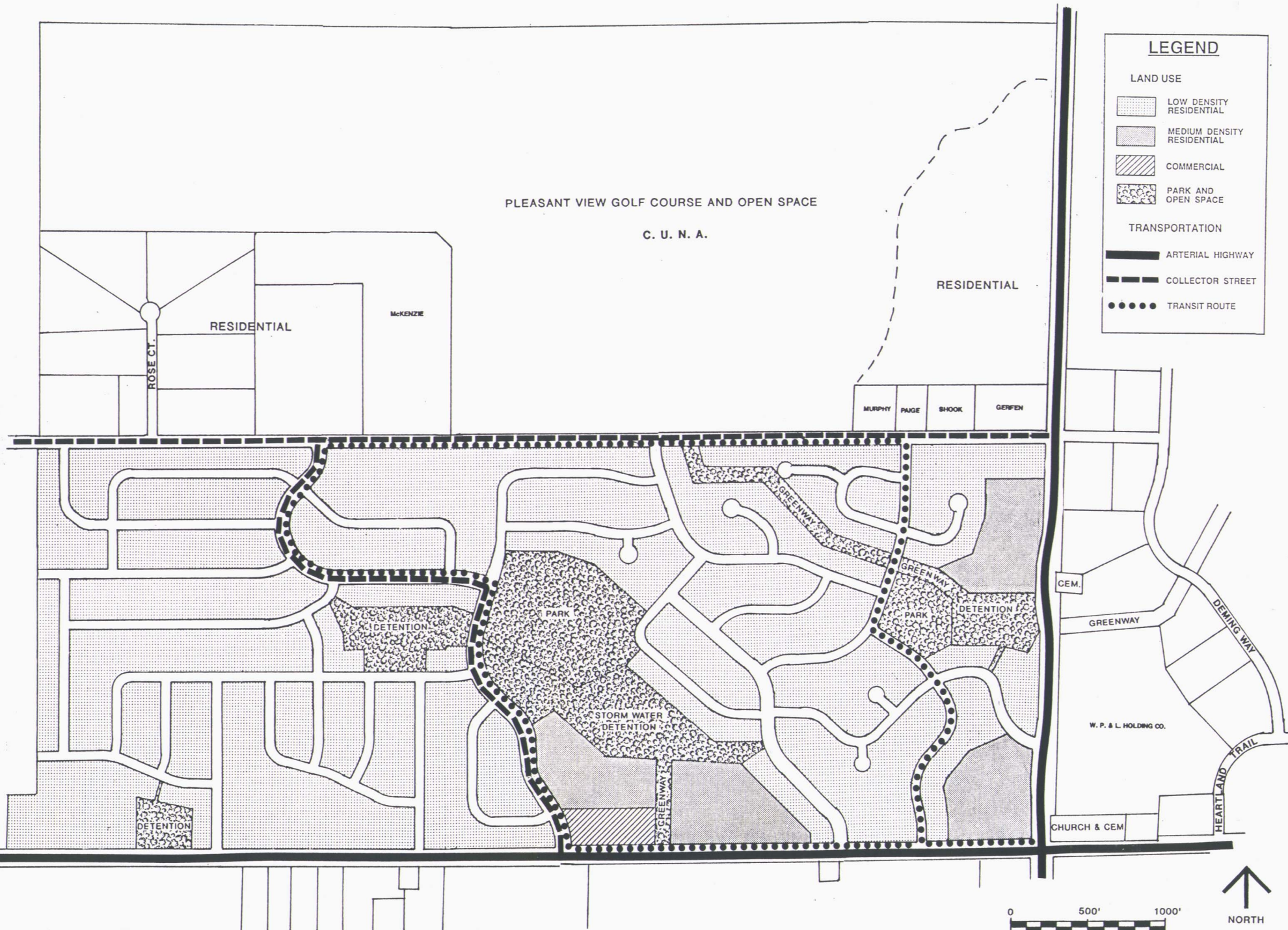
# MAP 4 EXISTING ZONING AND LAND USE BLACKHAWK NEIGHBORHOOD





# MAP 5 BLACKHAWK NEIGHBORHOOD DEVELOPMENT PLAN

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**CITY OF MADISON  
INTER-DEPARTMENTAL  
CORRESPONDENCE**

TO: City of Madison Plan Commission

FROM: Bradley J. Murphy, Planning Unit Director

DATE: January 21, 1994

SUBJECT: Blackhawk Neighborhood Development Plan / Plan Commission Concerns

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When the Plan commission last discussed the Blackhawk Neighborhood Development Plan draft, several concerns were expressed by residents within the Town of Middleton and by Plan Commission members. These concerns can be summarized as follows:

1. Some Town residents indicated that they were concerned about the amount of development being proposed in particular the amount of land devoted to higher density multi-family/apartment uses, and the impact that this development will have on the rural character of the area.
2. Some Plan Commission members indicated that they wanted to be sure that some affordable housing would be provided within the neighborhood.
3. Town residents and Plan Commission members alike expressed concern about the location of Pleasant View Road and asked staff to evaluate alternatives and bring back a recommendation.
4. A Town resident distributed excerpts from an environmental and natural resources analysis prepared for the Town of Middleton in 1990 by Kailing and Zimmerman, two ecological consultants. Subsequent to the Plan Commission meeting, Plan Commission Chair Caryl Terrell sent a memo to the Planning Unit asking that specific issues raised in the natural resources analysis be addressed by staff (see the attached memo).

Since the Plan Commission meeting, Plan Commission members were send a letter from John McKenzie which provides their response to questions concerning affordable housing and the alignment of Pleasant View Road. Attached is a separate report from Tom Akagi, Principal Planner, which addressed the issues related to the natural resource concerns raised by Caryl Terrell in her memorandum and by the Town residents as reflected in the Kailing and Zimmerman Report. The following is a response to the other issues raised by the Commission.

1. **Alignment of Pleasant View Road.** In the mid-1980's, discussion occurred on the alignment of Pleasant View Road. At that time, staff and area residents were considering relocating Pleasant View Road behind two houses fronting on Pleasant View Road. While there were discussions concerning the possible official mapping of this realignment, and maps were prepared showing how the realignment would work, the official mapping never occurred.

In 1993, when the Planning Unit prepared the draft concept plan for the Blackhawk Neighborhood for review by the property owner, neighborhood residents, and the Plan Commission, staff reflected the discussed realignment of Pleasant View Road behind the two housing on the concept plan. During this time, City ordinances placed a cap on the total amount of land dedication that could be required from a land subdivider at 33%. In reviewing the draft concept plan that staff had prepared, it became

clear that, with the realignment of Pleasant View Road behind the two houses, and with the parkland, greenway, and stormwater detention dedications, the total amount of land dedication required of the property owner would be between 40% and 45% of their total land area. This amount of dedication was unacceptable to the developer and not consistent with the City ordinance in place at that time. City staff began to consider other alternatives for Pleasant View Road, including a weaving alternative which would leave Pleasant View Road generally along its current alignment, but would require some land dedication from the McKenzie family in order to avoid the electrical transmission lines located on the west side of the road, the cemetery and the church.

Staff considered three alternatives:

1. Realign Pleasant View Road completely behind the two houses.
2. Realign Pleasant View Road slightly requiring the eventual acquisition of the two houses when the road is built.
3. Realign Pleasant View Road such that the road would meander west of the cemetery and the church and in a fashion would place the transmission line poles either on the west side of the road or within the median.

Staff concluded that keeping Pleasant View Road along its current alignment would result in a far more efficient use of land, would avoid the duplication of right-of-way which would be needed to provide access to the two homes along Pleasant View Road as well as the cemetery and church, and would bring the amount of land dedication more in line with City ordinances.

The Madison Department of Transportation has reviewed this alternatives and has concluded that the third alternative will work. While some may continue to desire the relocation of the road completely behind the two residences west of Pleasant View Road, staff believes that it is a tremendous waste of land. If we are concerned about the efficient use of land resources and with promoting compact development patterns, staff believes that we cannot afford to duplicated transportation facilities and services when a workable, efficient solution exists.

2. **Affordable Housing.** The draft Blackhawk Neighborhood Development Plan indicates that approximately 42% all of the properties covered by the plan would be devoted to medium density, multi-family uses. The remainder would be devoted to lower density, single-family range of housing residences. The plan narrative recommends that the neighborhood be developed with the full range of housing types which provide housing which is affordable to all households, including low and moderate-income families. The Planning Unit envisions a broad range of housing types, prices and rents within this neighborhood. Attached to the letter from John McKenzie, is a summary of some of the apartment projects when the McKenzie Company owns and manages. Rents within these projects range from \$400 to \$750 per month. The letter indicates that they will provide a broad range of housing choices for those that wish to construct single-family detached housing on small lots and large lots as well as those that wish to live in affordable rental units.

The rental structure outlined in the McKenzie letter for projects they currently manage reflects a range of rents, which could easily be accommodated by low and moderate-income families. Attached is a table, which summarizes the rent, which can be afforded by families with varying income levels and varying family sizes. For example, a family of four with an income level of \$23,650, which is at 50% of the Dane County median income (very low income), could afford rents of \$591 per month. These same income levels could also afford a home valued at \$65,000. Unfortunately, we know of no products build anywhere in Dane County that approach this price range. However, many families at 80% of median or at median can afford products being built and ones which we envision will be built

in this neighborhood. We also envision some of the apartments with rent structures could target lower income levels.

The Planning Unit believes the Blackhawk Neighborhood will be developed with the full range of housing types which are targeted toward a wide range of income levels. The Planning Unit also believes that the plan should not specify in great detail the specific areas within the neighborhood that will be devoted to specific income levels. The Planning Unit agrees with the concerns expressed by the McKenzie Company that basically reflect the desire to not restrict too greatly the ability of the neighborhood development plan to be flexible enough to respond to changing market conditions. Because neighborhood development plans are developed in advance of specific development proposals, they must be flexible enough to allow developers a variety of choices in meeting the goals and objectives of the plan.

The Planning Unit does, however, believe that some additional detail could be provided on the Plan map which would identify more specifically areas within the neighborhood that would be appropriate for the following types of uses and could include these uses on a land use plan map:

1. Large lot single-family,
2. Small lot single-family or duplex development,
3. Low to medium density residential development (8-16 units/acre)
4. Medium density residential development (greater than 16 units/acre).

While the City can always do more to encourage affordable housing and the Planning Unit would argue that the City of Madison is already doing more than any other community in the county. The City has encouraged higher density single-family projects like Highland Village (7 units/acre) and Tony Haen's single-family rental project at 7 units per acre. The City has also provided many opportunities for higher density, multi-family rental projects and ownership properties at a wide range of income levels. In 1993 alone, the City issued permits for over 1,000 multi-family and duplex units and over 500 single-family units. The City has also initiated many programs aimed specifically at providing housing for low and moderate-income families. The Planning Unit recommends that the discussion on a possible ordinance to require a certain amount of "affordable" housing as part of any development is more appropriate to be discussed as a Citywide policy issue and decided outside of a specific neighborhood development planning process.

3. **Too Dense of Development.** At the public hearing on the neighborhood development plan, it was stated by some residents that too much development was being proposed, and that the development will change the rural character of the area. In response, the Planning Unit suggests that there is a higher percentage of single-family detached housing being proposed than in many of the recently approved neighborhood development plans. The Planning Unit believes that this is appropriate, given the natural features within this area and the existence of the large single-family septic tank development, which exists along Blackhawk Road and Pleasant View Road. The Planning Unit has attempted to locate the higher density development within the area along the major transportation routes that will eventually also have the highest frequency of transit service. The residents concerned with maintaining the rural character of this area are correct in stating that the character of this area will change. The plan is calling for the development of an urban neighborhood.

4. **Natural Features and Environmentally Sensitive Areas.** The Planning Unit considered the existing conditions within the area prior to developing plan concepts. The Unit mapped the steep slopes, drainage ways, undrained lowlands, and the existing woodlots prior to laying out roads and identifying appropriate uses for given areas. The attached memorandum from Tom Akagi outlines in detail the Unit's consideration of these features and our response to work of Kailing & Zimmerman.

In conclusion, the Planning Unit believes that the draft neighborhood plan addresses many of the concerns that have been expressed by the Plan Commission and residents within the area. While not everyone will be totally satisfied with the Plan, our experience shows that these plans represent a balancing of the sometimes competing interests of the various customers of the process (i.e., Plan Commission, the developer and residents in the area). The objectives and ideas of all of the customers of the process have been considered and the plan that has been developed attempts to respond to these concerns.

Bradley J. Murphy, AICP  
Planning Unit Director

Attachment



**Dane County Income and Affordable Rent + Utilities that are tenant paid (Using 1993 HUD figures)**

Family Size	Very Low Income	30% for housing expense	Monthly Affordable Rent	Low Income (80% of Median)	30% for housing expense	Monthly Affordable Rent	Median (100% of Median)	30% for housing expense	Monthly Affordable Rent
1	\$16,550	\$4,965	\$413.75	\$26,500	\$7,950	\$662.50	\$33,100	\$9,930	\$827.50
2	18,900	5,670	472.50	30,250	9,075	756.25	37,800	11,340	945.00
3	21,300	6,390	532.50	34,050	10,215	851.25	42,600	12,780	1,065.00
4	23,650	7,095	591.25	37,850	11,355	946.25	47,300	14,190	1,182.50
Family of 4	\$23,650			\$37,850			\$47,300		
	PITI** # 33% of Income \$7,804 or \$650/month			PITI** # 33% of Income \$12,490 or \$1,040/month			PITI** # 33% of Income \$15,609 or \$1,300/month		
	Family could afford a \$78,000 House*			Family could afford a \$124,800 House*			Family could afford a \$154,800 House*		
	P&I	\$440/month		P&I	\$710/month		P&I	\$880/month	
	Taxes	\$190/month		Taxes	\$305/month		Taxes	\$380/month	
	Insurance	\$20/month		Insurance	\$25/month		Insurance	\$35/month	
		<hr/>			<hr/>			<hr/>	
		\$650/month			\$1,040/month			\$1,295/month	
<b>** Principal, Interest, Taxes, and Insurance      * 30-year mortgage at 7.25 interest and 20% downpayment</b>									



# PLANNING UNIT REPORT REGARDING SENSITIVE NATURAL SITES IN THE BLACKHAWK NEIGHBORHOOD

January 20, 1994

In its report to the Town of Middleton Plan Commission (Natural Resource Report, Sensitive Sites, Critical Areas 1990), Zimmerman & Kailing Consulting Ecologists identifies four areas in the Blackhawk Neighborhood between Blackhawk Road and Old Sauk Road as sensitive natural sites. Also identified is a sink (internally drained area) on the north side of Old Sauk Road on the McKenzie 300 and Nelson properties. The four sensitive natural sites include the following:

- 13 West South Fork Pheasant Branch Creek Forest
- 14 Northwest Church Forest
- 51 North Church Oak Savanna Restoration Sites
- 74 Old Sauk West Forest

Evaluations of the four sites by Zimmerman & Kailing Consulting Ecologists are shown in Appendixes A, B, C, & D. Also, the locations of the four sites and the large sink or the internally drained area north of Old Sauk Road are shown on Map 3 Existing Natural Features Blackhawk Neighborhood, on Map 4 Existing Zoning and Land Use Blackhawk Neighborhood, and on Map 5 Blackhawk Neighborhood Development Plan. The following includes a general discussion of the sensitive natural sites.

## 13 West South Fork Pheasant Branch Creek Forest (see Appendix A)

This site along the south side of Blackhawk Road is about 6 acres and is mostly wooded with oak trees and also with steep slopes in excess of 12 ½ percent grades. It is also adjacent to a drainageway which consists of a steep ravine. Zimmerman & Kailing has identified a “Reserve node in park of waterway” as a preferred use for this site and “Low density, residential around area on outside, according to resource performance standards, with drainage buffer zone” as acceptable uses.

The Blackhawk Neighborhood Development Plan contemplates that this site will be used for greenway and single-family residences. The present drainageway which consists of a steep ravine is proposed to be retained in a 100-foot wide greenway. Although single-family residences are proposed, it is intended that most of the existing oak trees would be preserved because of the proposed large lots and the establishment of building setback lines and the placement of building envelopes on future lots. Most of the existing oak trees can be preserved through careful consideration during the review of plats regarding locations of street and lot lines and also the placement of building envelopes to preserve trees and other vegetation.

## 14 Northwest Church Forest (see Appendix B)

This 9-acre site is located on the north side of Old Sauk Road and includes oak woods primarily along a ridgeline and on steep slopes. Zimmerman & Kailing has suggested a “Nature park or reserve” as a preferred use for the site, and “Low density or cluster residential, according to specific environmental standards, at the exterior of location and screened from view, especially on west and east sides.” as acceptable uses.

This site is proposed for single-family residences in the Blackhawk Neighborhood Development Plan. Similar to the site along the south side of Blackhawk Road, most of the existing oak trees will be preserved because of the proposed large single-family lots and the establishment of building setback lines and building envelopes on future lots. Although this site has been suggested as a potential nature park or reserve, it was determined that an active recreational park was required for this neighborhood instead of a conservation park. Thus, a 14-acre area park is proposed adjacent to a future large stormwater retention area in the flat lowlands.

### 51 North Church Oak Savanna Restoration Sites (see Appendix C)

Most of this 18-acre site is located on the north side of Blackhawk Road and only a small portion on the south side. Much of the site is currently being used for residential and recreational purposes. On the north side of Blackhawk Road are four existing large single-family residential lots and the Pleasant View Stables grounds. On the south side of Blackhawk Road is the 5-acre Donald and Marion Green property which now includes a single-family dwelling. Zimmerman & Kailing suggests a “Park, reserve or nature interpretive center” as preferred uses for this site and “Compatible residential use according to specific environmental standards.” as acceptable uses.

The 5-acre Green property is proposed for single-family residences on the Blackhawk Neighborhood Development Plan. The property currently has a street frontage of about 770 feet along Blackhawk Road and a depth of about 236 feet. On the assumption that the property would be further subdivided, there is a potential for an additional five or six lots.

### 74 Old Sauk West Forest (see Appendix D)

Most of this 30-acre site is located on the north side of Old Sauk Road and includes four large lots, each containing a single-family dwelling, and also the west portion of the 34-acre Nelson property. Oak woods are found on the Nelson property and primarily along the east slope of a ridgeline which divides the Pheasant Branch and Sugar River watersheds. Zimmerman & Kailing suggests a preferred uses “reserve with buffers on forest and fencerow” and as acceptable uses “Maintain present residential density but curb development down fence rows; reinforce with integrative native landscaping requirements based on resource performance standards”.

The Nelson property as well as the existing four large single-family lots along Old Sauk Road are designated for single-family residential use in the Blackhawk Neighborhood Development Plan. Again, most of the existing oak woods can be preserved with large single-family lots and the establishment of building setback lines and building envelopes. Presently, a portion of the existing fencerow has been preserved with the subdividing of lands to create the four single-family residential lots. More of the fencerow along the west boundary of the Nelson property can be preserved in future subdivisions.

### Sinks or Internally Drained Areas North of Old Sauk Road

The flat lowlands on the north side of Old Sauk Road, which are identified as sinks and internally drained areas, are smaller in area than delineated by Zimmerman & Kailing. The flat lowlands consist of glacial till and include primarily Elburn soils and some Batavia soils. Large stormwater retention areas and an area park are proposed for the lowlands in the Blackhawk Neighborhood Development Plan.

Tom Akagi  
Principal Planner

## APPENDIX A

### TOWN OF MIDDLETON SENSITIVE NATURAL SITE EVALUATIONS

Site Name: 13 West South Fork Pheasant Branch Creek Forest

Map Key: 13      Resource District: 9      Critical Area: Q

Quarter-Quarter Sections: NE/SE 16.

Total Acres: 6

Biotypes: Oak Forest.

Aspect: Slight, East.

Slope: 2%

**Important Functions and Values:**

a) life support for savanna and grassland species; b) soil and water conservation in the water system; c) some possibility for oak regeneration; and e) scenic beauty, and domestic tranquility.

Present Condition: Disturbed.

Preferred Uses: Reserve node in part of waterway.

Acceptable Uses: Low-density residential around area on outside, according to resource performance standards, with drainage way buffer zone.

Means of Control: a) subdivision ordinances and plat restrictions with review of permits according to resource performance standards that include conservation of soil and water, and appropriate lot size and setbacks; b) public or common private purchase of land (or easements); and c) education and professional advice about single lot and neighborhood conservation plans that include integrative native landscaping; and e) Plan cooperation between the Town, and the Cities of Madison and Middleton.

**Monitoring Requirements:**

a) pest species populations; b) erosion, and pollution of both surface and groundwater; c) infiltration areas and forests for regeneration, continuity, connectedness, and edge effects; and d) animal specials abundance and diversity (especially birds).

**Additional Notes and Sources of Information:**

--Compare with Sensitive Site 14, as a low waterway site and also part of church viewshed.

## APPENDIX B

### TOWN OF MIDDLETON SENSITIVE NATURAL SITE EVALUATIONS

Site Name: 14 Northwest Church Forest.  
Map Key: 14      Resource District: 9      Critical Area: Q

Quarter-Quarter Sections: SW/SW 15.

Total Acres: 9

Biotypes: Oak Forest.

Aspect: Slight, Northeast.

Slope: 10%

#### Important Functions and Values:

a) wildlife support; b) soil and water conservation; and c) education, passive recreation, scenic beauty, historic landmarks, and domestic tranquility.

Present Condition: Could easily be improved.

Preferred Uses: Nature park or reserve.

Acceptable Uses: Low-density or cluster residential, according to specific environmental standards, at exterior of location and screened from view, especially on west and east sides.

Means of Control: a) subdivision ordinances and plat restrictions with review of permits according to resource performance standards that include conservation of soil and water, and appropriate lot size and setbacks; b) public or common private purchase of land (or easements); and c) education and professional advice about single lot and neighborhood conservation plans that include integrative native landscaping; and e) Plan cooperation between the Town, and the Cities of Madison and Middleton.

#### Monitoring Requirements:

a) pest species populations; b) erosion, and pollution of both surface and groundwater; c) infiltration areas and forests for regeneration, continuity, connectedness, and edge effects; and d) animal specials abundance and diversity (especially birds).

#### Additional Notes and Sources of Information:

--This site is in the viewshed of church; it is the nearest oak forest to the church and the only sizable woodland in Resource District 9.

## APPENDIX C

### TOWN OF MIDDLETON SENSITIVE NATURAL SITE EVALUATIONS

Site Name: 51 North Church Oak Savanna Restoration Sites.

Map Key: 51      Resource District: 9      Critical Area: Q

Quarter-Quarter Sections: SW/NW 15 (5 acres), & NW/SW 15 (5 acres).

Total Acres: 10

Biotypes: Homestead with savanna restoration potential.

Aspect: East.

Slope: 10%

Important Functions and Values:

a) wildlife support; b) soil and water conservation; c) education, passive recreation, scenic beauty, historic landmarks, and domestic tranquility.

Present Condition: Disturbed.

Preferred Uses: Park, reserve, or nature interpretive center.

Acceptable Uses: Compatible residential use according to specific environmental standards.

Means of Control: a) Special conservation plan contact with owner; and b) savanna management plan for area surrounding cemetery.

Monitoring Requirements:

a) pest species populations; b) erosion; c) oak regeneration (mature and sapling); and d) viewshed.

Additional Notes and Sources of Information:

--Potential sites for historic development (see Sensitive Site 60).

## APPENDIX D

### TOWN OF MIDDLETON SENSITIVE NATURAL SITE EVALUATIONS

Site Name: 74 Old Sauk West Forest.

Map Key: 74      Resource District: 9      Critical Area: T

Quarter-Quarter Sections: SE/SE 16, NE/NW 21, & SW/NW 21.

Total Acres: 30

Biotypes: Oak forest, savanna, and plantings (including north-south fencerow down center of NE 21).

Aspect: Various mostly flat.

Slope: 0-10%

**Important Functions and Values:**

a) life support for savanna and grassland species; b) soil and water conservation; c) some possibility for oak regeneration; and e) scenic beauty, historic landmarks, and domestic tranquility.

Present Condition: Mostly residential.

Preferred Uses: Reserve with buffers on forest and fencerow.

Acceptable Uses: Maintain present residential density by curb development down fencerows; reinforce with integrative native landscaping requirements based on resource performance standards.

Means of Control: a) subdivision ordinances and plat restrictions with review of permits according to resource performance standards that include conservation of soil and water, and appropriate lot size and setbacks; b) public or common private purchase of land (or easements); and c) education and professional advice about single lot and neighborhood conservation plans that include integrative native landscaping.

**Monitoring Requirements:**

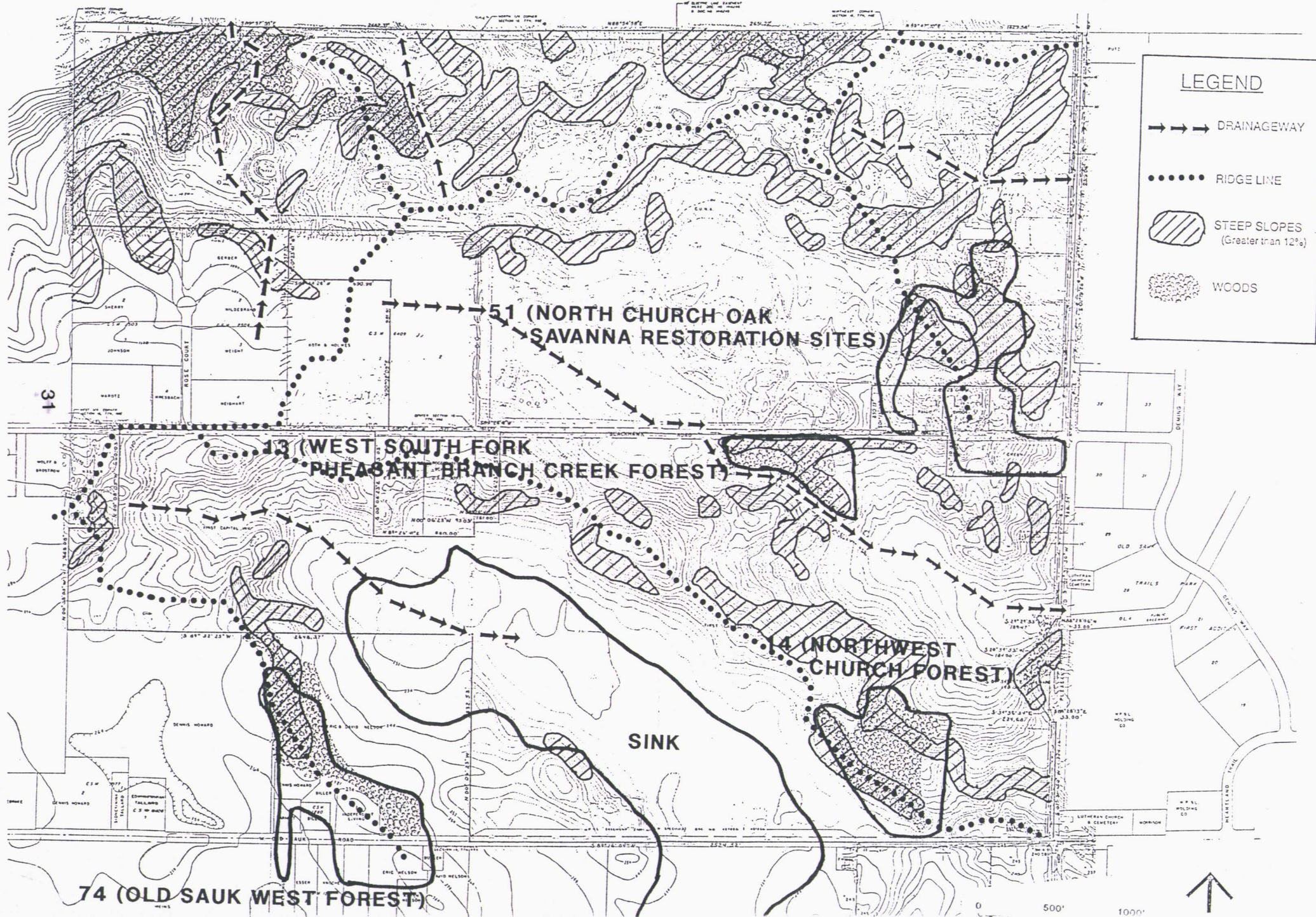
a) pest species populations; b) erosion, and pollution of both surface and groundwater; c) infiltration areas and savanna for continuity, connectedness, and edge effects; and d) animal specials abundance and diversity (especially birds).

**Additional Notes and Sources of Information:**

--An unusually wide fencerow south to Elderberry Road would make a wonderful foot or horse trail, looping back on Schewe Road (see notes on Sensitive Sites 4 and 9). Residences should be clustered as at present to protect open fields (see note on Sensitive Site 81).

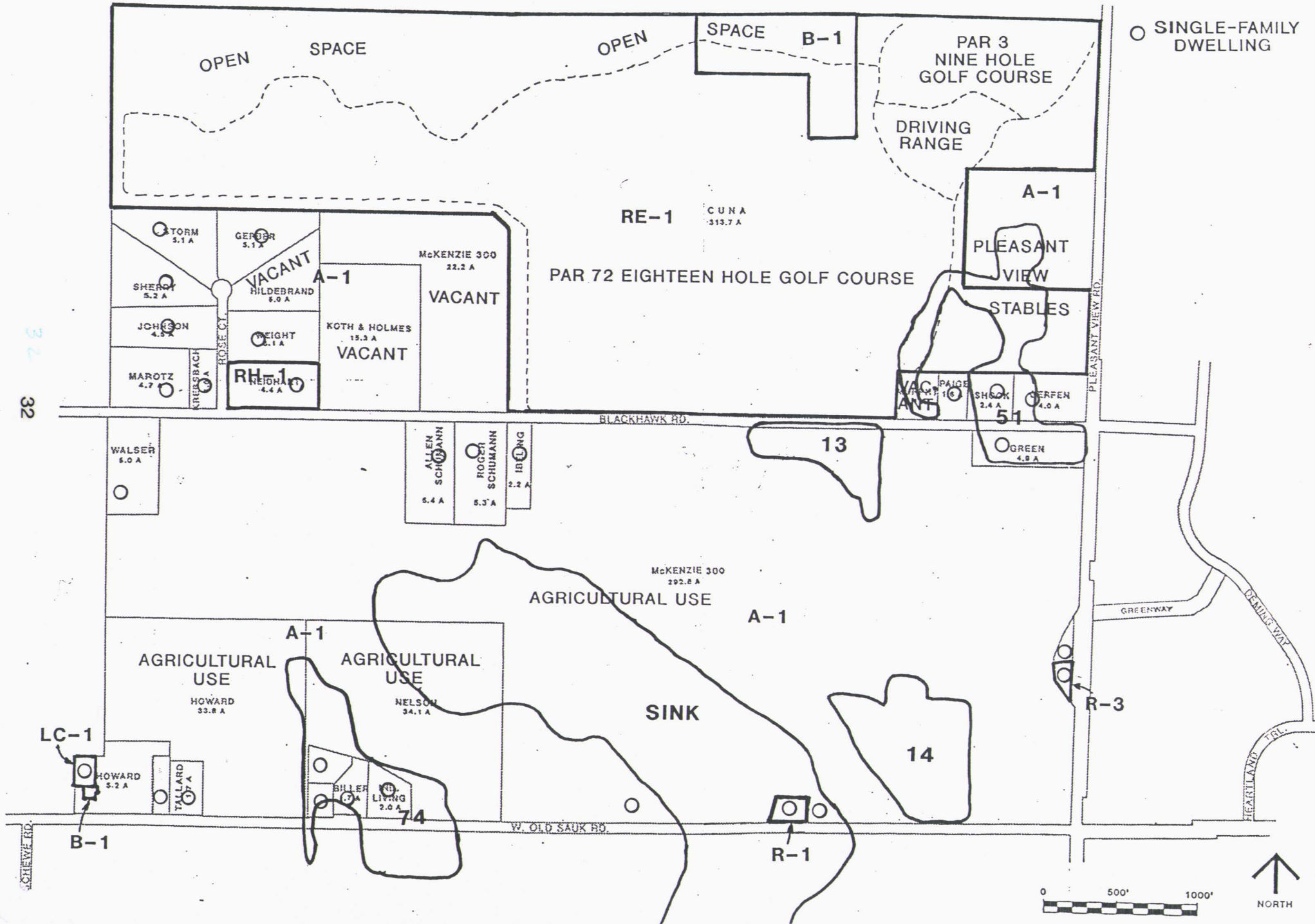


# MAP 3 EXISTING NATURAL FEATURES BLACKHAWK NEIGHBORHOOD



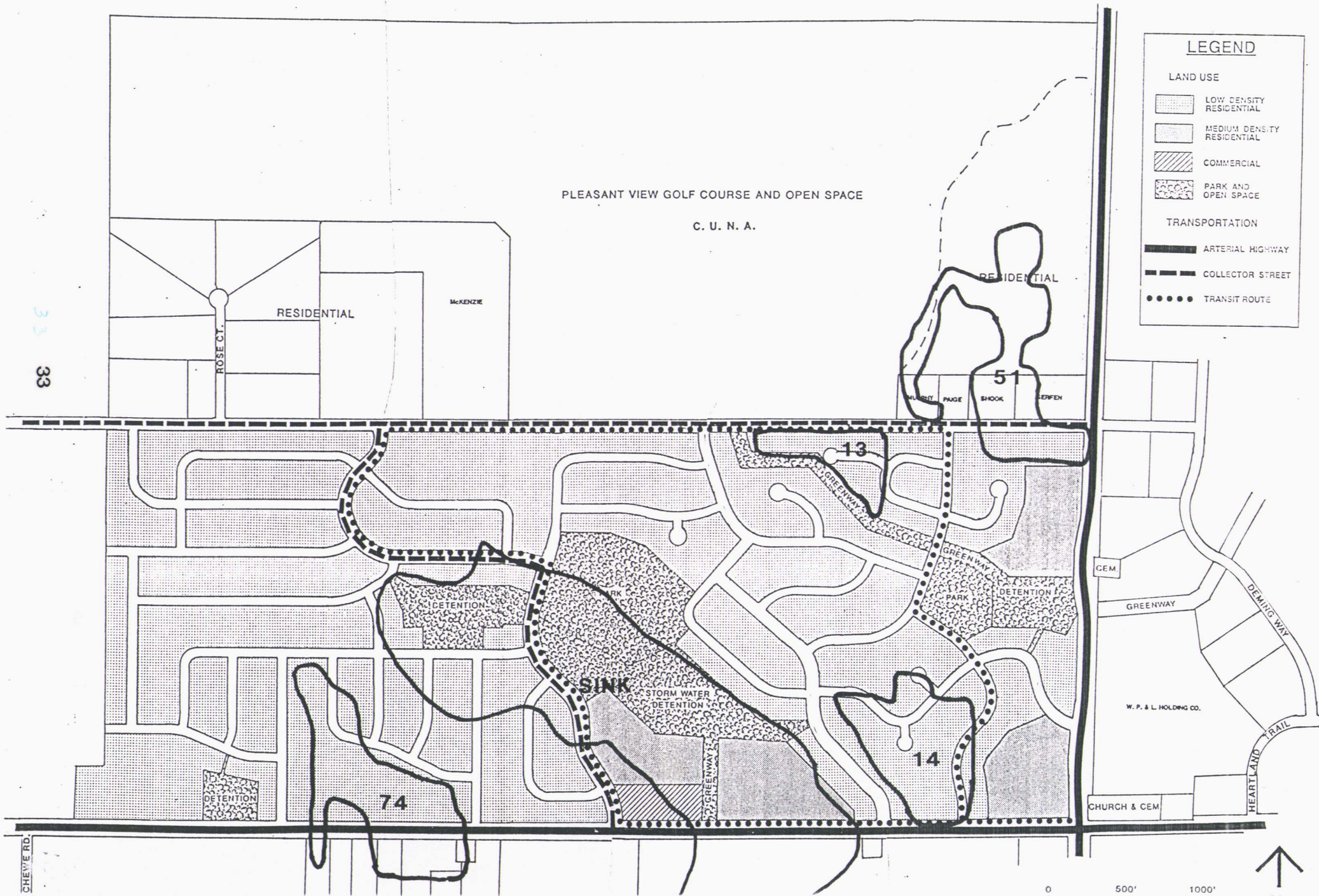


# MAP 4 EXISTING ZONING AND LAND USE BLACKHAWK NEIGHBORHOOD





# MAP 5 BLACKHAWK NEIGHBORHOOD DEVELOPMENT PLAN



**CITY OF MADISON  
INTER-DEPARTMENTAL  
CORRESPONDENCE**

TO: City of Madison Plan Commission

FROM: Bradley J. Murphy, Planning Unit Director

DATE: February 1994

SUBJECT: Blackhawk Neighborhood Development Plan

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Attached is a resolution adopting the Blackhawk Neighborhood Development Plan and recommending that it be used as a basis to request an urban service area agreement from the Dane County Regional Planning Commission and the Department of Natural Resources. The Plan Commission first reviewed the concepts for the neighborhood development plan in June of 1993. Since that time many meetings have been held with the property owners to resolve issues related to service delivery, land uses, park locations, road locations and the like. Staff has also met with the Town of Middleton Board and with residents within the area. The Plan Commission has reviewed the Plan on a number of occasions over the last 6 months. The concepts being discussed now by the Commission represent further detailing of the Plan map.

At the Plan Commission meeting of January 24, 1994, the Plan Commission requested that staff evaluate the following issues:

1. Look at options to preserve the significant woodlots in the study area.
2. Review the transportation planning for Pleasant View Road by the Regional Planning Commission.
3. Review possible locations for small lot single-family development within the neighborhood.
4. Discuss parking options for the church.

Concerning the preservation of the woodlots within the neighborhood, the Planning Unit has proposed along with the property owner to preserve the significant trees within large lots where, during the subdivision platting process, the City would identify those trees to be preserved and would work with the property owner to define the building envelopes which would accomplish our objectives. The Plan Commission asked staff to consider cluster development options. This concept would basically allow additional density of development in areas outside of the woodlots in exchange for the preservation of the woods in their entirety. Instead of the proposed single-family lots, cluster development options with townhouses or attached single-family dwellings were prepared to preserve the two existing oak woodlots near Blackhawk Road and Old Sauk Road (see Map 1 which shows the proposed large single-family lot development for the woodlot areas and Map 2 which shows cluster townhouse developments to preserve the woodlots in their entirety). The cluster development option near Old Sauk Road includes 68 townhouse units and a community center building on 13.4 acres as compared to 60 single-family lots on 22.7 acres. The 68 units represent a density of 5 units per acre or about 3 units per acres, including the 11.4-acre woodlot to be preserved as private open space. The cluster development option near Blackhawk Road includes 41 townhouse units on 6.8 acres, instead of 26 single-family lots on 9.4 acres. The 41 units represent a density of 6 units per net residential acre or about 4 units per acre, including the 3.8 –acre woodlot. The cluster development options were discussed with the McKenzies who indicated their desire to develop these two areas instead with large lot/high end single-family dwellings while at the same time preserving the significant trees within the woodlots.

The McKenzies feel that most of the healthy, mature trees can be preserved through the use of building setbacks and building envelopes, and also during the building design and site development review process when they will require that all mature trees be identified and located on a lot and that efforts be made to preserve the trees in the placement and location of any building. The Planning Unit believes that the City of Madison must provide some limited opportunities for high-end single-family detached residential development similar to the opportunities found throughout Dane County in the small villages and cities. There are currently very few of these opportunities available in the City and the City continues to lose a disproportionate share of the high-end residential development to other areas. This is a trend that concerns us.

This is not to say that a cluster development preserving the entire woodlot would not be an inappropriate land use within these areas. This is certainly an option that can be considered. One way to handle this issue would be to include this discussion in the plan text and ask the developer to evaluate the market feasibility of this approach to or at the time of platting.

The Regional Transportation Plan for Dane County, adopted by the Dane County Regional Planning Commission in October of 1988, shows Pleasant View Road and County Trunk Highway M from Highway PD north to U.S. Hwy 14 as a Planned Urban Minor Arterial. Minor arterials are intended to serve economic activity centers within the urban area, have moderate traffic volumes and serve intercommunity trips. Minor arterials interconnect and supplement the principal arterial system within the urban area. Although the predominate function of minor arterials is to move traffic, these routes also serve some local traffic and provide somewhat more access to adjacent lands than principal arterials.

The Regional Transportation Plan shows Pleasant View Road located generally along its current alignment. However, Plan Commission members should recognize that the plan is general in scope and would not provide the same level of detail as a neighborhood development plan does. The proposal for Pleasant View Road included in the Blackhawk Neighborhood Development Plan is fully consistent with the Region Transportation Plan.

To provide for a variety of single-family housing, the McKenzies are proposing both large single-family lots as well as smaller lots. The large single-family lots, approximating about 15,000 square feet, are proposed on the east portion of the McKenzie 300 property, primarily because of the steep topography and also the existence of some woodlots. The smaller lots, about 9,000 to 11,000 square feet, are proposed in the west portion where the lands are less steep and consist of some flat lowlands. The McKenzies are contemplating even smaller lots depending on market demands and the exact type of residential development that is planned in and adjacent to the medium diversity residential areas. A suitable location for smaller lots would be west of the proposed future collector street connecting Old Sauk Road to Blackhawk primarily because of the proximity of this area to recreational facilities in the proposed park area and to future transit service and a retail shopping facility. The location of areas with smaller lots could be determined by the Plan Commission at such time when the lands are proposed to be rezoned and subdivided into lots with the submittal of plats.

At the last meeting, Tom Akagi summarized parking lot options for the church. These parking lot options were initiated by both the McKenzies and the Pleasant View Neighborhood Association members on behalf of the Lutheran Church through discussions with the Wisconsin Power and Light Company (WP&L) staff. The options include a temporary as well as a more permanent solution to resolve the parking problem for the Lutheran Church, which now has no off-street parking on its site, and all of the options include lands currently owned by WP&L. A temporary solution would be the establishment of a temporary parking lot on the southwest corner of the intersection of Old Sauk Road and Pleasant View Road. The temporary parking lot would be on the north portion of a 10-acre parcel, which is currently undeveloped. The south portion of the site will contain an electric substation, which was recently granted conditional approval by the Plan Commission. A more permanent solution would be the establishment of a parking lot on the east side of

Pleasant View Road and adjacent to and north of the Lutheran Church site. The parking lot would be located on the WP&L lands as well as the future vacated portion of the existing Pleasant View Road right-of-way. Ideally, the parking lot would be located on lands owned by the Lutheran Church. If not, the parking lot could be accessory to another principal use (possibly commercial or industrial) and would also be available to the church users. The WP&L staff are still reviewing the different options, and as yet have not made any decisions regarding the options.

The Planning Unit recommends that the Plan Commission make its final changes to the Neighborhood Development Plan map and narrative and adopt the resolution, at its meeting of February 7, 1994

Bradley J. Murphy, AICP  
Planning Unit Director

Attachments



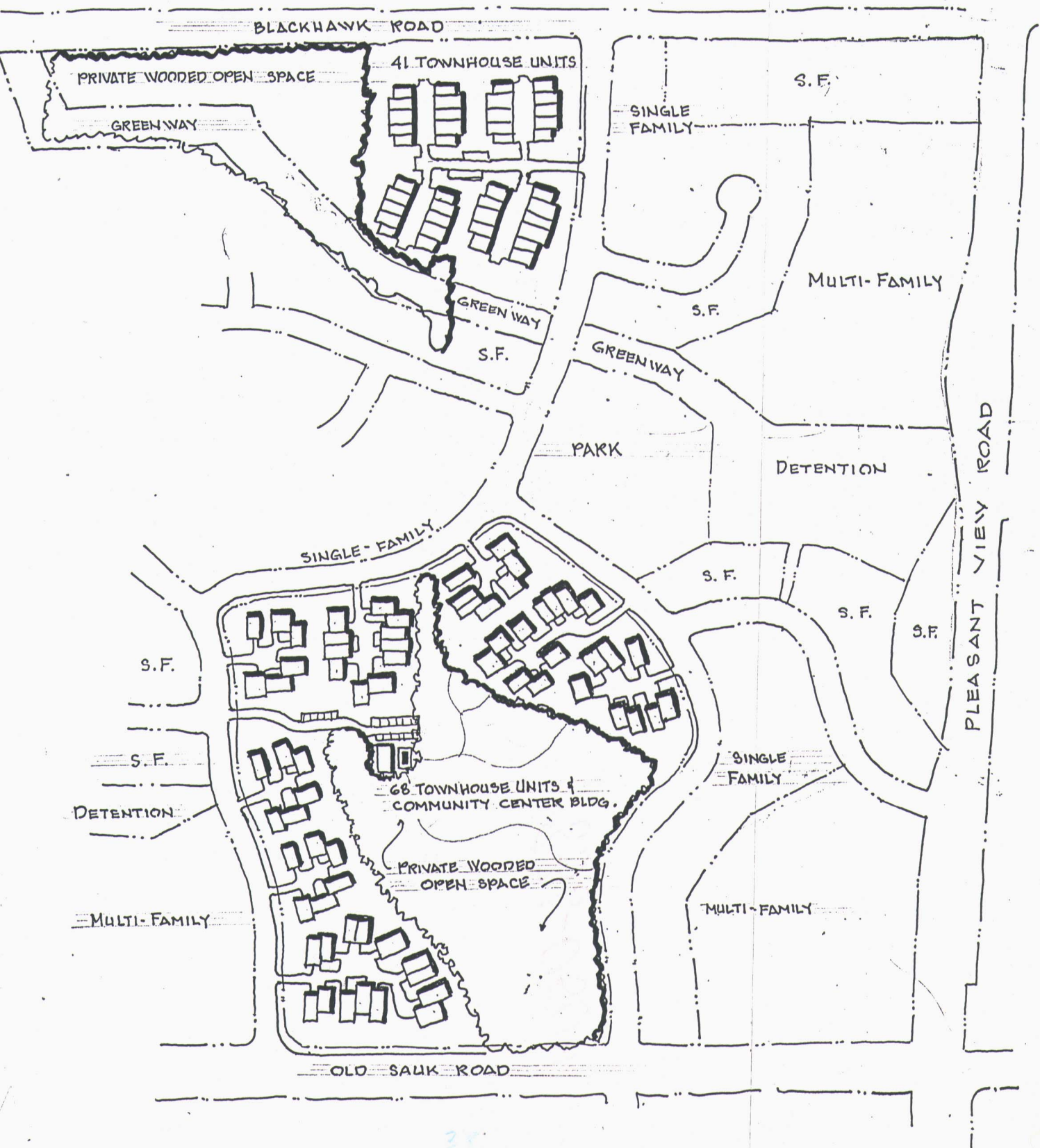
## MAP 1

## LARGE SINGLE-FAMILY LOT DEVELOPMENT





## MAP 2 CLUSTER TOWNHOUSE DEVELOPMENTS



# AGENDA ITEM # \_\_\_\_\_

Copy Mailed to Alderperson \_\_\_\_\_

City of Madison, Wisconsin

## A SUBSTITUTE RESOLUTION \_\_\_\_\_

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

Drafted By: Tom Akagi  
Dept. of Planning and Development  
Planning Unit

Date: February 1, 1994

Fiscal Note: No expenditure necessary

Sponsors: Ald. Ricardo Gonzalez, Roberta  
Kiesow, and Jean MacCubbin  
(Request of Plan Commission)

PRESENTED February 15, 1994

REFERRED Plan Commission

REREFERRED \_\_\_\_\_

REPORTED BACK \_\_\_\_\_

ADOPTED ☒ POF \_\_\_\_\_

RULES SUSPENDED \_\_\_\_\_

PUBLIC HEARING \_\_\_\_\_

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

\_\_\_\_\_  
Comptroller's Office

RESOLUTION NUMBER 50859

ID NUMBER 14710

## RESOLUTION

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

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

WHEREAS, Planning Area W2A located north of Old Sauk Road and west of Pleasant View Road is designated as an Urban Expansion – A District or the first priority area for future urban development and City growth in the near to mid-term and for which urban services can be more easily and efficiently provided by the City of Madison; and

WHEREAS, a detailed neighborhood development plan has been prepared for a portion of Planning Area W2A, or for the south portion of the Blackhawk Neighborhood which is bounded by Blackhawk Road to the north,

Pleasant View Road to the east, Old Sauk Road to the south, and the West line of the Southwest  $\frac{1}{4}$  of section 16, Town 7 North, Range 8 East, Town of Middleton, Dane County, Wisconsin; and

WHEREAS, the south portion of the Blackhawk Neighborhood currently includes lands within the City of Madison and the Town of Middleton, and it also consists of primarily undeveloped or agricultural lands except for some single-family dwellings on Blackhawk Road, Pleasant View Road, and Old Sauk Road; and

WHEREAS, all of the lands in the Blackhawk Neighborhood are outside of the Central Urban Service; and

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

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

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

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

BE IT FURTHER RESOLVED that the Madison Plan Commission and Madison Common Council hereby endorse the City's request to amend the Dane County Regional Development Guide and the Dane County Water Quality Plan to include within the Central Urban Service Area the south portion of the Blackhawk Neighborhood, or lands located to the west of Pleasant View Road between Blackhawk Road and Old Sauk Road except the South  $\frac{1}{2}$  of the Southwest  $\frac{1}{4}$  of Section 16, Town 7 North, Range 8 East, Town of Middleton, Dane County, Wisconsin; and

BE IT FURTHER RESOLVED that portions of the Nelson and Howard properties, along Old Sauk Road, west of the MacKenzie 300 Corp. lands may be appropriate for some multi-family/higher density development and that serious consideration should be given to designate portions of these properties for higher density residential development at the time they are annexed to the City.



**Amendments**  
**to the**  
**Blackhawk**  
**Neighborhood Development Plan**  
**Adopted since March 1994**

**Amendments Dated:**

**August 2006**



# City of Madison

## Master

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

**File Number: 04078**

**File Number:** 04078      **File Type:** Resolution      **Status:** Passed  
**Version:** 1      **Reference:**      **Controlling Body:** PLAN COMMISSION  
**Requester:** PLAN COMMISSION      **Cost:**      **Introduced:** 07/03/2006  
**File Name:** Amending the Blackhawk Neighborhood Development Plan      **Final Action:** 08/01/2006

**Title:** Amending the Blackhawk Neighborhood Development Plan, a supplement to the City of Madison Comprehensive Plan, to include additional lands located generally west of the current neighborhood boundary, between Blackhawk Road and Old Sauk Road.

### Notes:

### Code Sections:

**Agenda Date:** 07/11/2006

### Indexes:

**Agenda Number:** 76

**Sponsors:** Paul E. Skidmore

**Enactment Date:** 08/07/2006

**Attachments:** Final NDPamend.pdf

**Enactment Number:** RES-06-00702

### History of Legislative File

Ver- sion:	Acting Body:	Date:	Action:	Sent To:	Due Date:	Return Date:	Result:
1	Planning Unit	07/05/2006	Fiscal Note Required / Approval	Comptroller's Office/Approval Group		07/05/2006	
1	Comptroller's Office/Approval Group	07/05/2006	Approved Fiscal Note By The Comptroller's Office	Planning Unit		07/05/2006	
1	Planning Unit	07/05/2006	Refer for Introduction				
1	PLAN COMMISSION	07/10/2006	Rerefer	PLAN COMMISSION	07/24/2006	07/24/2006	Pass
1	COMMON COUNCIL	07/11/2006	Refer	PLAN COMMISSION		07/24/2006	
1	PLAN COMMISSION	07/24/2006	RECOMMEND TO COUNCIL TO ADOPT - REPORT OF OFFICER				Pass
1	COMMON COUNCIL	08/01/2006	Adopt				Pass

### Text of Legislative File 04078

#### [..Fiscal Note](#)

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

**..Title**

Amending the Blackhawk Neighborhood Development Plan, a supplement to the City of Madison Comprehensive Plan, to include additional lands located generally west of the current neighborhood boundary, between Blackhawk Road and Old Sauk Road.

**..Body**

**PREAMBLE**

The Blackhawk Neighborhood Development Plan adopted by the Common Council on March 1, 1994, made detailed land use and development recommendations for a planning area located between Blackhawk Road and Old Sauk Road and extending west from Pleasant View Road approximately 1.3 miles. This planning area was added to the Central Urban Service Area through two amendments approved in 1994 and 2002. In September 2003, the City of Madison and the Town of Middleton entered a Cooperative Boundary Plan which includes a schedule and procedures for the eventual attachment of those portions of the township located east of a defined Boundary Line to the City of Madison and establishes the City of Madison's adopted plans as the land use recommendations for the future development of the area located east of the Boundary Line. The Cooperative Boundary Plan also provides that an identified portion of lands owned by the Town of Middleton located west of, and adjacent to, the Boundary Line in the SE ¼ of Section 17 in the Town of Middleton may be developed only after it is annexed to the City; and further provides that in the event that the Town sells or conveys a portion of the identified developable area to another party, the Boundary Line shall be moved to the westerly boundary of the land so conveyed.

Presently, the Middleton-Cross Plains School District is planning to purchase a portion of this identified developable area from the Town of Middleton for future development as a school site. Madison's adopted Blackhawk Neighborhood Development Plan currently does not include the lands that would be annexed to the City of Madison following purchase by the Middleton-Cross Plains School District. This amendment to the neighborhood development plan is proposed to include the area and show school facilities as a recommended land use on the property to be acquired by the School District. The proposed plan amendment also makes land use recommendations for certain adjacent lands, including the eastern edges of the large property to the west that will be retained by the Town of Middleton for park and open space uses.

**WHEREAS** certain lands located west of the current Blackhawk Neighborhood boundary will be purchased from the Town of Middleton by the Middleton-Cross Plains School District for a future public school site; and

**WHEREAS** the lands to be purchased by the School District will be attached to the City of Madison prior to their development so that they may be served with the full range of urban services as provided by the City of Madison-Town of Middleton Cooperative Boundary Plan; and

**WHEREAS** the City of Madison Comprehensive Plan requires that urban development and extension of urban services in the Madison peripheral area must be preceded by the adoption of a detailed neighborhood plan that includes the proposed development area; and

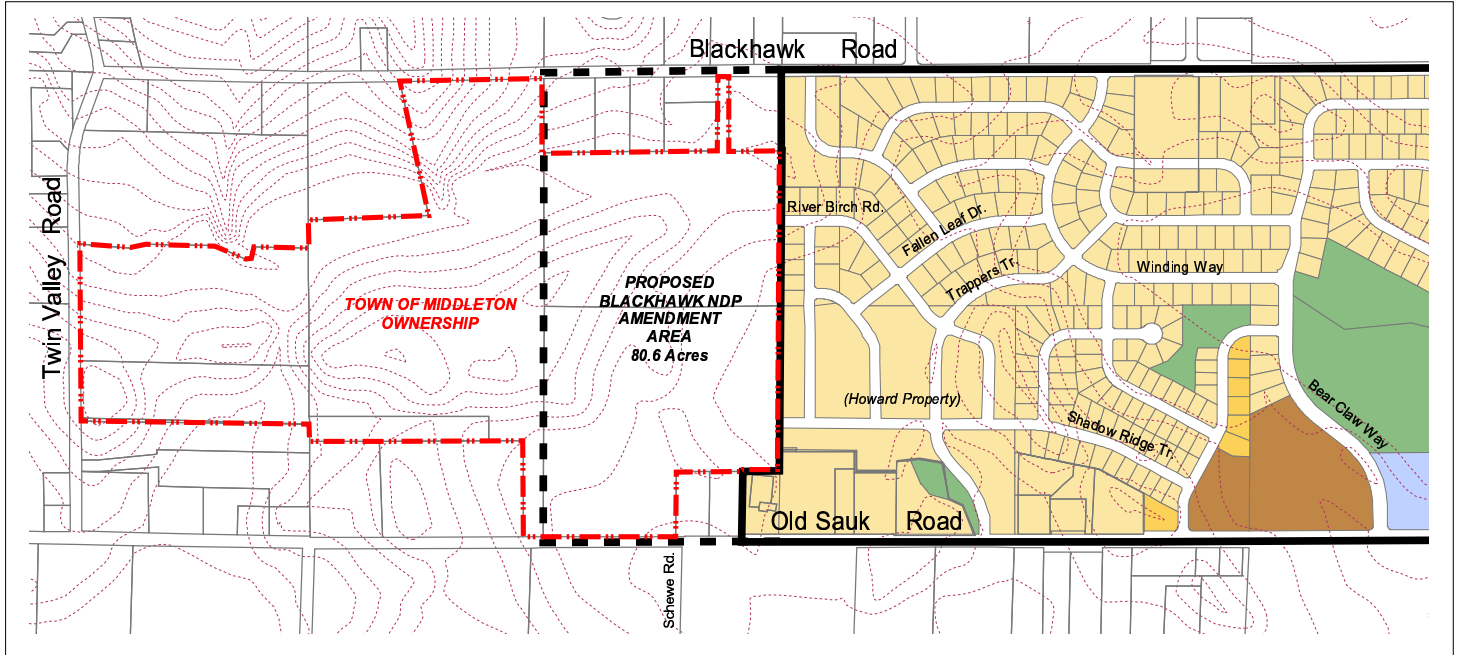
**WHEREAS** the institutional, residential and open space land uses recommended in the proposed amendment to the Blackhawk Neighborhood Development Plan are consistent with the recommendations for the amendment area contained in the adopted City of Madison Comprehensive Plan.

**NOW THEREFORE BE IT RESOLVED** that the Blackhawk Neighborhood Development Plan, a supplement to the City of Madison Comprehensive Plan, is hereby amended to include additional lands located generally west of the current neighborhood boundary between Blackhawk Road and Old Sauk Road, and provide land use and street plan recommendations for these lands, as illustrated on the attached map; and

**BE IT FURTHER RESOLVED** that the City of Madison Plan Commission and Madison Common Council hereby authorize the City's application to amend the Dane County Water Quality Plan to include these lands within the Central Urban Service Area.

# AMENDMENT to the BLACKHAWK NEIGHBORHOOD DEVELOPMENT PLAN Land Use and Street Plan

Blackhawk Neighborhood Development Plan as adopted March 1994  
and implemented through land subdivision and zoning approvals.



Blackhawk Neighborhood Development Plan as Amended  
and Adopted by the Common Council \_\_\_\_\_, 2006

