

Amendment to the Elderberry Neighborhood Development Plan

Recommendations for Land Use, Transportation and Development

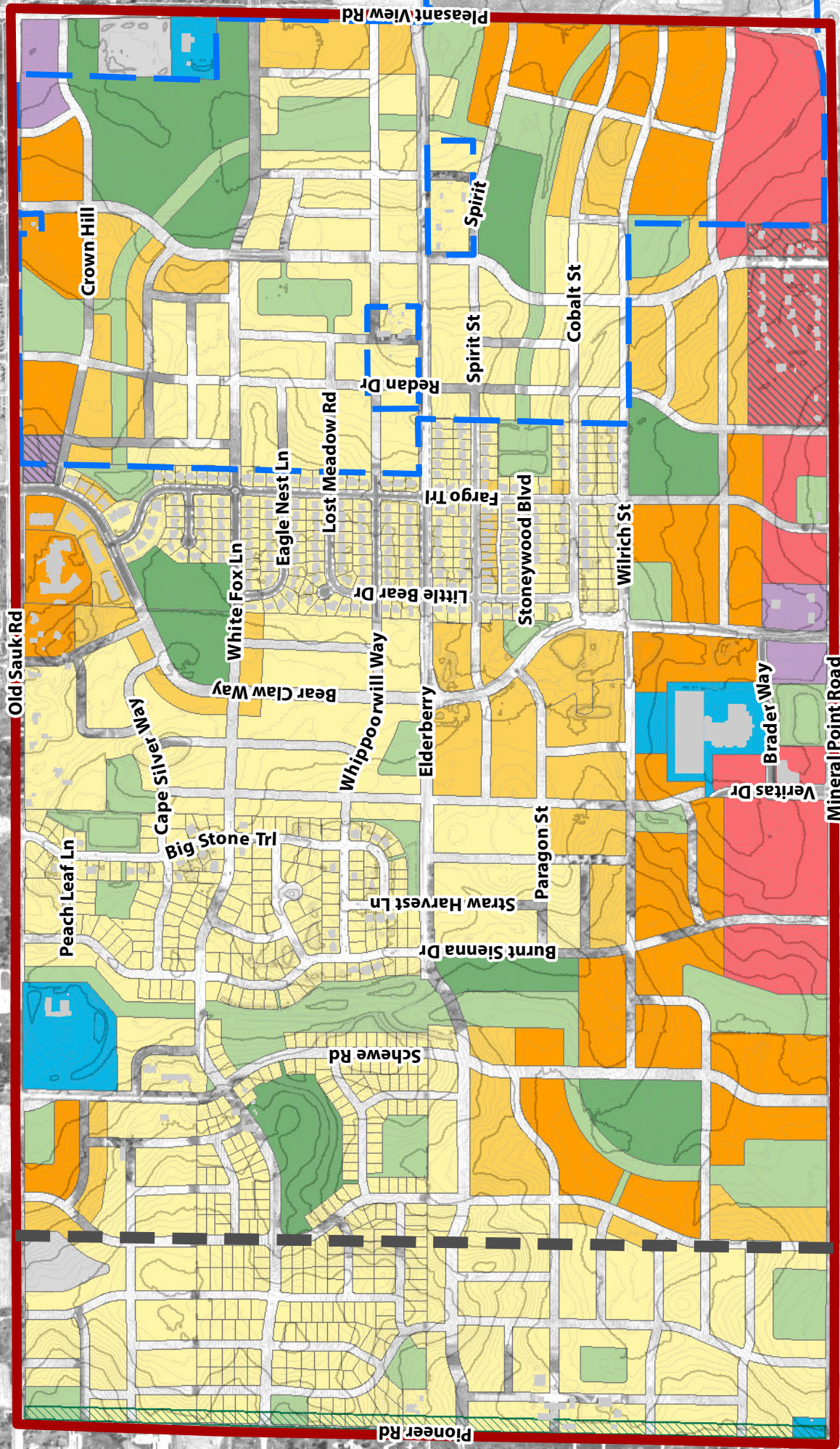
July 13, 2018



City of Madison, Wisconsin
Department of Planning and Community and Economic Development
Planning Division

Enactment Number: Res-18-00525

Legislative File ID: 51567



Map 7: Future Land Use and Street Plan

80' Landscape Buffer

Transition Area Boundary

(4 du/ac net max west of line)

City of Madison Planning Division

Author: [Name]

Planning Area

West Madison Ag Research Station

80' Landscape Buffer

Transition Area Boundary

(4 du/ac net max west of line)

City of Madison Planning Division

Author: [Name]

Legend

- Housing Mix 1 (< 8 du/ac)
- Housing Mix 2 (8-20 du/ac)
- Housing Mix 3 (20-40 du/ac)
- Neighborhood Mixed Use
- Utilities
- Park
- Other Open Space and Stormwater Management

Neighborhood Mixed Use Overlay

- Employment
- Employment Overlay
- Institutional

Map 7: Future Land Use and Street Plan

80' Landscape Buffer

Transition Area Boundary

(4 du/ac net max west of line)

City of Madison Planning Division

Author: [Name]

Map 7: Future Land Use and Street Plan

80' Landscape Buffer

Transition Area Boundary

(4 du/ac net max west of line)

City of Madison Planning Division

Author: [Name]

Map 7: Future Land Use and Street Plan

80' Landscape Buffer

Transition Area Boundary

(4 du/ac net max west of line)

City of Madison Planning Division

Author: [Name]

Map 7: Future Land Use and Street Plan

80' Landscape Buffer

Transition Area Boundary

(4 du/ac net max west of line)

City of Madison Planning Division

Author: [Name]

TABLE OF CONTENTS

INTRODUCTION	1
BACKGROUND INFORMATION AND PLANNING CONTEXT	1
RECOMMENDED LAND USES	3
TRANSPORTATION	9
UTILITIES	9
PLAN IMPLEMENTATION	11
ADOPTING RESOLUTION	27

LIST OF TABLES

TABLE 1: PROPERTY OWNERSHIP	2
TABLE 2: EXISTING LAND USE	2
TABLE 3: RECOMMENDED LAND USE	4
TABLE 4: ESTIMATED DWELLING UNITS	6

LIST OF FIGURES

FIGURE 1 NEIGHBORHOOD MIXED-USE CENTER	25
FIGURE 2 POTENTIAL STREET CROSS SECTIONS	26

LIST OF MAPS

MAP 1 PLANNING AREA	13
MAP 2 MUNICIPAL JURISDICTION AND PROPERTY OWNERSHIP	14
MAP 3 NATURAL FEATURES	15
MAP 4 ELEVATION MODEL	16
MAP 5 EXISTING LAND USE	17
MAP 6 EXISTING ZONING	18
MAP 7 FUTURE LAND USE AND STREET PLAN	19
MAP 8 PARKS AND OPEN SPACE PLAN	20
MAP 9 TRANSPORTATION PLAN: ROADWAYS	21
MAP 10 BICYCLE AND PEDESTRIAN PLAN	22
MAP 11 FUTURE TRANSIT PLAN	23
MAP 12 UTILITIES, URBAN SERVICE AREA	24

INTRODUCTION

The *Elderberry Neighborhood Development Plan* (NDP) was adopted on March 5, 2002 and was prepared to guide the future growth and development of a new neighborhood located on the City of Madison's west side. The plan was prepared through a planning process that included the participation of neighborhood property owners and residents, City officials, and other affected groups and individuals. Throughout the planning process, there was a discussion between property owners, neighborhood residents and City staff. This plan reflects an effort to consider the private objectives of the parties, while providing a comprehensive long-range vision for neighborhood development. The *Elderberry Neighborhood Development Plan* designates the types, locations, and amounts of land recommended for the different types of land use (such as residential, employment, and parks and open space) and provides for the compact, logical, efficient expansion of the City. It provides a general description of the expected character of the neighborhood once it is developed and recommends implementation measures to help achieve that character. The plan establishes the parameters of acceptable development. Once adopted as a supplement of the City's *Comprehensive Plan*, the plan update will serve as a document against which future development proposals will be evaluated.

The General Development Concept from the *2002 Elderberry Neighborhood Development Plan* includes a general summary of key recommendations. Some of these include the relationship between new development and a planned City gateway along Mineral Point Road, creation of a village center north of Mineral Point Road, a high degree of connectivity along collector and local streets in the neighborhood and a variety of housing types and densities.

Over time, conditions in the neighborhood have changed. For example, several residential subdivisions have developed, and office, institutional, parks, and open space uses have been established. As development occurred in the neighborhood, some planned street alignments were changed. Further, demographic and economic shifts have resulted in changes in the housing market, with people desiring greater demand for walkable, amenity-rich neighborhoods with a greater diversity of housing types than were built in previous decades. Amending the *Elderberry Neighborhood Development Plan* facilitates an improved physical form of future neighborhoods, updating and coordinating land use and transportation patterns to be consistent with City policies and utilizing infrastructure efficiently. Further, the amended plan better guides future growth on the west side of Madison by coordinating land use, transportation networks, infrastructure and parks and open space.

BACKGROUND INFORMATION AND PLANNING CONTEXT

The Elderberry Neighborhood Planning Area

The Elderberry Neighborhood planning area is bounded by Mineral Point Road on the south, Pioneer Road on the west, Old Sauk Road on the north and Pleasant View Road on the east. **See Map 1: Planning Area.**

Municipal Jurisdiction and Property Ownership

The planning area is partly in the City of Madison and partly in the Town of Middleton, the City's acreage is 756 acres and the Town's area comprises 358 acres. The planning area as a whole comprises 1,114 acres and is partially developed. Large property holdings in the neighborhood are listed in **Table 1** and shown on **Map 2: Municipal Jurisdiction and Property Ownership.**

Table 1: Property Ownership

Property Ownership	Acres
University of Wisconsin Regents	263
Herrling Family Limited Partnership	137
Schewe Limited Partnership	88
Town of Middleton	76
Theis Family Farm LLC	61
Garfoot Living Trust	58
QRS Company LLC	22
Middleton Community Church	18
Noltner Pioneer Farm LLC	17
City of Madison Water utility	16
Francois and Jackie Luyet	15

Natural Features

The natural character of the area is defined by gently rolling hills and open spaces. A limited amount of steep topography is located in the western part of the planning area. A central ridgeline roughly divides the planning area in half. There are small, isolated wooded areas located in the northwest and central parts of the planning area. **See Map 3: Natural Features.**

Stormwater Drainage

The Elderberry Neighborhood is located in two watersheds. The western part of the neighborhood lies within the Upper Sugar River Watershed and the Six Mile-Pheasant Branch Creek Watershed includes the eastern part of the neighborhood. Natural drainage within the neighborhood is generally south in the western part of the planning area and east in the eastern part of the neighborhood.

Existing Land Use

Several residential subdivisions are located in the Elderberry Neighborhood. These City subdivisions are Sauk Heights, Woodstone, Autumn Ridge Reserve, the Willows, and the Willows 2. The Brassington plat is located in the Town of Middleton. In addition to residential subdivisions, three churches are located within the neighborhood. An office building is located along Mineral Point Road. An electrical substation is located in the northeast part of the neighborhood and a City of Madison Water Tower is located within the northwestern part of the neighborhood. The University of Wisconsin's West Madison Agricultural Research Station occupies approximately 263 acres within the neighborhood. The facility focuses on urban agriculture, outreach, plant breeding and providing feed for the UW-Madison campus dairy. **See Table 2 and Map 5: Existing Land Use.**

Table 2: Existing Land Use

Land Use	Acres	Percent of Total
Agriculture/vacant	761	68.3%
Residential	130	11.7%
Commercial/Employment	2	< 0.2%
Institutional	22	2%
Parks and Open Space	109	9.8%
Right-of-Way	90	8%
Total	1,114	100%

Existing Zoning

The planning area includes lands in the City of Madison and the Town of Middleton. Lands within the City of Madison are subject to the City of Madison Zoning Code and lands within the Town are governed by the Dane Code Zoning Ordinance. City of Madison residential zoning districts in the planning area are SR-C1, SR-C3, TR-C3, SR-C2, SR-V2, TR-V1, TR-V2 and TR-C1. Agriculture comprises 534 acres. Planned Development zoning totals 49 acres. The total acreage of City-zoned parcels is 756 acres. Lands in the Town of Middleton total approximately 358 acres. See **Map 6: Existing Zoning**.

City of Madison and Town of Middleton Cooperative Plan

In 2003, the City of Madison and the Town of Middleton entered into a *Cooperative Plan* that extends to 2042. The plan is intended to assure orderly development of the City and the Town. A Boundary Adjustment Area (east of Pioneer Road and south of a portion of Old Sauk Road) was created to allow the area to be attached to and developed to City standards served by the full range of City services and facilities. Lands within the Boundary Adjustment Area east of Pioneer Road that have not been previously attached to the City of Madison; will be attached to the City in 2042.

All development as defined in the *Cooperative Plan*, requires the approval of the City and the Town. Lands within the Boundary Adjustment Area may be attached to the City of Madison using the procedures for attachment as specified in the *Cooperative Plan*.

The *Cooperative Plan* includes Transition Area Development Standards that limits residential densities to four units per net acre of development within the ¼-mile transition area east of Pioneer Road. The number of units in attached multi-family residential structures is limited to four. For any land division in the Transition Area, both east and west of the boundary line, an 80-foot wide landscaped building setback is required.

School District

The planning area is located within the Middleton-Cross Plains Area School District. West Middleton Elementary School, Glacier Creek Middle School and Middleton-Cross Plains High School currently serve the planning area. The school district owns a property north of Old Sauk Road that is being considered for a new elementary school and middle school.

RECOMMENDED LAND USES

General Development Concept

The general development concept for the planning area envisions a vibrant, sustainable series of sub-neighborhoods characterized by a wide variety of housing choices, well-located public parks, mixed-use districts, employment areas, institutional uses and open space areas. The highest densities are located close to mixed-use areas, potential transit corridors and parks and open spaces. This land use pattern places the highest concentration of residents within the closest distances to primary destinations, improving the walkability of the neighborhood. It also helps reduce vehicular traffic on interior streets since the higher-density uses are generally closer to major streets providing access to the neighborhood. The boundaries between the three Residential Housing Mix Districts (described below) are shown on **Map 7: Future Land Use and Street Plan**. These areas are conceptual. Modifications may be considered as specific developments are proposed, provided that the general land use pattern is consistent with the *Plan's* concept.

Table 3: Recommended Land Use

Land Use	Acres	Percent of Total
Housing Mix 1	378	33.9%
Housing Mix 2	98	8.8%
Housing Mix 3	109	9.8%
Neighborhood Mixed-Use	9	0.8%
Neighborhood Mixed-Use Overlay	1.5	0.1%
Institutional	24	2.2%
Employment	46	4.1%
Employment Overlay	14	1.3%
Utilities	8	0.7%
Parks	68.5	6.1%
Other Open Space, Stormwater Management	106	9.5%
Street Right-of-Way	252	22.6%
Total	1,114	100%

Residential Uses

The *Elderberry Neighborhood Development Plan* recommends development of a variety of housing types within three Residential Housing Mix categories. These categories are intended to meet the needs of households of different sizes, ages, incomes and lifestyles. Although the recommended mix of housing types varies in different parts of the neighborhood, it is specifically intended that all housing that is developed within the neighborhood be well integrated into the community as a whole, and be located and designed to enhance neighborhood identity. Housing units should be a mix of owner-occupied and rental housing.

Variety of Housing Types

A variety of housing types and densities is expected to be developed at appropriate locations within each of the three Residential Housing Mix Districts. For this reason, specific locations for each of the individual building types (i.e. single family home, duplexes, townhouses, etc.) recommended within a Residential Housing Mix District are not identified on **Map 7: Future Land Use and Street Plan**. This approach provides developers with reasonable flexibility and opportunities to be creative and innovative in advancing the recommendations of the neighborhood development plan.

Housing mix district recommendations are not equivalent to zoning district designations, and all developments are expected to provide a variety of housing choices. Specific locations for particular housing types will be identified during the review process as proposed development projects are brought forward for consideration and approval.

Residential Housing Mix 1

The predominant housing type in the Residential Housing Mix 1 district is detached single-family housing on individual lots, but limited areas may be developed with other lower-density housing types such as duplexes or townhouses at appropriate locations.

Housing Types

- Single-family detached homes with a wide range of house and lot sizes
- Duplexes
- Four units
- Townhouses
- Buildings up to two stories in height

Net Density Ranges

- Individual developments: less than 8 dwelling units per net acre
- Transition Area: 4 dwelling units per net acre maximum

It is specifically recommended that single-family housing developments include a range of house types and lot sizes. Duplexes, four units and townhouses provide higher-density housing options that can be appropriate at some limited locations. In general, larger groupings of these housing types should be located closer to the Residential Housing Mix 2 or Residential Housing Mix 3 districts, where they will help provide a transition to the higher densities found in those areas. Individual duplexes or small groups of townhouses might be interlaced within areas primarily comprised of single-family homes, but careful site and building design is important in order to maintain compatibility and consistency with the character of surrounding development.

The use of alleys to provide rear access to garages is encouraged at appropriate locations. Alley-loaded garages can provide additional design flexibility and improve the appearance of neighborhood streetscapes, particularly on streets with relatively small or narrow lots.

Residential Housing Mix 2

Housing Mix 2 is predominately single-family designation, however homes are often on smaller lots and there is a greater share of other housing types compatible with single-family homes including duplexes, four units, townhouses and small-scale apartment buildings.

Housing Types

- Single-family detached houses on smaller lots
- Duplexes
- Four units
- Townhouses
- Small multi-family (4-8 units)
- Building lots generally provide front, side and rear yards
- Buildings up to three stories in height

Net Density Ranges

- Individual developments: 8-20 dwelling units per net acre

Residential Housing Mix 2 Districts are recommended at numerous locations as shown on **Map 7: Future Land Use and Street Plan**. Higher density development at these locations will give more residents the opportunity to live within convenient walking and biking distance to mixed-use areas, parks and open space and other neighborhood amenities and features.

Dwelling unit types in the Residential Housing Mix 2 District should be varied. Large areas of one housing unit type should be avoided. Detached single-family, duplexes and four units should generally be developed on relatively small lots consistent with the higher average density recommended for the category. Townhouses may be more predominant than in Residential Housing Mix 1 and could be developed along an entire block face, or mixed with multi-unit buildings or detached housing.

Residential Housing Mix 3

Housing types within the Residential Housing Mix 3 District should consist of a mix of townhouses and apartment buildings. Buildings will likely be larger and taller than in the Residential Housing Mix 2 District but should retain a neighborhood scale.

Housing Types

- Duplexes
- Four units
- Townhouses
- Apartment buildings
- Relatively larger buildings than those in Residential Housing Mix 2 district
- Limited side yards when buildings are located along standard streets
- Buildings may include front plazas or be grouped around courtyards to create defined common space
- Buildings generally 2 to 4 stories in height

Net Density Ranges

- Individual development: 20-40 dwelling units per acre

The Residential Housing Mix 3 District is recommended to encourage medium residential densities at locations close to mixed-use areas, transit corridors, parks, and other neighborhood amenities. Concentrating medium density housing near these amenities will provide easy access for more residents, increase activity in them and help support the development of neighborhood-serving businesses. The slightly larger scale of buildings will help define, but not dominate open spaces such as parks. At some locations, the recommended Residential Housing Mix 3 provides a transition between the smaller-scale, lower-density development Residential Housing Mix 2 and the larger-scale, medium density development in Residential Housing Mix 3.

Apartment buildings may be larger and closer together compared to those buildings in Residential Housing Mix 2. Single-family detached housing is not recommended since the intent of the district is to encourage higher-density uses. Parking should be provided behind or beneath the buildings, minimizing its visual impact on the neighborhood. In this district, buildings will generally be three stories, but heights may vary depending on the context and size and scale of surrounding developments. In general, an urban character of design and architecture is recommended. Multi-unit developments should include a mix of unit sizes, including larger two and three-bedroom units suitable for families with children.

Buildings should be oriented to and front on adjacent streets and be designed to help define and enhance the public realm along the street edge. On a few larger, deeper properties where it is not possible or practical to add public streets, a multi-building complex of apartments may have a limited number of buildings that are not located directly on a public street, though this is not a recommended configuration. The design of these complexes should incorporate interior access drives and walkways that establish direct connections across the site in order to prevent isolated islands of development. Courtyards and other defined open spaces are potential methods of organizing buildings within these areas.

Housing Mix 3 is recommend for a portion of the QRS property. Development on the QRS property shall include a viewshed analysis that shows how the development will affect the views from the Pope Farm Conservancy. In addition, development on the QRS property is recommended at three stories maximum.

Estimated Amount of Future Residential Development

If all lands in the Elderberry Neighborhood recommended for residential and mixed-use development were built out at densities estimated in the neighborhood development plan, the total future number of dwelling units of all types in the neighborhood would be 6,206 units. This is a general estimate for planning purposes and the number of future dwelling units could be outside this number, depending on the amount of land developed with residential use and the actual density of individual projects.

Table 4: Estimated Dwelling Units

Land Use	Existing Units	Acres Undeveloped	Density (units/acre)	Additional Units	Total Units
Housing Mix 1 Transition	0	99	4	396	396
Housing Mix 1	383	199	6	1,194	1,577
Housing Mix 2	74	93	12	1,116	1,190
Housing Mix 3	143	104	25	2,600	2,743
Neighborhood Mixed-Use	0	10	30	300	300
Total	600	505		5,606	6,206

Employment District

Employment uses are recommended along part of the Mineral Point Road corridor. Part of this corridor has already developed with an office building. The recommended Employment District is 60 acres in size and is planned to include business, professional and corporate offices, research and development and light industrial uses west of Bear Claw Way. It is recommended that, to the extent possible, the Employment District has compact, pedestrian-friendly clusters of complementary businesses including multi-story buildings to encourage and facilitate mixed-use developments.

Given the high visibility of the district along Mineral Point Road, high-quality design of buildings and landscaping is very important. In addition, buffering between the district and adjacent residential development will be necessary. Effective and attractive buffering between residential and non-residential uses is essential in creating a high quality environment that meets the needs of Employment District uses and residential areas.

It is considered important that individual projects contribute as a unified part of the district as a whole. Important factors to consider include ensuring that the site's building design and materials create an attractive appearance on all sides of the development, especially the elevations visible from Mineral Point Road; that adequate site landscaping is provided on all sides; and that parking areas do not dominate the view.

Part of the Employment District north of Mineral Point Road is designated an overlay district. This area is currently developed as a rural residential subdivision. The existing residential uses could remain for years. However, if the area is ever redeveloped, employment uses are recommended.

Neighborhood Mixed-Use

Neighborhood Mixed-Use districts are recommended in three locations: Mineral Point Road and Bear Claw Way (south central), Old Sauk Road and Bear Claw Way (north central) and Old Sauk Road and Pleasant View Road (northeast).

Bear Claw and Mineral Point Road

The Neighborhood Mixed-Use District at the intersection of Bear Claw Way and Mineral Point Road, includes a recommendation for mixed-use development within the district and is intended to accommodate neighborhood-oriented businesses providing goods and services to nearby residents. Uses such as cafes, specialty retail (e.g. bicycle shop, clothing store), restaurants and similar uses are recommended. Large commercial uses, such as a grocery store, are not recommended in this district. The district is intended to be pedestrian friendly and should include pedestrian connections to nearby land uses. See **Figure 1** for a conceptual neighborhood mixed-use center.

The development might include:

- An emphasis on creating an integrated neighborhood business street, as distinct from an aggregation of essentially separate business sites
- A focus on collector street as the primary axis for the business district. Buildings and signage should be oriented toward this street rather than Mineral Point Road.
- Relatively small blocks created by the public street system
- Multi-story buildings required, particularly along Bear Claw Way
- Mixed-use development, encouraged with office or residential uses above retail uses
- Buildings located close to the sidewalk, with parking lots to the rear or on the side streets rather than in front of the business
- Short term parking along business streets
- Minimum gaps in street-level retail frontage
- High levels of pedestrian amenity, including street trees and other plantings, street furniture, and decorative lighting
- Good linkages with the surrounding residential neighborhood and Employment District.

Bear Claw Way and Old Sauk Road

A mixed-use overlay district is recommended at the Old Sauk Road and Bear Claw Way intersection. Neighborhood scale mixed-use buildings with commercial elements are desirable and allowable but not required. The short and long-term market feasibility of retail, restaurants and neighborhood services at this location is not known and has proved challenging in other areas with similar characteristics. For these areas, if mixed-use proves to not be feasible at the time

of development, the area could develop as a Housing Mix 3 district. For this reason, this district is designated an overlay district which provides land use flexibility over time.

Old Sauk Road and Pleasant View Road

A third Neighborhood Mixed-Use District is located at the intersection of Old Sauk Road and Pleasant View Road. This district includes many of the same land use and development standards as the other Neighborhood Mixed-Use districts.

Residential uses are encouraged and anticipated as part of the Neighborhood Mixed-Use Districts. Residential uses add vibrancy to these districts, especially in the evenings and on weekends when some non-residential uses are not in operation. Residential uses above ground floor storefronts are particularly encouraged at appropriate locations. Exclusive residential buildings are allowable in less prominent locations such as on local street frontages or within interior courtyards, for example. Buildings up to four stories in height are recommended, but larger buildings may be appropriate in very select locations. Development densities and intensities will need to be carefully considered in order to achieve a development pattern that successfully blends residential and non-residential uses.

The site designs of development projects in the Neighborhood Mixed-Use district and the adjacent Residential Housing Mix districts should create an engaging relationship between residential and non-residential activities and encourage pedestrian movement among the various uses and activities.

While this district will likely have higher density buildings, it is likely the overall district density will be lower due to the presence of commercial uses. As a result, a net density of 30 units per acre is being used to estimate the number of dwellings in this district. This number could vary based on detailed planning for the area.

High-quality architectural and urban design is a critical component of mixed-use development. Designs must be pedestrian oriented and integrated in to the neighborhood, rather than dominated by large setbacks and parking areas of exclusively commercial corridors. Sequoia Commons, University Crossing and Grandview Commons are examples of the general character intended for the Neighborhood Mixed-Use District.

Parks

Parks are recommended at strategic locations within the planning area. The park distribution generally reflects the distribution of the projected residential population when the neighborhood is fully developed. See **Map 8: Parks and Open Space Plan**.

The recommended parks are located where they not only provide convenient recreational opportunities to the surrounding neighborhoods, but also enhance the visual character of the area. The proposed park sites have significant public street frontage, and will have high visibility to persons traveling along the neighborhood's roadways.

The different scales of parks will include different features. Smaller community and neighborhood parks will include features typically found in parks, such as playground equipment. As individual properties develop and additional parkland is dedicated, the Parks Department will proceed with a detailed park development plan for each park. It is recommended that this process engage existing residents to better understand local park preferences and desired features.

Agriculture

The West Madison Agriculture Research Station includes a variety of agricultural activities. There are no plans at this time for urban development on these lands. Other agricultural lands in the neighborhood will eventually transition to urban uses. In the near term, it is useful to develop a conceptual land use and street plan for the agricultural areas, even if they are not planned for development in the foreseeable future.

TRANSPORTATION

Roadways

Arterial streets include Pleasant View Road, Mineral Point Road, and Old Sauk Road. Collector streets include Schewe Road, White Fox Lane, and Bear Claw Way, Pioneer Road, Elderberry Road and a new east-west street that connects Pleasant View Road with Schewe Road.

The planning area will include a variety of roadway cross sections. See **Figure 2**. Mineral Point Road is planned to be a four-lane divided arterial with marked bicycle lanes and a side path. Old Sauk Road will taper down from a four-lane minor arterial to a two-lane collector near Pioneer Road and will have bicycle lanes. Pioneer Road and two east-west collector streets will be two-lane roads with bicycle lanes and on-street parking on one side. Elderberry Road will be a two-lane road with bicycle lanes or buffered bike lanes. Other streets in the planning area will be local streets.

See **Map 9: Transportation Plan: Roadways**.

Pedestrian and Bicycle Facilities

All City of Madison streets will have public sidewalks and are designed to accommodate bicycle travel. An off-street shared-use path is planned along the north-south drainage way parallel to Schewe Road as recommended in the Madison Area Transportation Planning Board's *Regional Transportation Plan*. This is part of a planned north-south path that will serve parts of Madison's west side. See **Map 10: Pedestrian and Bicycle Plan**.

Buffered bicycle lanes should be considered on streets where anticipated traffic volumes will be in excess of 3,000 average daily traffic (ADT).

Metro Transit

The closest bus stops with regularly scheduled transit service through most of the day are located along Junction Road (between Old Sauk Road and Mineral Point Road). Future Madison Metro service to the area would come through an extension of current routes in the area, or through the creation of new transit routes to serve development on the City's west side. See **Map 11: Future Transit Plan**. A regional transit authority or other jurisdictional funding source would likely be needed to provide service in the neighborhood. Future transit routes within the neighborhood would most likely travel along the Mineral Point Road, Old Sauk Road and/or the Bear Claw and Elderberry corridors. Ridership potential will remain relatively low until substantial additional development has occurred. It is recommended that other transportation options, such as vanpools or rideshare programs, be pursued both before and after transit service is provided to the planning area.

UTILITIES

The full range of City of Madison urban services, including public sewer and water are provided to much of the neighborhood. See **Map 12: Utilities, Urban Service Area**. Future utility extensions will be constructed to serve new development as the area continues to grow. It is not intended that the start of development in any phase necessarily should be deferred until development within the preceding phase extends to a particular location, or reaches a certain percentage of full build-out.

Sanitary Sewer Service

Near term development in the northwestern part of the neighborhood will be served by a 10-inch sanitary sewer extended from the east to the intersection of Schewe Road and White Fox Lane. The Lower Badger Mill Creek Interceptor will be extended north from Mineral Point Road in 2019. This interceptor is 21 inches in diameter between the west central planning area and Valley View Road. Sanitary sewer will be provided to the area bounded by Mineral Point Road to the South, Old Sauk Road to the north, Pleasant View Road to the east and Bear Claw Way to the west.

Urban development is not expected on the West Madison Agriculture Research Station property for many years. Agricultural uses are expected to continue into the foreseeable future. The land will need to be added to the Central Urban Service Area prior to urban development.

Stormwater Management

Part of the neighborhood is in the upper reaches of the Lower Badger Mill Creek watershed. This watershed

Amendment to the Elderberry Neighborhood Development Plan

encompasses an area on the far west side of Madison and extends south to the City of Verona. The watershed is tributary to the Upper Sugar River, which is a cold water sport fishery. The Six Mile-Pheasant Branch Creek Watershed is located in the eastern part of the neighborhood.

In 2003, the *Lower Badger Mill Creek Stormwater Management Analyses* was completed to facilitate better stormwater management planning within the watershed, which was beginning to experience rapid urban development. The project modeled the watershed under existing conditions and under anticipated post-development conditions and recommended strategies to mitigate potential adverse impacts of development on the watershed. The recommendations of the report were adopted into ordinance by the City of Madison. Subsequent to this report, however, stormwater managements standards of the State, City and County have tightened. As a result, the stormwater recommendations for the sites within the plan area exceed the recommendations in the original report, in terms of infiltration, thermal and detention requirements.

Within the Elderberry neighborhood, the watershed master plan recommends a regional detention basin along the Lower Badger Mill Creek corridor north of Mineral Point Road. This facility is proposed to have approximately 45 acre-feet of storage. North of this facility, the report proposes a 100-foot wide drainage way going north almost to Elderberry Road. These facilities will be implemented through future development approvals and the *Lower Badger Mill Creek Impact Fee District* that was adopted in 2009.

The neighborhood development plan includes conceptual locations for stormwater retention/infiltration facilities. These facilities will, at a minimum, be designed to meet the City of Madison and Dane County infiltration requirements that require providing 90% of the pre-development infiltration volume.

When development proceeds in an order such that the City does not have the right, such as an easement or ownership, to increase flows to a downstream channel, infiltration shall be required such that the runoff-volume pre-development to post-development is matched during a 10-year design event. It is required that peak flow rates are matched for the 1, 2, 10 and 100-year storm events.

Public Water Service

Public water service to the Elderberry NDP area will be provided by the Madison Water Utility through the extension of water mains within Pressure Zones 8, 10 and 11. As development occurs, larger water mains will be extended along the primary roads, with smaller water distribution mains constructed along local streets developed within the planning area.

In 2017, the Madison Water Utility started construction of the Blackhawk Water Tower, which is located on City-owned property at the southeast corner of Pioneer Road and Old Sauk Road. This 17-acre site is located on the northern edge of the expansion area. When the project is completed in late 2018, the Blackhawk Water Tower will allow Madison Water Utility to hydraulically merge Pressure Zones 10 and 11, which will increase emergency storage, fire-fighting capacity, and improve system reliability in the service area.

New municipal wells will be required to ensure a reliable supply as the greater west side develops. Growth and expansion of the water system is guided by the *Water Utility Master Plan*.

Additional supply capacity is required for the future development. Increase in supply capacity to the far western area is planned for and is included in long-range budgeting. In order to provide service to the proposed planning area, a water transmission pipeline will be extended along Mineral Point Road.

PLAN IMPLEMENTATION

Zoning Map Amendments

It is recommended that the future zoning classification of lands within the planning area conform to the land use recommendations of the adopted *Plan*. It is further recommended that lands be rezoned to another zoning district only in conjunction with consideration of a specific subdivision and/or a specific development proposal sufficiently detailed to ensure that development within the district will be consistent with the neighborhood development plan.

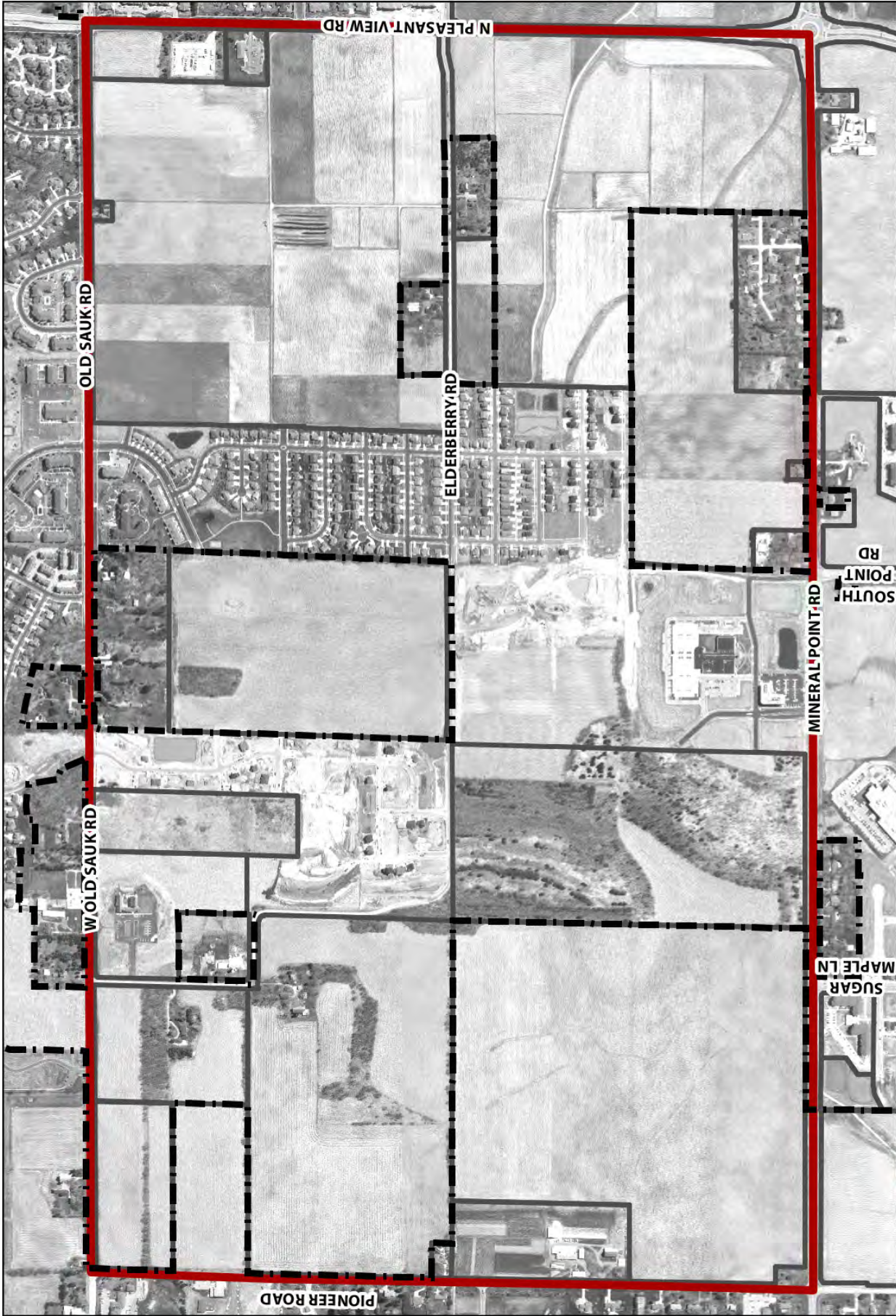
Land Subdivision Regulations

Lands in the NDP area will need to be subdivided into smaller parcels before they can be developed with urban uses. As these lands are proposed for development, many of the NDP recommendations can be implemented through the review and approval of subdivision plats and application of the City of Madison's land subdivision regulations. In Madison, requests for approval of a land division are usually considered in conjunction with a request to rezone undeveloped property to allow urban development.

Future subdivisions in the planning area should conform to the recommendations in the adopted *Plan*, particularly regarding the locations of streets, off-street paths, parks and stormwater management facilities. Future subdivisions should provide building lots that facilitate development of the types of land uses recommended in the plan. For higher-density types of development, proposed subdivisions may also be required to provide information showing how the lots may be developed with building designs that maintain the desired street orientation and pedestrian-friendly street character.

Local streets within proposed subdivisions should either generally conform to the pattern of local streets shown in the neighborhood plan, or similarly reflect the objectives illustrated in the neighborhood development plan. Some of these objectives include the provision of connecting streets through the neighborhood, provision of multiple routes to neighborhood destinations, the orientation of streets to visual features in the neighborhood and the streets' function as part of the stormwater management drainage system.

Tree preservation should be considered when development proposals are reviewed.



**Map 1:
Planning Area**

**Elderberry Neighborhood
Development Plan Amendment
July 2018**

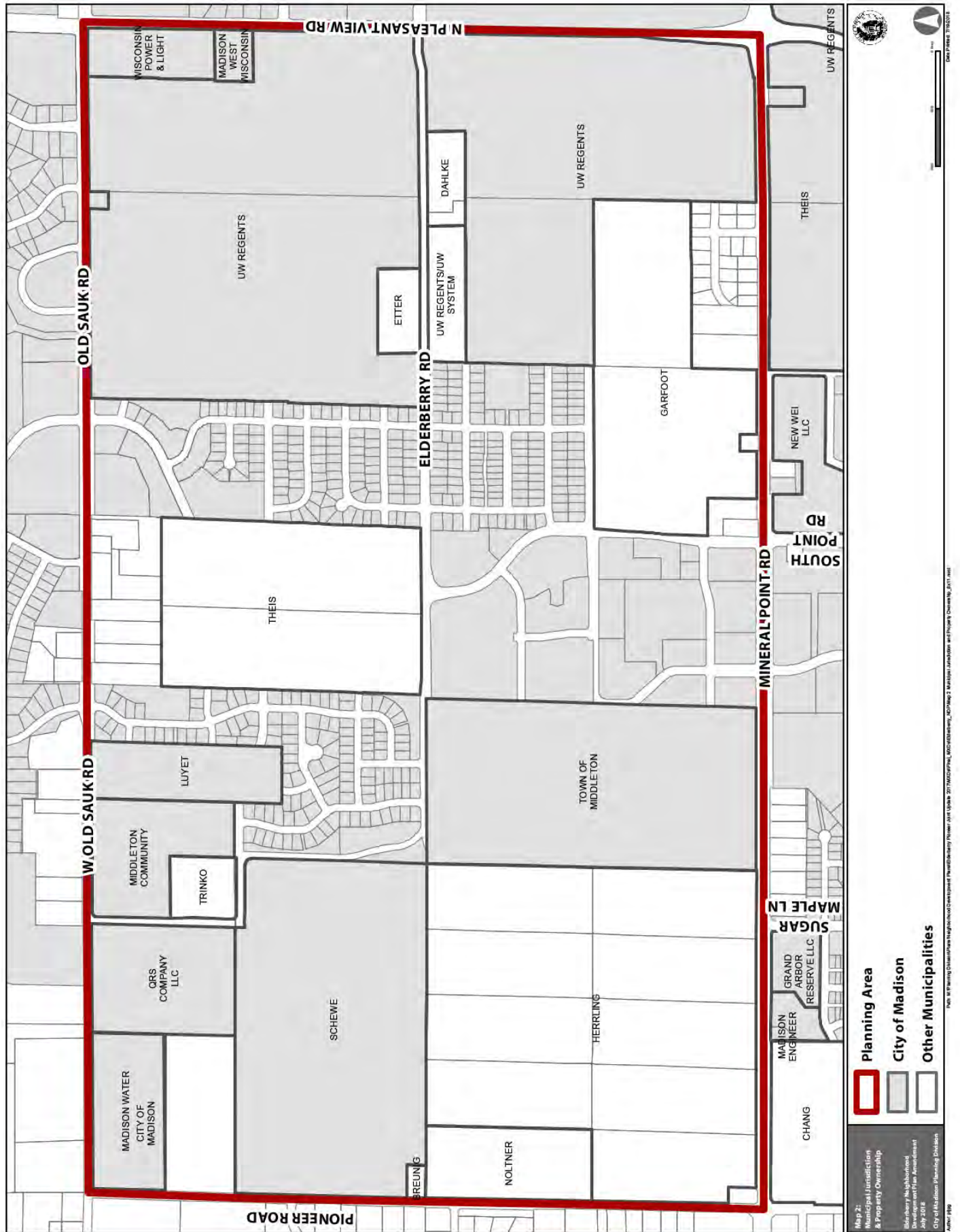
City of Madison Planning Division

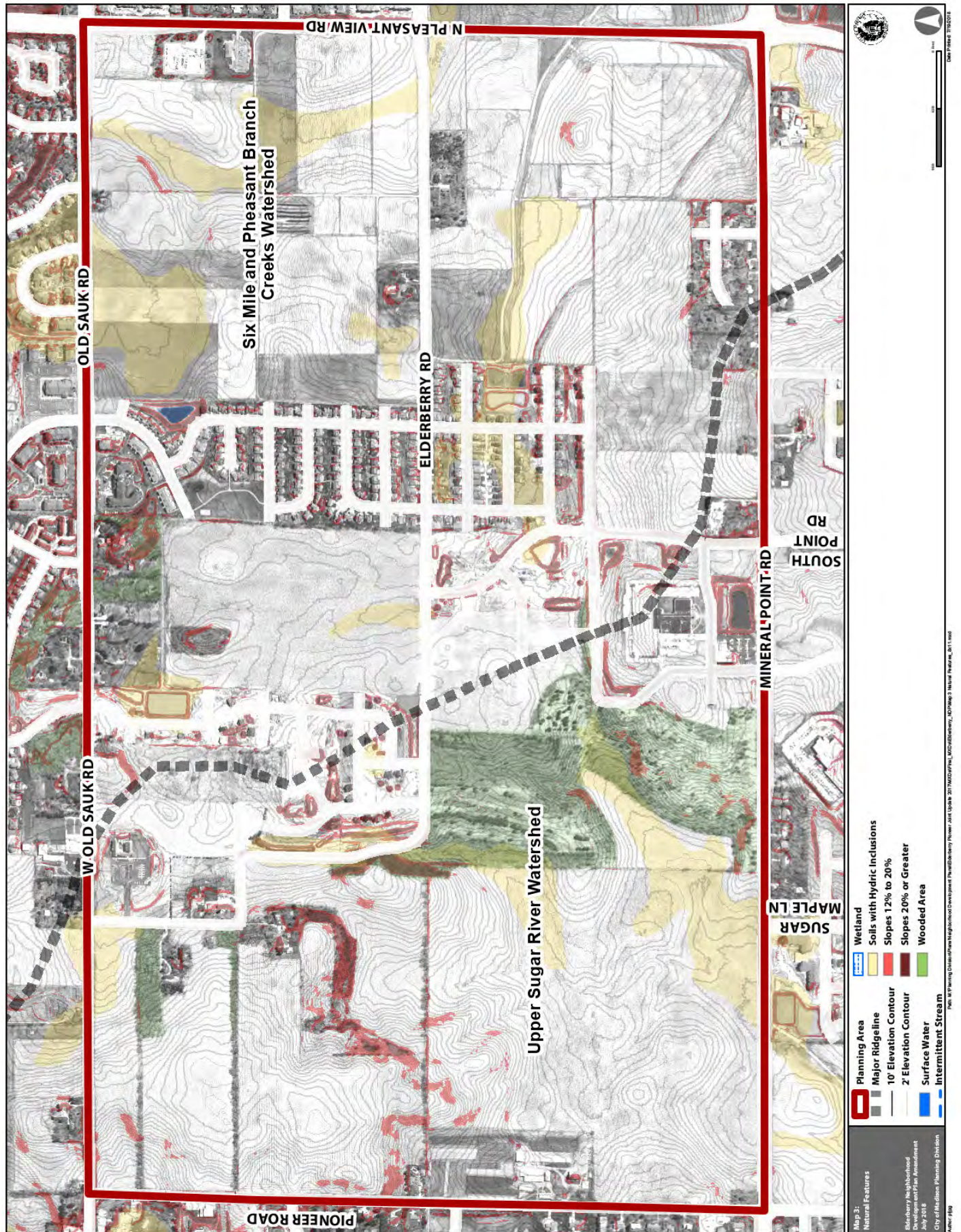
Author: J. Kim

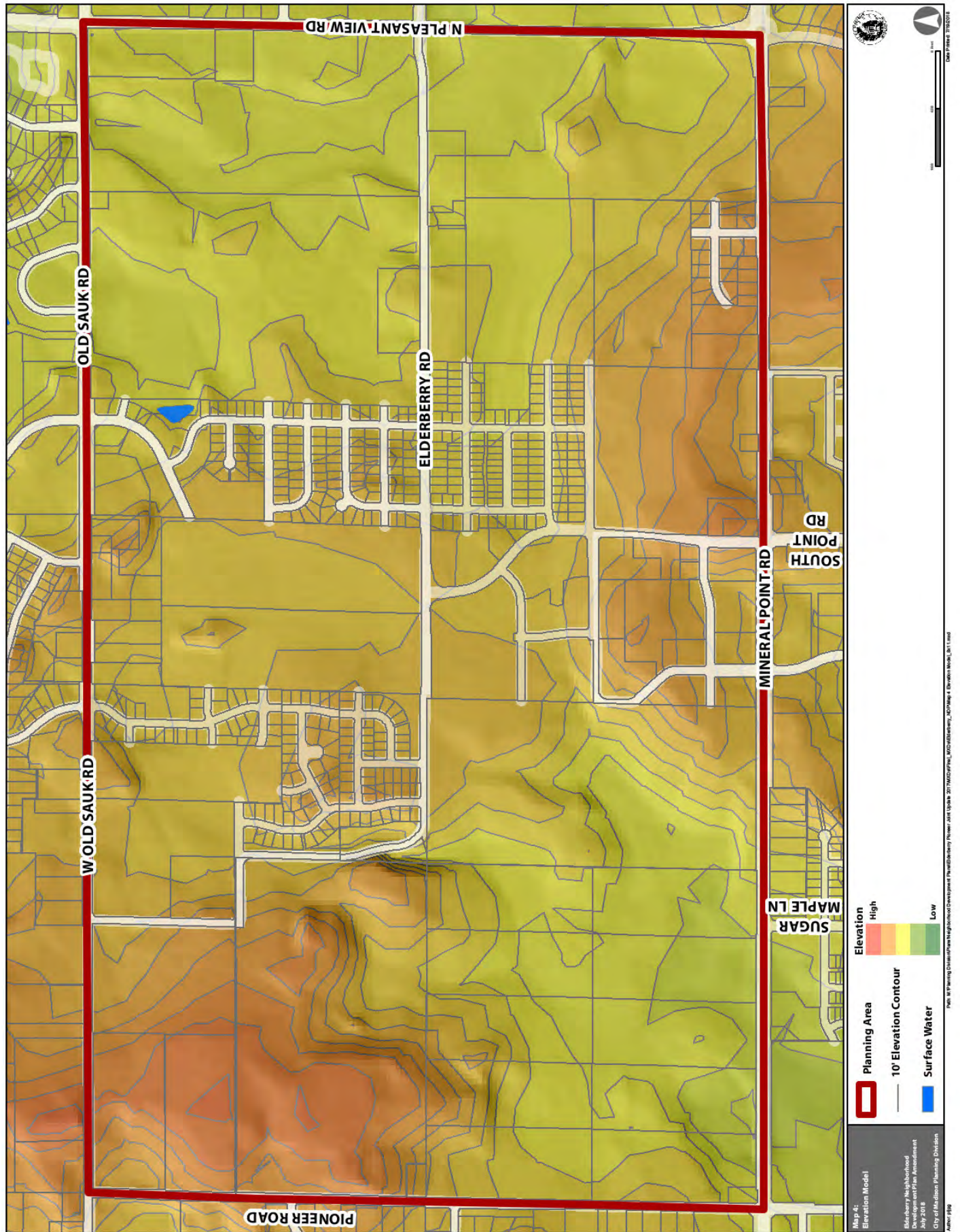
Planning Area

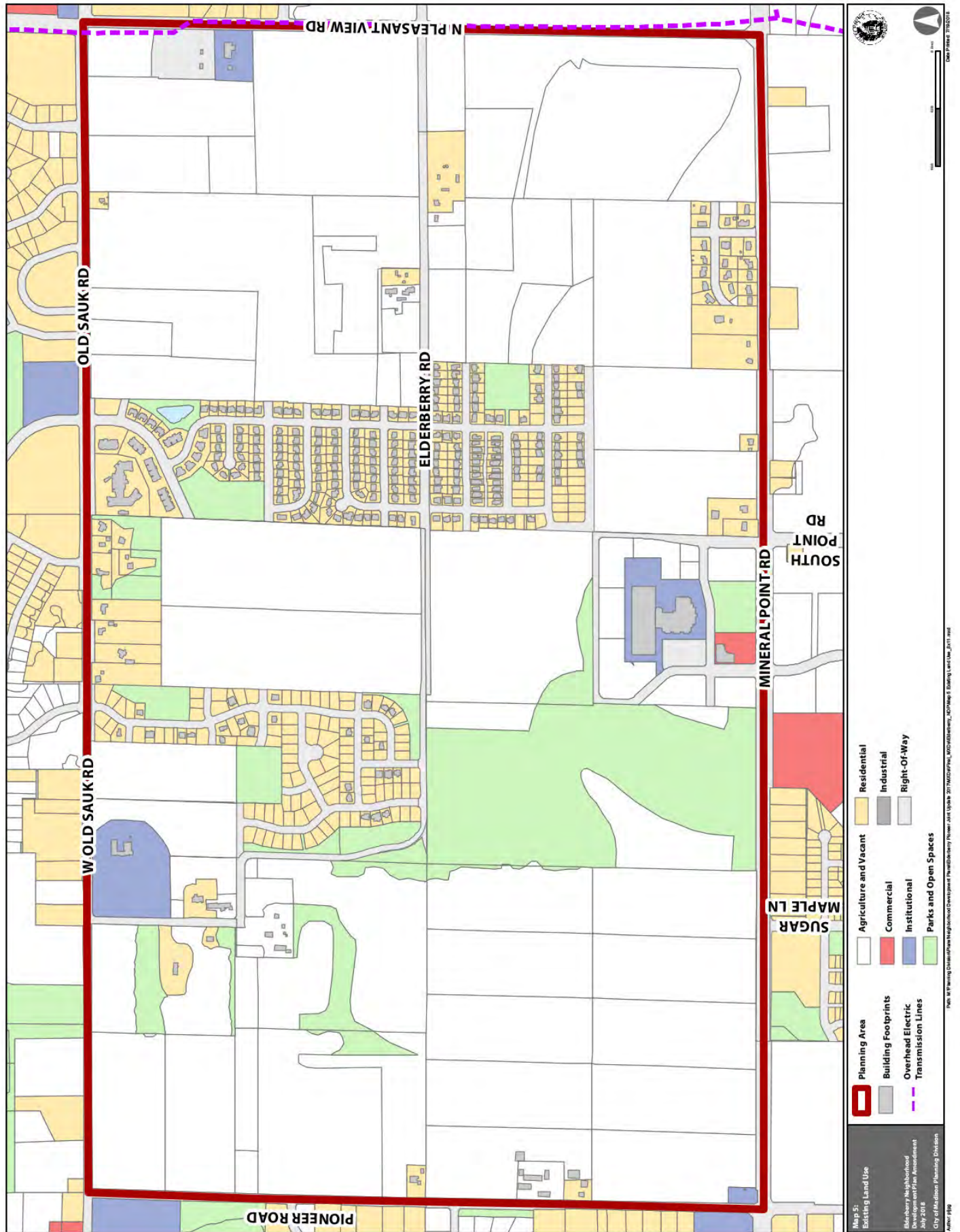
City of Madison Boundary

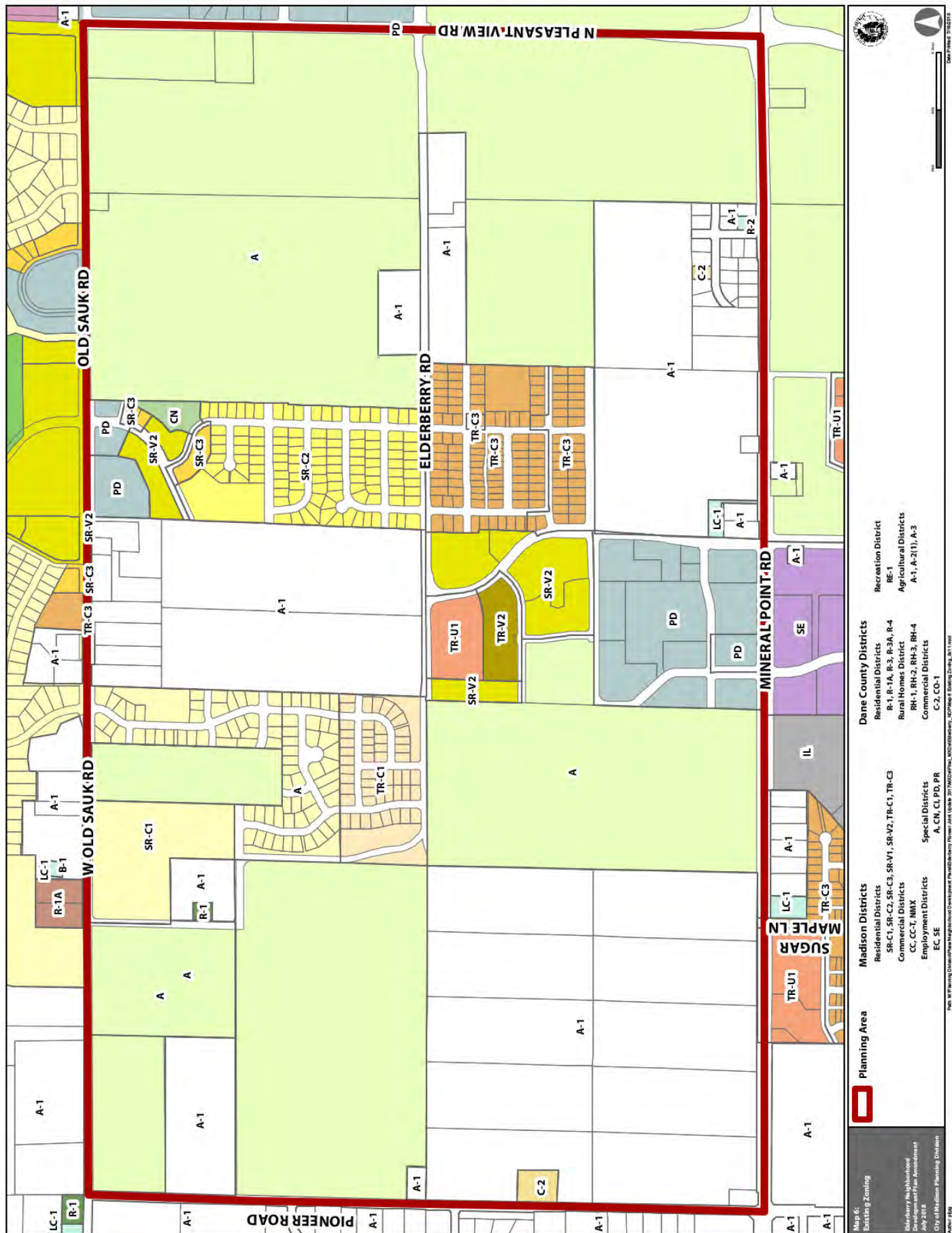
Post: MTP Working Draft of Plan Neighborhood Development Plan Amendment, Planning Area, July 2018. The map is for informational purposes only and does not constitute a final plan. The map is subject to change without notice. The map is not to be used for any other purpose. The map is not to be used for any other purpose. The map is not to be used for any other purpose.

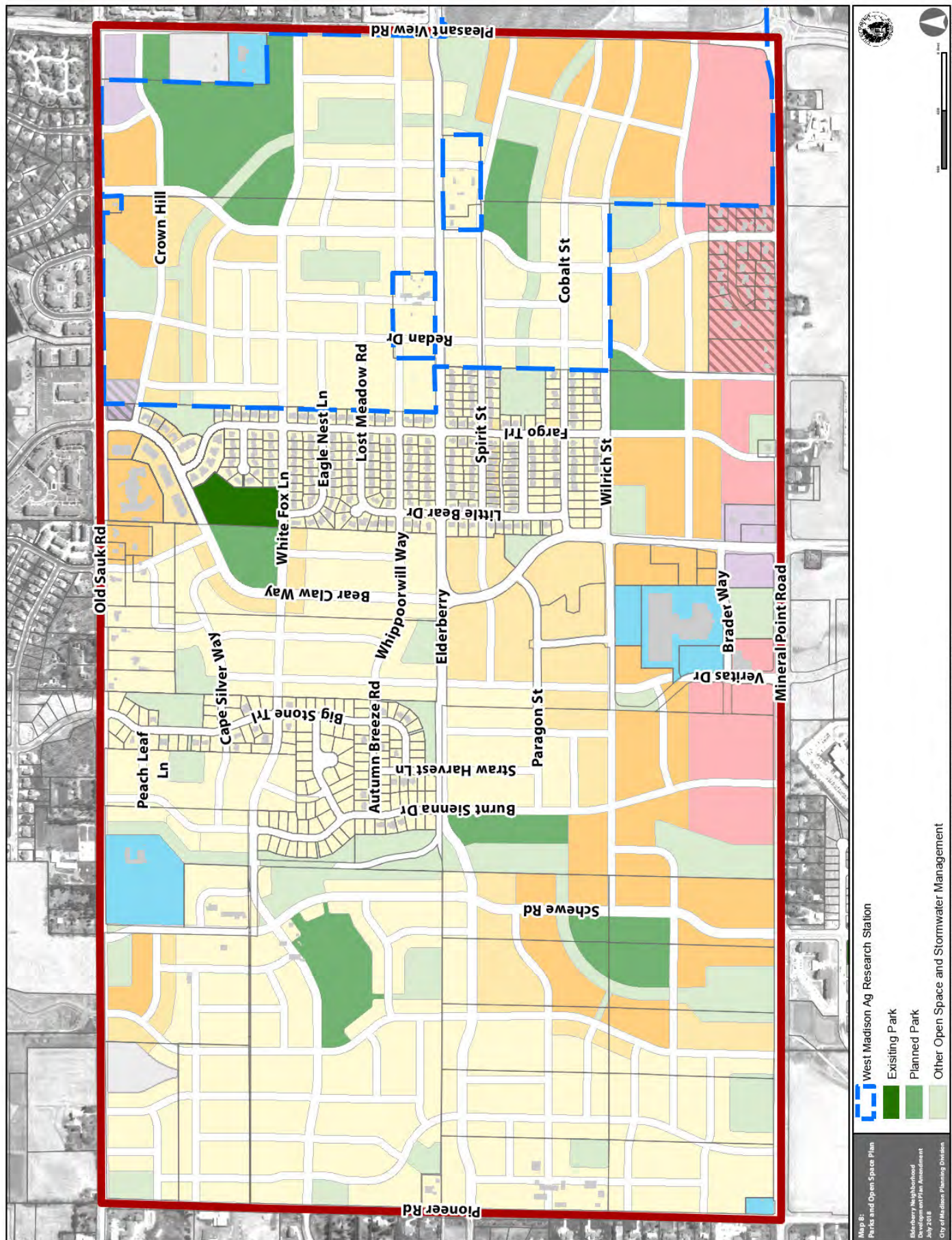


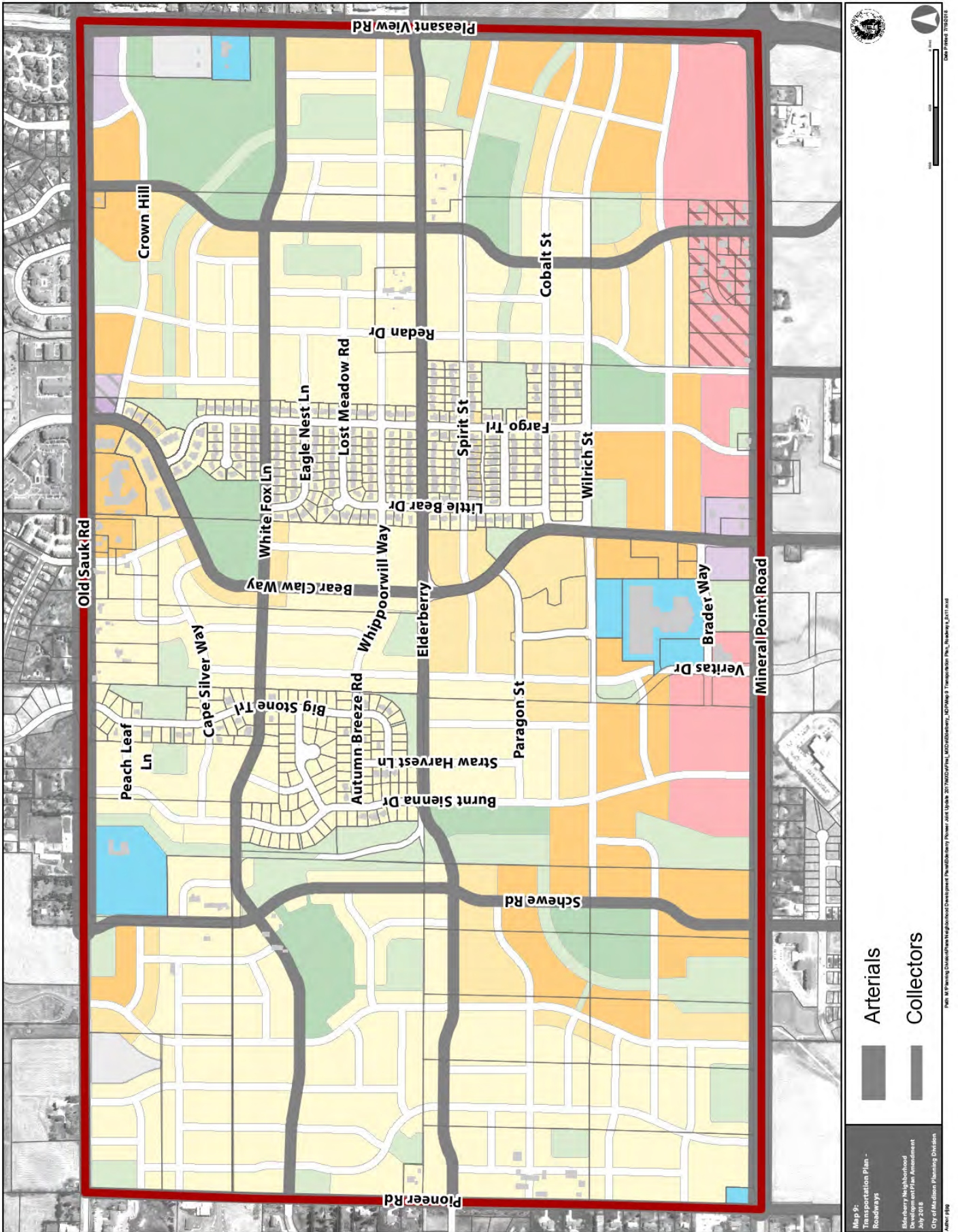


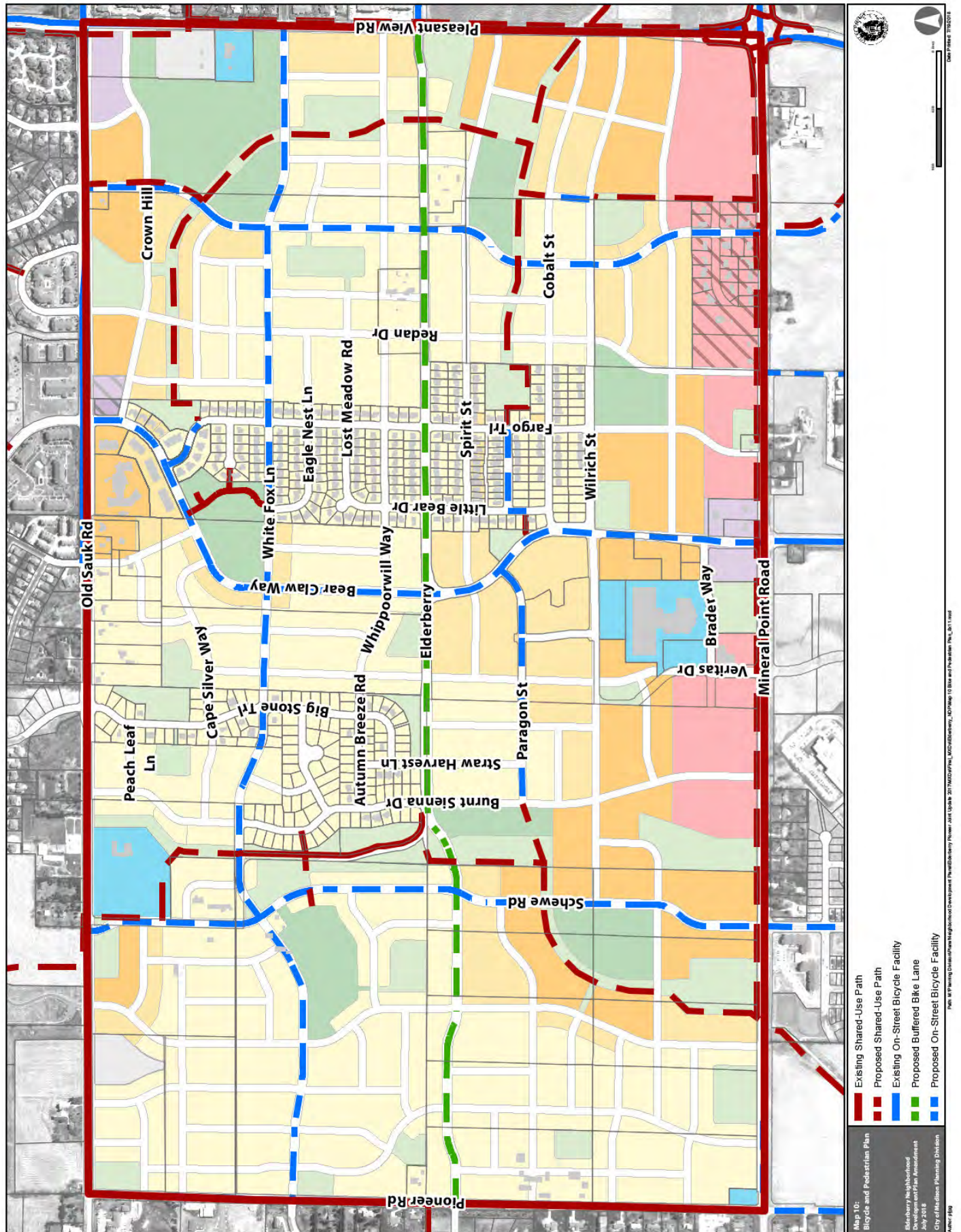


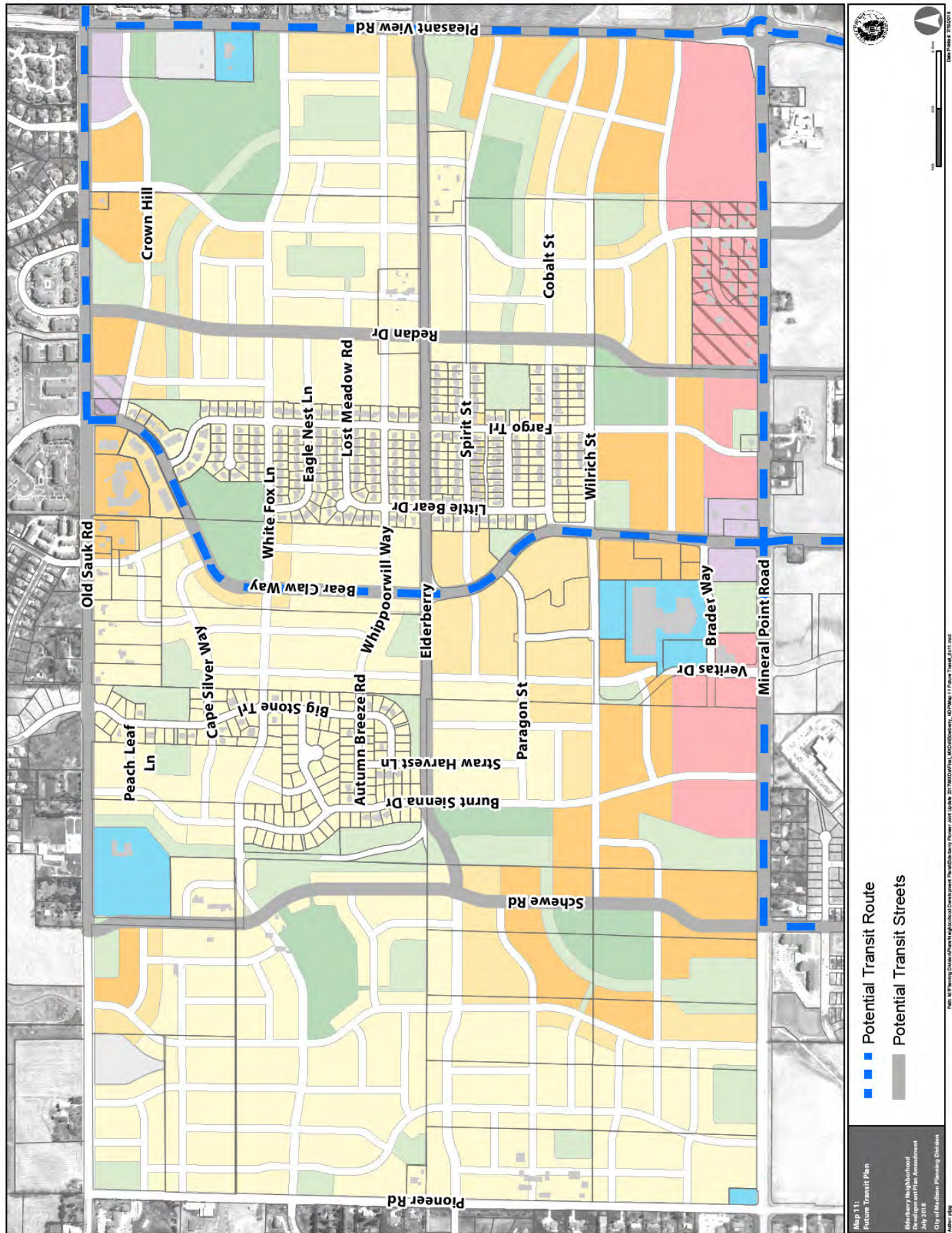


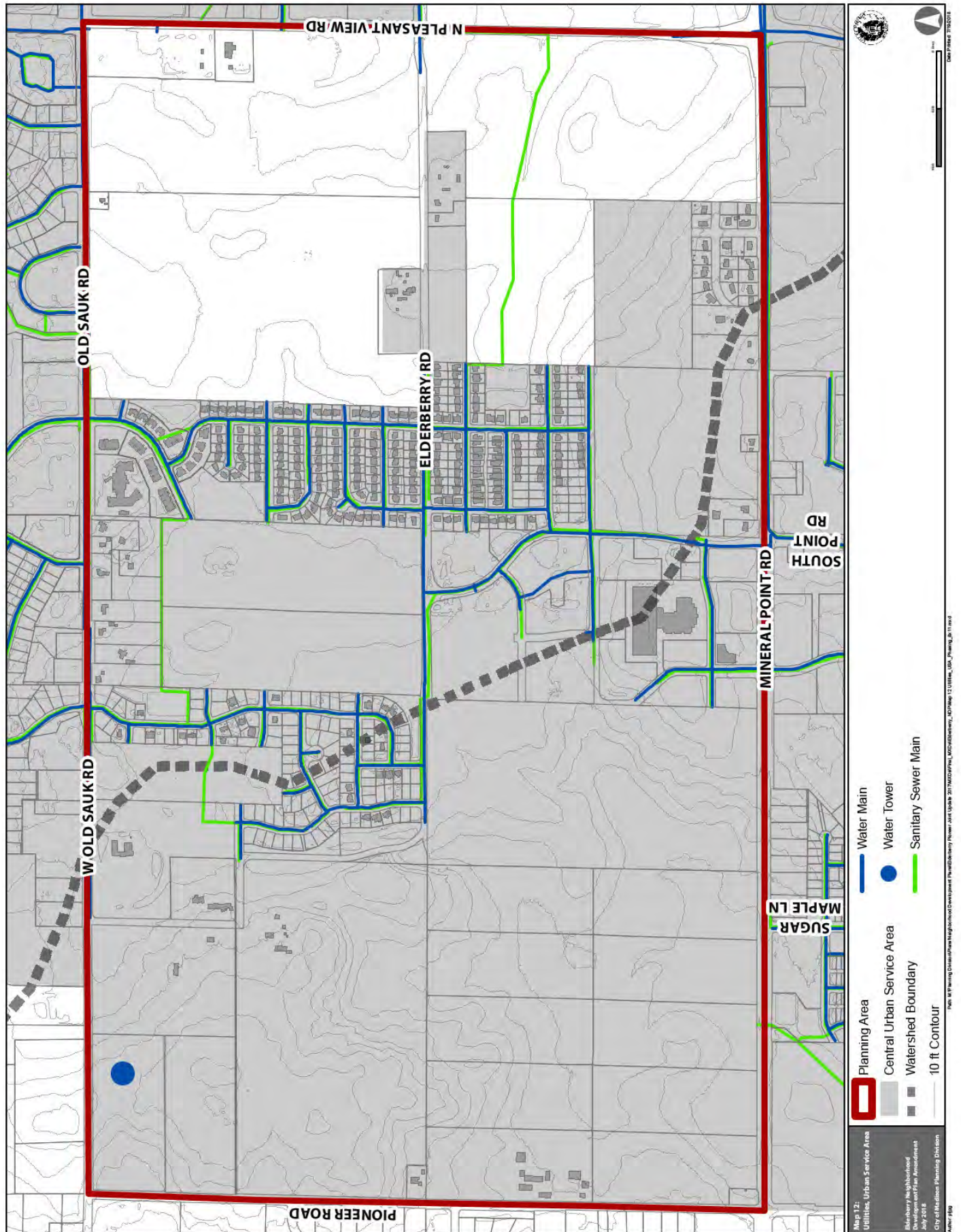


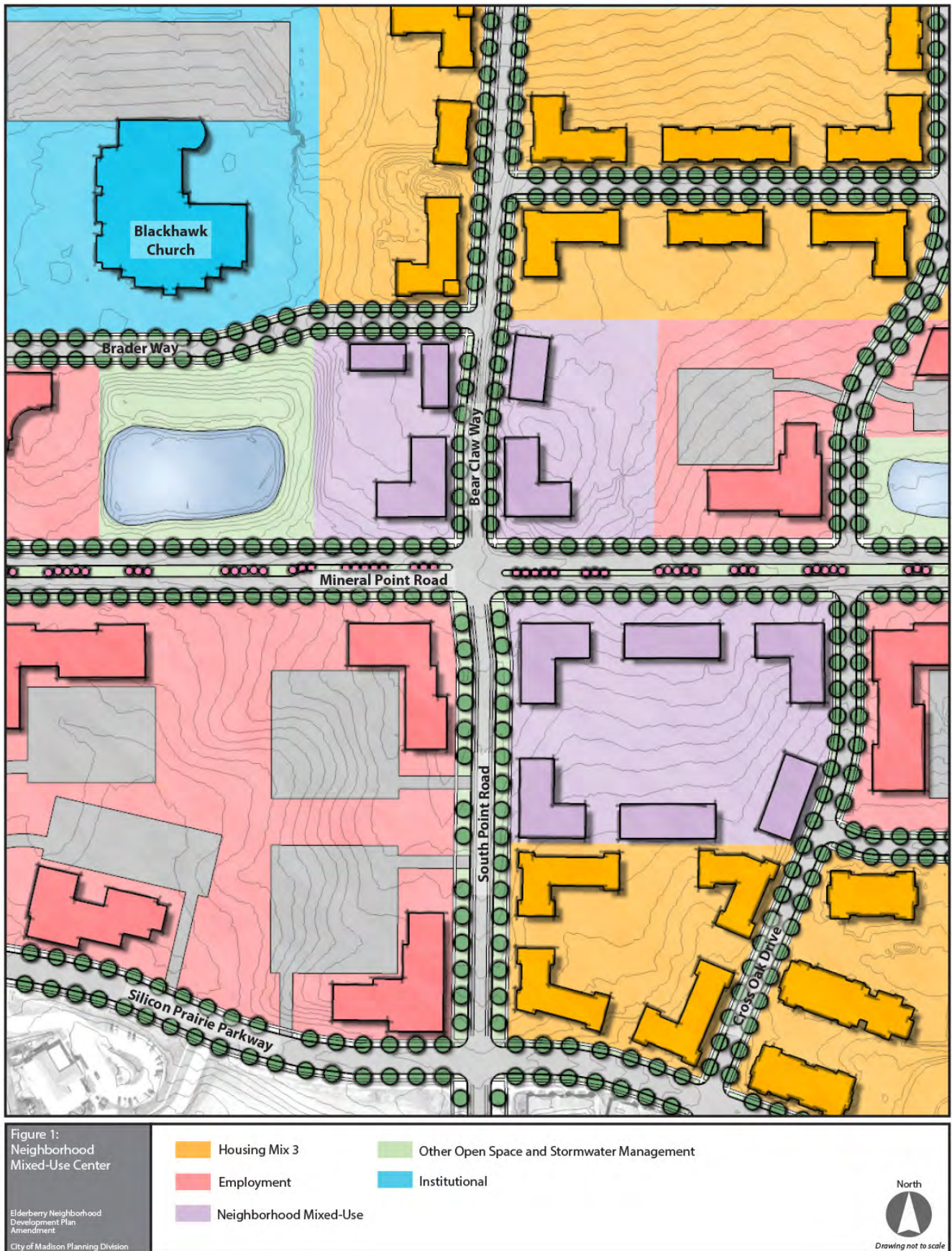


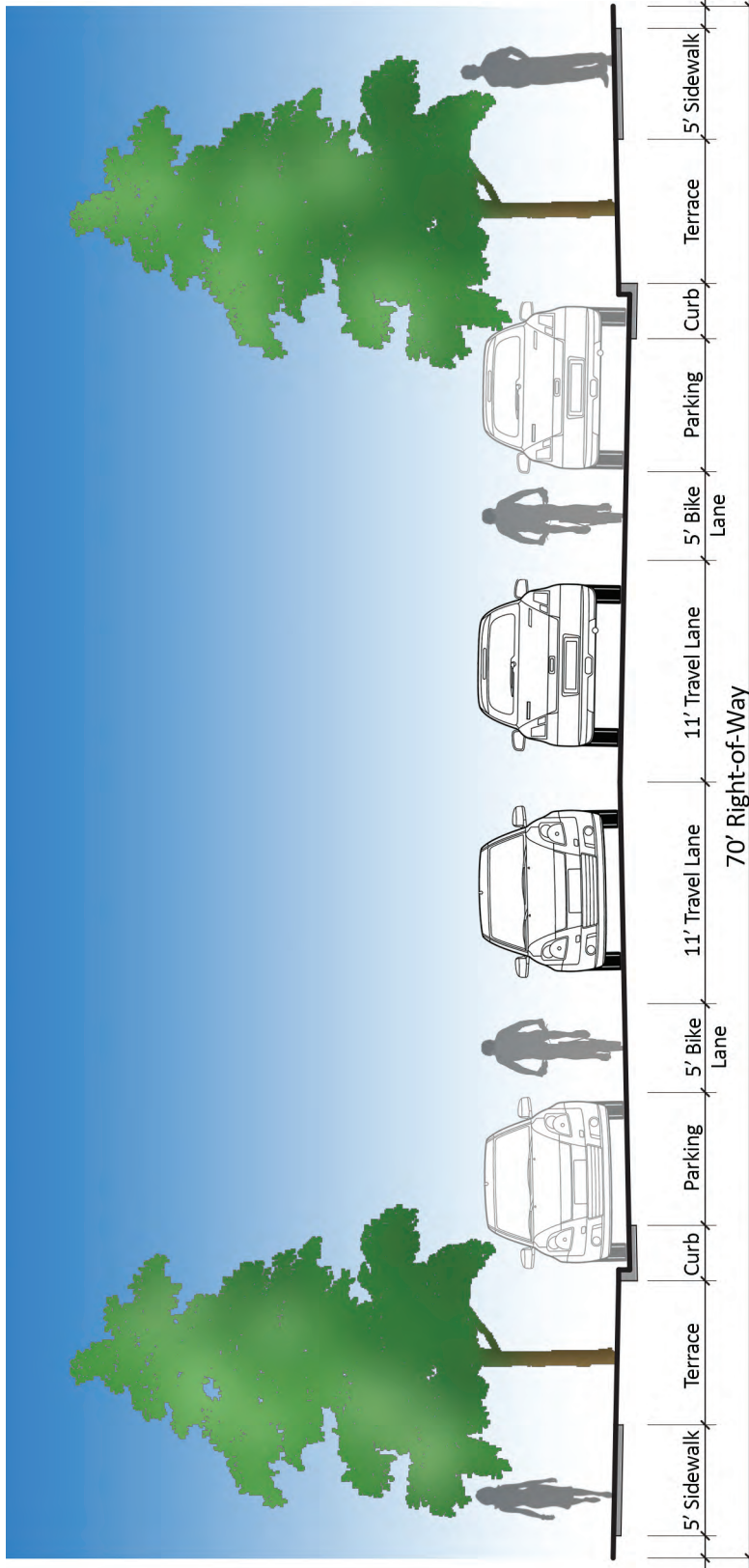




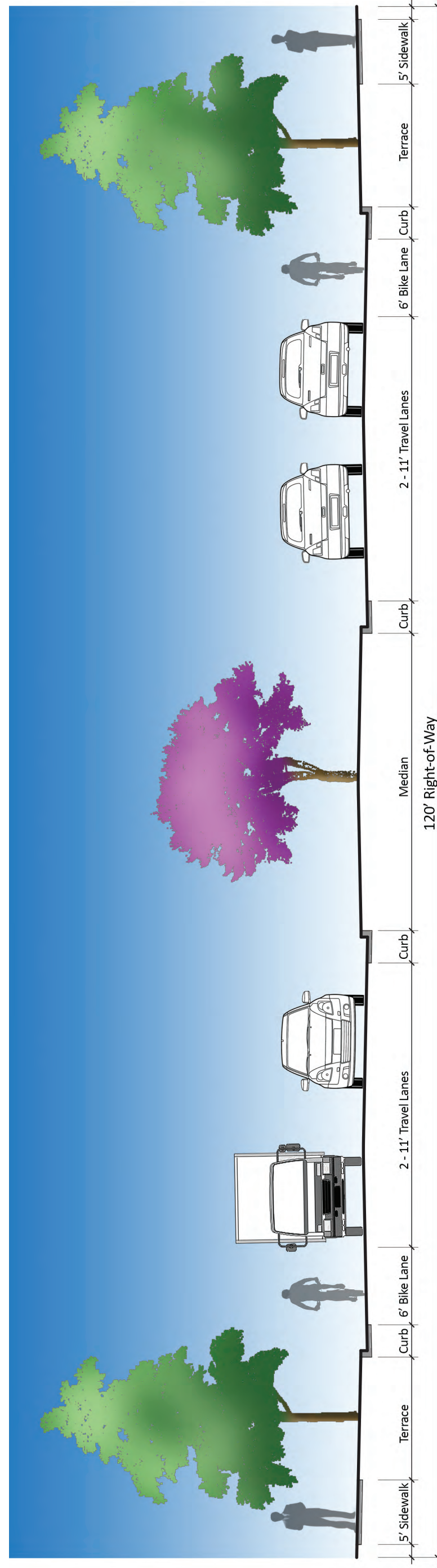




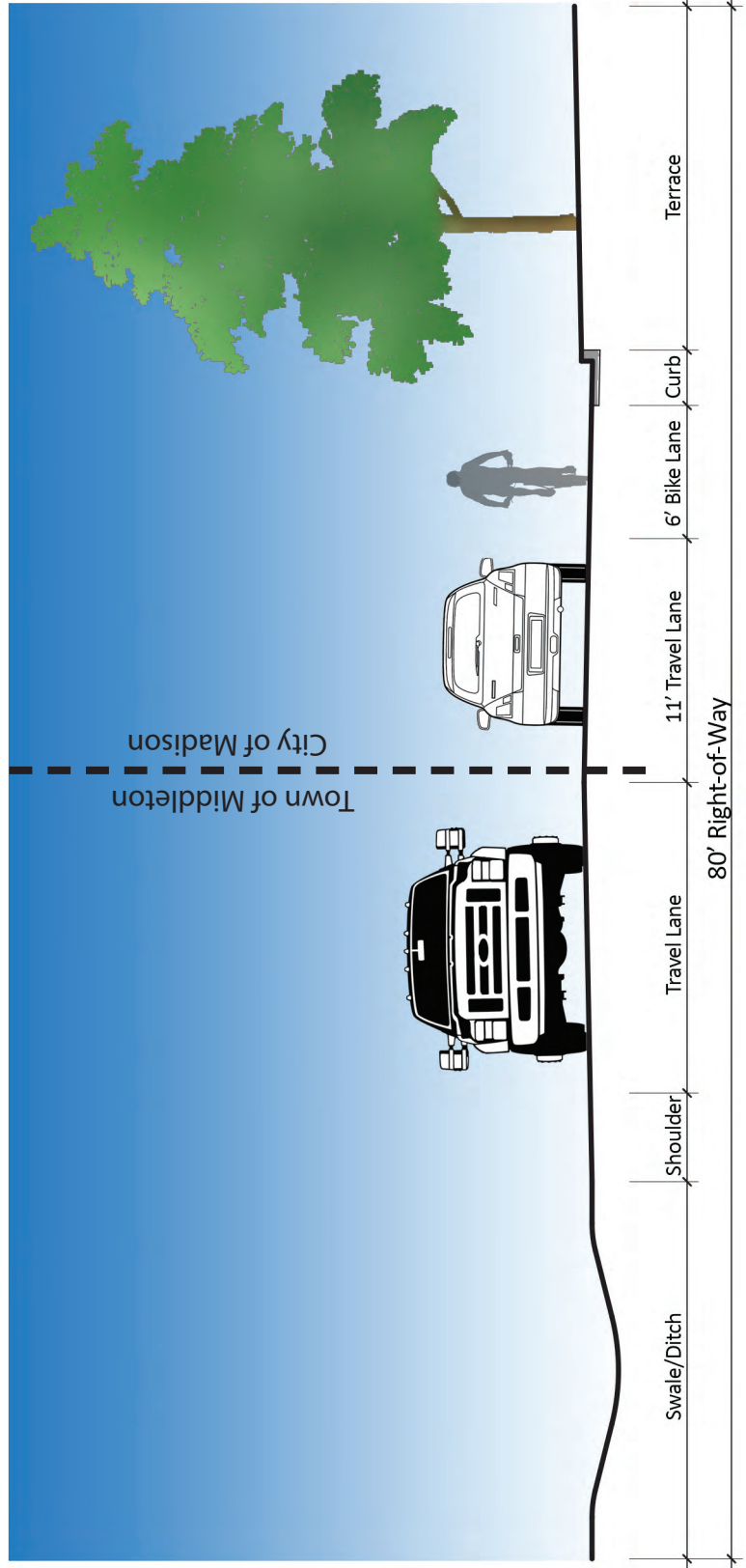




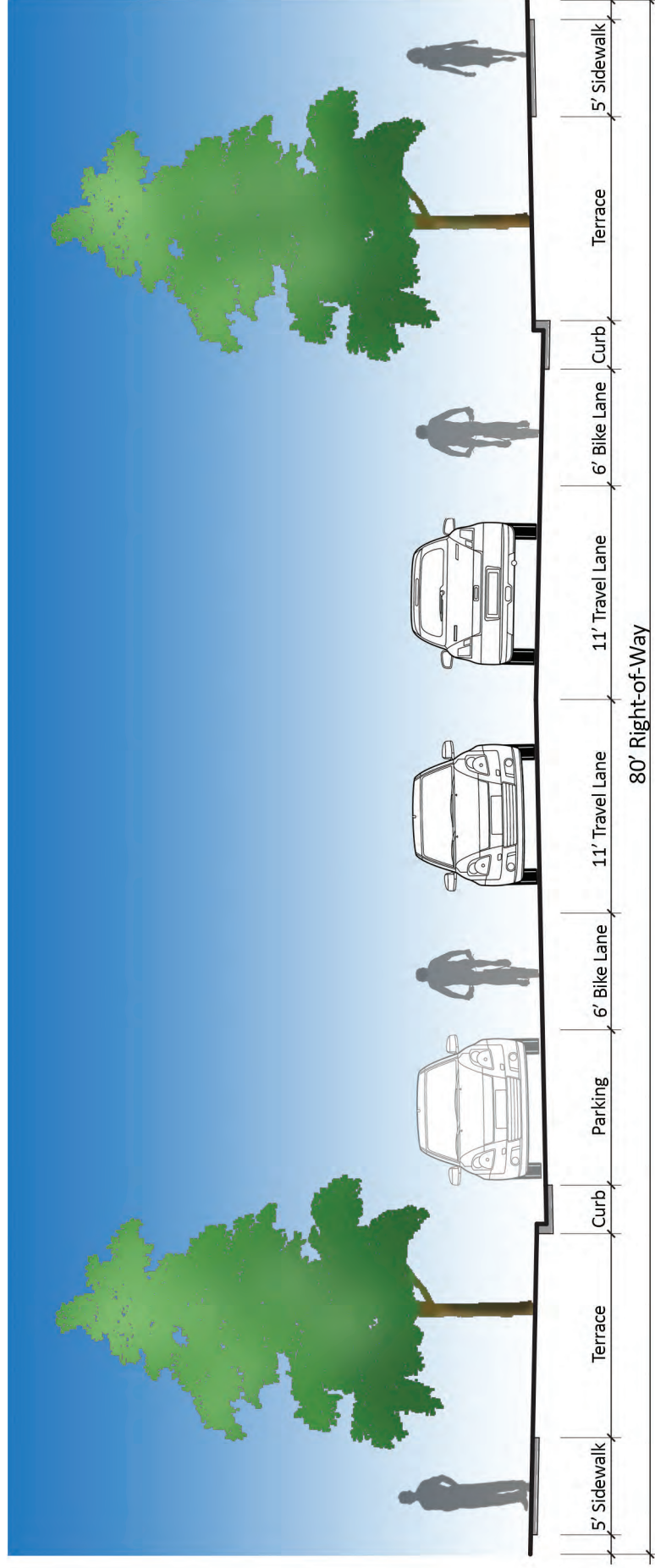
70' Right-of-Way - White Fox Lane, Sugar Maple Lane



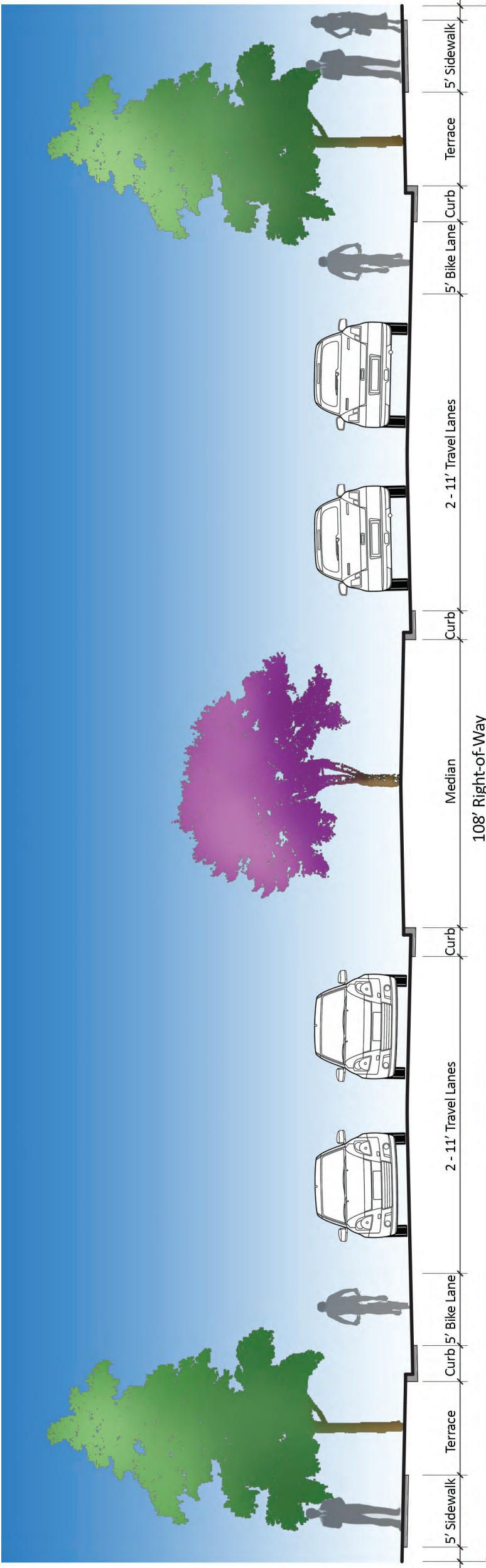
120' Right-of-Way - Old Sauk Road



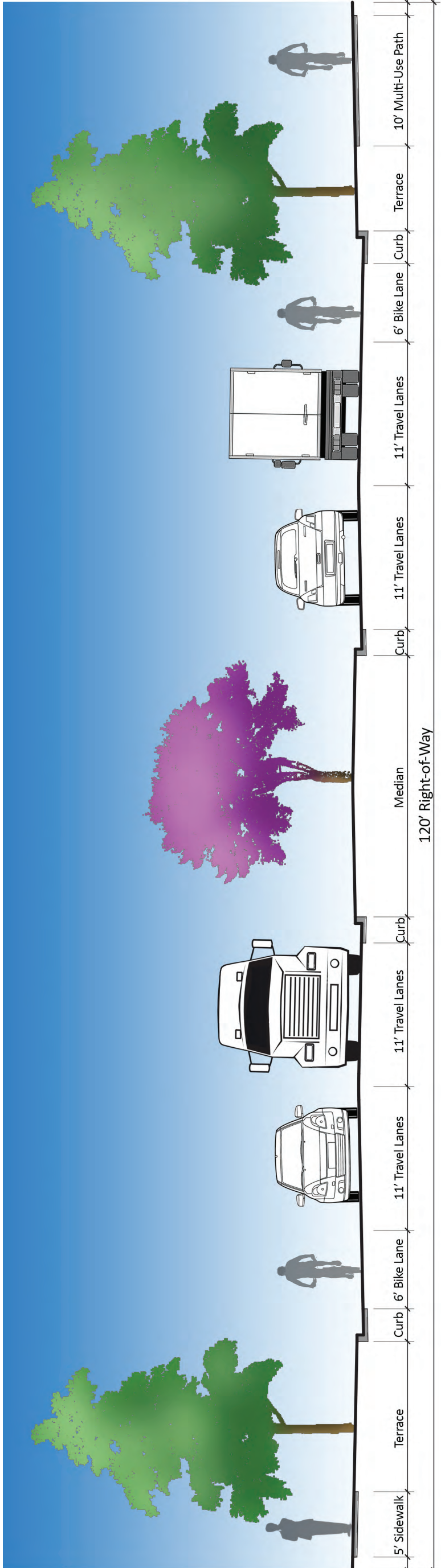
80' Right-of-Way - Pioneer Road



80' Right-of-Way - Bear Claw Way, Elderberry Road



108' Right-of-Way - Pleasant View Road



120' Right-of-Way - Mineral Point Road





City of Madison

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

Legislation Details (With Text)

File #: 51567 **Version:** 1 **Name:** Amendments of the Elderberry, Pioneer and Junction Neighborhood Development Plans

Type: Resolution **Status:** Passed

File created: 5/7/2018 **In control:** PLAN COMMISSION

On agenda: 7/10/2018 **Final action:** 7/10/2018

Enactment date: 7/13/2018 **Enactment #:** RES-18-00525

Title: Adopting amendments of the Elderberry, Pioneer and Junction Neighborhood Development Plans to provide updated recommendations for undeveloped lands in those neighborhood planning areas.

Sponsors: Paul E. Skidmore

Indexes:

Code sections:

Attachments: 1. Draft_Elderberry_NDP_update.pdf, 2. Draft_Pioneer_NDP_update.pdf, 3. Draft_Junction_NDP_update.pdf, 4. LRTPC-written-public-comment-053118.pdf, 5. LRTPC Public Comment Roster-053118.pdf, 6. EPJ_PC Staff Report_06-18-18.pdf, 7. Link to ID49144_inc_03-19-18_comments, 8. Hansen comment_03-21-18.pdf, 9. Smidt comment_04-03-18.pdf, 10. Smith comment_04-09-18.pdf, 11. Simpson comment_04-12-18.pdf, 12. Toney comment_04-24-18.pdf, 13. Anonymous comment_04-13-18.pdf, 14. Brixxy comment_04-14-18.pdf, 15. United Financial Group comments_06-07-18.pdf, 16. Pawola-Skidmore comments_06-16-18.pdf, 17. Schoephoester comments_06-18-18.pdf, 18. Wish comments_06-18-18.pdf, 19. Aspen Ridge comments_06-18-18.pdf, 20. Elderberry NA Comments.pdf

Date	Ver.	Action By	Action	Result
7/10/2018	1	COMMON COUNCIL	Adopt with Conditions	Pass
6/18/2018	1	PLAN COMMISSION	RECOMMEND TO COUNCIL TO ADOPT WITH CONDITIONS - REPORT OF OFFICER	Pass
6/13/2018	1	BOARD OF PARK COMMISSIONERS	Return to Lead with the Recommendation for Approval	Pass
5/31/2018	1	LONG RANGE TRANSPORTATION PLANNING COMMITTEE (ended 6/2018)		
5/15/2018	1	PLAN COMMISSION	Refer	
5/15/2018	1	PLAN COMMISSION	Refer	
5/15/2018	1	COMMON COUNCIL	Refer	Pass
5/7/2018	1	Department of Planning and Community and Economic Development	Referred for Introduction	

The proposed resolution adopts amendments of the Elderberry, Pioneer and Junction neighborhood development plans as supplements to the City of Madison Comprehensive Plan. No City appropriation is required with the adoption of this plan. City costs associated with urban development in this area will be included in future operating and capital budgets subject to Common Council approval.

Adopting amendments of the Elderberry, Pioneer and Junction Neighborhood Development Plans to provide updated recommendations for undeveloped lands in those neighborhood planning areas.

WHEREAS, on August 1, 2017 the Common Council adopted Resolution 17-00658 (ID 47989), authorizing the Planning Division to amend the Elderberry, Pioneer and Junction Neighborhood Development Plans, and

WHEREAS, the City of Madison adopted a Comprehensive Plan in 2006 and the Plan recommends that the City adopt neighborhood development plans for future City growth areas; and

WHEREAS, the neighborhood development plans are adopted as supplements of the Comprehensive Plan; and

WHEREAS, the Comprehensive Plan recommends regularly reviewing, evaluating and updating neighborhood development plans to keep their recommendations current; and

WHEREAS, neighborhood development plans include detailed recommendations regarding land use, transportation, parks and open space and utility service, and are used to guide future urban development within planned City growth areas; and

WHEREAS, the City of Madison adopted the Elderberry Neighborhood Plan in 2002; and

WHEREAS, the City of Madison adopted the Pioneer Neighborhood Development Plan (previously the Westside Neighborhood Development Plan) in 1999, amended in 2004 and 2013; and

WHEREAS, the City of Madison adopted the Junction Neighborhood Plan in 1990 with amendments in 1992 and 2015; and

WHEREAS, substantial development has occurred in recent years in the Elderberry, Pioneer and Junction Neighborhood Development Plan planning areas; and

WHEREAS, it is desirable to amend the plans so that they better incorporate existing and proposed transportation system improvements, land use, utilities and contemporary neighborhood planning principles; and

WHEREAS, the plan amendments will facilitate a better interface between developed lands and undeveloped lands, improve neighborhood connectivity, refine the mix of uses, reconsider block sizes and configurations, refine park locations, improve pedestrian and bicycle infrastructure, plan for transit, and plan for the efficient provision of City services; and

WHEREAS, the amendment was presented and discussed at two public open houses, one on September 14, 2017 and the second on February 15, 2018, two meetings with the Plan Commission, meetings with individual property owners, a meeting with the Elderberry Neighborhood Association and a meeting with Blackhawk Homeowner's Association.

NOW, THEREFORE BE IT RESOLVED that the City of Madison adopt the Elderberry Neighborhood Development Plan as a supplement of the Comprehensive Plan.

BE IT FURTHER RESOLVED that the City adopt the Pioneer Neighborhood Development Plan as a supplement to the Comprehensive Plan.

BE IT FURTHER RESOLVED that the City adopt the Junction Neighborhood Development Plan as a supplement to the Comprehensive Plan.