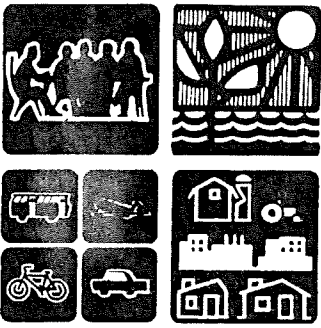




Dane County Regional Planning Commission

217 S. Hamilton Street, Suite 403, Madison, Wisconsin 53703-3238
Telephone: 608/266-4137 Fax: 608/266-9117 E-Mail: dcrpcadm@execpc.com

March 20, 2000

Ms. Lisa Helmuth
Bureau of Watershed Management
Wisconsin Department of Natural Resources
101 S. Webster, WR/2
Madison, WI 53707

RE: Amendment to the Dane County Water Quality Plan, Revising the Central Urban Service Area Boundary and Environmental Corridors in the Marsh Road Neighborhood in the City of Madison and Town of Blooming Grove.

Dear Ms. Helmuth:

We are submitting an amendment to the *Dane County Water Quality Plan*, revising the Central Urban Service Area boundary and environmental corridors in the Marsh Road Neighborhood in the City of Madison and Town of Blooming Grove, for Department review and approval.

This amendment was requested by the City of Madison. The amendment adds 679.1 acres to the Central Urban Service Area, including 128.4 acres of environmental corridors and 43.5 acres of existing development, for a net total of 507.2 acres of developable area. Most of the amendment area is in the City of Madison (642 acres) with 37 acres in the Town of Blooming Grove and expected to be annexed to the City of Madison prior to development. The developable portion of the addition is planned for 186 acres of low-to-medium density residential development containing 976 dwelling units, 235 acres of industrial development, and the remainder in street right-of-way.

Enclosed are two copies of the following supporting materials: (1) request letter dated November 30, 1999, and supporting materials from the City of Madison and revisions to the request dated January 20 and February 17, 2000; (2) public hearing notice; (3) staff analysis of the proposed amendment dated February 17, 2000; (4) supplemental staff analysis on groundwater impacts dated February 22, 2000; (5) minutes of the February 24, 2000 public hearing and DCRPC meeting; and (6) Revised Resolution RPC No. 908, adopting the amendment. You will note that the revised resolution for this amendment contains three conditions needed to mitigate adverse environmental and water quality impacts from development of the area.

RPC

Ms. Lisa Helmuth

March 20, 2000

Page 2

We would appreciate your review and approval of this amendment to the *Dane County Water Quality Plan*. If you have any questions or need additional information or assistance in reviewing this amendment, please do not hesitate to contact me.

Sincerely,

A handwritten signature in dark ink, appearing to read "Bill Lane", with a horizontal line drawn through the middle of the signature.

William N. Lane, PE, AICP
Director of Environmental Resources Planning

WNL:KM:mp

cc: Brad Murphy, City of Madison Department of Planning and Development
James Nemke, Chief Engineer and Director, MMSD
cc/enc.: Ruth Johnson, DNR, Horicon Office

RPC

Revised Resolution RPC No. 908

**Amending the Dane County Land Use and Transportation Plan and
Water Quality Plan by Revising the Central Urban Service Area Boundary and
Environmental Corridors in the Marsh Road Neighborhood
in the City of Madison and Town of Blooming Grove**

WHEREAS, the Dane County Regional Planning Commission has adopted, amended and/or reaffirmed the *Dane County Land Use and Transportation Plan* and *Water Quality Plan*; and

WHEREAS, said plans delineate urban service areas as amended through January 2000; and

WHEREAS, the City of Madison has requested an addition to the Central Urban Service Area and has submitted the Marsh Road Neighborhood Development Plan as a basis for that request; and

WHEREAS, a staff analysis of the proposed amendment has been prepared that indicates the amendment is generally consistent with adopted regional plans and policies, and with criteria for urban service area expansions;

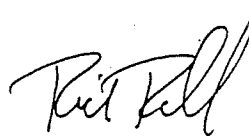
NOW, THEREFORE, BE IT RESOLVED that in accordance with §66.945(9), Wis. Stats., and Sec. 208 of Public Law 92-500, the Dane County Regional Planning Commission amends the *Dane County Land Use and Transportation Plan* and *Water Quality Plan* by revising the Central Urban Service Area Boundary and Environmental Corridors in the Marsh Road Neighborhood in the City of Madison and the Town of Blooming Grove, as shown on the attached map.

Approval of this amendment is based on the land use and urban service plans submitted in support of this amendment, and on the following conditions:

- Maximize infiltration by directing rooftop runoff to pervious areas and infiltrating all rooftop runoff from commercial and high-density residential areas.
- Conduct a wetland survey for the tributary along I 90 and USH 12/18 and include all wetland areas and a 75-foot vegetated wetland buffer in environmental corridors.
- Submit a detailed stormwater management plan for the amendment area for RPC and County staff review and install wet stormwater ponds prior to development

2-24-2000

Date Adopted



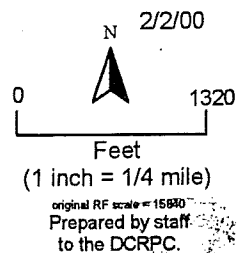
Rick Roll, Secretary



Map 1

Central Urban Service Area Marsh Road Neighborhood

-  Service Area to be added
-  Environmental Corridor to be added
-  Existing Urban Service Area Boundary
-  Proposed Urban Service Area Boundary



**Minutes of the
Dane County Regional Planning Commission**

February 24, 2000

City-County Building, Room 2D

6:15 p.m.

1. Roll Call

Members Present: Anderson, Cornwell, Eisman, Golden, Hampton, Hovel, Kennedy, Olson, Roll, Scheel, Sinnott, and Wiganowsky

Members Absent: Ashenfelter

Also Present: Lane, Mesbah, Preboski, Smiley, Peck; Attorney Lehmann

2. Approval of Minutes of Meeting of February 10, 2000

Moved by Ms. Olson, seconded by Mr. Kennedy, to approve the minutes of the meeting of February 10, 2000. Motion carried.

3. Communications

Mr. Lane noted a letter dated February 8, 2000, from Attorney Mark Hazelbaker on behalf of the Town of Albion. The Town wishes to present a concept proposal for a limited service area to the Commission in advance of presenting a formal proposal. Mr. Lane stated that he had responded to Mr. Hazelbaker and suggested the Town present their proposal at the March 9 RPC meeting. Mr. Hazelbaker's reply dated February 23, 2000, was at members' places and indicated that March 23 would be a better date for him due to a scheduling conflict. Also at members' places was a copy of a letter to Gerald Derr, President of the Dane County Towns Association, from Chair Golden inviting Mr. Derr to arrange a presentation for the Commission providing additional background and information about what was unsatisfactory about the previous Commission for the benefit of the new Commission. Finally, Mr. Lane noted a copy at members' places of a legal document delivered to the Commission office by Mr. Walter J. Blaedel, Madison, regarding falsification of an agenda and violation of the open meeting laws by the Toxics Committee, a subcommittee of the Clean Air Act Task Force of the Wisconsin Department of Natural Resources.

4. Public Comment (for items not on RPC Agenda)

None.

5. Discussion of Agreement Regarding Proposed RPC/County Staff Merger

Mr. Lehmann discussed his memo to the Commission dated February 17, 2000, in which he had reviewed the draft merger agreement dated June 1998. Mr. Golden invited members to comment on each point of the draft agreement so that major issues could be identified and discussed at a future meeting. Ms. Cornwell, Ms. Sinnott and Mr. Hampton expressed concerns about the RPC staff and the status of their employment after the Commission sunsets in October 2002, and the possibility that merger with Dane County might offer some job protection and continuation of the functions they now perform. Mr. Golden noted that there are also concerns about the management-level staff of the RPC and how they would be treated under merger; he stated that paragraphs 3, 4 and 5 should be dealt with in a future closed session of the Executive Committee. Mr. Kennedy stated that he felt that performance of the work program was the most important topic in the discussion of merger. Mr. Golden stated that in the previous discussions about merger leading to the draft agreement of June 1998 some members of the Commission felt co-location of the staffs of the RPC and the Dane County Department of Planning and Development was one of the most important factors.

Due to the approach of the public hearings scheduled for 7:00 p.m., Mr. Golden deferred discussion of paragraphs 14 through 21 of Mr. Lehmann's memo to the RPC meeting of March 9, 2000.

6. Special Order of Business: Public Hearings

- a) Amending the *Dane County Land Use and Transportation Plan* and *Water Quality Plan* by Revising the DeForest Urban Service Area Boundary and Environmental Corridors in the Village of DeForest

Mr. Golden opened the public hearing. Mr. Preboski reviewed the request from the Village of DeForest to add 22.8 acres to the DeForest Urban Service Area south of Vinburn Road between CTH CV and the Soo Line Railroad, including 0.3 acres of environmental corridors and 2.1 acres of existing development. The 20.4-acre developable area is planned for a commercial development (10 acres) and residential development (10.4 acres) planned at 5 units per acre, with a potential population of 145. He explained that while the request is consistent with adopted plans and requirements for urban service area amendments, the major concern of RPC staff is management of stormwater in the amendment area. Staff recommends approval of the request, based on the condition that the Village of DeForest require that: 1) detailed design of the stormwater retention ponds be submitted for RPC and Dane County Land Conservation Department staff review; 2) stormwater retention ponds be installed prior to other land disturbance in the amendment area; and 3) stormwater facilities be dedicated to the Village of DeForest.

Mr. Duane Gau, Administrator of the Village of DeForest, 306 DeForest Street, DeForest, registered in support of the proposal and answered questions from Commissioners.

Mr. Golden closed the public hearing. Moved by Mr. Kennedy, seconded by Ms. Olson, to adopt Resolution RPC No. 907, Amending the *Dane County Land Use and Transportation Plan* and *Water Quality Plan* by Revising the DeForest Urban Service Area Boundary and Environmental Corridors in the Village of DeForest. Motion failed on a roll call vote of 6–3, 8 votes being required. Ayes: Eisman, Hovel, Kennedy, Olson, Roll, Scheel; Nays: Golden, Hampton, Sinnott. Moved by Mr. Golden, seconded by Ms. Olson, to place reconsideration of Resolution RPC No. 907 on the March 9 Commission agenda with a vote to take place at that time.

- b) Amending the *Dane County Land Use and Transportation Plan* and *Water Quality Plan* by Revising the Central Urban Service Area Boundary and Environmental Corridors in the Marsh Road Neighborhood in the City of Madison and Town of Blooming Grove

Mr. Golden opened the public hearing. Mr. Preboski reviewed the request from the City of Madison to add 679.1 acres (507.2 developable acres, 128.4 acres of environmental corridors, and 43.5 acres of existing development) to the Central Urban Service Area (CUSA) for urban development as detailed in the Marsh Road Neighborhood Development Plan. One hundred eighty-six (186) acres of the proposed addition will be used for low- to medium-density residential development, exclusive of street rights-of-way. The residential lands are planned for 976 dwelling units, of which 583 will be single-family homes and the remaining 393 units will be multifamily dwellings. The average density for the single-family units is 4.0 units per acre and for the multifamily units is 9.5 units per acre. The overall average density is 5.2 units per acre. The potential population resulting from the buildout of the planned housing will be nearly 2,615 persons, including 526 children of school age.

The nonresidential portion of the neighborhood includes a 235-acre industrial area off of Marsh Road and Voges Road, an 8-acre future church site, as well as 128.9 acres for parks and open space, and 118 acres for streets.

The proposed addition is contiguous to the Central Urban Service Area and to urban development that has occurred to the south and west. Six hundred forty-two (642) acres are within the City of Madison; 37 acres are within the Town of Blooming Grove and are expected to be annexed prior to development.

Staff recommends approval of the request based on the land use and urban service plans submitted in support of the request and on the following conditions needed to minimize the water quality impacts of development: 1) maximize infiltration by directing rooftop runoff to pervious areas and infiltrating all rooftop runoff from commercial and high-density residential areas; 2) conduct a wetland survey for the tributary along I-90 and USH 12/18 and include all wetland areas and a 75-foot vegetated wetland buffer in environmental corridors; and 3) submit a detailed stormwater management plan for the amendment area for RPC and County staff review and install wet stormwater ponds prior to development.

Mr. David Gawenda, 1004 Douglas Trail, Madison, spoke in opposition to the proposal. He stated that he favors the proposed commercial area of the proposal, but he is concerned about the proposed residential area. If this area is developed for residential use, Madison and McFarland will abut each other with no buffer area to separate the two communities.

Mr. Bill Fruhling, representing the City of Madison Department of Planning and Development, spoke in favor of the proposal. He stated that the Marsh Road area was very difficult to plan for and the planning process took the better part of four years. He also stated that the City had worked with the Village of McFarland since the beginning of planning for the amendment and the proposal is consistent with their land use plan.

Ms. Liz Johnson, 3378 Kuehling Drive, Madison, a Town of Blooming Grove supervisor, stated that the Town had not been involved at the beginning of the planning process but was brought in later. She expressed her desire that the City of Madison continue to involve the Town in future planning for the proposal area.

Mr. Paul Lenhart, 8510 Greenway Boulevard, Middleton, spoke in favor of the proposal. He wants to build in the commercial area this summer; part of his site is in the urban service area and the remainder needs to be added before he can build.

Mr. John Dahl, 6013 Winnequah Road, Madison, registered in support of the proposal.

Registering in support of the proposal but not wishing to speak were:

Greg Fries and Mike Dailey, City of Madison Engineering Division, City-County Building, Madison

Moved by Mr. Eisman, seconded by Mr. Hampton, to approve extension of urban services only to the commercial area of the proposal but not to the residential area. Motion failed.

Moved by Ms. Olson, seconded by Mr. Kennedy, to approve Revised Resolution RPC No. 908, Amending the *Dane County Land Use and Transportation Plan* and *Water Quality*

Plan by Revising the Central Urban Service Area Boundary and Environmental Corridors in the Marsh Road Neighborhood in the City of Madison and Town of Blooming Grove.

Motion carried on a roll call vote of 9 to 1. Ayes: Cornwell, Eisman, Golden, Hovel, Kennedy, Olson, Roll, Scheel, Sinnott. Nays: Hampton.

7. Review of the Agenda

Consideration of Item 12, Review of Smart Growth Legislation, was deferred to the March 9, 2000, meeting.

8. Consideration of Authorization to Sign Agreement to Provide Planning Assistance to the Village of DeForest and the Town of Windsor to Prepare Redistricting Plan for Merger of the Two Municipalities

Moved by Ms. Sinnott, seconded by Mr. Roll, to authorize the Interim Executive Director to sign an agreement to provide planning assistance to the Village of DeForest and the Town of Windsor to prepare a redistricting plan for merger of the two municipalities. Motion carried.

9. Consideration of Approval of Change in Bylaws, Changing Annual Meeting Date

Moved by Mr. Hampton, seconded by Mr. Kennedy, to approve a change to the RPC Bylaws that would change the date of the annual meeting and election of officers to the second RPC meeting in January each year. Motion carried on a vote of 10 to 0.

10. Reports of Officers

None.

11. Report of Interim Executive Director

Mr. Lane reported that Jan Hayler had submitted her resignation as program assistant with the RPC effective March 9. He said that an advertisement had been placed in the *Wisconsin State Journal* of Sunday, February 20, and would run again February 27.

Mr. Lane noted that the CORPO board meeting would be held on March 3. Mr. Kennedy stated that he was unable to attend as the RPC's appointee, and Ms. Cornwell volunteered to serve as Mr. Golden's designee and attend the meeting.

12. New Business and Future Agenda Items

Mr. Eisman moved that the RPC appoint Mr. Lane as permanent Executive Director of the RPC, seconded by Ms. Olson. Mr. Golden stated that action on the motion could not be taken at this meeting due to open meeting law requirements. He also said the Executive Committee will be considering the approach to the executive director position at its meeting on March 1. No action was taken on the motion.

Mr. Golden noted that discussion of the process by which urban service area amendments are presented and discussed should be placed on the RPC agenda of March 9, 2000.

Mr. Lane noted the public hearing on an amendment to the Sprecher Road Neighborhood in the City of Madison on the RPC agenda for March 9, and the presentation by the Town of Albion of its concept proposal for a limited service area at the March 23 meeting. He also

noted that the Executive Committee meeting of March 1 has a full agenda, and that all commissioners are invited.

Mr. Smiley reported that Friday, May 12, had been selected as the date for the Smart Growth conference. It will be held at the Marriott West in Middleton. The counties surrounding Dane County who are not in a regional planning commission have been invited to the conference and will be attending.

13. Other Planning Reviews

None.

14. Other Business Authorized to be Conducted Under the Law

None.

15. Adjournment

Moved by Mr. Hampton, seconded by Ms. Sinnott, to adjourn the meeting. Motion carried.

Recorded by:
Marcia Peck

Re: Addendum to Staff Analysis and **Revised** Resolution RPC No. 908, Amending the *Dane County Land Use and Transportation Plan* and *Water Quality Plan* by Revising the Central Urban Service Area Boundary and Environmental Corridors in the Marsh Road Neighborhood in the City of Madison and Town of Blooming Grove

Staff Comments on Item: When the staff analysis for the proposed amendment was prepared, computer modeling of the impacts of the proposed high-capacity well were not available, so a condition of approval was included to delay installation of the well until modeling was completed.

Modeling has since been completed. The results are presented in an addendum to the staff analysis.

Materials Presented with Item:

1. Addendum to Staff Analysis
2. **Revised** Resolution RPC No. 908

Staff Recommendation/Rationale: Staff recommends approval of **Revised** Resolution RPC No. 908, which retains conditions necessary to mitigate the surface and ground water impacts of the amendment, but removes the condition that well installation be delayed until modeling is completed.

Addendum to Staff Analysis
Proposed Amendment to the Dane County Land Use and Transportation Plan
and Water Quality Plan by Revising the Central Urban Service Area Boundary
and Environmental Corridors in the Marsh Road Neighborhood
in the City of Madison and Town of Blooming Grove

At the time the staff analysis was conducted for the proposed amendment, the groundwater model results were not available to evaluate the impacts of the proposed well to serve that development. Since that time, modeling has been completed with the results presented below.

As part of the Dane County Regional Hydrologic Study, the impacts of future pumping, wastewater diversion and impervious urban development were evaluated using a groundwater computer model. Findings from that study show that existing water table levels have declined significantly in the Central Urban Area due to current pumping (as compared to predevelopment conditions) by as much as 60 feet. Water table declines in the Marsh Road area currently range between 5 and 10 feet. Future water table declines due to 2020 planned pumping and development were also modeled. Additional water table declines of between 5 and 10 feet in this area are expected due to future regional growth and development. Although the specific well site associated with the proposed Marsh Road Neighborhood was not modeled as part of the overall regional study, future water use and development patterns were included in the evaluation.

Subsequent modeling conducted for the proposed Marsh Road well site is consistent with the findings from the regional study. Assuming a 2020 pumping rate of 1.25 mgd¹, the water table would be lowered 5 feet at the well, and more than 2 feet within a 2-mile radius of the well. The most noticeable impact of the proposed well would be the reduction in groundwater discharge to nearby streams. Dry-weather baseflows would be reduced in Door Creek (0.40 cfs), Koshkonong Creek (0.15 cfs), and East and West Branches of Starkweather Creek (0.03 cfs and 0.05 cfs, respectively). While the reduction in dry-weather baseflow in Koshkonong Creek is small (1%), the reductions in Door Creek and Starkweather Creek are about 10%. These streams have already been affected by historic pumping and diversion of groundwater in the Central Urban Area. The proposed well would result in impacts that are consistent with the results from the regional modeling of the impacts of future growth and development. (The impacts of reduced groundwater recharge resulting from impervious development are not included in the modeling of the impacts of this proposed well. Regional modeling has indicated that well pumping and diversion accounts for about 70% of the overall impacts of development, and loss of groundwater recharge accounts for the remaining 30%).

Regional Hydrologic Study modeling and evaluation indicates that the most effective approach for mitigating or offsetting future water table and stream baseflow declines is to pump as much water as possible from wells located near the Yahara Lakes. This proposed well location near the Yahara Lakes supports a regional strategy for mitigating the cumulative impacts of regional development, and should be encouraged. The Regional Hydrologic Study also indicates that other mitigating practices are needed to offset future water table declines and reductions in stream baseflows. These include practices which maximize infiltration and minimize loss of groundwater recharge. These practices should be incorporated into the proposed development. Taken together, these measures are expected to mitigate the anticipated groundwater impacts of the proposed amendment. The groundwater analysis does not show unacceptable impacts to water table levels and stream baseflows from the proposed well and associated development, if the recommended mitigating practices are implemented.

¹ Projected Madison 2020 average daily water use distributed equally among existing and planned wells

Revised **Resolution RPC No. 908**

**Amending the Dane County Land Use and Transportation Plan and
Water Quality Plan by Revising the Central Urban Service Area Boundary and
Environmental Corridors in the Marsh Road Neighborhood
in the City of Madison and Town of Blooming Grove**

WHEREAS, the Dane County Regional Planning Commission has adopted, amended and/or reaffirmed the *Dane County Land Use and Transportation Plan* and *Water Quality Plan*; and

WHEREAS, said plans delineate urban service areas as amended through January 2000; and

WHEREAS, the City of Madison has requested an addition to the Central Urban Service Area and has submitted the Marsh Road Neighborhood Development Plan as a basis for that request; and

WHEREAS, a staff analysis of the proposed amendment has been prepared that indicates the amendment is generally consistent with adopted regional plans and policies, and with criteria for urban service area expansions;

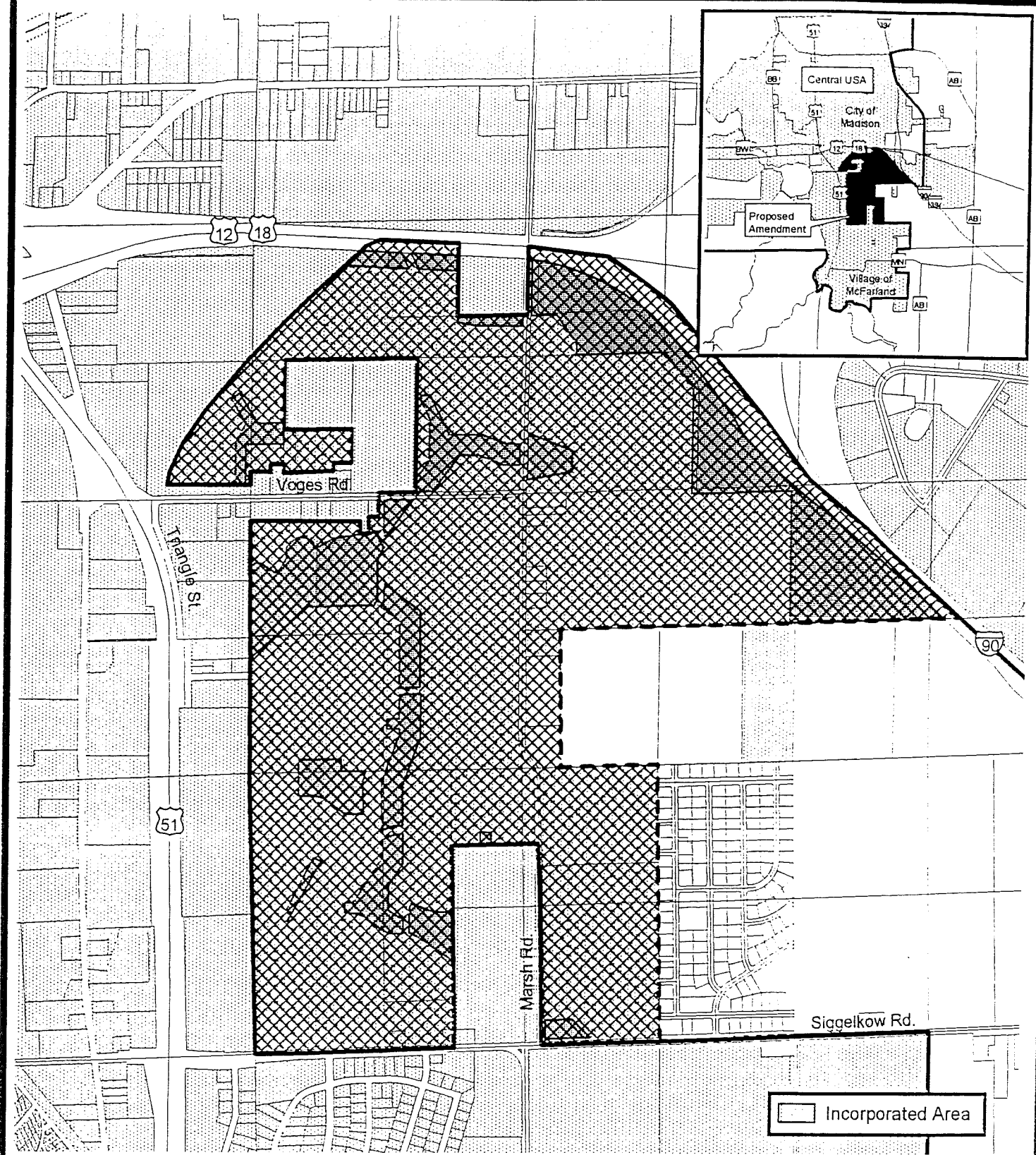
NOW, THEREFORE, BE IT RESOLVED that in accordance with §66.945(9), Wis. Stats., and Sec. 208 of Public Law 92-500, the Dane County Regional Planning Commission amends the *Dane County Land Use and Transportation Plan* and *Water Quality Plan* by revising the Central Urban Service Area Boundary and Environmental Corridors in the Marsh Road Neighborhood in the City of Madison and the Town of Blooming Grove, as shown on the attached map.

Approval of this amendment is based on the land use and urban service plans submitted in support of this amendment, and on the following conditions:

- Maximize infiltration by directing rooftop runoff to pervious areas and infiltrating all rooftop runoff from commercial and high-density residential areas.
- Conduct a wetland survey for the tributary along I 90 and USH 12/18 and include all wetland areas and a 75-foot vegetated wetland buffer in environmental corridors.
- Submit a detailed stormwater management plan for the amendment area for RPC and County staff review and install wet stormwater ponds prior to development

Date Adopted

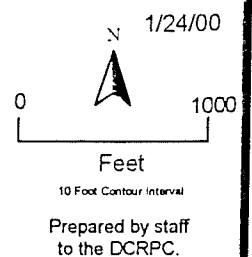
Rick Roll, Secretary



Map 1

Central Urban Service Area Marsh Road Neighborhood

-  Service Area to be added
-  Environmental Corridor to be added
-  Existing Urban Service Area Boundary
-  Proposed Urban Service Area Boundary



Re: Amending the *Dane County Land Use and Transportation Plan* and *Water Quality Plan* by Revising the Central Urban Service Area Boundary and Environmental Corridors in the Marsh Road Neighborhood in the City of Madison and Town of Blooming Grove

Staff Comments on Item: The Marsh Road Neighborhood is located in T.7N-R.10E, Sections 26, 27, 34 and 35. The City of Madison proposes to add 679.1 acres (507.2 developable acres, 128.4 acres of environmental corridors, and 43.5 acres of existing development) to the Central Urban Service Area (CUSA) for urban development as detailed in the Marsh Road Neighborhood Development Plan. One hundred eighty-six (186) acres of the proposed addition will be used for low- to medium-density residential development, exclusive of street rights-of-way. The residential lands are planned for 976 dwelling units, of which 583 will be single-family homes and the remaining 393 units will be multifamily dwellings. The average density for the single-family units is 4.0 units per acre and for the multifamily units is 9.5 units per acre. The overall average density is 5.2 units per acre. The potential population resulting from the buildout of the planned housing will be nearly 2,615 persons, including 526 children of school age.

The nonresidential portion of the neighborhood includes a 235-acre industrial area off of Marsh Road and Voges Road, an 8-acre future church site, as well as 128.9 acres for parks and open space, and 118 acres for streets.

The proposed addition is contiguous to the Central Urban Service Area and to urban development that has occurred to the south and west. Six hundred forty-two (642) acres are within the City of Madison; 37 acres are within the Town of Blooming Grove and are expected to be annexed prior to development.

The requested amendment is generally consistent with adopted plans and requirements for urban service area amendments.

Materials Presented with Item:

1. Staff Analysis of Proposed Amendment
2. Resolution RPC No. 908
3. Submittal Packet from City of Madison
4. City of Madison Marsh Road Neighborhood Development Plan

Staff Recommendation/Rationale: Staff recommends approval of the request, based on the land use and urban service plans submitted in support of the request and on the following conditions needed to minimize the water quality impacts of development:

- Maximize infiltration by directing rooftop runoff to pervious areas and infiltrating all rooftop runoff from commercial and high-density residential areas.
- Conduct a wetland survey for the tributary along I 90 and USH 12/18 and include all wetland areas and a 75-foot vegetated wetland buffer in environmental corridors.
- Submit a detailed stormwater management plan for the amendment area for RPC and County staff review and install wet stormwater ponds prior to development
- Postpone the installation of the proposed municipal well until Regional Hydrologic modeling results are available and impacts can be quantified.

**Staff Analysis of Proposed Amendment to the
Dane County Land Use and Transportation Plan and Water Quality Plan
Revising the Central Urban Service Area Boundary and Environmental Corridors
in the Marsh Road Neighborhood in the City of Madison and Town of Blooming Grove**

1. Applicant: City of Madison

2. Description of Proposal

The Marsh Road Neighborhood is located in T.7N-R.10E, Sections 26, 27, 34 and 35. The City of Madison proposes to add 679.1 acres (507.2 developable acres, 128.4 acres of environmental corridors, and 43.5 acres of existing development) to the Central Urban Service Area (CUSA) for urban development as detailed in the Marsh Road Neighborhood Development Plan (see three maps and Table 1). One hundred eighty-six (186) acres of the proposed addition are for low- to medium-density residential development, exclusive of street rights-of-way. The residential lands are planned for 976 dwelling units, of which 583 will be single-family homes and the remaining 393 units will be multifamily dwellings. The average density for the single-family units is 4.0 units per acre and for the multifamily units is 9.5 units per acre. The overall average density is 5.2 units per acre. The potential population resulting from the buildout of the planned housing will be nearly 2,615 persons, including 526 children of school age.

The nonresidential portion of the neighborhood includes a 235-acre industrial area off of Marsh Road and Voges Road, an 8-acre future church site, as well as 128.9 acres for parks and open space, and 118 acres for streets.

The proposed addition is contiguous to the Central Urban Service Area and to urban development that has occurred to the south and west. Six hundred forty-two (642) acres are within the City of Madison; 37 acres are within the Town of Blooming Grove and are expected to be annexed prior to development.

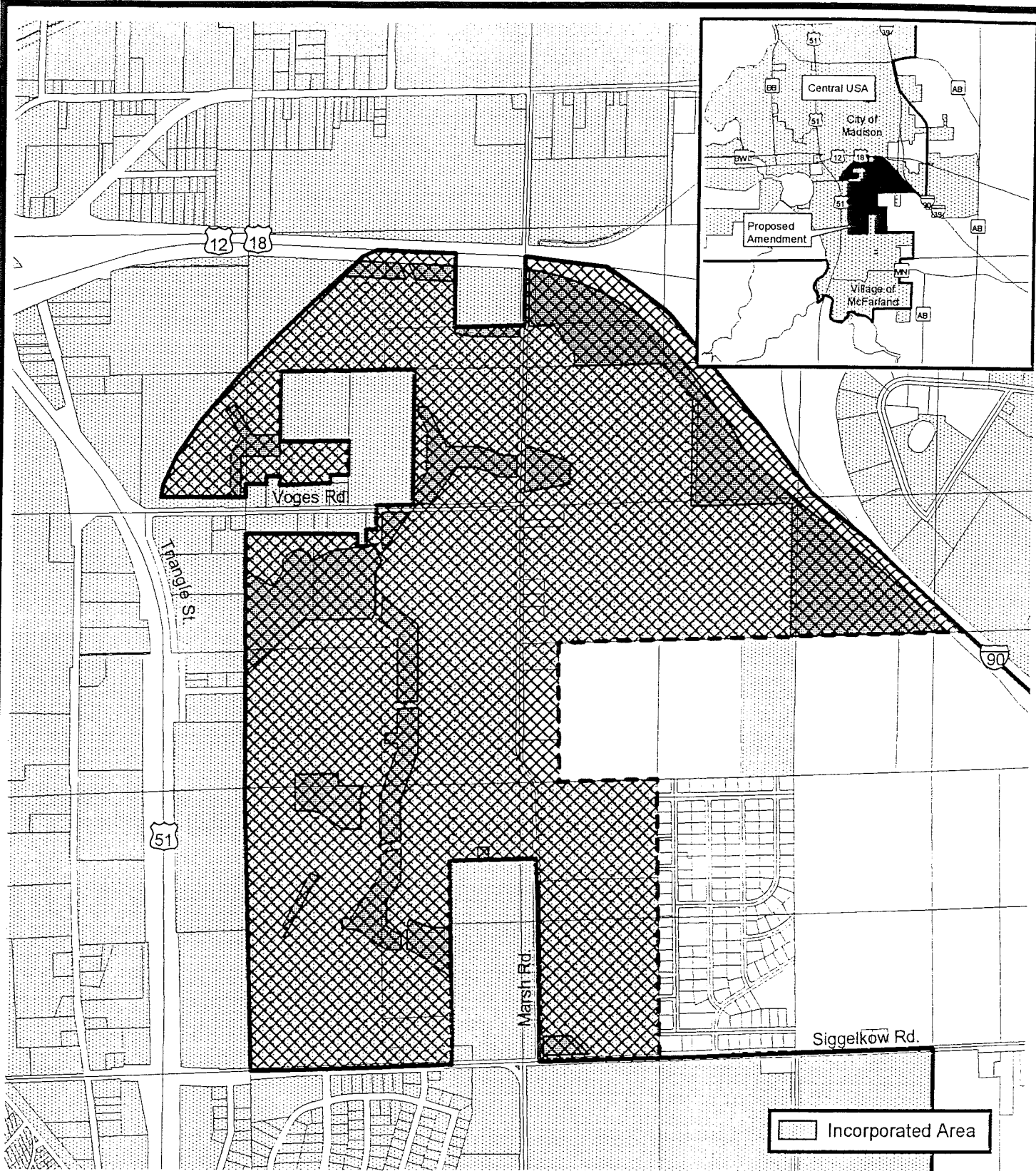
The proposal represents the western portion of the City's Planning Area E7, and is bounded by the Village of McFarland to the west and south (Siggelkow Road), I-90 to the east, and USH 12/18 to the north.

3. Existing Environment

Natural Resources. Most of the area proposed for addition is comprised of predominantly rolling lands of the Yahara River watershed, representing glacial lake basins and ground moraines formed during the most recent glaciation. About 70% of the amendment area drains through an unnamed tributary that flows 5,000 feet southwest to Lake Waubesa. The remaining area, on the north and northeast portions of the proposed amendment, drains west to Upper Mud Lake about 7,000 feet away.

Upper Mud Lake and Lake Waubesa are in the Yahara River chain of lakes and support a warm water sport fishery.

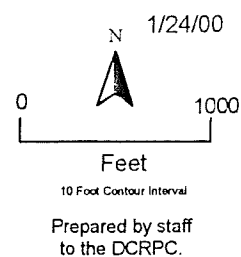
Depth to bedrock is generally over 50 feet on the north half, and from 10 to 50 feet along the south and southwest portions of the amendment. The bedrock type in the amendment area is sandstone.

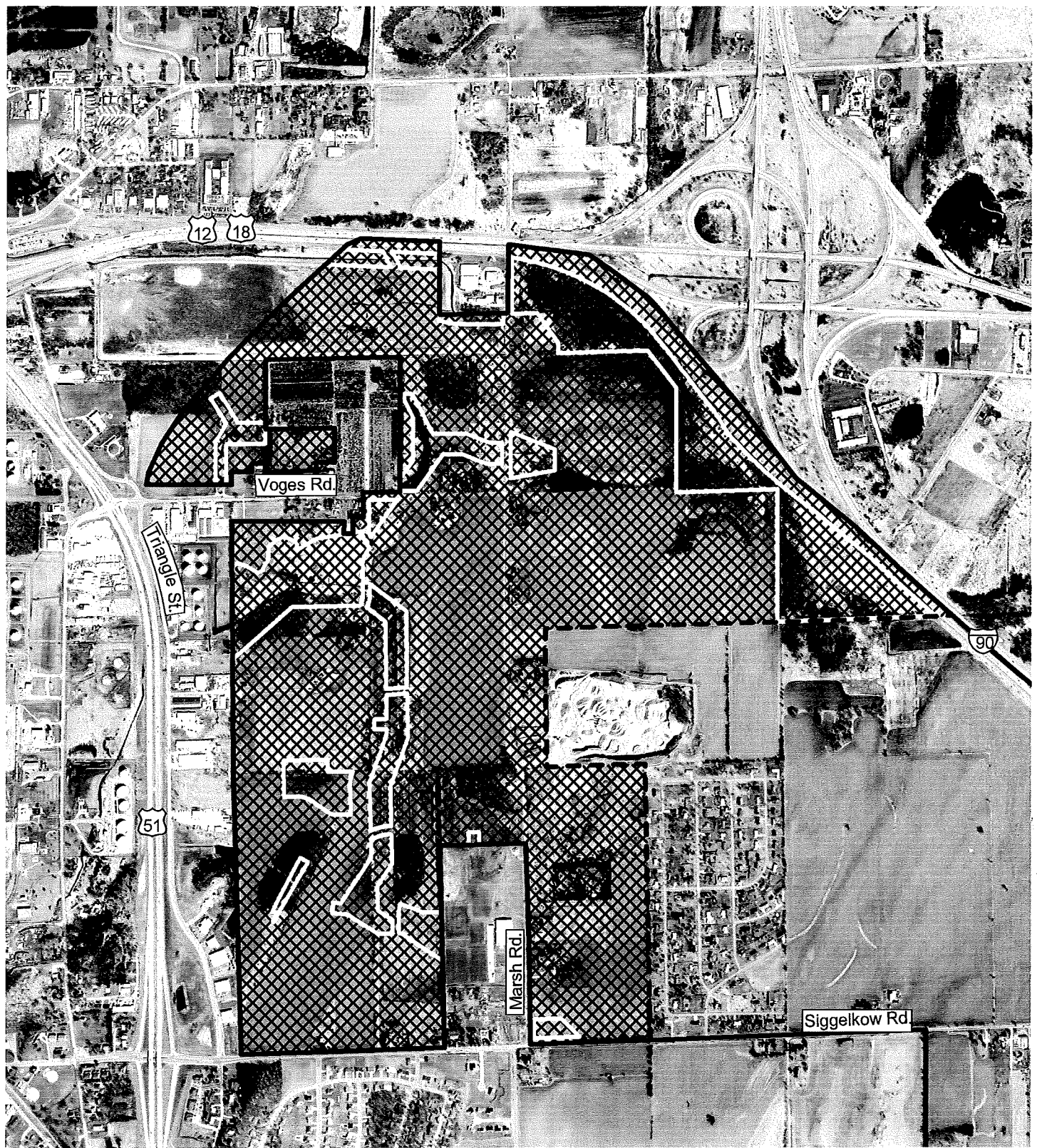


Map 1

Central Urban Service Area Marsh Road Neighborhood

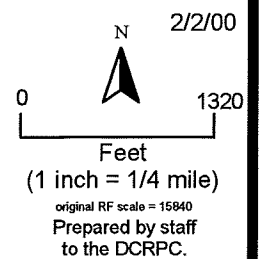
-  Service Area to be added
-  Environmental Corridor to be added
-  Existing Urban Service Area Boundary
-  Proposed Urban Service Area Boundary





Map 2
Central
Urban Service Area
Marsh Road Neighborhood
1995 Orthophotograph

-  Service Area to be added
-  Environmental Corridor to be added
-  Existing Urban Service Area Boundary
-  Proposed Urban Service Area Boundary



LAND USE AND STREET PLAN

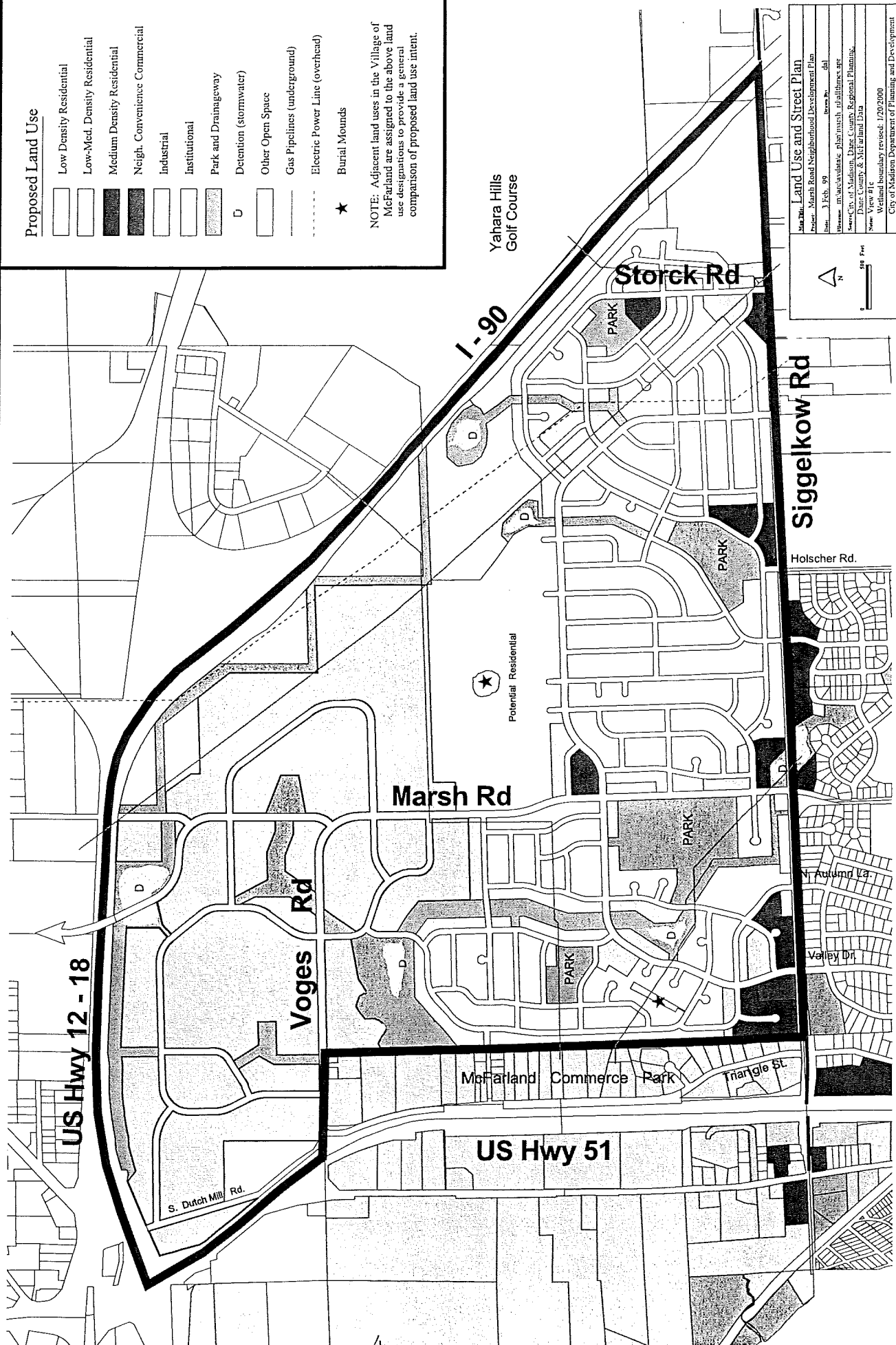
Marsh Road Neighborhood Development Plan

Map 7

Proposed Land Use

-  Low Density Residential
-  Low-Med. Density Residential
-  Medium Density Residential
-  Neigh. Convenience Commercial
-  Industrial
-  Institutional
-  Park and Drainageway
-  Detention (stormwater)
-  Other Open Space
-  Gas Pipelines (underground)
-  Electric Power Line (overhead)
-  Burial Mounds

NOTE: Adjacent land uses in the Village of McFarland are assigned to the above land use designations to provide a general comparison of proposed land use intent.



Marsh Road Neighborhood Development Plan

Order: Marsh Road Neighborhood Development Plan

Date: 3 Feb. 99

Drawn by: jdh

Checked by: m.w.w.

City of Madison, Dane County Regional Planning

Date: 3 Feb. 99

View: View #1c

Welland boundary revised: 1/20/2000

City of Madison Department of Planning and Development

Table 1
CUSA Amendment
Marsh Road Neighborhood
City of Madison

Proposed Land Use	Phase Phase				Housing Units	No. of Persons	No. of Students	Existing Environ. Develop-		
	One	Two	Total	% Total				Dev.	Corridor	able
Residential-Low (4 du/ac)	145.1		145.1	21.4%	580	1625	348	6.9		
Residential-Low/Med (8 du/ac)	25.0		25.0	3.7%	200	520	100			
Residential-Medium (12 du/ac)	16.3		16.3	2.4%	196	469	78			
Residential-Med/High(15 du/ac)	0.0		0.0	0.0%	0	0	0			
Institutional	8.5		8.5	1.3%						
Neighborhood Commercial	2.4		2.4	0.4%				1.0		
Industrial	235.0		235.0	34.6%				23.3		
Street R-O-W	118.4		118.4	17.4%				12.3		
Open Space	128.4		128.4	18.9%					128.4	
TOTAL	679.1		679.1	100.0%	976	2,615	526	43.5	128.4	507.2
City of Madison	642.3		642.3	94.6%						
Town of Blooming Grove	36.8		36.8	5.4%						

Source: City of Madison, Planning Submittal and Dane County Regional Planning Commission

02-Feb-00

The soils of the area consist of the Dodge-St. Charles-McHenry association, which are moderately well-drained and well-drained deep silt loams and loams posing slight limitations to development. These soils cover one-fourth of the amendment area. The rest of the area is comprised of Wacousta, Whalan, Radford, Colwood and Marshan soils, which occur in lower areas. These soils are comprised of mostly poorly drained deep, and moderately deep, silt loams and mucks underlain by outwash silt, sand, and gravel. These soils pose severe limitations to development due to seasonal high groundwater and flooding.

Approximately 500 acres of the proposed addition are considered prime agricultural soils where slopes are less than 6% (with per-acre corn yields of 105 bushels for Wacousta to 130 bushels for St. Charles).

Archaeological records at the State Historical Society indicate Native American burial mounds located in the amendment area. These sites have been incorporated in open space features in the design of the neighborhood as a means of protecting them from disturbance. The State Historical Society also notes that a mound group existed in the southwest quadrant of the intersection of Marsh and Voges Roads (an area extending 1,000 feet west from Marsh Road and 3,000 feet south from Voges Road. This mound group has been plowed under without any trace remaining. However, the possibility exists that portions of the mounds, including portions that may contain human burials, may remain intact below the present plow zone. Any earth-moving activity in this area should be monitored by a qualified archeologist. This monitoring should be done early in the development timetable for evaluation and potential redesign of the project.

The Natural Heritage Inventory records, kept by the Department of Natural Resources, do not indicate the occurrence of threatened or endangered species in the area.

Land Use. Most (94%) of the lands within the proposed addition are in agriculture or undeveloped use and are zoned A-Agriculture. There is a mix of uses within the proposed addition. These include 7 acres of residential development, 1 acre of commercial and 23 acres of industrial use (quarry). There are a few residences in the amendment area, most of them along Voges or Marsh Roads. Land uses adjacent to the proposed amendment are the following:

North: USH 12/18

East: Residential, Industrial (quarry), Agriculture and I-90 (Town of Blooming Grove)

South: Residential (Village of McFarland)

West: Industrial (Village of McFarland), USH 51

Transportation System. The proposed amendment to the Central Urban Service Area is bounded by Interstate 90 to the east, US Highway 12/18 to the north, Siggelkow Road to the south and US Highway 51 to the west. Other major roadways currently providing access to the proposed amendment area are Voges Road, an east-west two-lane minor collector, and Marsh Road, a north-south two-lane rural minor collector.

Transit service is currently not provided within the proposed amendment area. The nearest Madison Metro transit stop is located at the Dutch Mill Park-and-Ride lot.

Bicycle travel in the proposed amendment area is accommodated through the shared use of roadways with motor vehicles. Bicyclists traveling to and from the proposed amendment area to the north must use USH 51 which, due to high speeds, traffic volumes and the lack of special accommodations, is not considered a suitable route for most bicyclists.

There are no sidewalks or other special facilities in the proposed amendment area to accommodate pedestrian travel.

4. Consistency or Conflict With Adopted Plans and Policies

The Central Urban Service Area Analysis, adopted by the RPC in 1989, includes a list of criteria to be met by proposed amendments to the service area, including the following:

- preparation of an area plan which encompasses the proposed amendment
- a description of proposed land uses
- an evaluation of consistency with adopted plans
- methods of protecting environmental corridors
- a description of urban services to be provided, including transportation, water, sewer, police, fire, solid waste, storm drainage and neighborhood facilities

The City of Madison has addressed these criteria through information presented in the City's CUSA amendment proposal, dated November 1999, and its Marsh Road Neighborhood Development Plan, dated October 1999.

The RPC's adopted Planning Submittal Requirements for Urban Service Area Amendments also require submittal of 10-year staging boundaries for all urban service area amendments involving more than 100 acres of developable land. Staging of development in phases anticipates appropriate progress in providing the needed infrastructure. The requested amendment is expected to develop over the next ten years in one phase. The availability of utilities and other urban services, coupled with the fact that the entire amendment area is surrounded by existing development, does not make it practical for a more detailed staging plan to be created. The Marsh Road Neighborhood Plan has a Phase 2 that is not part of the USA amendment, and which includes lands in the Town of Blooming Grove, where urban development will not occur for some time.

The City of Madison's *Peripheral Area Development Plan* designates certain lands recommended for future expansion and long-term growth in the City. The Marsh Road Neighborhood Development Planning Area west of the Door Creek valley is designated as Transition Reserve. Transition Reserve districts include an area not recommended as the priority location for future development until the City completes further planning studies. These plans were part of the Marsh Road Neighborhood Development Plan.

Within the 1992 Town of Blooming Grove Land Use Plan of the Dane County *Farmland Preservation Plan* the eastern edge of the Marsh Road Neighborhood is classified as a Transition (30 acres, intended for future urban development) or Mineral Protection Area (7 acres abutting the Wingra Stone property, which is outside the amendment area) east of Marsh Road.

Table 2 presents the goals achievement checklist for the eleven major goals of the Vision 2020 *Dane County Land Use and Transportation Plan*. The proposed amendment is supportive of seven goals: promoting balanced communities, compact development and distinct neighborhoods; providing an all-mode transportation system; providing employment opportunities; protecting environmental, cultural and historic resources; and developing a system of open space corridors. The amendment is neutral or has offsetting effects in terms of the other three goals. The proposed amendment conflicts with one major goal of the *Plan*—protecting agricultural lands—by converting a large area of prime agricultural soils to urban uses.

Table 2
Dane County Land Use and Transportation Plan
Goals Achievement Checklist

Goals	Strongly Conflicts	Conflicts	Neutral or Offsetting Effects	Supports	Strongly Supports
Promote balanced communities with a mix of development				X	
Promote compact urban development				X	
Promote distinct communities and neighborhoods with a mix of uses				X	
Provide a range of affordable housing			X		
Provide an integrated all-mode transportation system				X	
Concentrate employment and activity centers along transit corridors			X		
Maintain Downtown Madison as region's major activity center			X		
Provide employment opportunities and a diverse economic base				X	
Protect agricultural lands by limiting non-farm development in agricultural areas		X			
Protect environmental, cultural and historic resources				X	
Develop a system of open space corridors to preserve environmental functions, scenic value, and recreational opportunities				X	

Proposal: Marsh Road Neighborhood Area

Applicant and Submittal Date: City of Madison; January 2000

5. Proposed Urban Services

Public Water System. The City proposes to provide municipal water service by extending a 16-inch water main south under US Highway 12/18 to Marsh Road, to Siggelkow Road, to Voges Road, where it will loop to an existing water main at South Dutch Mill Road. This proposed water main will also be extended east under I-90 where it will connect to the existing water main on Savannah Road. A new well is planned near Marsh Court and Femrite Drive. The proposed layout represents a logical extension of the existing water network, and will have adequate storage and pressure to serve the fire-fighting needs of the proposed development.

Wastewater. The proposed amendment would generate an estimated 783,000 gallons per day of wastewater. The area would be served through two existing Madison Metropolitan Sewerage District (MMSD) interceptors: the Blooming Grove Extension and the McFarland Extension of the Southeast Interceptor.

The Southeast Interceptor is forecast to reach capacity by the year 2011. Pumping Station 7 and P.S. 7 force main are forecast to reach capacity in the near future (2001).

The Nine Springs Wastewater Treatment Facility (MMSD) receives the wastewater to be generated by the proposed development in the amendment area. The plant has a design capacity of 50 million gallons per day (mgd) and is forecast to receive 52.6 mgd of wastewater by the year 2020, and will require expansion before that date.

Stormwater Management System. The storm drainage system plan for the Marsh Road Neighborhood proposes a system of grass-lined drainageways or greenways along the unnamed tributaries to Lake Waubesa and Upper Mud Lake. A series of permanent wet stormwater detention basins are proposed to control stormwater flows and provide stormwater quality improvement. The proposed greenways and drainageways are included in the environmental corridors. Detailed designs for the stormwater facilities will be prepared as development becomes imminent.

Environmental Corridors. Approximately 128 acres of environmental corridors have been proposed as part of the proposed amendment. This represents 19% of the total service area addition. The corridors are delineated to protect drainageways in the amendment area, to provide a natural buffer for floodplains and wetlands, and for stormwater detention ponds. The proposed environmental corridor system appears to be consistent with adopted environmental corridor mapping criteria.

Public Safety Services. Fire protection and emergency medical service will be provided primarily by Fire Station No. 5, located at 4418 Cottage Grove Road, and by Fire Station No. 6 at 825 West Badger Road, in the case of multiple responses. The City proposes an average response time of 7 minutes for this neighborhood. The water system has sufficient capacity for fire-fighting purposes. The water distribution system will include fire hydrants.

Police service will be provided by the City of Madison Police Department, which has 366 FTE officers, or 1.8 officers per 1,000 population.

Other City Services. The City of Madison will provide solid waste collection and recycling as well as street repair, cleaning and snow and ice removal.

Parks and Open Space. One neighborhood park, wetlands, floodplains, stormwater drainage and detention areas comprise 128 acres of the amendment area. The City of Madison has an intergovernmental agreement with the Village of McFarland for use of William McFarland Park, an existing community-scale park. The agreement provides for expansion of the McFarland Park including lands in the City of Madison.

Urban Transportation System. The roadway improvements proposed to accommodate the development are discussed under Transportation System Impacts.

To facilitate future transit service, the *Marsh Road Neighborhood Development Plan* proposes an interconnected street pattern that will provide a number of transit route alternatives. The neighborhood plan indicates that any potential routes will be within walking distance of most neighborhood businesses and homes.

To accommodate bicyclists, the neighborhood plan proposes that all collector and local streets be designed to serve as bikeways. For the heavier-traveled arterial streets, the neighborhood plan proposes to add dedicated bicycle lanes or separate paths within the rights-of-way when the roadways are reconstructed. To provide connections to existing and future adjacent neighborhoods, the neighborhood plan recommends that bicycle lanes be provided on the proposed USH 12/18 overpass, and the evaluation of crossings of USH 12/18 and Interstate 90 near USH 51 and the Yahara Hills Golf Course, respectively. It should also be noted that Wisconsin DOT District One is currently investigating potential improvements for pedestrian/bicycle access through the US 12/18 USH 51 interchange area.

To provide for pedestrian travel, the neighborhood plan proposes that all streets include public sidewalks, and it recommends separate walkways at select locations to create more direct connections for pedestrian travel.

6. Impacts or Effects of Proposal

Surface and Ground Water Impacts. The potential impacts usually associated with large-scale urban development include declining groundwater levels and dry-weather stream baseflows resulting from groundwater pumping and wastewater diversion, increased stormwater runoff rate and volume, and reduced groundwater recharge resulting from increased impervious surface and storm sewer systems, severe erosion and sedimentation from construction and land disturbance, and water quality degradation from polluted storm runoff.

The amendment area is in the Yahara–Monona Priority Watershed. Significant public monies and effort have been expended to improve the water quality in the watershed. The Yahara–Monona Priority Watershed Plan recommendations for the subwatersheds in which the proposed amendment is located include wetland protection, management, enhancement and restoration, installation of wet (water quality and quantity) stormwater ponds, and stringent enforcement of construction site erosion and runoff control ordinances.

The proposed amendment is subject to the erosion control provisions of the City of Madison. If strictly enforced, this coverage provides adequate protection from construction erosion impacts.

The City is planning to construct a series of wet stormwater detention ponds to provide water quality and quantity protection. It is strongly recommended that these practices be

combined with wetland enhancement. Detailed designs for the stormwater facilities and the standards to be met will be finalized as development occurs. It is essential that these facilities be installed **prior** to other land disturbance in the amendment area so additional protection during the construction phase of the development is provided. Furthermore, detailed stormwater facility design should be submitted for RPC staff review. In combination, these measures ensure the fulfillment of the Priority Watershed Plan recommendation concerning construction site erosion and water quality and quantity protection.

The hydrologic impacts of the proposed well for this development has been scheduled to be modeled as part of the annual Regional Hydrologic Modeling and Management Program. From a regional perspective, we anticipate continued water table declines and reductions in stream baseflows unless mitigating strategies are pursued. One of the recommended management alternatives proposed by the Dane County Regional Hydrologic Study to mitigate water table declines is to locate new wells closer to the Yahara Lakes. The well proposed to serve this amendment area supports this recommendation.

Due to changes being made to the regional groundwater model, however, there has been a temporary delay in conducting the modeling for this well. The results are expected in the next few weeks. Recent modeling of proposed wells in other municipalities has supported this approach of locating wells closer to the Yahara Lakes. Due to the close proximity of the proposed Madison well to the lakes, model results are not expected to show unacceptable impacts to water table levels and stream baseflows. While the proposed well location does support a regional strategy of mitigating the cumulative impacts of regional development, installation of the well should, however, be delayed until the modeling results are available in the next few weeks.

Other measures applicable to this development include water conservation and maximizing infiltration. More specifically, in order to further mitigate groundwater decline and minimize loss of recharge, practices which would maximize infiltration, as proposed in the stormwater management plan, should be implemented.

The delineated environmental corridors provide protection from encroachment of development into the sensitive natural areas and environmental features of the site, including floodplain and riparian wetlands, and adjacent vegetated buffer. The City proposes to conduct a floodplain mapping study for the tributary on the north and northeast boundary of the amendment area. There is reason to believe that land-disturbing activities associated with the construction of the Beltline could have reduced the area of the floodplain. It is necessary that, as part of this study, the City also conduct a wetland survey, and include all wetland areas adjacent to this tributary as well as a 75-foot vegetated wetland buffer in environmental corridors.

Transportation System Impacts. The land uses proposed for the amendment area are: 145.1 acres of low-density residential use, 25 acres of low- to medium-density residential use, 16.3 acres of medium-density residential use, 2.4 acres of neighborhood commercial use, 235 acres of industrial use and 8.5 acres of institutional use. When this area is fully developed, it can be expected to generate approximately 21,300 to 24,000 vehicle trips per day. Considering the mix of land uses proposed within the amendment area, some of these trips may remain within the neighborhood and not reach the regional roadway system.

As noted earlier, the major roadways providing access to the proposed amendment area are USH 51, Siggelkow Road, Voges Road and Marsh Road. In 1997 average daily traffic

(ADT) on USH 51 south of Voges Road was 25,550 vehicles. In 1996 ADTs for Siggelkow Road and Marsh Road were 3,800 and 1,200, respectively.

The neighborhood plan does not anticipate that Voges Road and Marsh Road will require four lanes of travel. However, the neighborhood plan does recommend improved urban sections (two traffic lanes, two parking lanes and two bike lanes), and a corresponding 80-foot right-of-way for these roadways. For Siggelkow Road the neighborhood plan indicates that the ultimate design and function of the roadway has yet to be determined, but a right-of-way of 80 to 104 feet is proposed to accommodate potential future improvements.

To serve the northern portion of the neighborhood, and to provide an additional connection to the regional roadway system, the neighborhood plan proposes that Marsh Road be extended northward over US Highway 12/18 to Agriculture Drive. The neighborhood plan indicates that the proposed Marsh Road overpass will include bike lanes and sidewalks. The neighborhood plan does not recommend that an interchange with USH 12/18 be incorporated in the proposed overpass. This type of overpass improvement is generally consistent with recommendations of the *Dane County Land Use and Transportation Plan*.

To provide for internal neighborhood circulation and to offer multiple routes between neighborhood destinations, the neighborhood plan proposes a “grid-like” local street pattern along with two main collector streets. The recommended right-of-way for the collector streets is 80 feet, while the recommended right-of-way for the local streets is 60 feet.

School System Impacts. The proposed addition will be developed with approximately 583 single-family units and 393 multifamily units. Potential school enrollments resulting from development of the amendment area would include about 263 elementary school students, 130 middle school students and 133 high school students. Nearly all of the Marsh Road Neighborhood is in the Madison Metropolitan School District (MMSD). School District officials have indicated that Glendale Elementary, Sennett Middle and LaFollette High Schools have the capacity to accommodate the projected number of students expected to reside in the area.

7. Alternatives

The City of Madison’s Peripheral Area Development Plan examined alternative locations for future development and makes recommendations for land use in the peripheral area beyond the current edge of urban development. The entire developable portion of the service area amendment falls into the Peripheral Area Development Plan which, with the adoption of the neighborhood plan, is for immediate development. Therefore, the Marsh Road Neighborhood is consistent with the recommendations and priority locations recognized in that plan.

8. Controversies, Comments Received, Unresolved Issues

All local units of government within the Central Urban Service Area have been notified and no comments have been received. The Marsh Road Neighborhood Development Plan was adopted by the Madison Common Council in October 1999.

9. Conclusions and Staff Recommendation

Staff recommends approval of the request, based on the land use and urban service plans submitted in support of the request, including the City of Madison Marsh Road

Neighborhood Development Plan (10/99) and the submittal packet for the Marsh Road Neighborhood (11/30/99), and on the following conditions:

- Maximize infiltration by directing rooftop runoff to pervious areas and infiltrating all rooftop runoff from commercial and high-density residential areas.
- Conduct a wetland survey for the tributary along I 90 and USH 12/18 and include all wetland areas and a 75-foot vegetated wetland buffer in environmental corridors.
- Submit a detailed stormwater management plan for the amendment area for RPC and County staff review and install wet stormwater ponds prior to development
- Postpone the installation of the proposed municipal well until Regional Hydrologic modeling results are available and impacts can be quantified.

mp



Dane County Regional Planning Commission

217 S. Hamilton Street, Suite 403, Madison, Wisconsin 53703-3238
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January 24, 2000

NOTICE OF PUBLIC HEARING February 24, 2000

Amending the Dane County Land Use and Transportation Plan and Water Quality Plan by Revising the Central Urban Service Area Boundary and Environmental Corridors in the Marsh Road Neighborhood in the City of Madison and Town of Blooming Grove

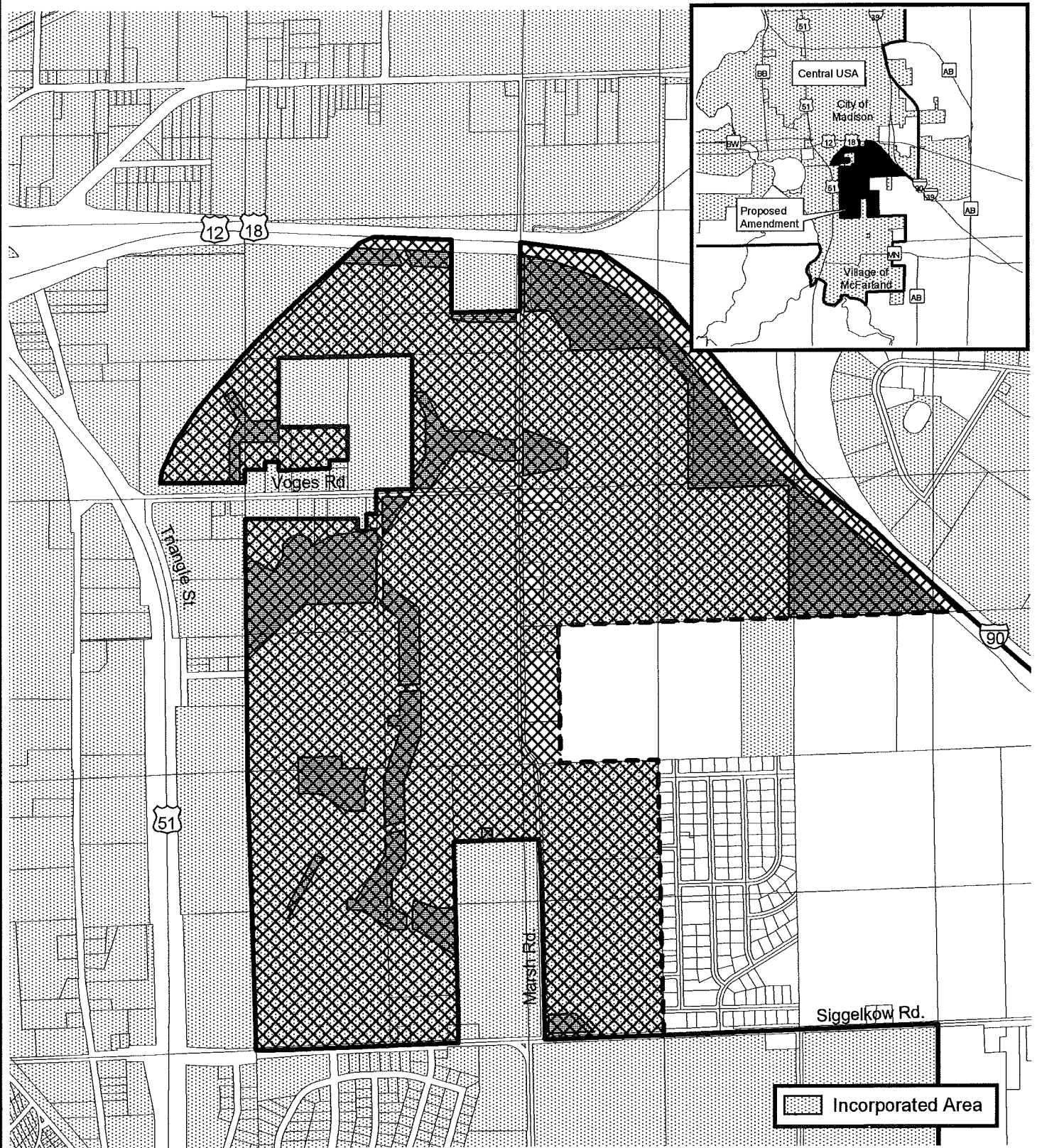
The Dane County Regional Planning Commission will hold a public hearing on February 24, 2000, at 7:00 p.m. in Room 2-D of the City-County Building, Madison, Wisconsin, on proposed changes to the *Dane County Land Use and Transportation Plan* and *Water Quality Plan* amending the Central Urban Service Area (CUSA) boundary and environmental corridors as requested by the City of Madison. The amendment area is located in the City of Madison (642.3 acres and Town of Blooming Grove (36.8 acres).

The proposed amendments shown on the attached map would add 679.1 acres to the Central Urban Service Area, including 43.5 acres of existing development, and 128.4 acres in environmental corridors, with a net developable area of 507.2 acres. The amendment area is located north and east of the Village of McFarland and south of the Beltline.

Further information on the proposal may be obtained from Bill Preboski at 266-4593.

Attachment

Mailed to: Susan J.M. Bauman, Mayor, City of Madison
Tom Anderson, Chair, Town of Blooming Grove
Verlene Hendrix, Clerk, Town of Blooming Grove
Cathy Kirby, President, Village of McFarland
Donald Peterson, Administrator, Village of McFarland
Kathleen Falk, Dane County Executive
David Gawenda, County Supervisor, District 16
David Wiganowsky, County Supervisor, District 21
Kevin Kesterson, County Supervisor, District 34
Brad Murphy, Director, Madison Planning Unit
Jeanie Sieling, Director, Dane County Planning and Development
James Nemke, Chief Engineer and Director, MMSD
Timothy Jones, WISDNR Bureau of Watershed Management
Ken Johnson, WISDNR South Central Region
Ruth Johnson, WISDNR South Central Region
Susan Jones, Coordinator, Dane County Lakes and Watershed Commission
Kevin Connors, Dane County Land Conservation
Art Rainwater, Superintendent, Madison Metropolitan School District



Map 1

Central Urban Service Area Marsh Road Neighborhood

-  Service Area to be added
-  Environmental Corridor to be added
-  Existing Urban Service Area Boundary
-  Proposed Urban Service Area Boundary

