



Department of Planning & Community & Economic Development

Planning Division

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February 1, 2022

Mike Rupiper, Director of Environmental Resources Planning
Capital Area Regional Planning Commission
100 State Street, Ste 400
Madison, WI 53703-2573

Dear Mr. Rupiper,

The City of Madison is requesting an amendment to the Dane County Water Quality Plan to expand the Central Urban Service Area (CUSA) to include 407 acres in the Northeast Neighborhoods located contiguous to the current CUSA.

On January 4, 2022, the City of Madison Common Council adopted a resolution that authorizes the City to submit a CUSA amendment application to the Capital Area Regional Planning Commission. The resolution includes a finding that the proposed use of the amendment area is consistent with the *City of Madison Northeast Neighborhoods Development Plan* and the *City of Madison Comprehensive Plan*.

The Town of Burke has been notified of this CUSA amendment application. They are the only other municipal jurisdiction adjacent to the proposed amendment area. The full range of urban services, including public sanitary sewer and water, will be provided to properties within the City of Madison. Properties not in the City will continue to receive services through the Town of Burke and Dane County.

Currently, about 3 acres of the amendment area are within the City of Madison, with the remaining 404 acres within the Town of Burke. The City and Town approved a Cooperative Plan in 2007. Pursuant to the Cooperative Plan, all lands within the amendment area will eventually be under City jurisdiction in 2036.

Summary information is attached in support of this request. If you have any questions or need additional information, please contact me at (608) 267-8732 or by email at jgreger@cityofmadison.com.

Sincerely,

Jeff Greger, Planner
City of Madison Planning Division

Page 2

Cc: Satya Rhodes-Conway, Mayor, City of Madison

Lindsay Lemmer, Alder District 3, City of Madison

Gary Halverson, Alder District 17, City of Madison

PJ Monson, Administrator, Town of Burke

Matt Wachter, Director, City of Madison Department of Planning & Community & Economic Development

Heather Stouder Director, City of Madison Planning Division

Brian Grady, Principal Planner, City of Madison Planning Division

NE NEIGHBORHOODS 2022 CUSA EXPANSION

SUMMARY INFORMATION

This information is provided to support the City of Madison's request to expand the Central Urban Service Area (CUSA) to include approximately 407 acres in the Northeast Neighborhoods Development Plan planning area.

Prepared by:

City of Madison
Department of Planning & Community & Economic Development
Planning Division

February 1, 2022

DESCRIPTION OF THE PROPOSED CUSA EXPANSION AREA

Expansion Area

The proposed expansion area covers 407 acres and is located in the *Northeast Neighborhoods Development Plan* planning area. The CUSA expansion abuts the current CUSA boundaries on the North, West and South sides. See **Map 1**.

Municipal Jurisdiction

Almost all the 407 acres are currently within the Town of Burke. All of the Town lands within the expansion area will eventually be attached to the City pursuant to the *City of Madison-City of Sun Prairie-Village of DeForest-Town of Burke Cooperative Plan* no later than 2036.

Need for the Expansion

The addition of the expansion area to the Central Urban Service Area would allow for orderly development in the Northeast Neighborhoods as planned in the *Northeast Neighborhoods Development Plan* and the *City of Madison Comprehensive Plan*. This addition will also address the City's *Comprehensive Plan's* goal to increase the amount of available housing and allow for a wider mix of housing types to address constrained housing supply and high cost of housing. Future development in the expansion area would also allow for the extension of Lien Road east, which currently terminates at Felland Rd.

Natural Features

The topography of the area is characterized by a rolling terrain with some steeper slopes (12% or greater) occurring in the northwestern part of the expansion area. The elevation in the expansion area ranges from approximately 900 feet to approximately 1,060 feet in the vicinity of the City of Madison water reservoir off of Felland Road.

There are some wooded areas located within the northern portions of the expansion area.

A major ridgeline divides the expansion area. The northern portion drains to the Starkweather Creek watershed and the southern portion drains to the Door Creek watershed.

Topography and other natural features are shown on **Map 3**.

Existing Land Uses

The proposed expansion area currently includes the following land uses: agriculture, residential, open land, woodland, some commercial uses along Felland Rd and Commercial Ave/CTH T. See **Table 1**.

Table 1: Existing Expansion Area Data

Existing Land Use	Existing Development (Acres)
Agriculture	124
Commercial	5
Open Land	112
Residential	56
Utilities	63
Woodland	41

ROW	5
Total	407

Cultural Resources Review

No archeological sites have been recorded within the expansion area. Given the terrain and, distance from permanent water sources, the State Archeologist noted they do not recommend an archaeological survey. See **Exhibit 1**.

PROPOSED LAND USES

The *Northeast Neighborhood Development Plan* is a good example of a Neighborhood Development Plan that advances several of the strategies of CARPC’s Regional Development Framework by focusing growth in centers and along corridors and planning for a complete neighborhood. If development is consistent with the neighborhood plan, following these strategies will help achieve following objectives of the Regional Development Framework: Reduce greenhouse gas emissions (through reduced VMT), Increase physical access of residents to jobs and service (through proximity and transportation choices), and Housing supply meet demand (through range of housing choices).

The *Northeast Neighborhoods Development Plan* recommends a variety of land uses in the expansion area. Housing Mix 1 (<8 dwelling units/acre) which is primarily detached single-family homes on individual lots is recommended for much of the expansion area. Limited areas within Housing Mix 1 may be developed with other lower-intensity housing types such as duplexes or townhouses at appropriate locations. Housing Mix 2 (8-20 dwelling units/acre) are recommended in several portions of the expansion area. Housing Mix 2 may include smaller-lot single-family development; however, there is a greater share of other housing types compatible with single-family homes including duplexes, four units, townhouses and small-scale multifamily buildings. Housing Mix 3 (20-40 dwelling units/acre) is recommended on some sections near Felland Rd and Lien Rd. Housing types within Housing Mix 3 areas consists of a mix of town-houses, condominiums, and apartment buildings. Buildings will likely be larger and taller than in Housing Mix 2 areas but should retain a neighborhood scale. Housing Mix 4 (40-70 dwelling units/acre) uses are recommended along Lien Rd. While building types within this category might include limited townhouse development at higher intensities than other housing mix types, most structures will be multifamily residential buildings. A small portion of Neighborhood Mixed Use is recommended along Reiner Rd within the expansion area. A small portion of Institutional Use is recommended east of Felland Rd for a potential school site. Employment use is recommended along Commercial Ave/CTH T. See **Table 2 and Map 4** for the proposed land use recommendations.

Table 2: Proposed Expansion Area Data

Land Use	Proposed Land Use (acres)	Environmental Corridor	Estimated Avg. Units per Acre	Estimated Dwelling Units
Housing Mix 1 (0-8 du/ac)	127		6	762
Housing Mix 2 (8-20 du/ac)	33		12	396
Housing Mix 3 (20-40 du/ac)	21		20	420
Housing Mix 4 (40-70 du/ac)	7		35	245
Neighborhood Mixed Use	9		20	180
Institutional	7			
Right of Way	135			
Park	12	12		

Stormwater and Other Open Space	52	52		
Employment	2			
Utilities	2			
Total	407	64		2003

Parks

Three parks are planned within the expansion area. One of these parks is approximately 6 acres in size, which is recommended on the northwest side of the expansion area. Another approximately 5 acres of a 20-acre area park is located in the expansion area recommended by the *Northeast Neighborhoods Development Plan* along the south side of the proposed Lien Road extension east of Reiner Road. A small 1 acre neighborhood park is recommended along an environmental corridor.

Recommended Environmental Corridors

The size and configuration of the environmental corridor areas illustrated on the submittal maps will be refined when detailed site plans are developed for the properties in the expansion area. It is recommended that the following areas and facilities, at a minimum, be designated as environmental corridor:

- Three proposed parks that are located in the expansion area.
- The wooded area with steep slopes on Felland Road LLC, Tuscan Ridge Holdings LLC, Gary Schluter’s and SC Swiderski’s properties.
- Stormwater management areas recommended on TOB 200 limited partnership property and Felland Road LLC, south of Lien Road.
- Stormwater management areas recommended East and West of Felland Rd on Duncan Campbell’s property and area north of the Town of Burke protected area.
- The green corridor along the Interstate. This would serve as a sound attenuation berm necessary for residential development planned in the area and the planned Interstate path along Interstate 39-90-94.

The total acreage for the proposed environmental corridors is 64 acres.

Development Phasing

It is anticipated that development will begin along Lien Road, which is adjacent to existing City of Madison development and infrastructure, and then move to the south. There is developer interest for the SC Swiderski property. A proposed concept plan for this property is included on **Map 5**.

TRANSPORTATION RECOMMENDATIONS

Roadways

The expansion area will include a variety of roadway cross sections. The existing or planned arterial roadways within the planning area include Reiner Road, Lien Road, Commercial Ave/CTH T. Reiner Road, Lien Road and Commercial Ave/CTH T are planned to be four-lane divided arterial with marked bicycle lanes. Depending upon the intensity of land use proposed along the corridor the plan recommends whether or not to include on-street parking in the street cross section.

The extension of City View Drive – Collector A and an East-West Street – Collector B are proposed in the Northeast Neighborhood Development Plan to serve as collector streets in the expansion area. Other streets proposed in the expansion area will be local streets. See Map 8 of the [Northeast Neighborhood Development Plan](#).

Pedestrian-Bicycle Facilities

New and reconstructed City of Madison streets will likely have public sidewalks and are designed to accommodate bicycle travel. On-Street bike lanes are planned for Collector Streets A (City View Drive extension) and Collector Street B. Two off-street pedestrian-bicycle paths are planned within the expansion area. The Interstate path is proposed along the Interstate and the Town Center path is proposed east of the Interstate path and runs north-south through the expansion area. [See Map 9 of the Northeast Neighborhood Development Plan](#).

Transit Service

The northwestern corner of the expansion area (Lien Road and the Interstate) would fall inside the defined transit service area (3/4 mile from closest bus stop with regularly scheduled service), using the stops and schedules maintained by Metro Transit under its current operations which is Fall of 2021.

The remaining area would fall outside the defined transit service area.

The closest bus stops with regularly scheduled transit service are along North Thompson Drive, between Commercial Ave/CTH T and Lien Road.

DESCRIPTION OF PROPOSED FUTURE URBAN SERVICES DELIVERY

The full range of City of Madison urban services, including public sewer and water, are provided to the adjacent developed areas and are available for extension into the expansion area. **See Map 6.**

Sanitary Sewer Service

It is anticipated that development in the expansion area will generate an average of 438,755 gallons of wastewater per day (gpd) or 305 (gpm). This estimate is based on the assumptions below. Utilizing a peaking factor of 4, it is assumed that the expansion area would generate a peak of 1,755,020 gpd or 1,219 gpm.

- Housing Mix 1 Residential: 762 units at 250 gpd
- Housing Mix 2 Residential: 396 units at 225 gpd
- Housing Mix 3 Residential: 420 units at 200 gpd
- Housing Mix 4 Residential: 245 units at 175 gpd
- Neighborhood Mixed Use: 180 units at 175 gpd
- Employment: 52 employees (0.30 floor area ratio, 87,120 total square feet, 500 square feet per employee) at 15 gpd. Note: The City typically estimates 15 gallons per employee for industrial and office. Industrial is difficult to estimate because it can vary depending on the type of industrial use. 13 gallons/person- day is the projected wastewater flow/employee in the Wisconsin Administrative Code.

- Institutional: 183 employees (0.30 floor area ratio, 304,920 total square feet, 500 square feet per employee) at 15 gpd. Note: The City typically estimates 15 gallons per employee for industrial, office and institutional uses.

The portion of the expansion area in the Starkweather Creek drainage basin will be served by the 24-inch MMSD Northeast Interceptor/Lien Extension sanitary sewer interceptor that is located in the Village at Autumn Lake subdivision. The stubbed sewers across Lien Road which will provide sanitary sewer service to the amendment area connects to City's Felland Road Interceptor which has capacity of 6.58 MGD which connects into MMSD Northeast Interceptor/Lien Extension which has a capacity of 8.46 MGD. These sewers currently have the following connected generating a total of 382,528 of peak flow:

Existing Land Uses connected to City and MMSD owned Facilities

214,000 sf of office space 1 employee/500 sf 15 gpd/ employee x 4 Peak Factor
 211 apartment units, 200 gpd/unit x 4 Peak Factor
 188 single family units 250 gpd/unit x 4 Peak Factor

Taking account both existing wastewater and the proposed Northeast 2021 Central Urban Service Area amendment land area, the City's Felland Road Sewer interceptor will have a residual capacity of 4.44 MGD while MMSD's Northeast Interceptor/ Lien Extension will have a residual capacity of 6.32 MGD.

In 2009, the City of Madison constructed the 12-inch Northeast Neighborhood Interceptor that extended underneath the Interstate 94 to the intersection of Reiner and CTH T/TT. In 2010, an 8-inch City of Madison interceptor was extended northward from intersection of Reiner and CTH T/TT along Reiner Road. The portion of the expansion area in the Door Creek drainage basin will be served by the Gaston Road extension of the MMSD Far East Interceptor and City of Madison sewers located south of the area in the Sprecher Neighborhood.

Stormwater Management

There are currently no stormwater or drainage impact fee districts within the expansion area however it is anticipated that a regional detention pond and greenway will be located near Commercial Avenue and Felland Road that would then likely result in a stormwater impact fee district in this area. This new impact fee district will support more development and the reconstruction of Felland Road, which is scheduled for 2024.

A portion of the expansion area is located within the Starkweather Watershed. The City is conducting a watershed study for the Starkweather Creek watershed, which is scheduled to complete in 2022. This study will indicate if there is a need for other stormwater improvements for this area. In addition as development starts to occur in this area, all developments will need to meet the City's Stormwater requirements which the City made more stringent in 2020 to reflect more frequent and intense rain events.

Public Stormwater management areas (ponds, infiltration area, greenway or conveyance channels, etc and the public storm sewer network) are all maintained by the City of Madison (when inside the City's municipal boundaries) unless a specific agreement is requested to otherwise have the maintenance go to a private entity, which is very rare. Any Stormwater management or piping on private properties to serve only private uses, are the maintenance of the property owners. The City's Engineering Division oversees maintenance of the public Stormwater and drainage system.

Public Water Service

The City of Madison has a groundwater supply system which includes wells, reservoirs, booster stations, and piping. Public water service to the expansion area will be provided by Madison Water Utility through the extension of water mains within Pressure Zone 3. 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 expansion area.

The expansion area will be set in Pressure Zone 3, which currently has an average day demand of approximately 2.6 million gallons per day (gpd). Current peak hourly demand is 379,167 gallons per hour (gph) with a peaking factor of 3.5.

Based on current water demand projections, annual average daily water demand at full build-out for the estimated 2,003 housing units within the expansion area having an estimated population of 3,835 will be 236,620 gpd. Maximum day demand is projected to be 416,451 gpd; the maximum day ratio used is 1.76. Peak hourly demand is projected to be 35,758 gph with a peaking factor of 3.5. These projections are based on recent system-wide usage analyses over a ten year period, however it should be considered variable as specific units will have unique needs.

Per Madison Water Utility's latest Master Plan documents, the current assumed daily average demand for every employment/institutional uses is 22.5 gpd. Current water demand projections for an estimated 235 employees for employment /institutional uses will be 5,288 gpd.

Madison Water Utility currently has a reservoir within this expansion area. The Water Utility's Master Plan includes a potential well in the expansion area as demand forecasts are realized. Current booster pumps in this area are at Booster Station 115 (4701 Bunker Hill Lane), which has four booster pumps and a firm pumping capacity of 2,100 gallons per minute (gpm).

The current maximum capacity of the Water Utility's total system is 67.5 million gpd, to supply the system-wide average day demand of approximately 31 million gpd. System-wide maximum day demand is currently 55 million gpd. For this CUSA application, the Water Utility evaluated the water system in this area and determined that it is capable of providing 2,500 gallons per minute for 3.0 hours for firefighting purposes.

Police Protection Services

The City of Madison Police Department will provide police protection services to lands within the expansion area that are within the City. Lands located in the Town of Burke will continue to receive services from the Dane County Sheriff's Office or through another arrangement that the Towns may make in the future.

The expansion area is part of the Police Department's East District. The East District operates out of a station located on South Thompson Drive near its intersection with Cottage Grove Road just west of Interstate 39/90/94. The station is about two miles from the expansion area.

Fire Protection and Emergency Medical Services

The City of Madison Fire Department provides fire protection including suppression, inspection, community education, and emergency medical services to the lands within the City of Madison and other surrounding contracted areas. The closest Madison Fire Station to the expansion area is Station # 11 located at Nelson Road and Morgan Way.

Lands located in the Town of Burke will continue to receive fire protection through the Sun Prairie Fire District.

Streets and Sanitation Services

For lands within the City of Madison, the Madison Streets Division will provide collection of solid waste, large items, recyclable materials, yard waste, brush, and leaf collection. The Streets Division will also provide street repair, street cleaning and snow and ice control to the City of Madison portions of the expansion area. Currently, these services are provided to the area from the East Side Streets Division Facility located on Sycamore Avenue.

Lands within the Town of Burke will continue to receive services through service arrangements that the Town establishes.

Public Schools

The expansion area is in the Sun Prairie Area School District and is currently served by Creekside Elementary School, Patrick Marsh Middle School and Sun Prairie High School. Sun Prairie Area School District owns a potential future elementary school site just to the north of the expansion area along Felland Road.

The expansion area currently generates relatively few students however during the development of the *Northeast Neighborhoods Development Plan* school district officials had indicated a need for a future elementary school and potentially a middle school based of the projections of future residential developments.

The plan recommends a potential site for a future school along Lien Road adjacent to the proposed large area wide park. This site is outside the expansion area but adjacent to it. The plan also recommends an elementary school site along the east side of Felland Road across from the Bridal Downs subdivision.

ADDITIONAL INFORMATION

Comprehensive Plan and Purpose of the Proposed Expansion

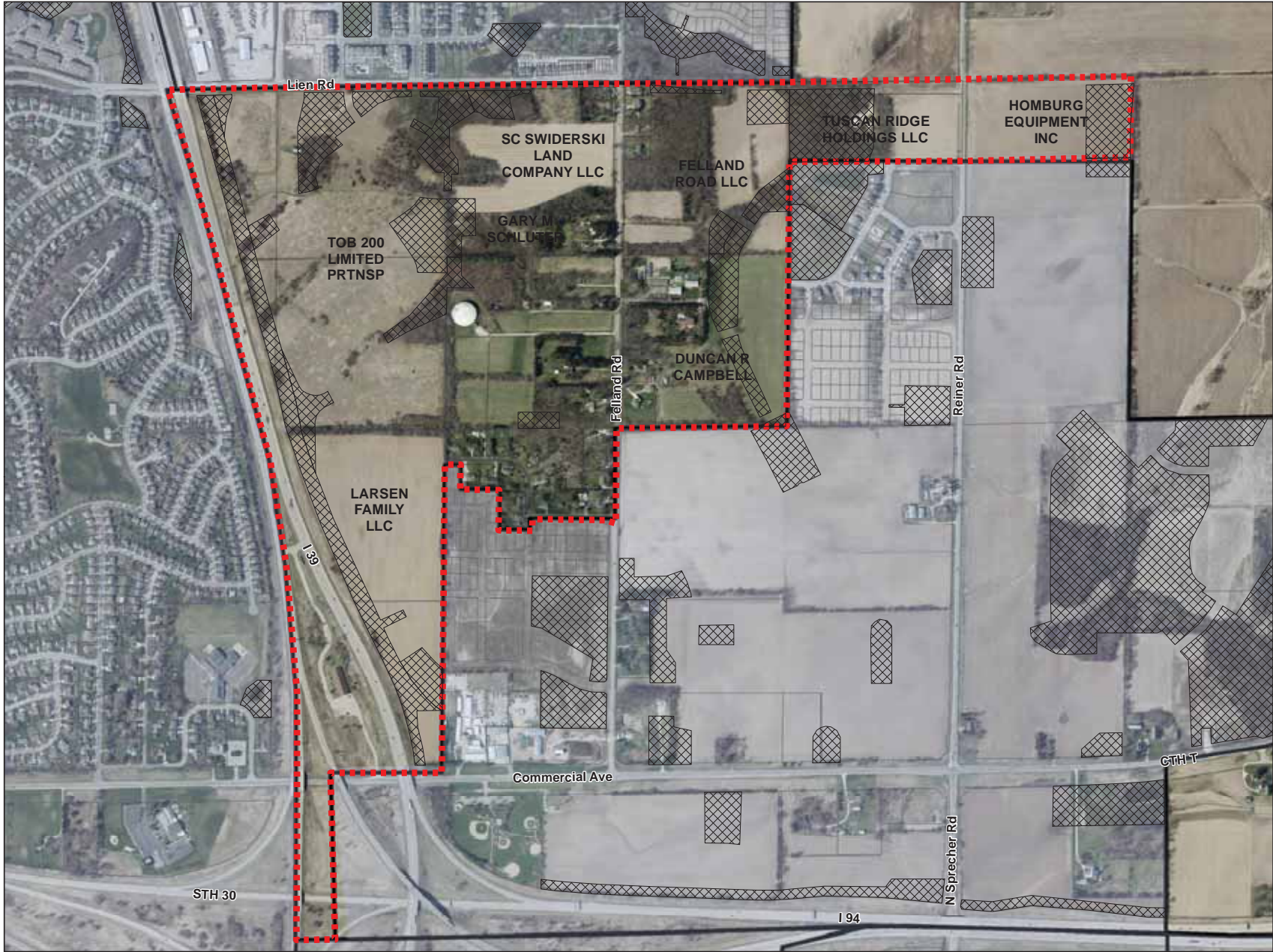
The City of Madison is requesting this expansion to the CUSA in order to be able to extend the full range of urban public services, including sanitary sewer service. Beginning urban development in this portion of the Northeast Neighborhood at this time is consistent with the long-range growth recommendations in the City of Madison *Comprehensive Plan*. The proposed expansion is consistent with the land use recommendations of the *Comprehensive Plan*, which recommends Low Residential, Low-Medium Residential, Medium Residential, Neighborhood Mixed Use, Park and Open Space, Special Institutional and Employment for the CUSA expansion area.

Balanced Development Pattern

In order to accommodate projected population, housing and employment growth, the City of Madison *Comprehensive Plan* recommends an efficient, balanced urban development pattern. The recommended development pattern includes infill and redevelopment projects in the established parts of the city, as well as development of new planned urban neighborhoods which are typically located at the edge of the City. The *Comprehensive Plan* recommends that new neighborhoods incorporate the principles of Traditional Neighborhood Development which is characterized as compact, mixed-use development that makes efficient use of the land and encourages transportation alternatives to the automobile.




Agricultural Loss Mitigation

The expansion area currently contains some active agricultural lands, and urban development will eventually result in the transition of these lands to more intensive uses. Extensive urban development is taking place adjacent to the expansion area. Development in this area will provide an attractive alternative to the lower-density exurban and rural development that would result in significantly greater loss of farmland.

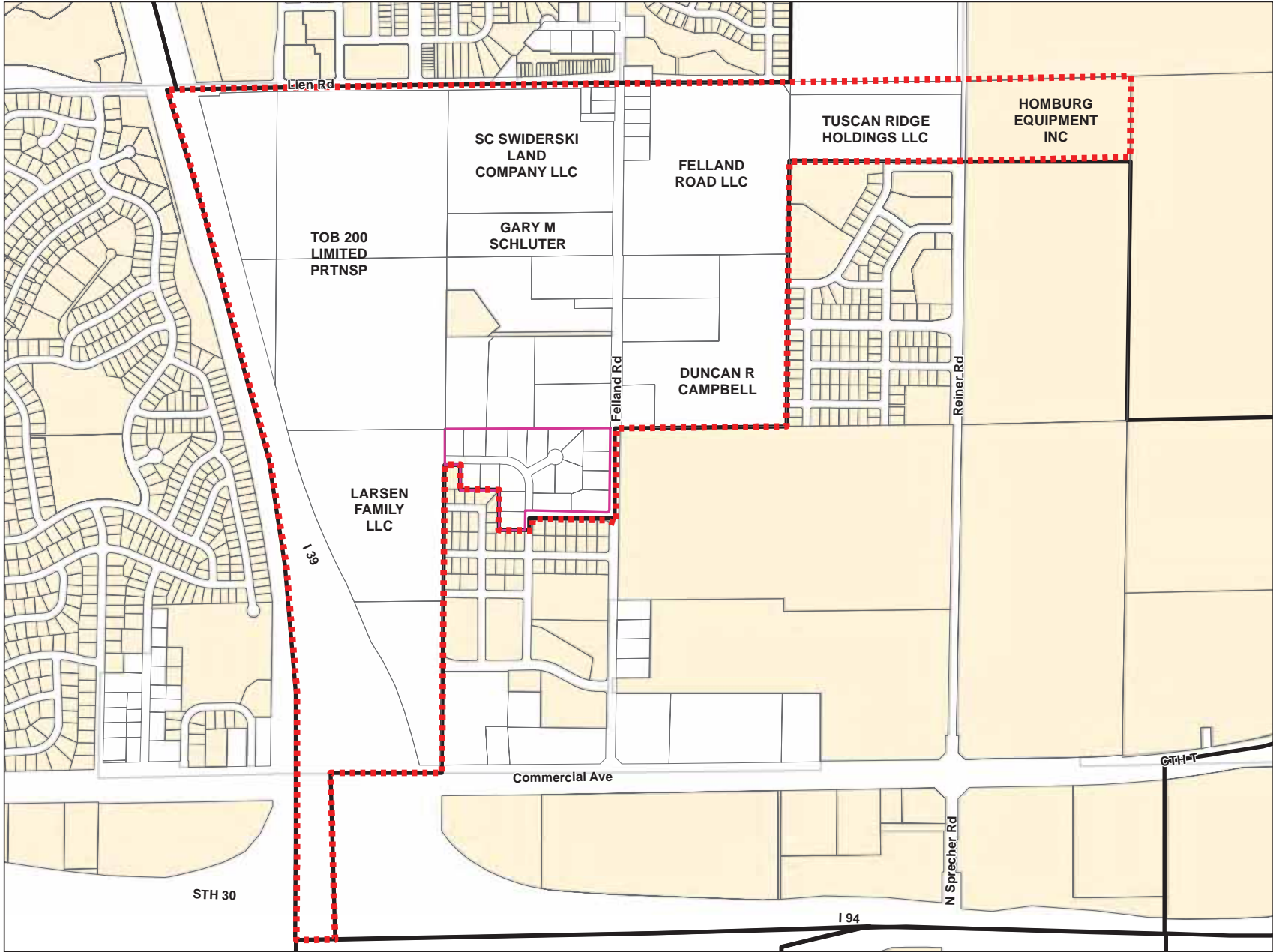


Map 1: Expansion Area

City of Madison CUSA Expansion
December, 2021






-  Existing CUSA Boundary
-  Proposed CUSA Boundary
-  Existing/Proposed Environmental Corridor



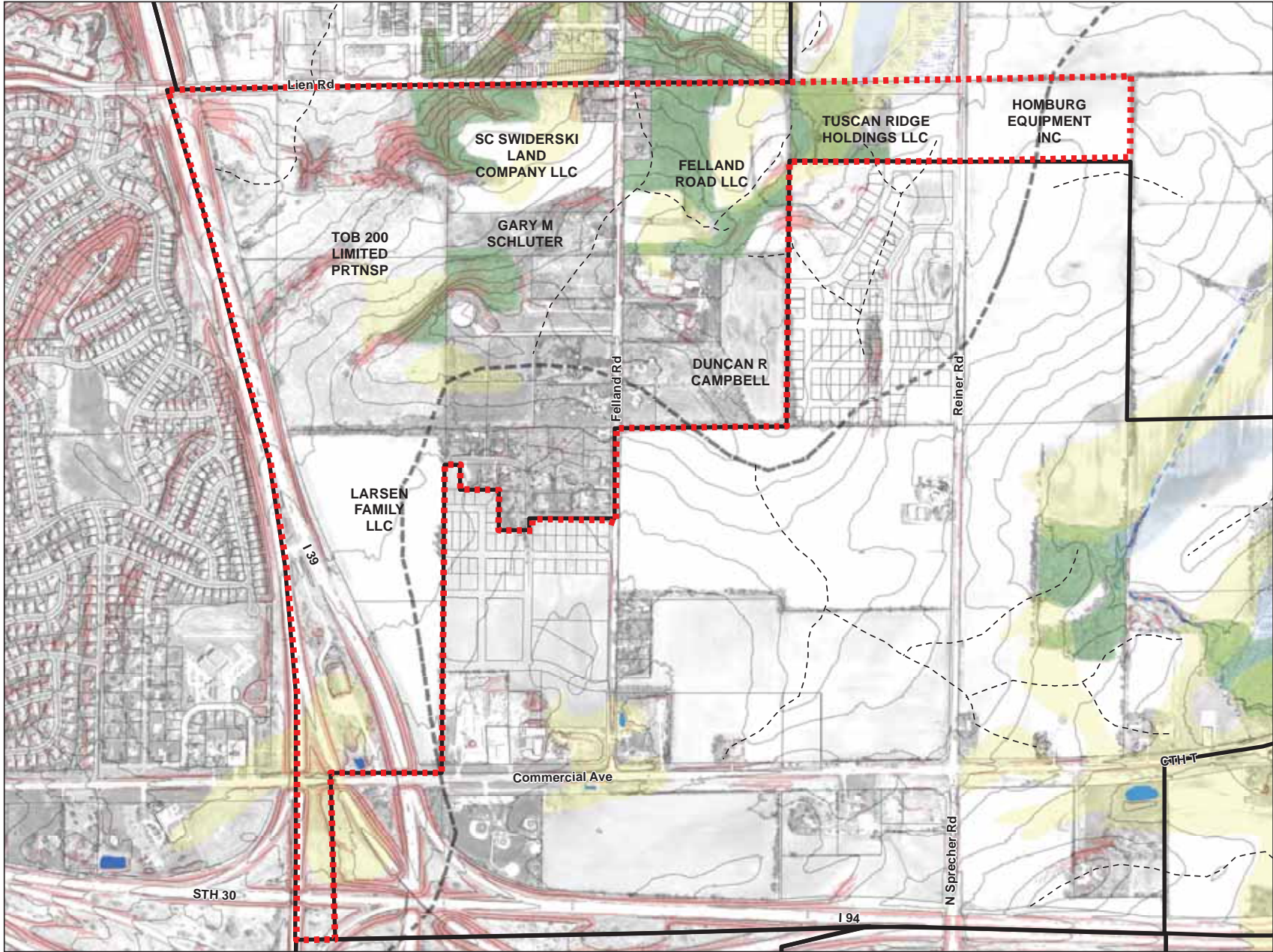


Map 2: Municipal Jurisdiction and Property Ownership

City of Madison CUSA Expansion
December, 2021












-  Existing CUSA Boundary
-  Proposed CUSA Boundary
-  City of Madison
-  Town of Burke
-  Protected Areas





Map 3: Natural Features

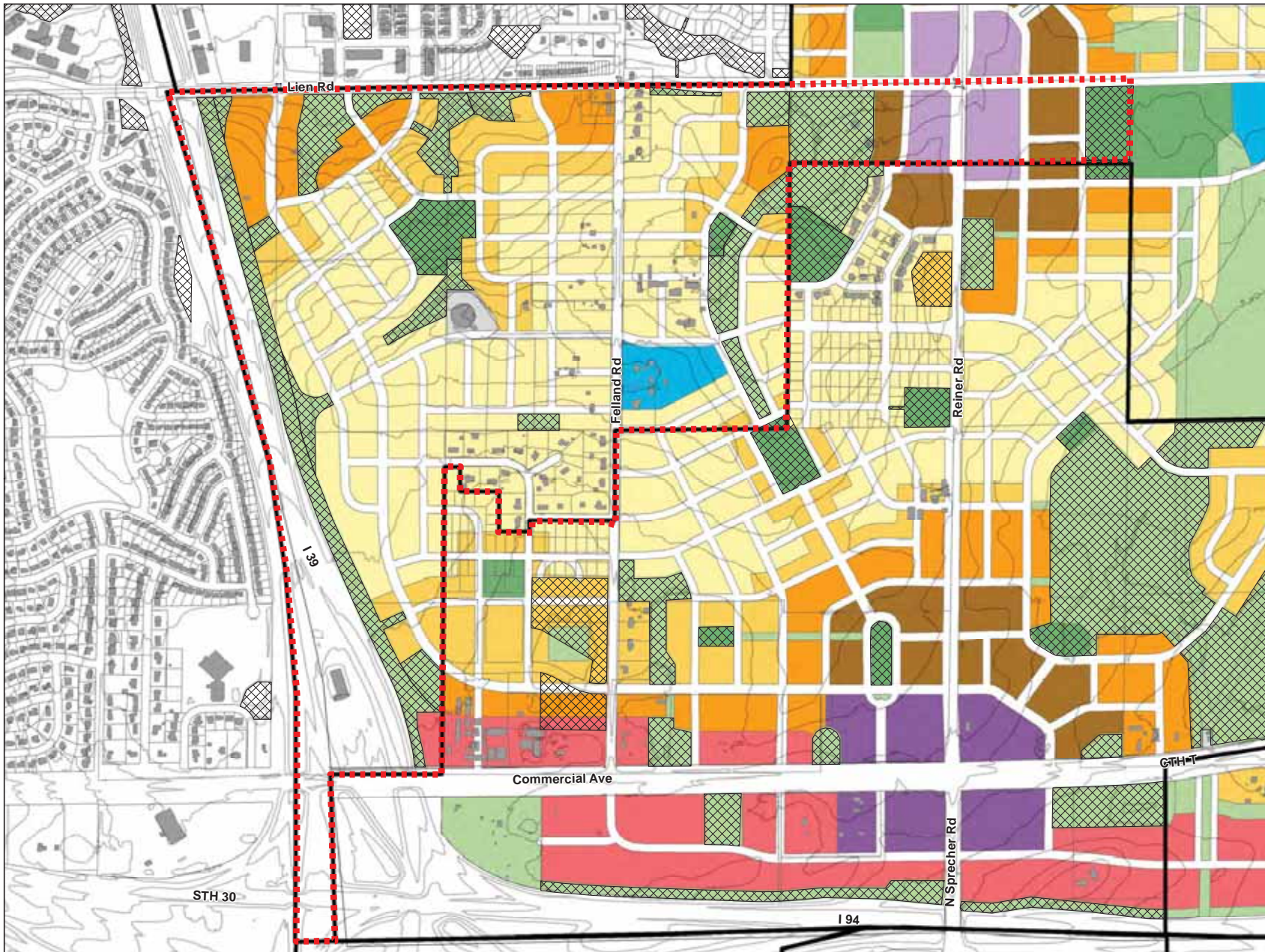
City of Madison CUSA Expansion
December, 2021














-  Existing CUSA Boundary
-  Proposed CUSA Boundary
-  Major Ridgeline
-  Minor Ridgeline
-  Hydric Soils
-  Soils with Hydric Inclusions
-  Intermittent Stream
-  Wetlands
-  10 ft Contour Interval
-  Slopes 12% or greater
-  Woodlands

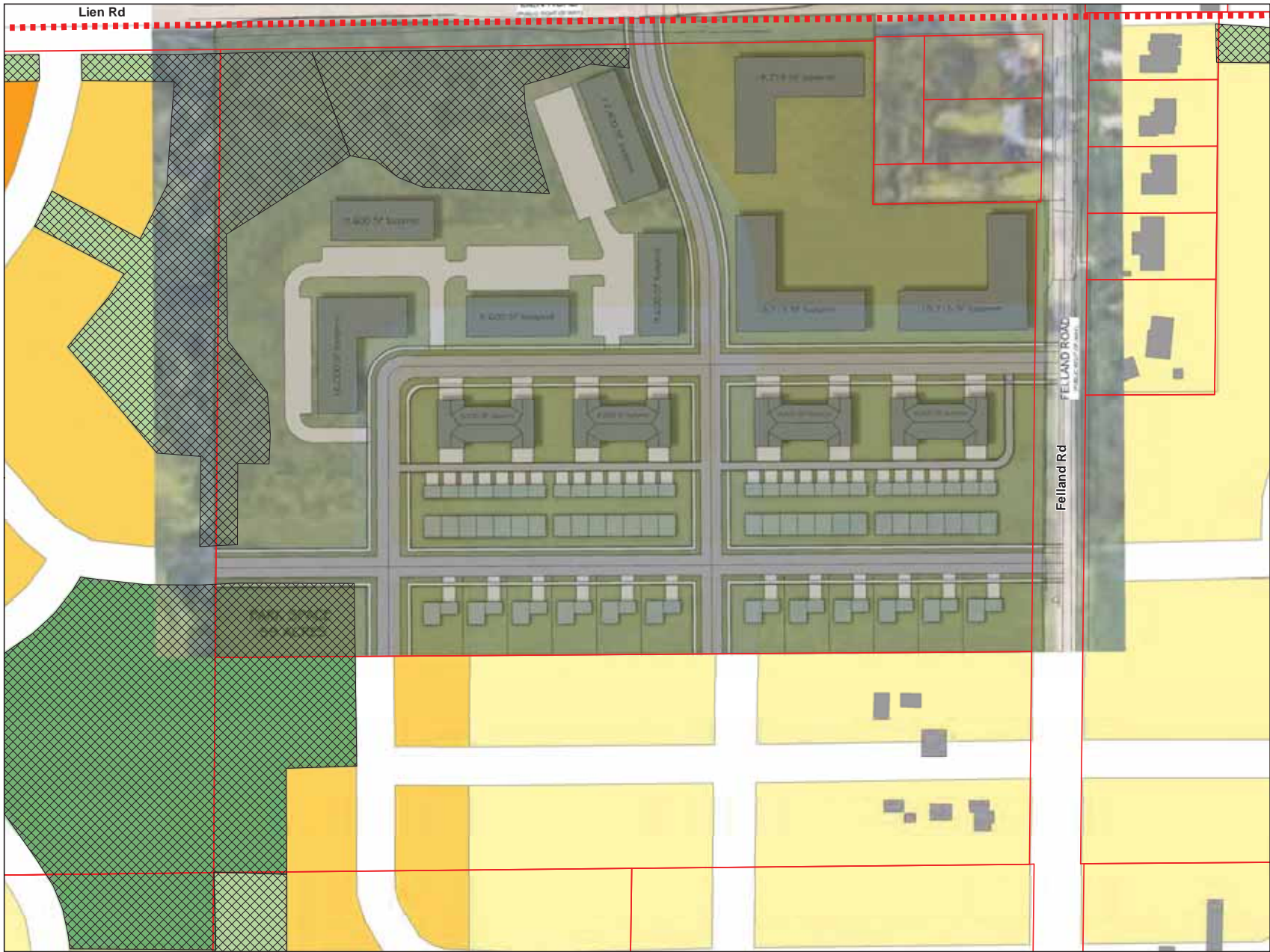


Map 4: Land Use and Street Plan

City of Madison CUSA Expansion
December, 2021
















-  Existing CUSA Boundary
-  Proposed CUSA Boundary
-  Existing/Proposed Environmental Corridor
-  Housing Mix 1 (0-8 du/ac)
-  Housing Mix 2 (8-20 du/ac)
-  Housing Mix 3 (20-40 du/ac)
-  Housing Mix 4 (40-70 du/ac)
-  Neighborhood Mixed Use
-  Employment
-  Institutional
-  Utilities
-  Park
-  Stormwater and Other Open Space



Map 5: Concept Plans









City of Madison CUSA Expansion
December, 2021

-  Existing CUSA Boundary
-  Proposed CUSA Boundary
-  Existing/Proposed Environmental Corridor
-  Housing Mix 1 (0-8 du/ac)
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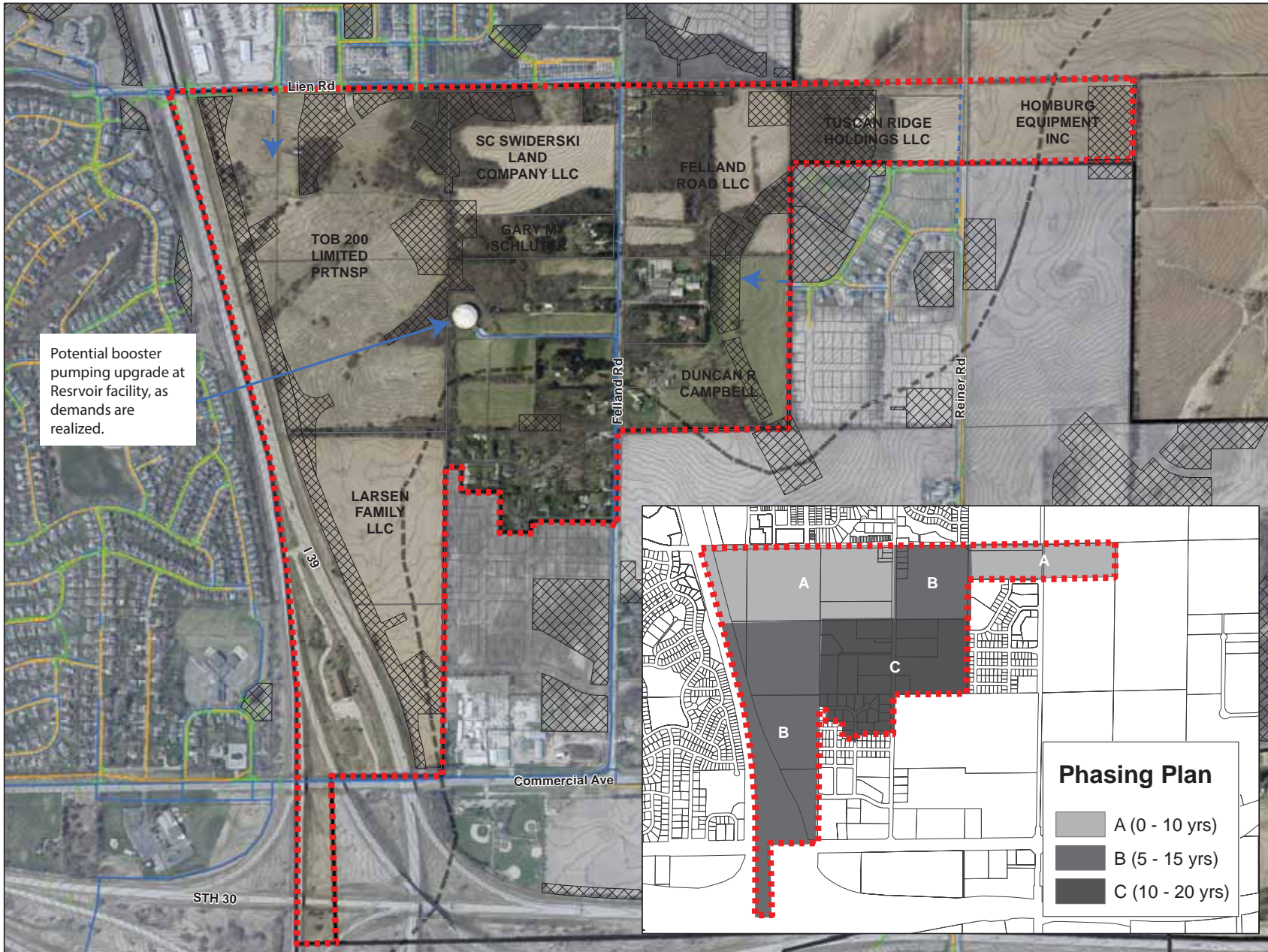


Map 6: Utilities




City of Madison CUSA Expansion
December, 2021

-  Existing CUSA Boundary
-  Proposed CUSA Boundary
-  Existing/Proposed Environmental Corridor
-  2 Foot Elevation Contours
-  Water Main
-  Sanitary Main
-  Stormwater Pipes
-  Future Water Main Extensions

Potential booster pumping upgrade at Reservoir facility, as demands are realized.



Phasing Plan

-  A (0 - 10 yrs)
-  B (5 - 15 yrs)
-  C (10 - 20 yrs)



From: [AMY ROSEBROUGH](#)
To: [Martin, Urvashi](#)
Subject: RE: Cultural Resources Inquiry
Date: Monday, August 16, 2021 1:01:04 PM
Attachments: [image001.jpg](#)

Caution: This email was sent from an external source. Avoid unknown links and attachments.

Urvashi,

We have no archaeological resources within the proposed urban service area. Given the terrain, distance from permanent water sources, and we do not recommend archaeological survey.

Amy L. Rosebrough

Staff Archaeologist

State Historic Preservation Office

Wisconsin Historical Society

816 State Street

Madison, WI 53706

608-264-6494

Amy.rosebrough@wisconsinhistory.org

Wisconsin Historical Society

Collecting, Preserving, and Sharing Stories since 1846

From: Martin, Urvashi

Sent: Thursday, August 12, 2021 3:59 PM

To: AMY ROSEBROUGH

Subject: Cultural Resources Inquiry

Hi Amy,

The City of Madison is putting together a Central Urban Service Area amendment request to CARPC. Can you review your records to see if there are any archaeological resources in/around the expanded area shown in a red outline on the attached map?

Let me know if you have any questions.

Thanks.

Urvashi



Urvashi Martin, AICP (pronouns: she/her/hers)

Planner

Comprehensive Planning & Regional Cooperation Section

Planning Division

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