

PREPARED FOR THE PLAN COMMISSION



Project Address: 4908 Felland Road, Town of Burke
Application Type: Certified Survey Map (CSM) in the Extraterritorial Jurisdiction
Legistar File ID # [93510](#)
Prepared By: Timothy M. Parks, Planning Division
Report includes comments from other City agencies, as noted

Summary

Applicant & Property Owner: Duncan and Lori Campbell; 4930 Felland Road; Madison.

Surveyor: Bryan Stueck, Birrenkott Surveying, Inc.; PO Box 237; 1677 N Bristol Street; Sun Prairie.

Requested Action: Approval of a Certified Survey Map (CSM) to create two lots at 4908 Felland Road in the Town of Burke and the City of Madison's Extraterritorial Jurisdiction.

Proposal Summary: The applicant and property owner are requesting to divide a 2.0-acre lot containing a single-family residence and accessory buildings from the existing 25.4-acre parcel at 4908 Felland Road. Per the letter of intent, the remaining 23.4 acres will continue to be used for agricultural purposes.

Applicable Regulations & Standards: The subdivision process is outlined in Section 16.23(4) of the Subdivision Regulations. In particular, the Plan Commission shall determine that the proposed subdivision complies with each of the following criteria for approval in the extraterritorial plat approval jurisdiction:

1. The proposed subdivision or land division shall be compatible with adjacent development patterns and shall maintain the general land development pattern of the area in question. Measures of compatibility shall consider lot sizes, traffic generation, access, noise and visual features.
2. The proposed subdivision or land division and the resulting development shall not demonstrably adversely affect the City's ability to provide public services, install public improvements or accomplish future annexations. The Plan Commission may consider annexation agreements with the property owner in order to comply with this requirement. The Plan Commission may also consider whether the City and Town(s) have reached an agreement on necessary public improvements and public services facilities required to serve the development.

Review Required By: Plan Commission

Review Schedule: The State's subdivision statute, Wis. Stats. Ch. 236, requires that action be taken on a Certified Survey Map within 90 days of submittal unless an extension is agreed to by the subdivider. If no action is taken within 90 days and no extension granted, the CSM is deemed approved. A completed application was accepted for review by the City on June 1, 2026. Therefore, the 90-day review period for this CSM will end on August 29, 2026.

Summary Recommendation: The Planning Division recommends that the Plan Commission find the approval criteria met and **approve** this Certified Survey Map subject to input at the public hearing and the comments and conditions from reviewing agencies beginning on **page 5** of this report.

Background Information

Parcel Location: Approximately 25.4 acres located on the east side of Felland Road roughly midway between Lien Road and Bridle Way in the Town of Burke.

Existing Conditions and Land Use: The subject site is developed with a single-family residence, detached garage, and shed.

Surrounding Land Use and Zoning:

North: Single-family residences, Camp K9 Pet Resort, and undeveloped land in the Town of Burke, zoned [Dane County] AT-5 and AT-35 (Agricultural Transition Districts) and RR-4 (Rural Residential District);

South: Single-family residence in the Town, zoned SFR-1 (Single-Family Residential District); future *Reiland Grove* residential subdivision in the City of Madison, zoned TR-P (Traditional Residential–Planned District);

West: Across Felland Road, single-family residences on large lots and in the *Bridle Downs* subdivision in the Town, zoned RR-4 and SFR-1; City of Madison Water Utility Reservoir 229, zoned [City] A (Agricultural District); and

East: Existing and future single-family residences in the *Woods Farm* subdivision in the City, zoned TR-C3 (Traditional Residential–Consistent 3 District).

Environmental Corridor Status: The subject site is located in the Central Urban Service Area (CUSA). A drainage corridor that extends south to north across the eastern portion of the property is located in a mapped environmental corridor consistent with a stormwater management and open space corridor identified in the City's [Northeast Neighborhoods Development Plan](#) ([link](#)).

Public Utilities and Services:

Water: City of Madison water is located in Felland Road adjacent to the site.

Sewer: The property is not currently served by public sanitary sewer.

Fire protection: City of Madison Fire Department.

Emergency medical services: City of Madison Fire Department.

Police services: Dane County Sheriff's Department (N2 Precinct).

School District: Sun Prairie Area School District.

Previous Approval & Request

On June 9, 2014, the Plan Commission approved a four-lot Certified Survey Map (CSM) of the Duncan and Lori Campbell property located at 4838-4934 Felland Road, Town of Burke, in the City of Madison's Extraterritorial Jurisdiction. CSM 13755 was recorded at the Dane County Register of Deeds on July 10, 2014. The subject site is Lot 3 of that CSM, which reconfigured five parcels into four lots. For more information on the City's review of the earlier land division, please see File ID [34346](#).

An earlier CSM filed on November 6, 2013 that proposed to create four lots from three existing parcels was placed on file by the Plan Commission on December 16, 2013 at the request of the applicant. For more information on the earlier land division proposal, please see File ID [32127](#).

Project Description

The applicants and property owners, Duncan and Lori Campbell, are requesting approval of a two-lot Certified Survey Map (CSM) to create a 2.0-acre lot for an existing single-family residence from the existing 25.4-acre parcel located at 4908 Felland Road in the Town of Burke. In addition, the subject site is developed with a detached garage and shed located north of the existing residence. The remainder of the subject site is used for agricultural purposes.

The residence and accessory buildings will occupy Lot 1 of the CSM, which will measure approximately 210 feet wide along the Felland Road and 414.5 feet deep. The remaining 23.4 acres comprise Lot 2 of the CSM, which will surround Lot 1 on the north and east and contain the remaining 123.4 feet of frontage along Felland Road.

Approval of CSM by the Town of Burke and Dane County: MGO Section 16.23(3) requires that subdivisions and land divisions in the City's Extraterritorial Plat Approval Jurisdiction receive approval from the town of record and county prior to consideration of the request by the Plan Commission.

Dane County granted conditional approval of the Certified Survey Map as outlined in a letter dated April 22, 2026 from Dan Everson, Land Division Review, Dane County Department of Planning and Development. To facilitate the proposed land division, the portion of the subject site comprising proposed Lot 1 was rezoned from RM-16 (Rural Mixed-Use District) to RR-2 (Rural Residential District) by the Dane County Board on March 5, 2026. Proposed Lot 2 remains zoned RM-16.

The Town of Burke Board recommended approval of the zoning change and proposed land division on January 21, 2026.

Analysis

City of Madison Land Use Plans: The 2009 [Northeast Neighborhoods Development Plan](#) ([link](#)) recommends that the eastern portion of the subject site primarily be developed with low-density residential uses in Residential Housing Mix 1 (HM1), which primarily recommends development of single-family housing up to 8 units an acre, while the western portion of property closest to Felland Road is recommended for Civic/Institutional use as part of a larger future site for an elementary school to be developed by the Sun Prairie Area School District, in whose boundaries the site and surrounding properties are located. The neighborhood development plan notes that the locations for future school in the planning area are conceptual and their locations are subject to change over time if the City and school district deem it desirable to do so, and that the City will continue to work cooperatively with the school district to secure well-located school sites in the planning area as it develops. Additionally, a significant greenway corridor for stormwater drainage flanked by future north-south streets is shown extending across the eastern half of the site. The Land Use and Street Plan in the adopted plan also depicts a series of local and collector streets that would be dedicated and constructed in the future to serve development of the subject site and larger neighborhood planning area.

The HM1 area in the neighborhood development plan corresponds to Low Residential (LR) on the Comprehensive Plan generalized future land use maps, while the future school site is recommended for Special Institutional (SI). The future greenway corridor is identified as Park and Open Space (P).

Town of Burke Cooperative Plan: The proposed division of the subject site in the Town of Burke requires Plan Commission approval as a land division in the City's extraterritorial jurisdiction. In addition, the land division is considered "development" as defined in the 2007 *Town of Burke, Village of Deforest, City of Sun Prairie and City of Madison Cooperative Plan* ([link](#)). Under the cooperative plan, the terms "develop" or "development" refer to the division of land, or construction of more than one principal structure on a parcel of land, or rezoning a parcel from a residential or agricultural classification to a non-residential classification.

Under the cooperative plan, any development in the Town shall, in addition to Town requirements, be subject to approval by DeForest, Madison or Sun Prairie depending upon which municipality the subject territory will eventually be attached to, in accordance with the respective village or city development requirements. In the case of Madison, the applicable development requirements include, but are not limited to, all adopted neighborhood development plans, land use or comprehensive plans, the Subdivision Regulations in MGO Section 16.23, the Impact Fee Ordinance (MGO Chapter 20), the Zoning Code, and MGO Chapter 37, which regulates stormwater management and erosion control.

The subject site is not located within a Protected Area as defined by the cooperative plan. Accordingly, the full range of urban services, including connection in this case City public water and sewer service, and attachment to the City may or may not be required, in the sole discretion of the City as a condition of development. The Town shall not grant any development approvals inconsistent with the development provisions of the plan.

In the case of the proposed land division to separate the residence from the tillable land, the Planning Division feels that the proposed land division does not warrant attachment of the property to the City at this time or connection to City water, which is located in Felland Road opposite the site. If not attached sooner by petition (either because of a request to connect to water or sewer, or for development), the subject site will attach to the City with the final attachment of the Town of Burke, which will occur on October 27, 2036 pursuant to the terms of the cooperative plan.

Land Division Criteria: Any subdivision or land division in the extraterritorial jurisdiction shall be compatible with adjacent development patterns and shall maintain the general land development pattern of the area in question. Measures of compatibility shall consider lot sizes, traffic generation, access, noise and visual features. Also, the proposed subdivision or land division and the resulting development shall not demonstrably adversely affect the City's ability to provide public services, install public improvements or accomplish future annexations.

In reviewing the proposed land division, the Planning Division believes that the Plan Commission may find the criteria enumerated on page 1 of this report are met to approve the CSM. Lot 1 is generally compatible with the general land development pattern of the area, which includes a variety of differently sized single-family parcels along Felland Road. However, in order to find that the layout of the land division will not adversely impact the City's ability to extend urban services, the Planning Division recommends that proposed Lot 2 instead be designated as an outlot for future development as a condition of approval of this CSM. According to MGO Section 16.23, an 'outlot' may not be used as a building site for private residential, manufacturing and commercial uses, whereas as a 'lot' has the connotation of being buildable. The distinction between lot and outlot in City code is consistent with how those items are governed under State statute. The designation of Lot 2 instead as an outlot

recognizes a compromise between the owner's desire to separate their residence and accessory buildings from their tillable land with the City's desire to preserve the future developability of the 23.4 acres given the existing and future development located to the east and south of the site. The County's RM-16 zoning district allows a variety of land uses, including single-family residences. The designation of the site as an outlot should serve as a sufficient backstop to limit improvement of the site in the Town prior to its attachment to the City.

In addition to the designation of Lot 2 as an outlot, Planning staff recommends that a corridor for the extension of Twisted Pine Drive be reserved across the outlot to allow that planned street to be extended in the future between its current terminus in the Woods Farm subdivision and Felland Road. The reservation would be 80 feet wide to match the platted right of way width to the east. A note would be added to the final CSM that construction of any principal or accessory buildings within the reserved area is prohibited to ensure the ability for that connection to be made in the future. While the extension of Twisted Pine Drive to Felland Road will likely not occur until the outlot is attached and developed in the future, staff feels that it is important to signal the importance of that connection with the current CSM through the creation of the recommended reservation.

Conclusion

The applicant and property owner are requesting approval to separate an existing single-family residence and accessory buildings on their 25.4-acre parcel at 4908 Felland Road onto a 2.0-acre lot in residential zoning while preserving the remaining land for agricultural use. The land division represents "development" as defined in the *Town of Burke, Village of Deforest, City of Sun Prairie and City of Madison Cooperative Plan*, which requires approval by the City. The CSM also requires approval as a land division in the City's extraterritorial plat approval jurisdiction.

The Planning Division believes that the land division can meet the criteria for approval subject to the conditions in the following section. Of note, staff recommends that Lot 2 of the proposed CSM be designated as an outlot for future development in the City, and that an 80-foot corridor for the future extension of Twisted Pine Drive be reserved on the final CSM. However, although the cooperative plan gives the City the ability to require attachment of the subject site as a condition of development approval, Planning staff does not feel that attachment of the property is warranted with the proposed land division.

Recommendation

The Planning Division recommends that the Plan Commission find the approval criteria met and **approve** the Certified Survey Map of 4908 Felland Road, Town of Burke, in the City's extraterritorial plat approval jurisdiction, subject to input at the public hearing and the following conditions:

Recommended Conditions of Approval Major/Non-Standard Conditions are Shaded

Planning Division

1. Lot 2 of the CSM shall be designated as Outlot 1 and be reserved for future development. The CSM shall include a note that future development of the outlot shall occur in the City of Madison following attachment.
2. The Certified Survey Map shall be revised prior to final City approval to reserve an 80-foot wide corridor for future right of way for the extension of Twisted Pine Drive from its current terminus in the Woods Farm

subdivision to Felland Road across Outlot 1. Construction of any principal or accessory buildings within this reserved area is prohibited.

City Engineering Division (Contact Brenda Stanley, (608) 261-9127)

This agency has reviewed this request and recommended no conditions of approval.

City Engineering Division – Mapping Section (Contact Josh Sherrod, (608) 266-4831)

3. Include the 15-foot permanent limited easement (PLE) for grading and sloping per CSM 13755, Document No. 5082797.
4. Add the following note: "This Certified Survey Map subject to restrictions and conditions contained in the following documents: Private sewage agreement Document No. 2093187 and Well and Water Agreement and Easement Document No. 2569230".
5. Include the following note from CSM 13755: "The property will be subject to the Felland Road Neighborhood Sanitary Sewer improvement impact fee district as well as Madison Metropolitan Sewerage District (MMSD) fees when the property connects to City sewer upon attachment."
6. The CSM shall include all existing building locations, demolitions, driveways and sidewalks (public and/or private).
7. Wisconsin Administrative Code A-E 7.08 identifies when Public Land System (PLS) tie sheets must be filed with the Dane County Surveyor's office. The developer's surveyor and/or applicant must submit copies of required tie sheets or monument condition reports for all monuments, including center of sections of record used in this survey, to Jeff Quamme (jrquamme@cityofmadison.com) or Julius Smith (JSmith4@cityofmadison.com).
8. In accordance with Section s. 236.18(8), Wisconsin Statutes, the applicant shall reference City of Madison WCCS Dane Zone, 1997 Coordinates on all PLS corners on the Certified Survey Map in areas where this control exists. The surveyor shall identify any deviation from City Master Control with recorded and measured designations. Visit the Dane County Surveyor's Office web address for current tie sheets and control data that has been provided by the City of Madison.
9. Prior to City Engineering final sign-off by main office for Certified Survey Maps (CSM), the final CSM must be submitted to Engineering Division Surveyor/ Land Records Coordinator for final technical review and approval. This submittal must occur a minimum of two working days prior to final Engineering Division sign-off. E-mail submittal of the **final** CSM in PDF form is preferred. Please transmit to Engineering Land Records Coordinator Julius Smith (jsmith4@cityofmadison.com).
10. Underline the Woods Farm plat text.
11. Show the recorded-as bearing from Woods Farm plat on the easterly line of CSM as 00°44'18".
12. Show the recorded-as bearing from CSM 795 on the northerly line of CSM as 89°10'12"
13. Show the recorded-as bearing from CSM 13755 on the westerly line of CSM as 00°36'58".

14. Cite the coordinate system, datum and adjustment on the CSM.

15. The applicant shall submit to Julius Smith, prior to final Engineering sign-off of the subject CSM, one (1) digital CADD drawing in a format compatible with AutoCAD. The digital CADD file(s) shall be referenced to the Dane County Coordinate System and shall contain, at minimum, the list of items stated below, each on a separate layer/level name. The line work shall be void of gaps and overlaps and match the final recorded CSM: right of way lines (public and private); lot lines; lot numbers; lot/plat dimensions; street names, and; easement lines (including wetland and floodplain boundaries).

*This transmittal is a separate requirement than the required submittals to Engineering Streets Section for design purposes. The Developer/Surveyor shall submit new updated final plat, electronic data and a written notification to Engineering Mapping for any changes to the plat which occur subsequent to any submittal.

Traffic Engineering Division (Contact Sean Malloy, (608) 266-5987)

This agency has reviewed this request and recommended no conditions of approval.

Parking Division (Contact Sean Malloy, (608) 266-5987)

This agency reviewed this project and determined a Transportation Demand Management (TDM) Plan is not required as part of certified survey map review. A TDM Plan could be required as part of future site development, per MGO Section 16.03.

Fire Department (Contact Matt Hamilton, (608) 266-4457)

This agency has reviewed this request and recommended no conditions of approval.

Metro Transit (Contact Tim Sobota, (608) 261-4289)

This agency has reviewed this request and recommended no conditions of approval.

Parks Division (Contact Brian Kowalski, (608) 243-2848)

This agency has reviewed this request and recommended no conditions of approval.

Forestry Section (Contact Jeffrey Heinecke, (608) 266-4890)

This agency has reviewed this request and recommended no conditions of approval.

Water Utility (Contact Jeff Belshaw, (608) 261-9835)

16. Note that future attachment to the City may require connection to the City's water system.

Office of Real Estate Services (Contact Trent D. Milliken, (608) 266-5940)

17. Prior to approval sign-off by the Office of Real Estate Services ("ORES"), the Owner's Certificate(s) on the CSM shall be executed by all parties of interest having the legal authority to do so, pursuant to Wis. Stats. 236.21(2)(a). Said parties shall provide documentation of legal signing authority to the notary or authentication attorney at the time of execution. The title of each certificate shall be consistent with the

ownership interest(s) reported in the most recent title report. If any of the land within the CSM boundary is under contract for sale or purchase, and said transfer will be conducted at the time of CSM recording, an escrow agreement may be necessary. Please discuss closing plans with ORES in advance of CSM sign-off. When possible, the executed original hard stock recordable CSM shall be presented at the time of ORES approval sign-off. If not, the City and the Register of Deeds are now accepting electronic signatures. A PDF of the CSM containing electronic signatures shall be provided to ORES to obtain final approval sign-off.

18. Prior to CSM approval sign-off, an executed and notarized or authenticated certificate of consent for all mortgagees/vendors shall be included following the Owner's Certificate(s).
19. All ownership consents and certifications for the subject lands shall conform to Wis. Stats. 236.21(2) and 236.29 by including the language "...surveyed, divided, mapped and dedicated..."
20. If any portion of the lands within the CSM boundary are subject to an Option to Purchase or other Option interest please include a Certificate of Consent for the option holder and have it executed prior to CSM sign-off, if said ownership interest meets the criteria set forth by Wis. Stat. Sec. 236.34 and Sec. 236.21(2)(a).
21. A Consent of Lessee certificate shall be included on the CSM for all tenant interests in excess of one year, recorded or unrecorded, and executed prior to CSM sign-off.
22. As of July 1, 2026, the 2025 real estate taxes are paid for the subject property.
23. As of July 1, 2026, there are no outstanding special assessments reported. All known special assessments are due and payable prior to CSM approval sign-off. If special assessments are levied against the property during the review period and prior to CSM approval sign-off, they shall be paid in full pursuant to MGO Section 16.23(4)(f)(3).
24. Pursuant to Madison City Ordinance Section 16.23(4)(c)(1), the owner shall furnish an updated title report to ORES via email to Trent Milliken (tmilliken@cityofmadison.com), the survey firm preparing the proposed CSM, and the reviewing Planner named in this letter. The report shall search the period after the date of the initial title report (May 14, 2026) submitted with the CSM application and include all associated documents that have been recorded since the initial title report. A title commitment may be provided but will be considered only as supplementary information to the title report update. The surveyor shall update the CSM with the most recent information reported in the title update. ORES reserves the right to impose additional conditions of approval in the event the title update contains changes that warrant revisions to the CSM.
25. The owner shall email the document number of the recorded CSM to ORES via email to Trent Milliken (tmilliken@cityofmadison.com) when the recording information is available.
26. Depict, name, and identify by document number all existing easements cited in record title and the updated title report.