

# Nelson Neighborhood Development Plan

Draft: August 19, 2019



City of Madison, Wisconsin

Department of Planning and Community and Economic Development

Planning Division



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# Introduction

The original Nelson Neighborhood Development Plan (NDP) was adopted in 1992 following a recommendation in the City’s 1990 Peripheral Area Development Plan that NDPs be prepared for “Urban Expansion” districts. The original NDP was subsequently amended six times: in August 1993, March 1999, July 2001, March 2005, January 2009, and July 2017. The amendments were exclusively related to adjustments to the Future Land Use Map.

This comprehensive update to the NDP has been developed to replace the original NDP and its amendments for development within the planning area boundary. As such, it addresses future land uses, the street network, bicycle and pedestrian connectivity, utilities, stormwater management, and other issues. The character of the Nelson Neighborhood has changed significantly since 1992, with new residential, office, industrial, and commercial development over the past 26 years. Demographic and economic shifts over that same time have resulted in changes to the housing market, with people seeking out more walkable, amenity-rich neighborhoods with a diversity of housing types. This updated Nelson NDP was created to provide a holistic vision for the future of the area, given the changes that have occurred since 1992 and given the overall vision for development of the City expressed in the 2018 *Comprehensive Plan*.

This Plan was prepared through a process that included the participation of neighborhood residents, property owners, City officials, and other affected groups and individuals. This Plan reflects an effort to consider the private objectives of property owners while also providing a comprehensive vision for neighborhood development that will benefit neighborhood residents, businesses, and the City over the long term.

This *Nelson Neighborhood Development Plan* designates the types, locations, and amounts of land recommended for the different types of land uses (such as residential, employment, and parks and open space) and provides for the compact, logical, efficient expansion of the City. It provides a general description of the expected character of the neighborhood once it is developed and recommends implementation measures to help achieve that character. The plan establishes the parameters of acceptable development, and will be implemented through the actions of City staff, the Plan Commission, other Boards/Commissions/Committees, and the City Council, using the City’s subdivision and zoning codes as development proposals are submitted for consideration.

## Background Information and Planning Context

### Nelson Neighborhood Planning Area

The Nelson Neighborhood planning area is bounded by Interstate 39/90/94 to the west, US Highway 151 and the City of Sun Prairie to the north, Reiner Road to the east, and the Wisconsin & Southern railroad to the south. See **Map 1: Planning Area**.

### Municipal Jurisdiction and Property Ownership

The planning area covers about 880 acres, of which approximately 200 acres is in the Town of Burke. Property holdings of 10 acres or more in the neighborhood are listed in **Table 1** and shown on **Map 2: Municipal Jurisdiction and Property Ownership**.

**Table 1: Property Ownership**

Owner	Acres
Waste Management Of WI Inc - Madison Prairie Landfill	175
IA Properties (various LLCs)	90
Fess LLC (Quarry)	45
Burke Partners Plant 6 LLC	39
Floy A Sauey Revocable Trust	39
Harry M Field	38
Thompson Engineering LLC	33
Howard M Field	23
Korey Stark	20
TMJ V LLP (Zimbrick)	15
B & G Realty LLC	14
Nelson Road LLC	13
City Of Madison Parks	11
Wisconsin Building And Development LLC (Metro Ford & Kia)	10
Novi East LLC	10
Cars MTI-1 LP (East Madison Toyota)	10

Source: Dane County

## Natural Features

A major ridgeline runs through the middle of the Nelson NDP area, with low points at the I-39/90/94 interchange with USH 151 and along the railroad tracks that form the southern boundary of the planning area. The topography creates challenges for development, connectivity, and stormwater management. The steepest grades, which are to the east of the quarry, to the east of the Patriot Hill Condominiums, and to the west of Felland Road between Burke Road and Nelson Road, are tree-covered. The other major forested area is a lowland to the northeast of the Burke Road/Felland Road intersection. See **Map 3: Natural Features** and **Map 4: Elevation Model**.

## Stormwater Drainage

The Nelson NDP area is located in the Yahara River watershed and drains to Lake Monona. Though a ridgeline runs through the middle of the planning area, both halves drain to Starkweather Creek before flowing in to Lake Monona and the Yahara River. Most of the area is currently well-drained, though the lowlands along Felland Road can experience flooding during and after major rain events.

## Existing Land Use

Other than a handful of single-family homes, an existing asphalt plant, and a concrete batch plant that was approved by the Town of Burke and Dane County in 2018, the Town lands are undeveloped farmland and woodland. Development in the City is characterized largely by auto dealerships and hotels along High Crossing Boulevard, office buildings along Crossroads Drive, and multifamily condominium and apartment development along Congress Avenue and to the east of City View Drive. Fire Station #11 is located north of Nelson Road, along with condominiums, a multitenant employment/light industrial building, a Waste Management construction waste landfill, and a substantial amount of agricultural land along USH 151. See **Table 2** below and **Map 5: Existing Land Use**.



**Table 2: Existing Land Use**

Land Use	Acres	% of Total
Open Land	217	25.1%
Transportation, Communications and Utilities	169	18.6%
Commercial	144	17.6%
Vacant Subdivided Land	110	10.8%
Residential	75	9.3%
Agriculture	71	8.0%
Woodlands	44	5.0%
Mineral Extraction	29	3.3%
Recreation	12	1.3%
Industrial	5	0.5%
Water	3	0.4%
Institutional/Governmental	2	0.2%

Source: Dane County

## City of Madison-City of Sun Prairie-Village of DeForest-Town of Burke Cooperative Plan

A Cooperative Plan between the City of Madison, City of Sun Prairie, Village of DeForest, and Town of Burke was adopted in January of 2007 under Section 66.0307 of Wisconsin Statutes. The plan was adopted to eliminate annexation disputes, assure orderly development within the plan area, establish a mechanism for joint planning, provide for revenue sharing with the Town, and plan for the increased provision of public services. The plan sets the stage for the ultimate dissolution of the Town of Burke before the end of 2036, establishing permanent future boundaries between Sun Prairie, DeForest, and Madison. Most areas within the Town of Burke can be annexed to their respective future municipalities prior to 2036 if property owners request to do so. There are certain areas that cannot be annexed prior to 2036. No such areas are within the Nelson NDP boundary, but the Town's Municipal Building, which adjoins the planning area to the east and will eventually become part of the City of Madison, is in such a "protected area."

The plan establishes each municipality's powers and duties as far as development review and infrastructure, with the cities and the village having substantial review authority over development occurring on land within their future municipal boundaries. Taxes, revenue sharing, and division of Town assets and liabilities are also covered. See **Map 14: Cooperative Plan Boundaries** for the Town properties that will become part of the City of Madison.

## School District

The planning area is located within the Sun Prairie Area School District. Children in the planning area currently attend Meadow View Elementary School, Prairie View Middle School, Cardinal Heights Upper Middle School, and Sun Prairie High School. The School District owns a site along Felland Road in the Autumn Lake subdivision to the south. It is expected that an elementary school will be constructed on that site. When it is complete, elementary-age children from the planning area will likely attend that school. See **Map 6: School Districts** for Sun Prairie School District boundaries and the location of the planned new elementary school.

# Recommended Land Uses

## General Development Concept

**Map 7: Land Use and Street Plan** shows the planned land uses and street network for the area. **Table 3** summarizes the acreages of recommended land uses. Broadly speaking, the Plan does not call for wholesale changes to the previously adopted Nelson NDP. It does provide more detail as to the types of residential development that are planned, adds a mixed-use node at the intersection of Crossroads Drive and City View Drive, and extends the employment use north of the Crossroads/Nelson intersection. The Plan also details a more robust and connected street network to boost connectivity in an area that thus far has largely been developed as a disconnected series of superblocks. This additional detail has been provided to finally provide more of the framework advocated for in the original Nelson NDP, which called for further “detailed arrangements of different types and densities of housing,” along with “the specific location of local streets, parks, and other neighborhood features” to be determined in a more detailed development plan. Further discussion of streets and transportation is included later in this Plan.

**Table 3: Recommended Land Use**

Use	Acres	% of Total
Housing Mix 1 (HM1)	68.0	7.7%
Housing Mix 2 (HM2)	50.6	5.7%
Housing Mix 3 (HM3)	51.7	5.9%
Housing Mix 4 (HM4)	32.6	3.7%
Community Mixed-Use (CMU)	6.9	0.8%
Institutional	2.6	0.3%
Employment	126.1	14.3%
Community Retail and Service	78.3	8.9%
Parks	17.9	2.0%
Other Open Space, Stormwater Management	248.6	28.2%
Street Right-of-Way	198.7	22.5%

## Residential Uses

Much of the existing residential development in the planning area is multifamily apartments or condominiums that tend to be oriented to an internal network of private streets. This Plan calls for new development to be primarily oriented towards a well-connected network of public streets. Additional planned multifamily development is concentrated in the western half of the planning area, transitioning to planned single-family development to the east. The planned mix of housing types provides variety to the neighborhood.

### *Housing Mix 1*

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

#### Housing Types

- Single-family detached homes with a wide range of house and lot sizes
- Duplexes
- Four units
- Townhouses

### Density Ranges

- Individual developments: 8 dwelling units or less per net acre
- District average density: 6 dwelling units per net acre

### Height & Lot Layout

- Buildings up to two stories in height
- Building lots generally provide front, side and rear yards

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

The use of alleys to provide rear access to garages is encouraged at appropriate locations. Alley-loaded garages can provide additional design flexibility and improve the appearance of neighborhood streetscapes, particularly on streets with relatively small or narrow lots. Fewer driveway openings can also allow for more on-street parking, and potentially result in a narrower street if parking can be accommodated on one side of the street.

### *Housing Mix 2*

Housing Mix 2 may still 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 Types

- Single-family detached houses on small lots
- Duplexes
- Four units
- Townhouses
- Small multifamily buildings (generally ≤20 units in a building)

### Density Range

- Individual developments: 8-20 dwelling units per net acre
- District average: 15 dwelling units per net acre

### Height & Lot Layout

- Buildings one to three stories in height
- Building lots generally provide front, side and rear yards
- Main entrances to units should face the public street

Higher density development in Housing Mix 2 locations gives residents the opportunity to live within convenient walking and biking distance to mixed-use areas, parks and open space, and other neighborhood amenities and features.

Dwelling unit types in Housing Mix 2 areas should be varied. Large areas of one housing unit type should be avoided and there should be a mix of owner-occupied and rental dwelling units. Detached single-family, duplexes and four units should generally be developed on relatively small lots consistent with the higher average density recommended for the

category. Townhouses may be more predominant than in Housing Mix 1 and could be developed along an entire block face, or mixed with multi-unit buildings or detached housing.

### *Housing Mix 3*

Housing types within Housing Mix 3 areas should consist of a mix of owner-occupied and rental townhouses, condominiums, and apartment buildings. Buildings will likely be larger and taller than in Housing Mix 2 areas but should retain a neighborhood scale.

#### Housing Types

- Duplexes
- Four units
- Townhouses
- Multifamily buildings

#### Density Range

- Individual development: 20-40 dwelling units per net acre
- District average: 30 dwelling units per net acre

#### Height & Lot Layout

- Buildings generally two to five stories in height
- Limited side yards when buildings are located along standard streets
- Buildings may include front plazas or be grouped around courtyards to create defined common space
- Ground floor units in multifamily buildings that front a public street should have direct entrances to the unit accessible from the sidewalk. Other ground-level units are encouraged to have direct unit access from courtyards, private streets/drives, etc.

Housing Mix 3 is used to designate medium intensity residential development at locations close to mixed-use areas, transit corridors, parks, and other neighborhood amenities. Concentrating medium intensity housing development near these amenities will provide easy access for more residents, reduce driving, increase pedestrian and bicycle activity for short trips, and help support the development of neighborhood-serving businesses. The larger scale of buildings should help define, but not dominate, open spaces such as parks.

Multifamily residential buildings may be larger and closer together compared to those buildings in Housing Mix 2. Single-family detached housing should not occur in HM3 areas since the intent of the district is to encourage higher-intensity uses. Parking should be provided behind or beneath buildings, minimizing its visual impact on the neighborhood. Buildings in HM3 areas can vary between two and five stories tall, depending on the context and size and scale of surrounding developments. Multi-unit developments should include a mix of unit sizes, including larger two and three-bedroom units suitable for families with children.

Buildings should be oriented to and front on adjacent streets and be designed to help define and enhance the public realm along the street edge. On a few larger, deeper properties where it is not possible or practical to add public streets, a multi-building complex of multifamily residential may have a limited number of buildings that are not located directly on a public street. The design of these complexes should incorporate interior access drives and walkways that establish direct connections across the site in order to prevent isolated islands of development. Courtyards and other defined open spaces are potential methods of organizing buildings within HM3 areas.

## *Housing Mix 4*

Housing Mix 4 is primarily located near larger mixed-use nodes and transit corridors. 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. The district should feature a mix of owner-occupants and renters.

### Housing Types

- Townhouses at relatively high densities
- Multifamily residential

### Density Range

- Individual developments: up to 70 dwelling units per net acre
- District average: 40 dwelling units per net acre

### Height & Lot Layout

- Buildings generally two to five stories in height
- Larger building forms
- Limited side yards when buildings are located along standard streets
- Buildings may include front plazas or be grouped around central courtyards to create defined space
- Limited on-site open space. May include more formal entry plazas, patios, roof gardens and balconies
- Ground floor units in multifamily buildings that front a public street should have direct entrances to the unit accessible from the sidewalk. Other ground-level units are encouraged to have direct unit access from courtyards, private streets/drives, etc.

Locating Housing Mix 4 near mixed-use areas will help support the development of neighborhood-oriented businesses that will create an engaging focal point for neighborhood activity and convenience shopping. Apartment and condominium buildings will be the predominant housing type in this district, and will include buildings that are generally two to five stories in height with relatively high lot coverage. Development should include a mix of unit sizes, including larger two and three bedroom units suitable for families with children.

While high intensity development is encouraged as part of HM4 areas, individual developments at or near the 70 dwelling unit per acre density are recommended only as part of well-designed projects that are coordinated with the development of mixed-use areas. These neighborhood-oriented retail and service uses support and provide amenities to a larger population in neighboring residential buildings.

## *Estimated Amount of Future Residential Development*

**Table 4: Estimated Dwelling Units**

Use	Existing Units	Acres Undeveloped	Assumed Density (units/acre)	Additional Units	Total Units
Housing Mix 1 (HM1)	15	68.0	6	398	413
Housing Mix 2 (HM2)	200	29.3	15	439	639
Housing Mix 3 (HM3)	511	13.0	30	390	901
Housing Mix 4 (HM4)	189	25.7	40	1,029	1,218
Community Mixed-Use (CMU)	0	6.9	40	277	277
<b>Total</b>	<b>915</b>	<b>143.0</b>	<b>--</b>	<b>2,534</b>	<b>3,448</b>

## Employment

Employment areas may include business and professional offices, hotels, biotech, medical uses, and research and development uses. Service and restaurant uses that generally serve the surrounding area and/or are associated with a larger office use may be integrated as ground-floor uses in Employment areas. Employment areas should be comprised of compact, pedestrian-friendly multi-story development to encourage transit use and make surrounding areas more accessible by pedestrians and bicyclists.

Given the high visibility of the district along the Interstate, Highway 151, and arterial roads like Nelson and High Crossing, high-quality design of buildings and landscaping is important. A site's building design and materials should create an attractive appearance on all sides of the development. Adequate site landscaping must be provided on all sides, and parking areas should not dominate a development. Buildings should front adjoining public streets and have public entrances accessible from the street to encourage walking and transit use.

Buffering between the district and any adjacent development that is primarily residential is necessary. Effective and attractive buffering between residential and non-residential uses is essential in creating an environment that meets the needs of both Employment and residential areas.

### Height & Lot Layout

- Buildings two to four stories in height
- Buildings north of High Crossing Boulevard, west of Crossroads Drive, west of City View Drive south of the Crossroads Drive intersection, and west of Crossing Place extended may be up to six stories.
- Buildings should be transit-oriented, as defined in Appendix B of the Comprehensive Plan (the elements relevant to employment uses), with an emphasis on:
  - Having buildings close to the street;
  - No parking between the building and the sidewalk; and
  - Having an accessible public entrance facing the street.

## Community Retail and Services

Community Retail and Service (or "CRS", which is a subcategory of the Comprehensive Plan's "General Commercial") is mapped for areas intended to provide a wide range of retail goods, services, restaurants, hotels, and a limited amount of business and professional offices. CRS areas tend to be more auto-oriented than other future land use categories. All CRS areas within the Nelson NDP boundary are currently developed, with car dealerships and auto service being the primary use. Other current uses currently include retail, restaurant, hotels, and banking. While these uses can continue, any redevelopment within CRS areas should improve conditions for pedestrians and transit riders. Redevelopment of the existing CRS-designated areas southeast of High Crossing Boulevard may be undertaken as Community Mixed Use so long as residential dwelling units are above the first floor.

## Community Mixed Use

Community Mixed-Use areas should be an intense mix of residential, commercial, service, office, institutional, urban open space and civic uses in a compact, highly defined urban form. Urban amenities such as plazas and squares, decorative furniture, fountains, and lighting may be required in CMU areas. CMU areas serve as activity centers for surrounding development, drawing people in with a mix of uses and walkability. Not every building in the CMU area needs to include both residential and non-residential uses – single-use buildings are allowed. The intent of the CMU area is to create a concentrated, walkable area where there are different, but compatible, uses within close proximity, regardless of whether the uses are necessarily in the same building.

Recommended commercial uses in this land use category include retail, service, restaurant, professional offices, lodging, and entertainment. This category is intended to be a focal point of the planning area, providing goods, services and

activities to the planning area and surrounding neighborhoods. Big box retail development and strip commercial development are not recommended for CMU areas. Given the relatively small size of the CMU area within the Nelson boundary, stand-alone single-story retail buildings should not be constructed as part of CMU development.

Intense residential uses may be developed within the CMU area. Residential uses can add vibrancy to CMU areas, especially in the evenings and on weekends when some nearby non-residential uses are not in operation. Residential dwellings could be part of exclusively residential buildings or located within mixed-use buildings with ground floor retail, service, or office uses and upper floor residential uses. Housing development in CMU should generally resemble the Residential Housing Mix 4 housing types, though the intensity and density of residential development may be slightly higher.

#### Housing Types

- Multifamily residential
- Multifamily above first-floor commercial

#### Density Range

- Individual developments:  $\leq 130$  units per net acre
- District average: up to 90 dwelling units per net acre

#### Height & Lot Layout

- Building height of 2-6 stories
- Buildings placed close to streets, without intervening parking

High quality architectural and urban design is a critical component of mixed-use development. Development in this District should meet the standards listed below:

- In general, when designing the Community Mixed-Use District, the design emphasis should be on “place making” which is creating an identity and focal point for the area. This can be achieved by high quality architectural designs and building materials, building placements and street designs that create a strong sense of spatial enclosure, urban landscaping, comfortable public gathering spaces, and visually interesting, lively, pedestrian-oriented streets and buildings, among other design elements.
- Creation of a strong “sense of place” in the early stages of the project is essential to the success of this District. A sense of place can be established through a combination of design elements (as outlined above), with businesses and activities/programming that draws people to the area.
- CMU areas should have a “center of gravity.” This may be a main street, fountain, plaza, village green, or some other place to which people are drawn.
- A strong emphasis should be placed on creating interesting, diverse community gathering places that provide areas for meeting, mingling, relaxing and conversing.
- Underground and structured parking is encouraged.
- Wide sidewalks are recommended.
- Storefronts, common area access to upper-floor residences, and ground floor residences should all be accessible from the street.

Development in the Nelson CMU area should be transit-oriented – for more TOD design details, see the Transit-Oriented Development Principles in the Comprehensive Plan.

## Parks

Parks are located to provide open space and recreational opportunities to nearby residents. Specific amenities and programming will be determined through a Parks Division master planning process. There are two parks currently located in the planning area: High Crossing Park and Patriot Park. Patriot Park is planned for expansion as the Nelson

NDP area continues to develop. The expansion of the park should have significant public street frontage. The Burke Town Hall Park is to the east along Nelson Road, immediately adjacent to the planning area. This park will become part of the City of Madison upon dissolution of the Town in 2036. This park will provide greenspace to residential development on the east side of the planning area and to additional development that occurs to the east of the planning area. If a design can be arrived at that is mutually acceptable to both the City and the property owner, some or a majority of the existing quarry may be remediated for future recreational uses instead of the HM1 and HM2 land uses shown on Map 7. If recreational uses are pursued, the planned street running from the Crossroads Drive/City View Drive intersection north to Burke Road should be maintained, as should the connection of Quarry Park Road to that planned street.

## Civic and Institutional Uses

The only current civic/institutional uses in the planning area are Fire Station #11 and a water tower along Cross Hill Drive. The station, which opened in 2005, is one of the City's newer fire stations. While no further civic or institutional uses are planned, they may be added as needed, provided they fit within the surrounding context. Places of worship are allowed in residentially-designated areas, subject to relevant zoning regulations.

Any places of worship should have their main vehicular entrances onto collector or arterial streets, so as not to draw traffic onto the local street network. Any parking should be well-screened from adjoining uses and placed away from public streets and behind the building. An accessible pedestrian entrance should face an adjoining public street.

The planning area is within the Sun Prairie Area School District. There are no planned schools within the NDP boundary. A new elementary school is planned to the south, in the Village at Autumn Lake neighborhood.

## Open Space/Stormwater Management

Approximately 252 acres of non-park open space is shown on Map 7. Of that, this Plan assumes that at least 32 acres will be for stormwater management, including the existing pond at the southwest corner of the planning area. More land for stormwater management may be needed as more detailed development plans are proposed. Other open space is shown on steep slope areas of the NDP.

## Extraction/Processing/Industrial Uses

There are several extraction, processing, and industrial uses present within the Nelson NDP area. While these uses may continue for the foreseeable future, new extraction/processing/industrial uses should not be introduced into the Nelson boundary area. The existing uses are:

- A quarry at 5641 Burke Road. The quarry is owned by Fess LLC/Yahara Materials. It is expected to continue operations for at least another decade, likely much longer. Ultimately, continued operation will be dependent on market demand for gravel and stone. The reclamation plan on file with the City specifies that the area will be restored to agricultural uses when the quarry ceases operations. The plan also states that, if developed, the quarry will be developed according to the adopted Nelson NDP. With both the 1992 plan and this updated Plan calling for residential development, a substantial amount of clean fill would be required in order to make the site ready and provide the street connections that are needed to serve residential development.
- A concrete batch plant at 5356 Felland Road/3493 Nelson Road (to the southwest of the Nelson Road railroad crossing). This conditional use was approved by the Town of Burke and Dane County as this Plan was being updated. As such, it will likely be in place for some time. The concrete plant owner purchased the entire 38 acre parcel (parcel 081023485000 at the time this plan was adopted). Low intensity residential uses were planned for the area in the 1992 Nelson NDP, are planned in both the City's and Town's Comprehensive Plan, and are shown in this updated Nelson NDP as well. Because the triangle bounded by Nelson, Felland, and the railroad tracks is planned for residential and residential development is incompatible with a concrete batch plant, no further development should be approved for this area until the concrete plant is closed.



- A Waste Management construction waste landfill at 6002 Nelson Road. The landfill is expected to continue operating for the foreseeable future. As part of the Cooperative Plan and this NDP, the property is planned to remain greenspace. Some limited recreational opportunities may be possible upon closure of the landfill, but any such opportunities would need to be explored as part of a future planning process.

## Comprehensive Plan Generalized Future Land Use Map

This Plan recommends several updates to the City's Comprehensive Plan Generalized Future Land Use (GFLU) Map. Those changes are shown on Map 8.

## Transportation

The Nelson NDP area is largely auto-oriented. The combination of wide streets, a discontinuous street network, large blocks, adjacent limited-access highways, self-contained development, intermittent sidewalk network, limited transit options, and prevalence of auto dealerships combines to make the car the primary mode of transportation. The suburban/rural interface also tends to result in car use, as rural roads without sidewalks or bike lanes see increasing traffic without near-term improvements for non-auto users. This Plan recognizes that, given the existing Nelson development pattern and the neighborhood's location in the urban area at the junction of two major highways, cars will continue to be a major mode of transportation. However, this Plan recommends investments to improve the pedestrian-friendliness of streets, expand the bicycle network, and accommodate the future expansion of transit to allow travel options for neighborhood residents and employees. Combined with encouraging site design that facilitates non-car modes (see the Recommended Land Uses section above), this should put the Nelson area on the path to a future where multiple modes are used by area residents and, hopefully, employees. The subsections below describe planned investments in streets, pedestrian and bicycle facilities, and transit.

## Roads & Streets

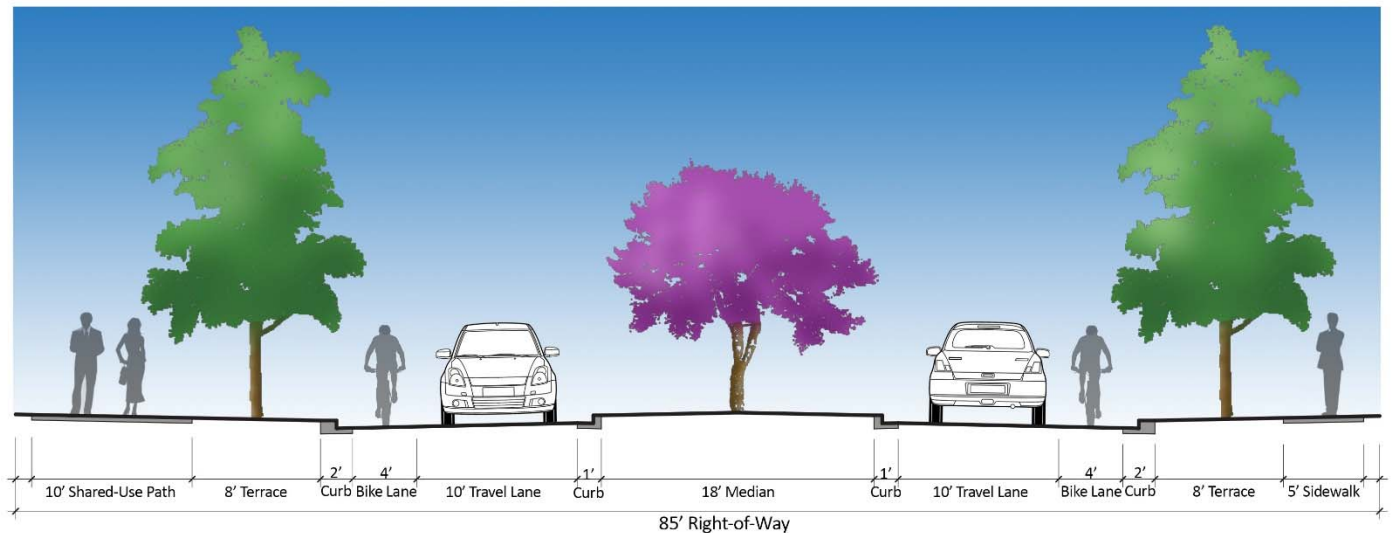
Planned future improvements to collector and arterial streets are discussed below, including planned future cross-sections for streets that need to be upgraded/improved as development progresses. Some additional information regarding the pedestrian/bicycle network is included after this Roads & Streets section. All new local streets within the Nelson NDP area should be as narrow as allowed under the City's subdivision ordinance. Right-of-ways for local streets will fall within a 54 foot to 60 foot range, and pavement width will be between 26 or 28 feet from curb face to curb face. Local streets that have multifamily development or are adjacent to parks may have wider right-of-way (66 feet) and wider pavement (36 feet). See **Map 9: Transportation Plan – Roadways** for the planned street network. Grades of proposed new local streets should generally stay below 10%, per City policy. The roads are shown at this point to express a desire in the plan to create as highly a connected development pattern within the neighborhood as possible. However, some of the new and extended roads proposed in this Plan may present significant challenges for construction as detailed engineering is undertaken. If modifications to the proposed street network prove necessary due to extraordinarily expensive grading or insurmountable grading challenges, alternatives may be explored with an eye towards maximizing public street connectivity.

### *Felland Road*

Felland Road is a collector street as it runs through the planning area, and will remain as a collector as the area develops under this Plan. The road is currently unimproved through the planning area, but should be upgraded to an urban cross-section as adjacent development occurs, with sidewalk, terrace, curb, and gutter. On-street parking is not anticipated because much of the residential development along Felland is low intensity and will have access to on-street parking on adjacent streets.

The cross-section of the road should include one car travel lane in each direction, a center median, and bicycle lanes in each direction. The Felland Road right-of-way is currently about 73 feet as it runs through the planning area.

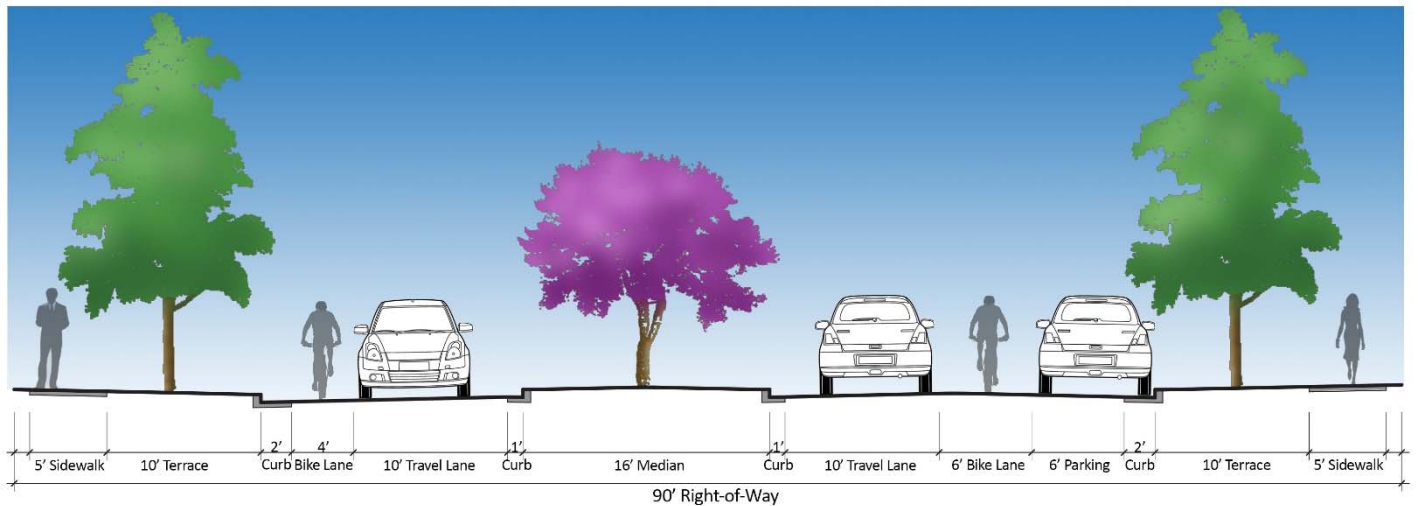
Approximately 85 feet of right-of-way would be required for the above-described cross section. 82 feet of right-of-way was dedicated for Felland as it runs through the Autumn Lake subdivision to the south – maintaining a consistent cross-section with Autumn Lake should be considered as development is undertaken north of the Felland/Burke intersection. A detailed analysis of the Felland intersection with Nelson should be undertaken to determine whether a roundabout is feasible to handle traffic at the intersection. The boulevard and fairly narrow pavement width of this planned Felland cross-section means that development along the street would be limited to 30 feet in height for fire protection purposes unless sufficient fire truck access is provided from non-public streets/alleys/parking lots.



Felland Road south of the railroad tracks may require a more limited cross-section due to grading challenges, especially east of the right-of-way.

### ***Burke Road***

Burke Road is, and will remain, a collector street. 1,600 linear feet of the southern half of the road to the east of the City View Drive intersection has been improved to an urban cross-section, with sidewalk, terrace, curb, and gutter. The remainder of the road as it runs through the planning area should be improved as adjacent property develops. The cross-section of the road should include one car travel lane in each direction, a center median, bicycle lanes, and parking on one side of the street. The Burke Road right-of-way currently varies from 65 to 80 feet as it runs through the planning area. 90 feet would be required to accommodate the cross-section recommended for Burke Road shown below (and potentially more if the substantial terrace on the current south side urban section is mirrored on the north side).. Note that, like Felland Road, the planned cross-section means that fire access must be provided from adjacent streets for buildings taller than 30 feet, as the curb-to-curb width of half of the boulevard is not sufficient for ladder truck outriggers. This should not present an issue, given the planned street network north of Burke Road, but will need to be accounted for in proposed development projects' site designs. The 10 foot terraces in the planned cross-section are to provide sufficient space for raingardens.

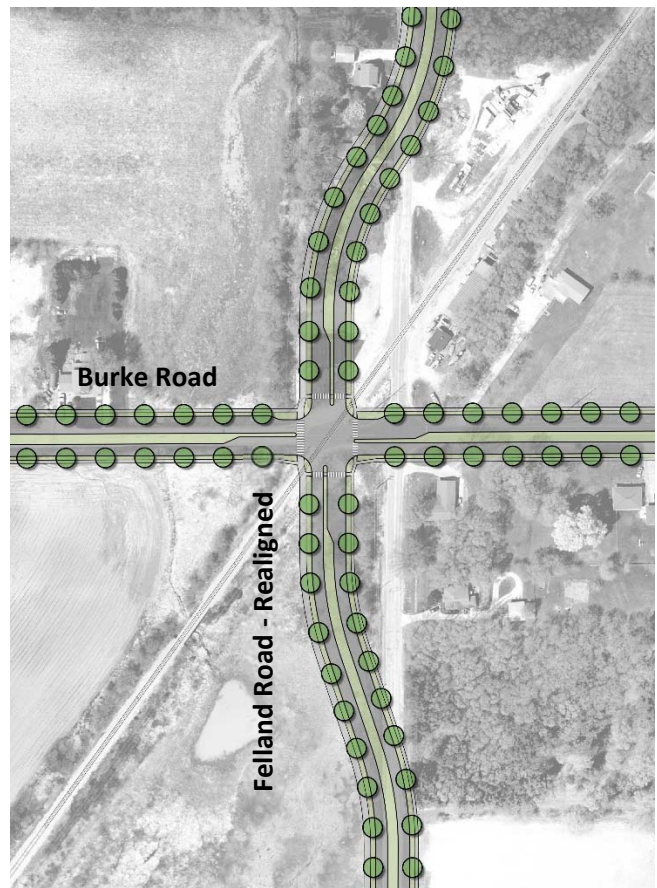


### *Felland-Burke Intersection*

The current intersection of Felland and Burke roads is complicated by the rail line that crosses both streets at poor angles less than 150 feet apart. This dangerous configuration should be addressed as both streets are upgraded from rural to urban cross-sections. The best solution, accounting for safety, cost effectiveness, and the surrounding grades, is to shift Felland Road to the west so the rail line goes straight through the middle of the intersection. While not ideal, this solution would allow for improved controls to be implemented at a signalized intersection. Land to the northeast of the current intersection would need to be acquired to implement this intersection improvement.

### *Nelson Road*

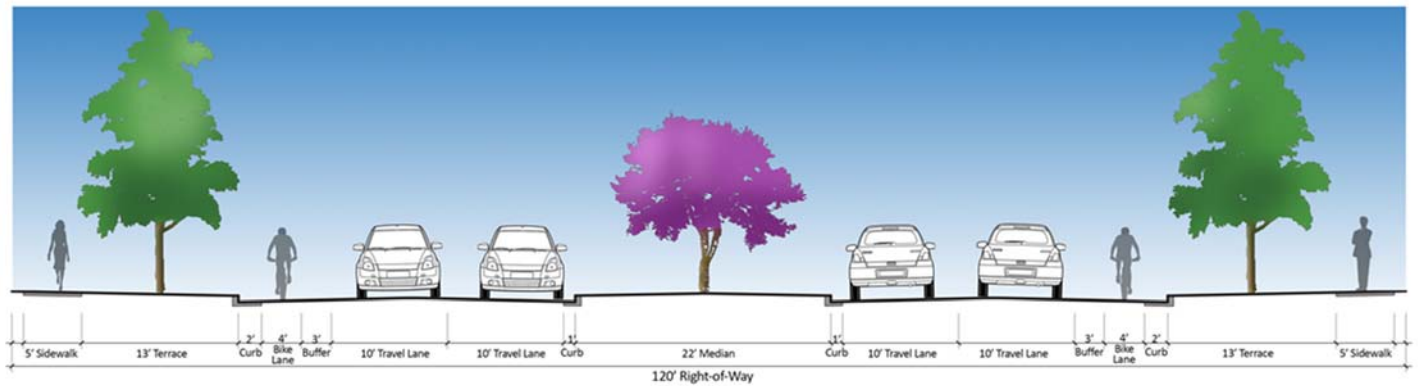
Nelson Road is an arterial road with direct access to US Highway 151. Nelson sees about 17,000 AWT (average weekday traffic) per day west of the USH 151 on-ramp and about 8,000 AWT to the east of the on-ramp<sup>1</sup>. The vehicle count falls to about 6,000 AWT between Felland and Reiner. With additional development planned in the Nelson neighborhood, continuing development in the American Center Business Park, and urbanization to the north and south of the planning area, traffic on Nelson is expected to continue increasing.



Existing right-of-way for Nelson Road east of the USH 151 interchange varies from about 220 feet adjacent to the exit ramp to about 115 feet to the west of the Felland Road intersection, to about 63 feet as it becomes a rural road south of the landfill. A minimum of 120 feet should be reserved for Nelson Road right-of-way. The existing Nelson cross-section of sidewalks, terraces, bike lanes, two travel lanes in each direction, and a median, should be continued east to the Reiner Road intersection. As the section from Morgan Way to Reiner is upgraded, varying solutions to encouraging

<sup>1</sup> City of Madison 2016 data.

bicycling, such as buffered bike lanes, should be implemented to lessen the impact of increasing car traffic on Nelson Road. Street trees should be added to current terraces and medians wherever possible and included in future Nelson expansions. While the portion of Nelson close to the USH 151 interchange is car-oriented in its design, developing sections of Nelson to the east should include design elements that make it safe and easy for pedestrians to cross the street.



With a concrete batch plant approved for 5356 Feland Road as this Plan was getting underway, along with the existing landfill and asphalt plant to the north of Nelson, it is likely that some kind of upgrade will be needed prior to development of all of the adjacent property. The Town of Burke’s municipal building is adjacent to the NDP boundary and Nelson Road to the south, and is protected from annexation until 2036. The City will need to work with the Town and adjacent property owners to coordinate Nelson Road improvements, which will likely be needed prior to the full absorption of the Town in 2036.

### *Nelson Road-American Parkway-US Highway 151 Interchange*

It may be some time before the USH 151 interchange with Nelson Road and American Parkway is reconstructed, but the City should work with the Wisconsin DOT and The American Center to upgrade the design to increase connectivity while providing an alternative to the congested southbound on-ramp from American Parkway to US 151. While there are bicycle lanes and sidewalks connecting High Crossing Boulevard underneath USH 151 to American Center, the largely free-flow interchange in the middle of a developing urban area creates an uncomfortable environment for pedestrians and bicyclists. High speeds and a lack of separation between the road and the sidewalk as it goes underneath the highway discourage bicycle and pedestrian uses. The nearly half-mile between the Nelson/High Crossing intersection and the American/Eastpark intersection creates a long stretch of car-oriented highway with no pedestrian amenities or destinations.

This Plan, in conjunction with the Rattman NDP, recommends improving connectivity between the northwest and southeast sides of the highway by extending High Crossing Boulevard north, up the current USH 151 ramps to connect with American Family Drive. Such a change would spread traffic traveling between the American Center and Nelson Neighborhood between two access points instead of the current concentration of traffic on Nelson. A shared-use path connection should be included along the south side of this extended street. This extension is shown on Map 7, Map 9, and other maps in this Plan. A concept of the new intersection of the USH 151 off-ramps with extended High Crossing and a reconfigured American Family Drive is shown below. The final design of the intersection – specifically whether it is a signalized intersection or a roundabout – will depend upon further engineering and coordination with the Wisconsin DOT.





### *Crossroads Drive*

Crossroads Drive is a collector street with an 80 foot right-of-way that sees about 4,600 AWT just south of the High Crossing Boulevard intersection. Other than the intersection with High Crossing, the paved width of the street is 58 feet. The width is sufficient to stripe parking lanes, bike lanes, and travel lanes on both sides. Striping of bike lanes should be accomplished within three years of Plan adoption.

### *City View Drive*

City View Drive is a collector street with an 80 foot right-of-way that currently handles about 3,000 AWT between High Crossing Boulevard and Burke Road. While the street currently ends at Crossroads Drive, construction of an extension south across the railroad tracks to connect with Lien Road is planned for 2020. This planned connection, which has been approved by the State of Wisconsin Office of the Commissioner of Railroads, is critically important for the continued

development of the Nelson area and connecting the developing residential neighborhood to the south with the employment opportunities north of the railroad tracks. The long-planned connection will also provide an alternative to the current railroad crossing of Felland Road and Burke Road. That crossing's configuration makes it dangerous, and while some improvements may be able to be implemented over the long term, the crossing will only get more difficult as traffic increases if the City View Drive alternative is not provided.

City View Drive pavement width varies between 40 and 44 feet, which is sufficient to stripe planned on-street bike lanes (see Map 11). Striping of bike lanes should be accomplished within three years of Plan adoption. The cross section of City View Drive between Crossroads Drive and Golden Dusk Parkway should generally maintain the planned cross section north of Crossroads Drive.

### *High Crossing Boulevard*

High Crossing Boulevard is an arterial street that handles between 13,800 AWT at its northern terminus at Nelson Road and 15,400 AWT at its southern terminus at East Springs Drive. No major improvements or changes are planned for High Crossing, though additional terrace and median trees are needed in certain areas. Terrace trees on the northwest side of the street should be planted as the sidewalk system is completed (see "Pedestrian and Bicycle Facilities" below), and a sidewalk on the north side of the bridge over Interstate 39/90/94 should be added whenever the bridge is reconstructed. Pending further detailed study by Traffic Engineering, additional traffic signals may be needed along High Crossing at the City View Drive intersection and the Cross Hill Drive intersection.

## **Pedestrian and Bicycle Facilities**

This Plan calls for substantial improvements to pedestrian and bicycle facilities. Some improvements, as specified below, should take place over the near term, while others may take place over the long term, as adjoining property is developed or redeveloped. Sidewalks should be included on both sides of all new streets, consistent with existing City policy, unless otherwise specifically noted in this plan.

### *Sidewalks*

**Map 10: Pedestrian Network** illustrates the current and planned sidewalk network. With the long-term rural-to-urban transition the Nelson area is experiencing, some streets do not currently have sidewalks. All upgrades of existing rural streets to urban streets should include sidewalks on both sides of the street. All planned streets should also have sidewalks on both sides of the street, unless the street runs adjacent to a highway or is planned to have a shared-use path takes the place of a sidewalk. Additionally, the following improvements should take place:

- The following streets have been identified as "Tier 1 Sidewalks" in the City's Comprehensive Plan and Transportation Master Plan, indicating they provide important pedestrian connections to transit. Sidewalks on these sections of street should be accomplished within three years of Plan adoption:
  - The north side of High Crossing Boulevard
  - The north side of Nelson between High Crossing and Morgan Way.
  - The west side of City View Drive south of Burke Road. Eventually the City View Drive sidewalk should extend along the west side of the street to High Crossing Boulevard, but there are substantial grade issues north of Burke Road that would make such an extension challenging and expensive without redevelopment of the adjoining property to the west.
- Within three years of Plan adoption, crosswalks should be striped on all arterial and collector streets in the planning area and where local streets intersect collectors and arterials.
- A wide sidewalk that is separated from travel lanes should be added to the north side of the High Crossing Boulevard overpass of the Interstate whenever the bridge is reconstructed/improved.
- Sidewalks should be added to Lancaster Drive when the planned shared-use path underpass of USH 151 is constructed (see "Shared Use Paths" below).

## *Shared Use Paths*

Other than an internal path in High Crossing Park, there is currently one shared use path in the Nelson neighborhood. It runs from the High Crossing Boulevard intersection with Nelson Road north, under USH 151, to Hoepker Road in Sun Prairie. A major regional path has been platted to run along the south side of the railroad tracks in the Autumn Lake subdivision. That platted path is part of a larger planned connection that runs from East Towne Mall, under the Interstate, alongside Autumn Lake, and up to Reiner Road and Sun Prairie. **Map 11: Bicycle and Shared-Use Path Network** shows existing and planned shared-use paths. This Plan includes a shared-use path connection from the Autumn Lake path north through the Nelson Neighborhood to the existing Nelson-to-Sun Prairie path. This planned connection, which crosses the railroad tracks bordering the neighborhood at the Felland-Burke intersection, is important to serve both pedestrians and cyclists, and will provide a safe route to the planned new elementary school at the intersection of Autumn Lake Parkway and Felland Road. Alternate shared-use routes across the railroad tracks, which would require either approval by the state or grade separation, are shown to the southwest of the Felland-Burke intersection.

Other small path spurs are planned as shown on Map 11. While the precise location of shared-use paths will be subject to future development and the engineering that is required for development, it will be important to maintain shared use path connectivity through the neighborhood for both future residents and to serve the larger pedestrian-bicycle network on the city's east side.

## *On-Street Bicycle Lanes*

High Crossing Boulevard and a small section of Nelson Road are the only streets that have bike lanes. Lanes should be striped on City View Drive and Crossroads Drive within three years of Plan adoption. Bike lanes should be added to Burke Road, Felland Road, and the remainder of Nelson Road as those streets are upgraded from their current rural cross-sections to urban streets. See Map 11 for the existing and planned bicycle lane network, and the Roads and Streets section above for planned street cross-sections.

## **Metro Transit**

The Nelson neighborhood is currently served by Route 26, which runs from East Towne, through the Nelson neighborhood and the American Center Business Park, to the UW Hospital at Eastpark Boulevard and Portage Road. This route is subsidized by UW Health. Additional transit service to the area should be explored over the long term as the neighborhood continues to develop, subject to funding availability. Opportunities to provide additional service should be preserved on Nelson Road, Burke Road, and Felland Road. City View Drive, as it is extended south to Autumn Lake, may also have additional service in the future. Speed humps that would prevent future Metro service should not be installed on collector streets. See **Map 12: Transit** for further details.

## **Utilities**

**Map 13: Utilities and Urban Service Areas** shows the Urban Service Area (USA) in the Nelson NDP boundary, along with existing utilities. Much of the land within the Nelson NDP boundary, including some land within the Town of Burke, is already in the USA, which means that it can be provided with municipal sanitary sewer service.

## **Sanitary Sewer Service**

While major City and MMSD interceptors in the area are adequately sized to accommodate future development, additional City sanitary mains and interceptors will need to be extended as development occurs. The City currently has a lift station on Nelson Road that will be relieved by a proposed City interceptor on Felland Road extended north from Burke Road. This sewer interceptor is scheduled for installation when the capacity of the Lift Station is exhausted or for when there is demand for sewer along the planned interceptor route.

## Stormwater Management

Much of the Nelson NDP area was developed under prior, less stringent stormwater management regulations. Newer regulations are in place for remaining undeveloped areas, and will also impact redevelopment. This Plan assumes that at least 32 acres of the NDP area will be needed for stormwater management, (this total includes the existing pond at the southwest corner of the planning area). More land for stormwater management may be needed as more detailed development plans are proposed. In addition to the southwest pond, the NDP assumes additional stormwater management along to both the east and west of Felland Road, southwest of the Felland/Burke intersection, within any future quarry development, and as part of development of the land just east of the USH 151/Nelson Road interchange.

## Public Water Service

The planning area is located in Madison Water Utility Pressure Zone 3. This zone is supplied by Unit Well 25 and Booster Stations 115, 129 and 215, which transfer water from the main east-side pressure zone (Zone 6E). Water pressure is provided through two 500,000-gallon water towers located on Cross Hill Drive and Milky Way. Existing water mains will need to be extended in some areas to accommodate new growth. Otherwise, public water supply and infrastructure in the area is adequate to support further growth.

## Plan Implementation

### Town of Burke Attachments

All Town of Burke land within the NDP boundary is subject to the *Town of Burke, Village of DeForest, City of Sun Prairie and City of Madison Cooperative Plan*, adopted January 5, 2007, and any amendments thereto. All land that is currently within both the NDP boundary and in the Town of Burke may be annexed to the City of Madison if requested by the property owner and approved by the City, subject to municipal revenue sharing and other provisions covered in the Cooperative Plan. Any development, as defined in the Cooperative Plan, should occur only after land is annexed to the City and the relevant zoning and subdivision approvals have been secured. Development within the City requires tying in to the City's municipal water and sanitary sewer service. See **Map 14: Madison-Burke-Sun Prairie – DeForest Cooperative Plan** for Town of Burke land in the planning area that will become part of the city.

### Zoning Map Amendments

Future zoning of land within the planning area should conform to the land use recommendations within this Plan. Land should only be rezoned to another zoning district in conjunction with consideration of a specific subdivision or a specific development proposal sufficiently detailed to ensure that development within the district will be consistent with this Plan.

### Land Subdivision Regulations

Rural land within this NDP area will need to be subdivided into smaller parcels before it can be developed with urban uses. Many of the recommendations in this Plan can be implemented through the review and approval of subdivision plats and application of the City of Madison's land subdivision regulations as land is proposed for development. Requests for approval of a land division are nearly always considered in conjunction with a request to rezone undeveloped property to allow urban development (see "Zoning Map Amendments" above).

Future subdivisions in the planning area should conform to the recommendations in this Plan, particularly regarding street connectivity, shared-use paths, parks, and stormwater management facilities. Future subdivisions



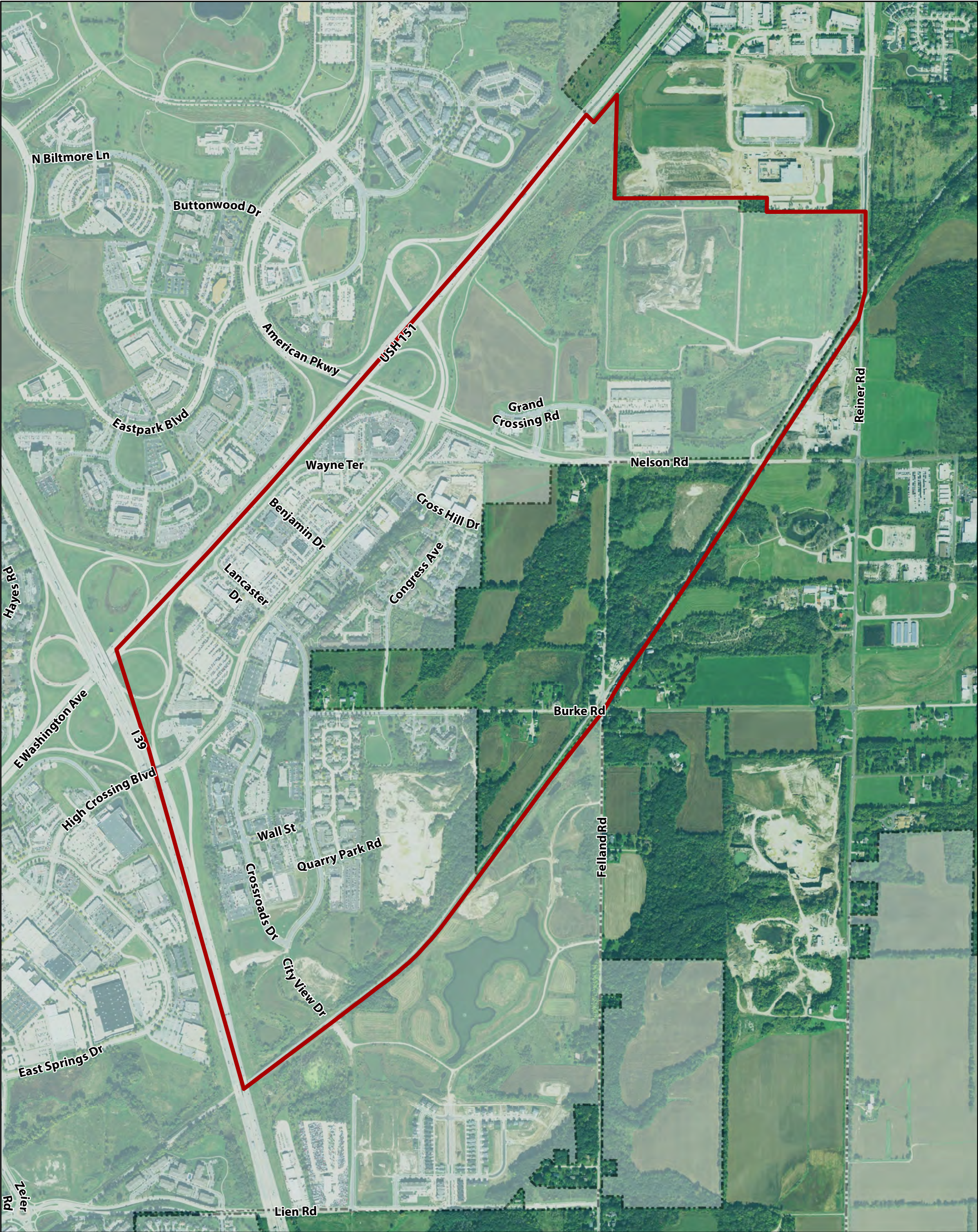
should provide building lots that facilitate development of the types of land uses recommended in the plan. Proposed high intensity development may also be required to provide information showing how lots may be developed with building designs that maintain the street orientation and pedestrian-friendly street character specified in this Plan.

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



Tree preservation should be considered when development proposals are reviewed.







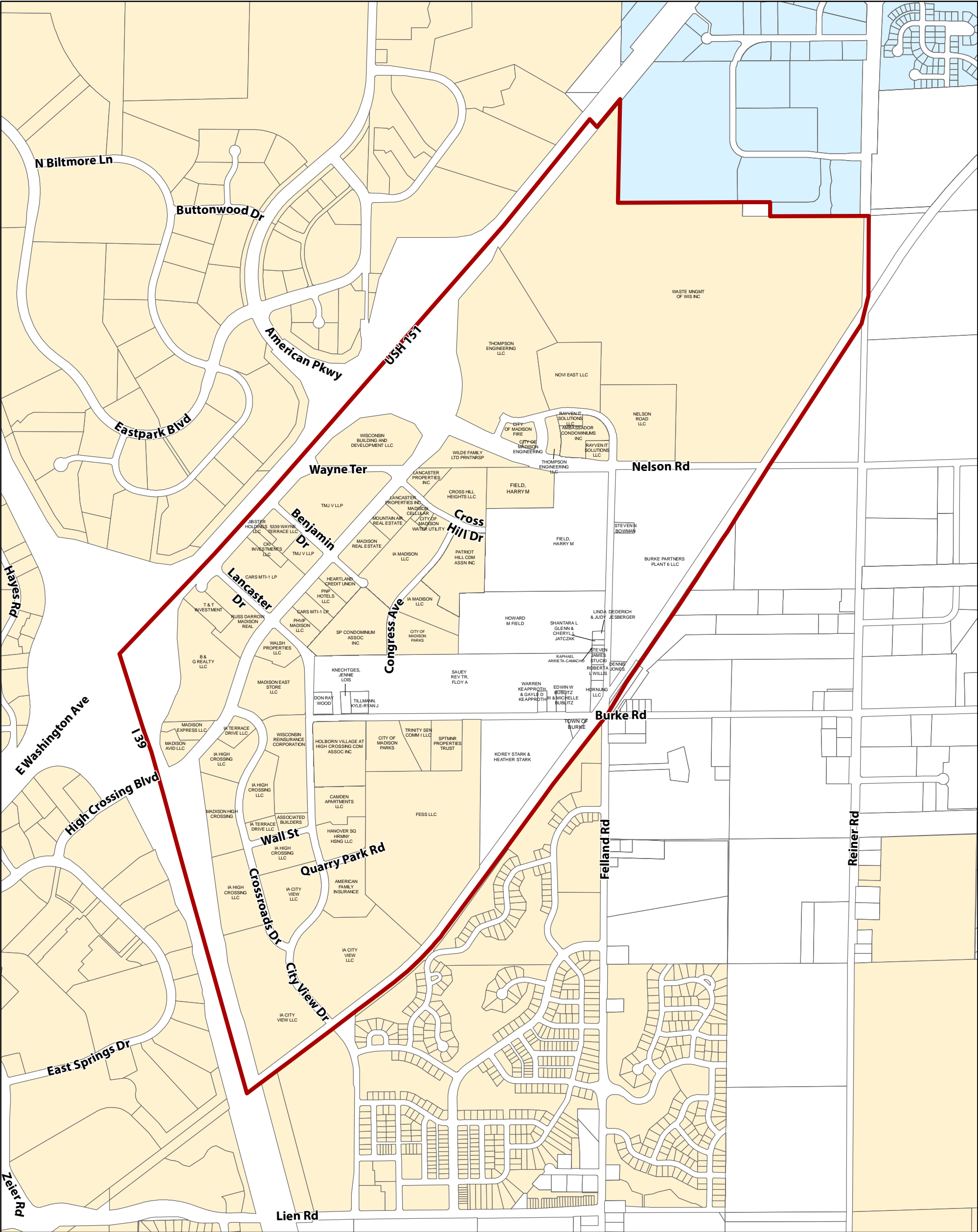
**Map 1: Planning Area**  
**Nelson Neighborhood Development Plan**

-  Nelson NDP Boundary
-  City of Madison





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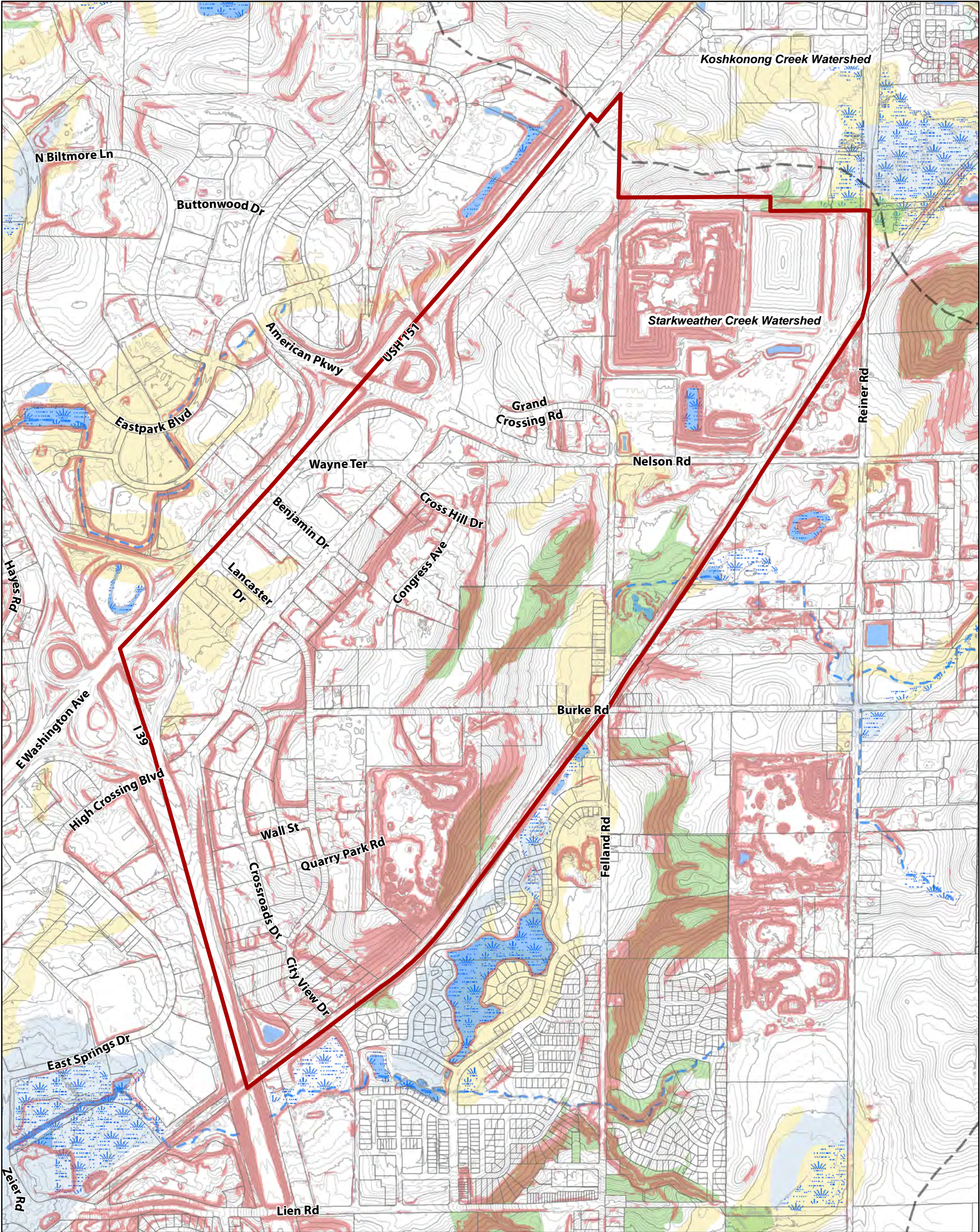
**Map 2: Municipal Jurisdiction & Property Ownership**  
**Nelson Neighborhood Development Plan**

-  Nelson NDP Boundary
-  City of Madison
-  City of Sun Prairie
-  Town of Burke













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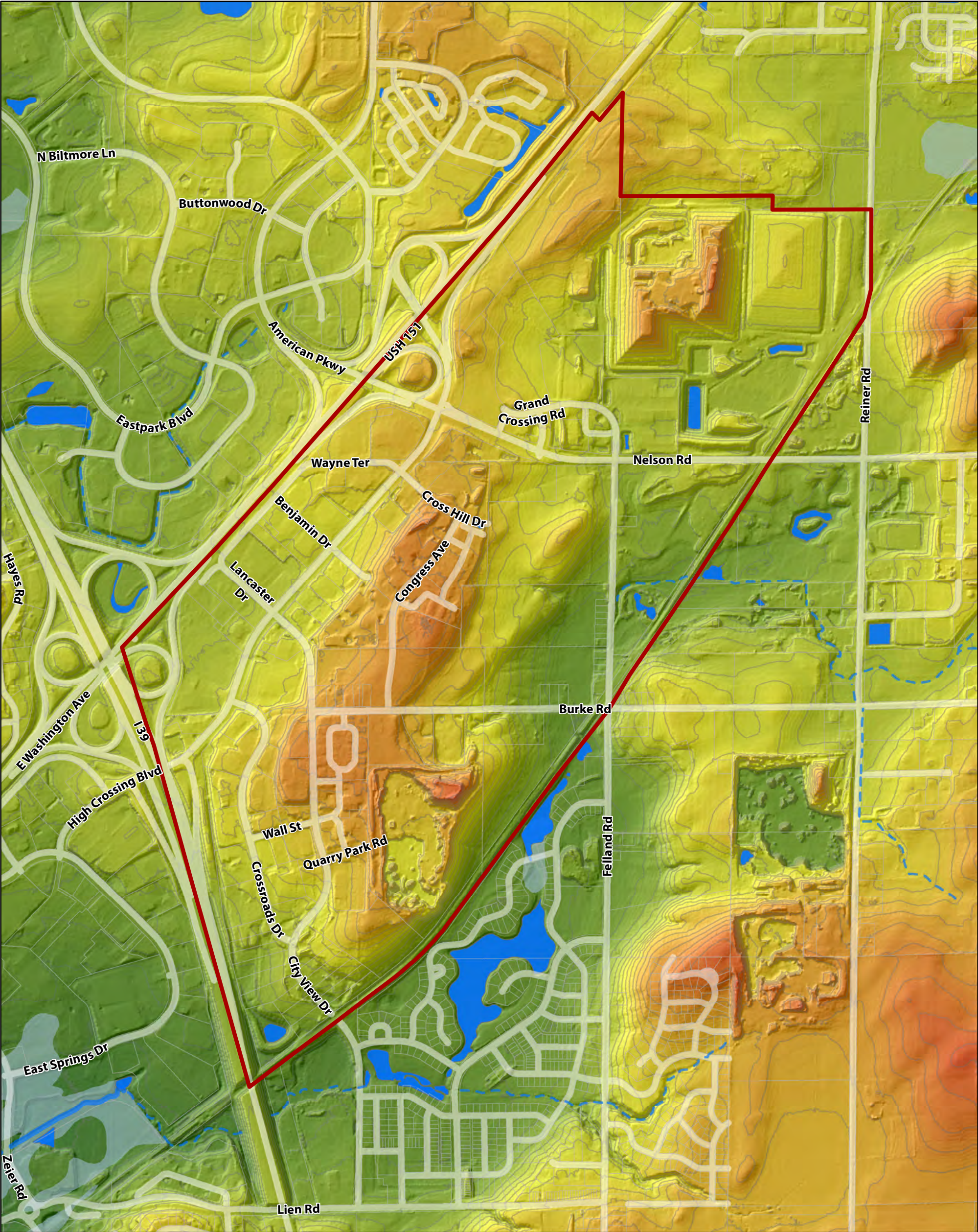
**Map 3: Natural Features**  
**Nelson Neighborhood Development Plan**

- |                                                                                    |                       |                                                                                     |                     |                                                                                       |                             |
|------------------------------------------------------------------------------------|-----------------------|-------------------------------------------------------------------------------------|---------------------|---------------------------------------------------------------------------------------|-----------------------------|
|  | Nelson NDP Boundary   |  | Intermittent Stream |  | Hydic Soils                 |
|  | Watershed Boundary    |  | Perennial Stream    |  | Soils with Hydic Inclusions |
|  | 10' Elevation Contour |  | Wetland             |  | Slopes 12% or Greater       |
|  | 2' Elevation Contour  |  | Surface Water       |  | Wooded Area                 |

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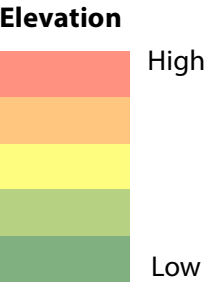






**Map 4: Elevation Model**  
**Nelson Neighborhood Development Plan**

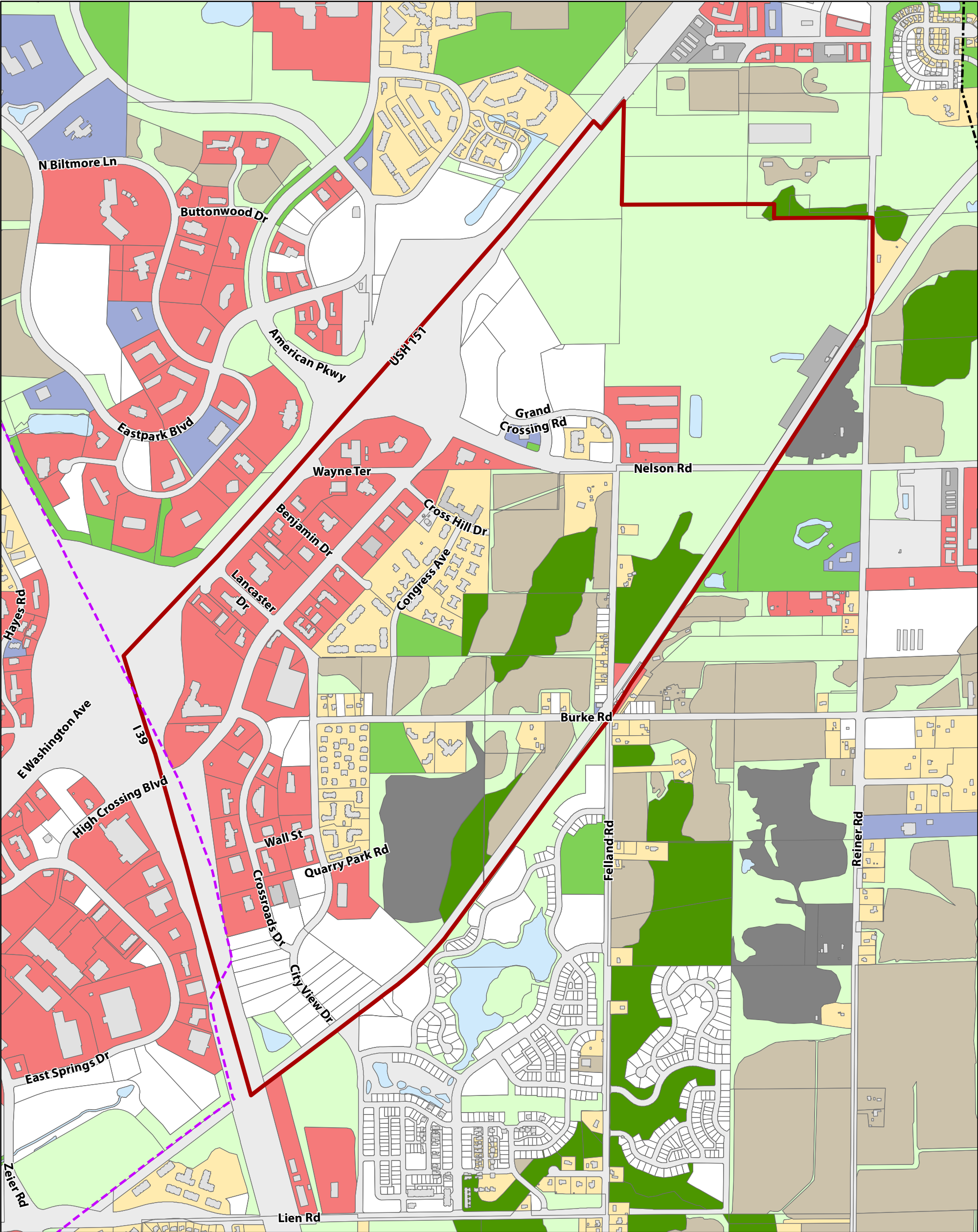
- Nelson NDP Boundary
- Surface Water
- Hydric Soils
- Intermittent Stream
- Perennial Stream
- 10' Elevation Contour




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**Map 5: Existing Land Use**  
**Nelson Neighborhood Development Plan**




Nelson NDP Boundary




Overhead Electric Transmission Line




Natural Gas / Petroleum Transmission Pipeline




Industrial / Manufacturing




Mineral Extraction




Open Land / Stormwater Management




Park




Woodlands




Agriculture




Institutional / Governmental / Cemetery




Residential




Transportation / Communications / Utilities



Vacant Subdivided Land




Water



Commercial

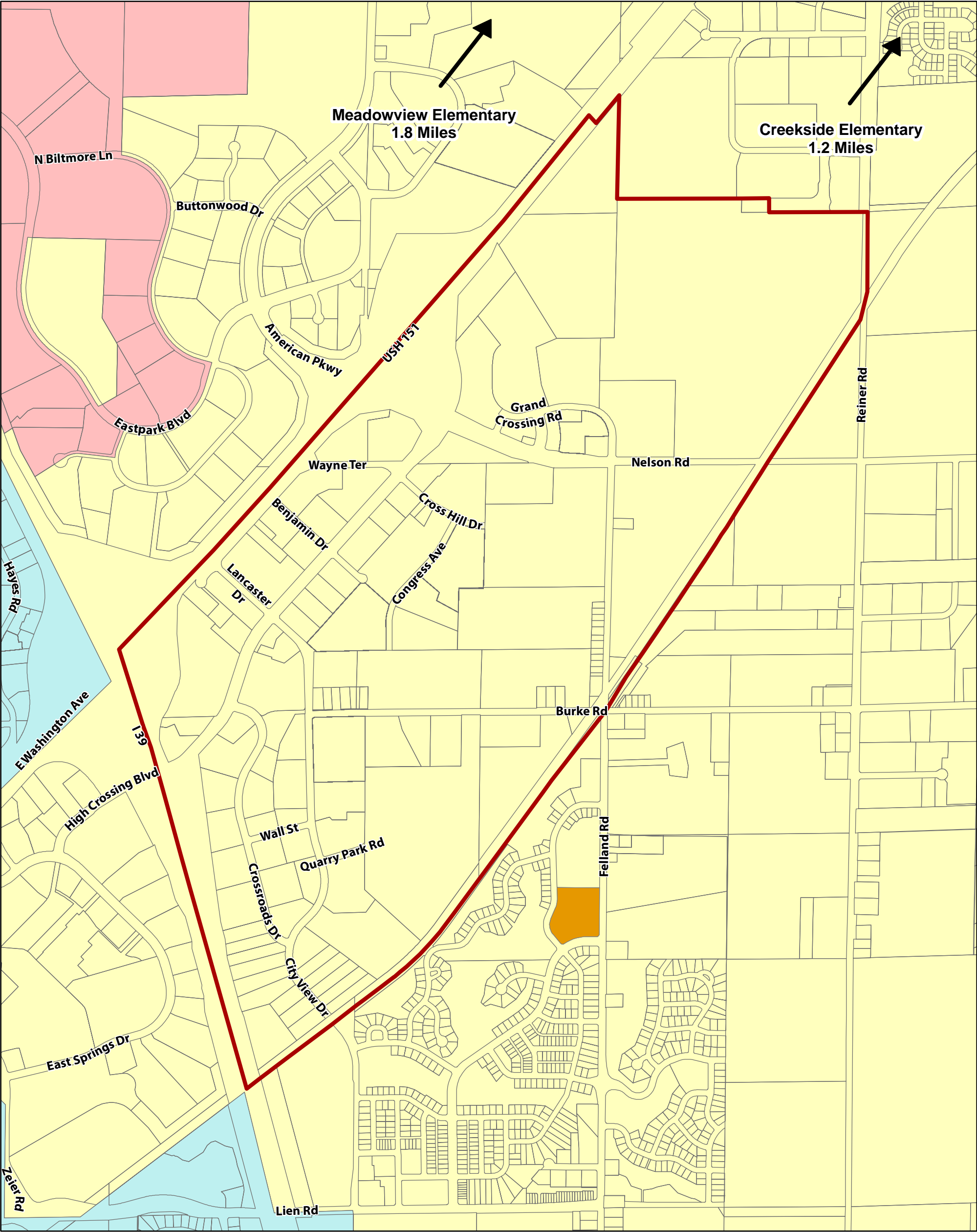
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

City of Madison Planning Division  
Date: 8/2/2019

Document Path: M:\Planning Division\Plans\Neighborhood Development Plans\Nelson NDP\Amendments\2018\GIS and Maps\MXDs\Map 5 Existing Land Use.mxd

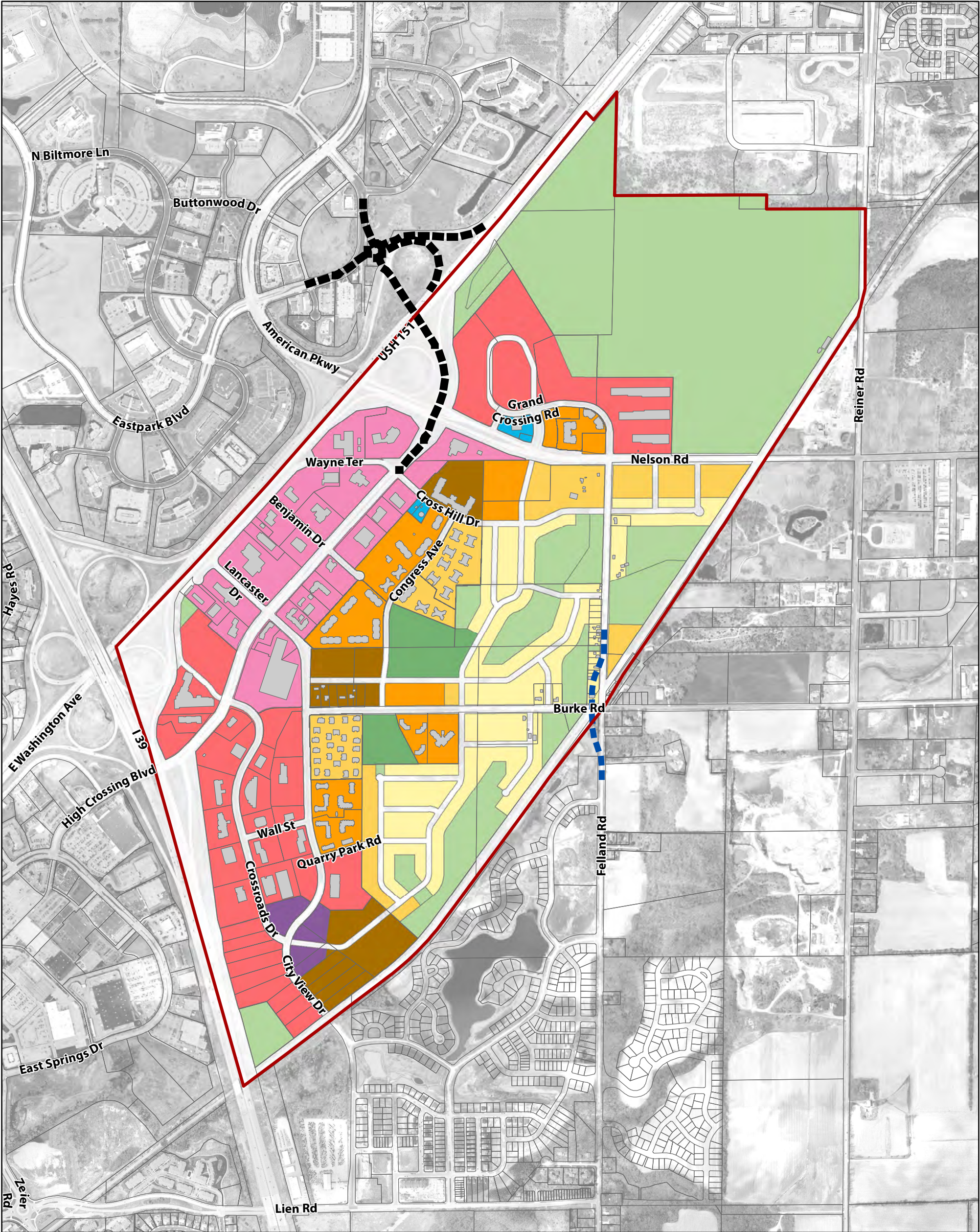
Data Source(s): Madison Planning Division, Dane County



**Map 6: School Districts**  
**Nelson Neighborhood Development Plan**

-  Nelson NDP Boundary
-  DeForest Area School District
-  Madison Metropolitan School District
-  Sun Prairie Area School District
-  Planned Elementary School Site



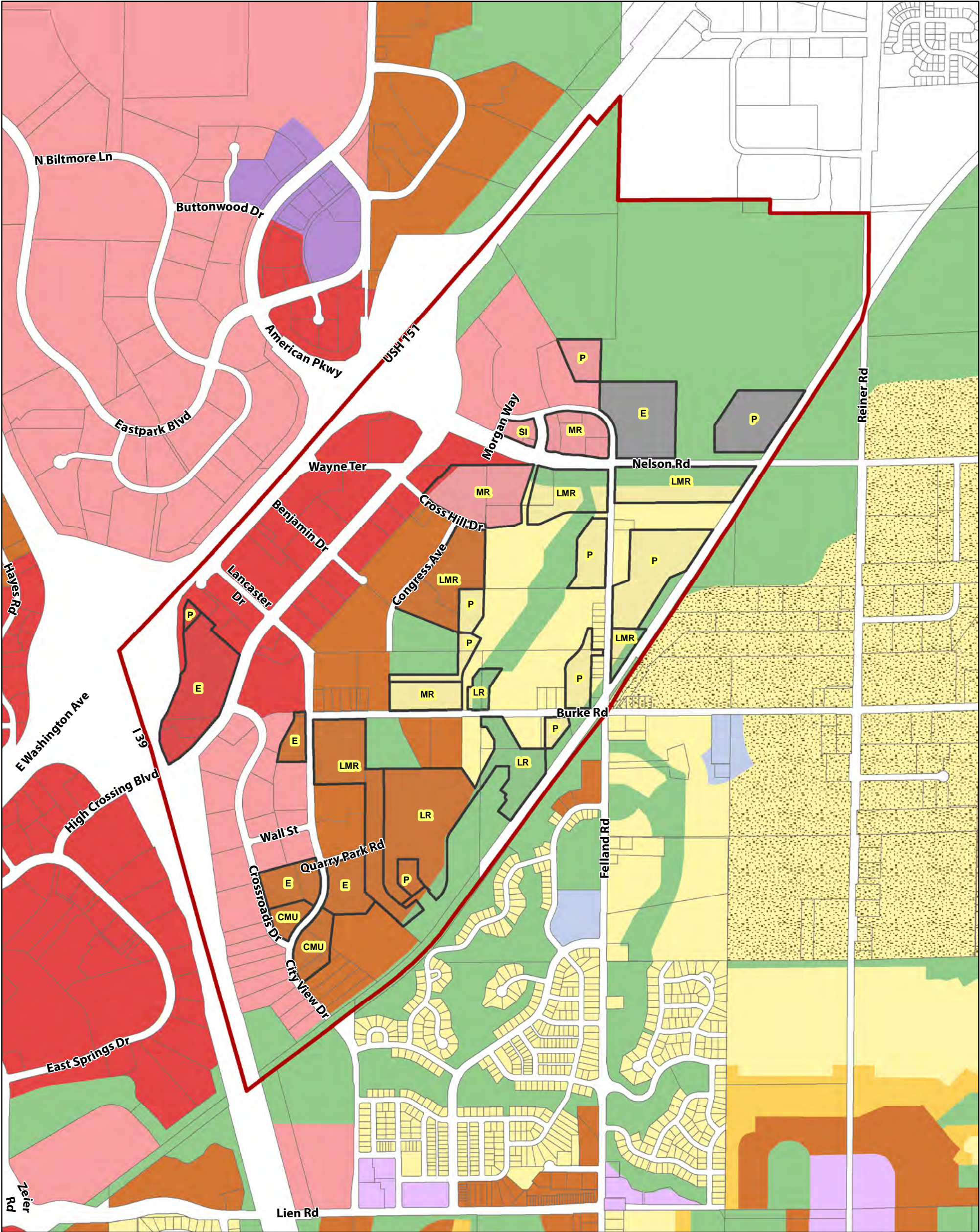


# Map 7: Land Use and Street Plan

## Nelson Neighborhood Development Plan

- Nelson NDP Boundary
- USH 151 - Nelson Road Interchange Revision
- Felland Realignment
- Community Mixed Use
- Community Retail and Service
- Employment
- Institutional
- 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)
- Park
- Stormwater and Other Open Space





# Map 8: Comprehensive Plan Generalized Future Land Use Changes

## Nelson Neighborhood Development Plan

Nelson NDP Boundary

Community Mixed-Use (CMU)

Neighborhood Mixed-Use (NMU)

General Commercial (GC)

Employment (E)

Institutional (I)

Low Residential (LR)

Low-Medium Residential (LMR)

Medium Residential (MR)

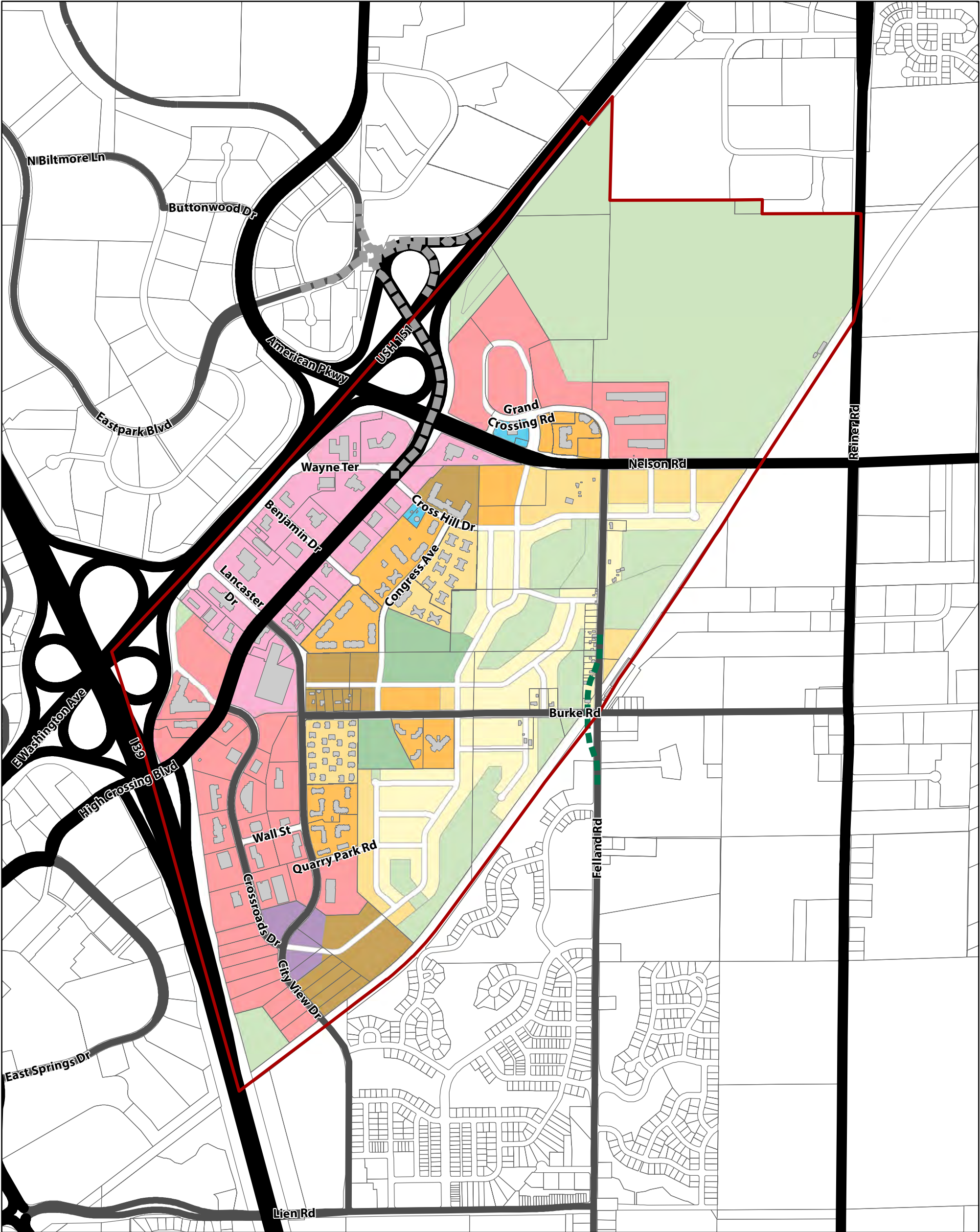
Parks and Open Space (P)

Neighborhood Planning Area (NPA)

Change to 2018 Comprehensive Plan Generalized Future Land Use Map

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# Map 9: Transportation Plan - Roadways

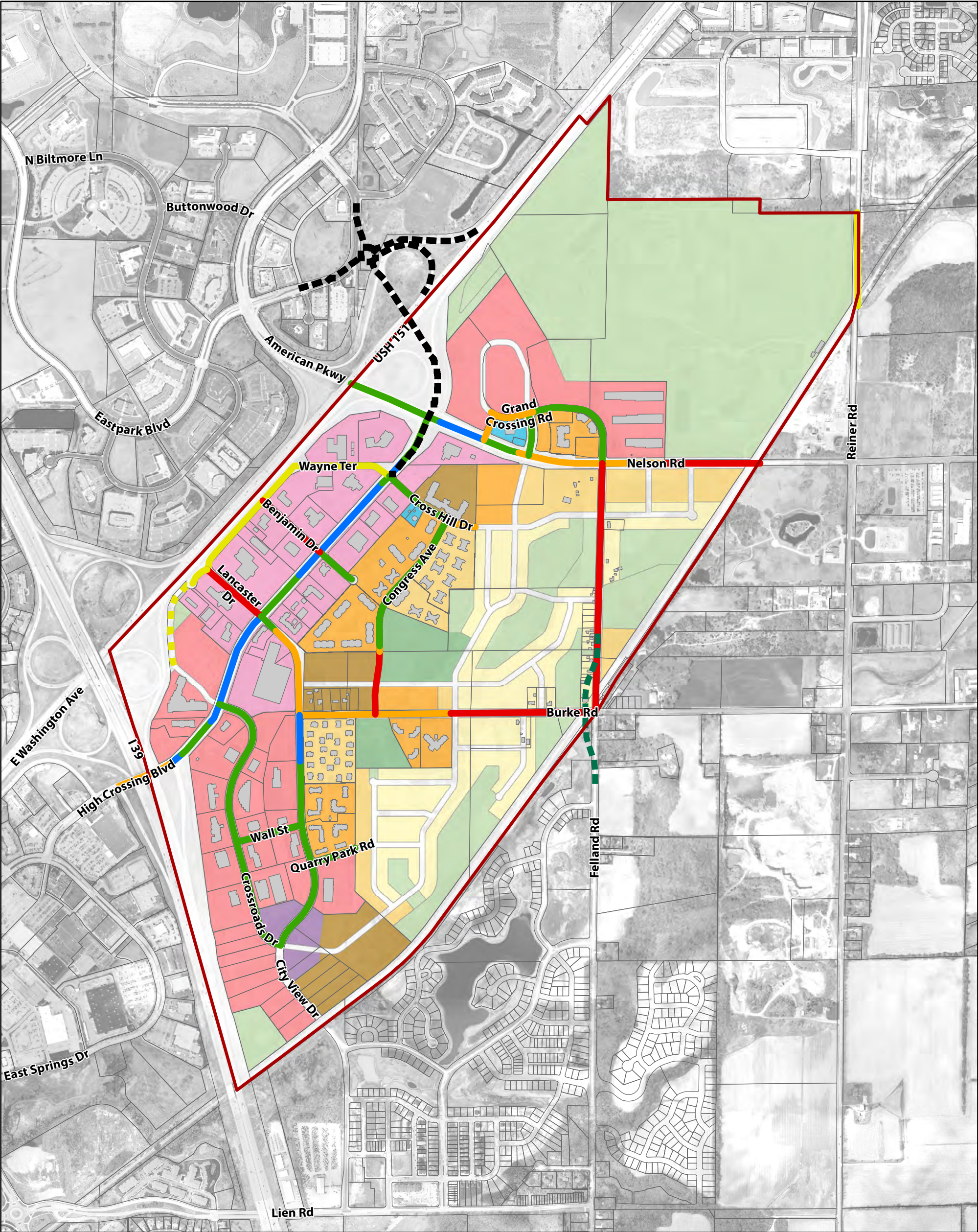
## Nelson Neighborhood Development Plan

- Nelson NDP Boundary
- Arterial Street
- Collector Street
- USH 151 - Nelson Road Interchange Revision
- Felland Road Realignment

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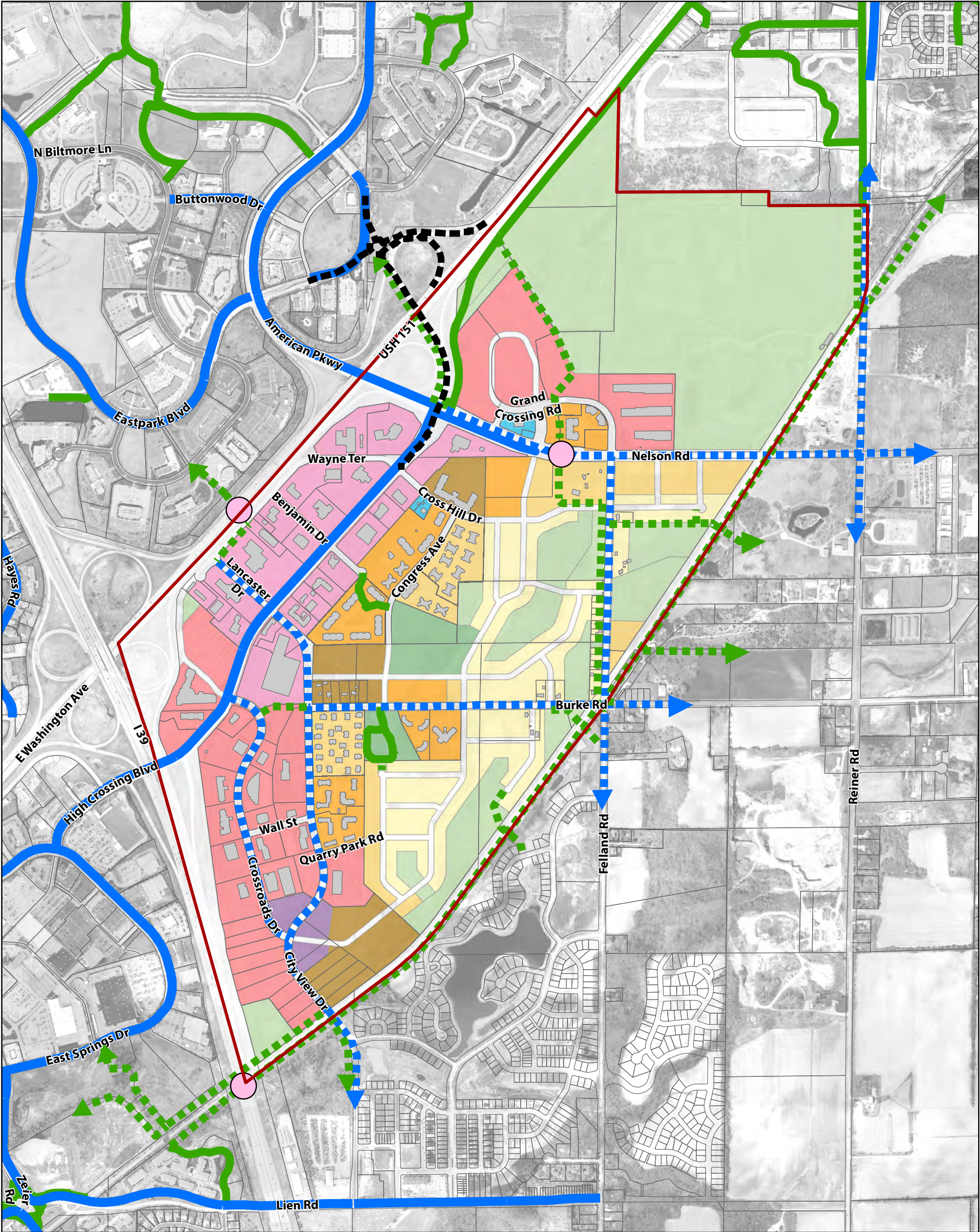


Map 10: Pedestrian Network  
Nelson Neighborhood Development Plan








- Nelson NDP Boundary
- USH 151 - Nelson Road Interchange Revision
- Felland Road Realignment
- Existing Street - Install Sidewalks on Both Sides as Street is Reconstructed
- Existing Street - Install Sidewalks on One Side as Street is Reconstructed
- Existing Street - Sidewalk on One Side, Install Sidewalk on Opposite Side as Development Occurs
- Existing Street - Sidewalk on One Side, Install Sidewalk on Opposite Side in Next 3 Years
- Future Street - Sidewalk on One Side
- Existing Street - Sidewalks on Both Sides

Note: All future streets not shown in legend should have sidewalks on both sides, per City policy. In some limited cases, a shared-use path may take the place of a sidewalk - please see Map 11 for planned shared-use paths.





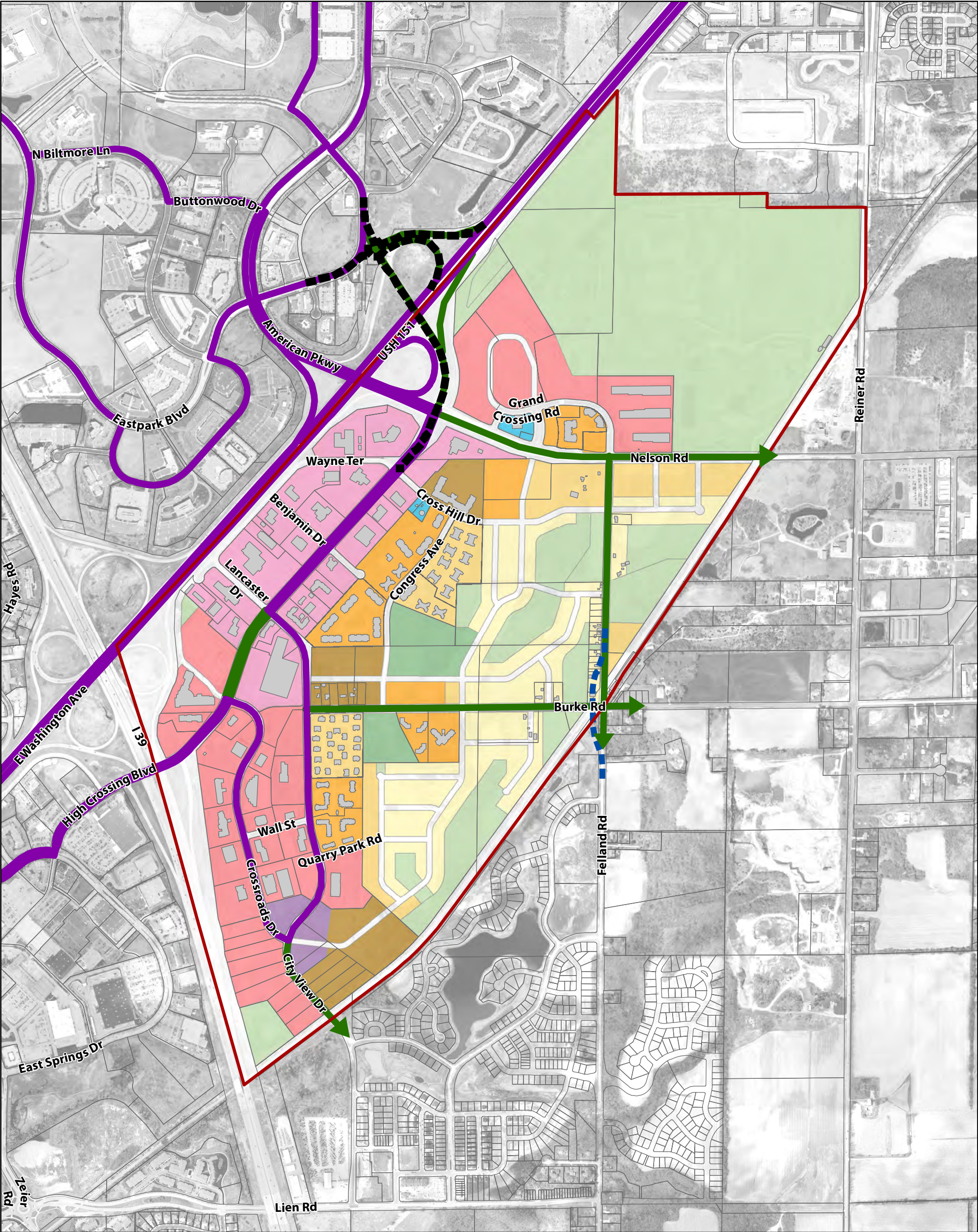
**Map 11: Bicycle and Shared Use Path Network**  
**Nelson Neighborhood Development Plan**

-  Nelson NDP Boundary
-  USH 151 - Nelson Road Interchange Revision
-  Planned On-Street Bicycle Facility
-  Planned Shared Use Path
-  Existing Shared Use Path
-  Existing On Street Bicycle Facility
-  Planned Overpass/Underpass






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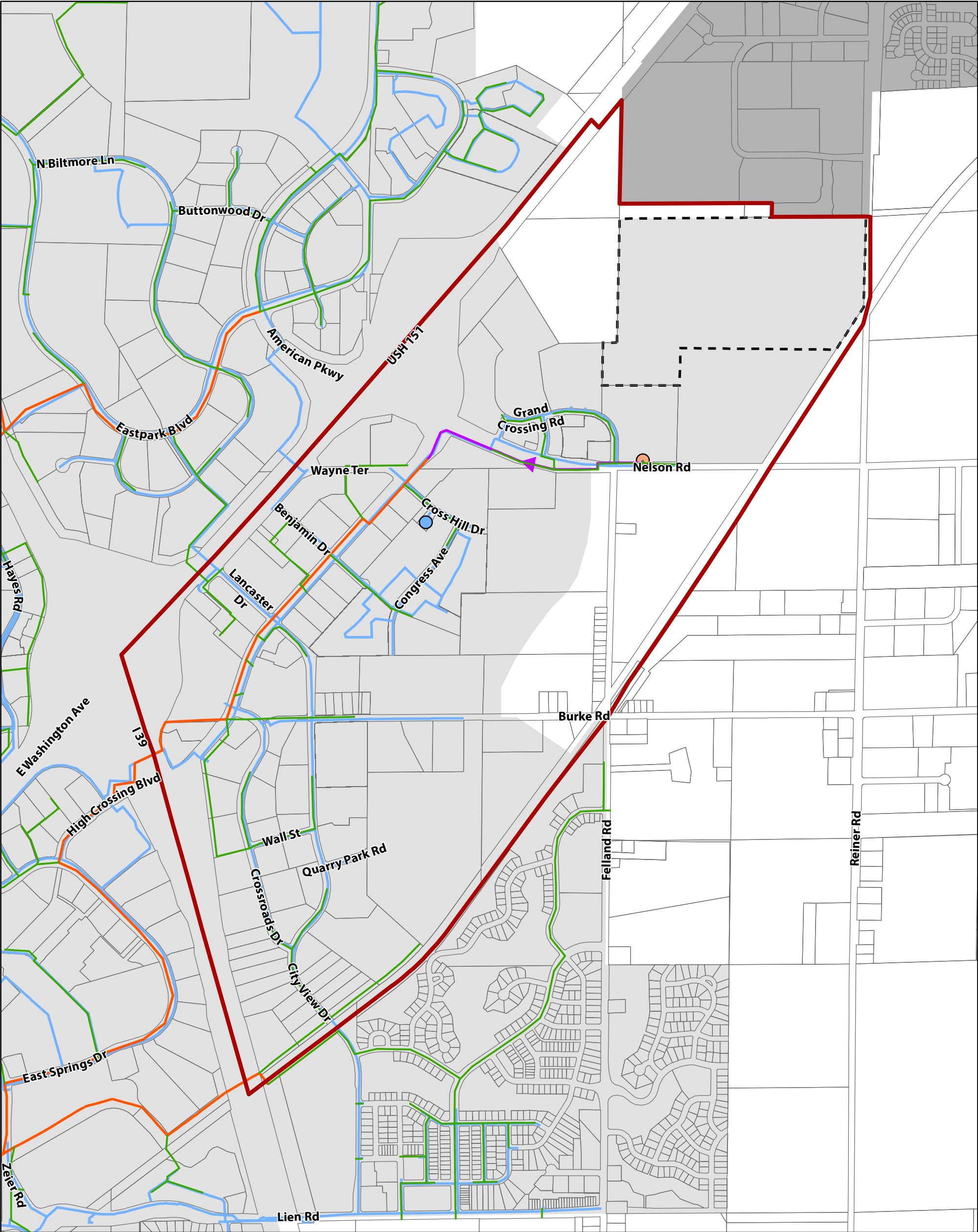




**Map 12: Transit**  
**Nelson Neighborhood Development Plan**

-  Nelson NDP Boundary
-  USH 151 - Nelson Road Interchange Revision
-  Felland Realignment
-  Suitable for Future Transit
-  Current Transit Route





Map 13: Utilities & Urban Service Areas

Nelson Neighborhood Development Plan

- Nelson NDP Boundary
- Central Urban Service Area
- Sun Prairie Urban Service Area
- Limited Service Area
- Water Tower
- Sanitary Lift Station
- Water Main
- Sanitary Forcemain
- Sanitary Interceptor
- Sanitary Main

