

PUMPKIN HOLLOW NEIGHBORHOOD DEVELOPMENT PLAN

Recommendations for Land Use and Development

DRAFT

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

October 2007

PUBLIC REVIEW DRAFT: TEXT NOT FORMATTED. PICTURES NOT INCLUDED.

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PUMPKIN HOLLOW NEIGHBORHOOD DEVELOPMENT PLAN

INTRODUCTION

The Pumpkin Hollow Neighborhood Development Plan was prepared to guide the future growth and development of a new residential neighborhood located on the City of Madison's northeast side.

The Pumpkin Hollow planning area has been recognized as a potential location for future urban expansion since the 1990 Peripheral Area Development Plan, which identified lands at the edges of the city most suitable for Madison's near and longer-term growth. An update of the Peripheral Area Development Plan completed as part of the 2006 City of Madison Comprehensive Plan identified the planning area as having near-term potential for beginning urban development, and recommended that a detailed plan for the neighborhood be prepared and adopted.

The Pumpkin Hollow Neighborhood Development Plan was prepared through a joint planning effort that included the participation of neighborhood residents and property owners, City staff and officials, representatives of other municipalities, and other interested individuals and organizations. Throughout the planning process, there was communication between property owners, neighborhood residents and City staff as public and private planning objectives were identified. Three public meetings were held at Burke Lutheran Church in the planning area to present and discuss background information, preliminary concept plans, and the draft neighborhood development plan. The neighborhood development plan reflects an effort to balance the interests and objectives of all participants, while providing a comprehensive long-range vision for future neighborhood development.

The Pumpkin Hollow Neighborhood Development Plan includes recommendations for land use and design, open space preservation, transportation, urban services delivery, development phasing and plan implementation. It will be adopted as a supplement to the City of Madison Comprehensive Plan as a guide for future development within the planning area and the vision against which future development proposals will be evaluated.

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BACKGROUND INFORMATION AND PLANNING CONTEXT

PUMPKIN HOLLOW NEIGHBORHOOD PLANNING AREA

The Pumpkin Hollow neighborhood planning area is generally bounded by Interstate Highway 39-90-94 and the present or future limits of the Village of DeForest on the west, State Highway 19 on the north, Rattman Road and the northern segment of Portage Road on the east, and The American Center on the south. **See Map 1.** The planning area covers encompasses 2,192 acres, of which approximately 753 acres are developed or comprise public parkland or other preserved open spaces, and 1,278 acres are undeveloped vacant and agricultural lands. The remaining 161 acres are street rights-of-way.

MUNICIPAL JURISDICTION

The lands covered by the Pumpkin Hollow Neighborhood Development Plan are currently either in the City of Madison or the Town of Burke. About 406 acres, or 19 percent of the total planning area, are in the City of Madison, and about 1,786 acres, or 81 percent of the total, are in the Town of Burke. **See Map 2.**

The majority of the land within the planning area that is currently in the Town of Burke will eventually come into the City of Madison under the terms of the Town of Burke, Village of DeForest, City of Sun Prairie and City of Madison Cooperative Plan¹. The Cooperative Plan also provides that development within the portion of the neighborhood that will become part of Madison will be guided by the City of Madison's adopted plans, policies, standards and procedures; and may require attachment to the City at the time of development. However, the Pumpkin Hollow planning area also includes several existing Town of Burke residential plats and vacant properties located along the west frontage of Portage/Rattman Road that will eventually become part of the City of Sun Prairie. Future urban development in these areas will be guided by Sun Prairie's plans, but they are included in the Pumpkin Hollow planning area because they form the core of the neighborhood now, and will continue to be an important part of the neighborhood as it develops in the future, regardless of municipal jurisdiction. It is also essential that land use and transportation recommendations for the entire neighborhood be carefully coordinated between municipalities, and the Cooperative Plan provides multiple opportunities for the participating jurisdictions to work together on shared planning and service delivery issues.

PROPERTY OWNERSHIP

Except for the existing residential subdivisions along the west frontage of Rattman Road, the Sommer Valley Circle and Terrace Parklands subdivisions west of Portage Road, and a number of smaller, primarily residential, parcels located along the existing roadways, the majority of the land within the Pumpkin Hollow planning area consists of relatively large, unplatted parcels of

¹ Referred to hereafter as the Burke Cooperative Plan. Additional information on the Burke Cooperative Plan is presented on pages 17 and 18.

agricultural or vacant land. Most of the future development in the neighborhood will occur on these larger parcels, but not all of these lands are recommended for developed uses. Some of the smaller parcels also have limited potential for additional subdivision and development--- particularly on the rear portions of very deep lots extending back from the existing roadways. Larger properties within the planning area are shown on **Map 2** and listed in **Table 1**.

[**Table 1** is on Following Page]

SCHOOL DISTRICTS

Most of the Pumpkin Hollow planning area is within the DeForest Area School District and is currently served by Windsor Elementary School, DeForest Area Middle School and DeForest Area High School. The Rattman Heights subdivision and other residential and vacant properties in the southeast corner of the neighborhood north and west of the Hoepker and Rattman Road intersection are within the Sun Prairie Area School District and currently served by Horizon Elementary School, Prairie View Middle School and Sun Prairie High School. School district boundaries were not changed by the Burke Cooperative Plan and will not be affected by future changes in municipal jurisdiction. See **Appendix Map 1**.

TOPOGRAPHY AND NATURAL FEATURES

Topography

The topography of the Pumpkin Hollow planning area is generally gently rolling, with the northern half of the planning area sloping to the northwest and the southern half of the planning area sloping to the southwest. The elevation ranges from approximately 856 feet to 1,024 feet U.S.G.S. The lowest elevations are found in the Token Creek and Starkweather Creek basins. The highest elevations are found along subtle ridgelines west of Rattman Road. The greatest topographic relief is found in the area between Portage Road and Token Creek, and in the southern portion of the planning area south of Hoepker Road where there are a series of ridges, steep hillsides and valleys. Topography and other natural features are shown on **Map 3**.

Watersheds, Streams and Waterways

The Pumpkin Hollow planning area includes parts of three watersheds. The northern portion of the planning area is in the Token Creek watershed; the southern portion of the planning area is in the Starkweather Creek watershed; and a small area in the southwest corner of the planning area is in the Upper Koshkonong Creek watershed.

Token Creek. Token Creek, one of the area's most significant water resources, travels through the northern portion of the planning area. The creek originates from an area of springs northeast of the planning area, and is supplemented by springs, tributaries and drainageways located along the creek basin. Token Creek flows to the southwest where it eventually empties into the Yahara River, providing up to 50 percent of the Yahara River base flow during the dry season.

Table 1: Property Ownership

| Owner | Acres |
|---|--------------|
| Dane County | 417.5 |
| Peterson, Janice M.; Schmidt, Nancy J. et. al. | 115.2 |
| Harbison, John & Rosemary | 106.7 |
| CVH LLC | 101.9 |
| Hoel, Michael; Orvick, Ruth Hoel | 79.8 |
| Yelk Family Trust | 76.3 |
| Neuman, Ronald J.; Pionkowski, Jerome et.al. | 75.7 |
| Danielson, Norman C. | 75.6 |
| Jahn, Curtis P. & Sandra K. | 71.9 |
| Bostad, Marshall J. & Shirley J. | 71.2 |
| Harbort Living Trust | 70.5 |
| American Family Insurance Corporation | 69.8 |
| Hoepker Trust, Donald & Juanita Hoepker | 66.5 |
| Paulson Investments LLC | 47.5 |
| Burke Lutheran Church | 34.6 |
| Graff, William | 26.7 |
| Hanson Rev Tr., Geraldine A.; Hanson T. B, Harold | 19.4 |
| Porter LE, Bernard R.; Kendall Investments | 19.4 |
| Zeier, Norbert G. & Margaret Zeier et. al. | 16.2 |
| Orvick, Ruth Elaine | 14.4 |

Since springs provide much of the Token Creek base flow, its water temperature ranges between about 50 and 60 degrees. Token Creek and some of its tributaries are designated as a “Coldwater Community.” Rivers and streams designated as Coldwater Communities have special protections because the low water temperature must be maintained in order to support certain fish species such as trout. Proposed developments on properties within the Token Creek watershed may be required to demonstrate that stormwater from the development will not cause an increase in the temperature of Token Creek or its tributaries.

It is thought that Token Creek supported trout before settlers dammed the creek to establish a mill near the creek headwaters. The mill and other factors degraded the quality of the stream. In recent years, however, several organizations have been actively involved in efforts to preserve lands near Token Creek, and in restoration projects to improve the quality of the stream and its environs. Some of the activities include narrowing the stream, stabilizing the stream bank, removing nuisance vegetation, and adding in-stream fishery habitat.

Token Creek currently supports self-reproducing brown trout. The Wisconsin Department of Natural Resources has been modestly stocking brook trout and would like to continue improvement of the stream to the point where it can naturally support this species. While most of the land preservation and stream restoration activities to date have been focused north of STH 19, there have also been some activities south of the highway, and the property owners in this area have been good stewards of the Creek.

Starkweather Creek. The southern half of the planning area contains the headwaters of the West Branch of Starkweather Creek. Starkweather Creek flows southwest under the Interstate Highway through the Hanson Road Neighborhood and eventually enters Lake Monona at Olbrich Park. Limited base flow and location within a highly developed area have resulted in generally poor water quality in Starkweather Creek, and maintaining base flow and water quality in the headwaters area is important to help prevent further degradation.

Natural Resource Areas. The Dane County Parks and Open Space Plan designates lands near Token Creek and Starkweather Creek as Natural Resource Areas. Natural Resource Areas are larger corridors containing valuable natural resources recommended for preservation, and typically include features such as steep topography, water bodies and waterways, wetlands, prairie, forests and agricultural working lands. Resource Areas contain both public and private land, and participation by private property owners in conservation programs is voluntary. Permanent preservation within these areas is accomplished by acquiring land or conservation easements from willing sellers, and often occurs in cooperation with other units of government and organizations.

Special Regulations for Navigable Waterways. During the planning process, staff from the Wisconsin Department of Natural Resources field checked the mapped streams in the Pumpkin Hollow planning area to determine if any of the streams were navigable. Streams are considered navigable if they can float a small watercraft under defined conditions. Token Creek and the two tributaries that flow into it from the north are navigable. The portion of the Starkweather Creek headwaters between Portage Road and the Interstate Highway is also considered navigable.

Navigable waterways must be maintained as open drainageways, and also are subject to the requirements of the Dane County shoreland zoning regulations. Shoreland areas are defined to

include all lands within 300 feet of the ordinary high-water mark or the landward side of the floodplain of the navigable reaches of rivers and streams. Special regulations applicable to shoreland areas include:

- Lots served by sanitary sewer must be at least 15,000 square feet in area.
- Lots must be at least 100 feet in width at the building setback line.
- The footprint of primary and accessory buildings cannot occupy more than 30 percent of each lot.
- Buildings must be set back at least 75 feet from the ordinary high-water mark of the waterway.

Wetlands and Floodplains

According to the Wisconsin Department of Natural Resources Wetland Inventory Maps, the lower elevations of the Token Creek and Starkweather Creek basins include extensive wetlands. There is also a small wetland that straddles the Kaioula, Zeier and American Family Insurance properties south of Hoepker Road. Wetlands as shown on the Wetland Inventory Maps are preliminary determinations based largely on the interpretation of aerial photographs, and the exact boundaries of wetland areas must be delineated in the field prior to development. The wetland on the Hoepker property in the southwest quadrant of the Hoepker and Portage Road intersection has been field-delineated at this time. Other mapped wetlands will also need to be field-delineated as part future development proposals. Federal Emergency Management Agency flood plain maps also classify many of the mapped wetland areas as being within the 100-year floodplain. Special regulations apply to developments that contain or are adjacent to wetlands or floodplains.

Soils

According to the Natural Resource Conservation Service Soil Survey of Dane County, soils in the Pumpkin Hollow planning area are predominantly well-drained and moderately-well-drained deep silt loams and loams. These soils are very typical in Dane County and should not have a major impact on the development potential of lands. Hydric soils and soils with hydric inclusions are located in areas near Token Creek and Starkweather Creek, and in some lower areas along natural drainageways. Hydric soils are generally less suitable for development, and are primarily found within wetland and floodplain areas where development is limited or not recommended, or where stormwater management facilities are likely to be located, in any case. However, soil conditions will need to be carefully evaluated on any lands with these soil characteristics that may be considered for development.

Woodlands

Significant woodlands remaining within the planning area are primarily found on hillsides, ridges and other areas with steeper slopes, such as the gullies that contain intermittent streams, that were considered less suitable for agriculture or rural residential development. In general, these steep, wooded areas are not recommended for more intensive development. A few smaller stands of mature, high-quality trees also exist at scattered locations within the planning area, and these often can be preserved and incorporated into a well-designed development.

EXISTING LAND USE

The majority of the land within the Pumpkin Hollow planning area is currently agricultural land, public parkland, or vacant undeveloped land. The balance of the planning area consists of a mix of residential, commercial, institutional and industrial land uses. Residential uses, the majority of which are located within existing Town of Burke subdivisions, are the predominant use on lands that are currently developed. Existing land uses are shown on **Map 4** and listed in **Table 2**.

[**Table 2** is on Following Page]

Agricultural and Vacant Land

Most of the land in the planning area is either being farmed or is vacant and undeveloped land. Undeveloped lands include extensive wetland areas and smaller steeply sloped areas that are not suitable for development. There are a few farms within the planning area, but most of the agricultural land is being rented out to farmers in the surrounding area.

Parks and Open Space

Token Creek Park. Dane County's Token Creek Park currently contains about 418 acres and encompasses a segment of Token Creek. Park facilities and amenities include a small campground; shelters for group picnics and outings; playgrounds; a fishing area along the creek; hiking, cross country skiing, and equestrian trails; a boardwalk through a sedge meadow marsh; a disc golf course; and a dog exercise area. Token Creek Park is a tremendous asset to the neighborhood and the passive and active recreational activities in the park serve a wide range of interests and age levels. The County Parks Division recognizes that as the surrounding area continues to develop, park use will increase, and more park visitors will come from the adjacent neighborhoods.

The Parks Division would like to relocate the Token Creek Park entrance from its current location on USH 51 back to its former location on Anderson Road. There are a number of reasons for wanting to move the entrance, including problems with undesirable activities occurring in the park. The park does not have continuous monitoring throughout the day and it is felt that this behavior is encouraged by the current entrance's relative lack of public visibility, coupled with its easy access to USH 51 and a direct link to the Interstate. Concerns from nearby residents on Anderson Road partly prompted the earlier entrance relocation to USH 51, however, and similar concerns may resurface if the entrance is moved back. The paved entrance road at Anderson Road still exists, but currently is gated off.

Town of Burke Parks. Smaller public parks in the planning area include a five-acre park and detention area within the Rattman Heights subdivision, a three-acre park within the Sunburst subdivision, and a two-acre park in the Terrace Parklands subdivision. The Town of Burke owns all of these park facilities.

Table 2: Existing Land Use

| Land Use | Acres | % of Total |
|----------------------|----------------|-------------------|
| Residential | 246.5 | 11.3% |
| Commercial | 9.4 | 0.4% |
| Industrial/Utilities | 1.3 | 0.1% |
| Institutional | 4.1 | 0.2% |
| Parks and Open Space | 491.7 | 22.4% |
| Agricultural/Vacant | 1,278.3 | 58.3% |
| Street Right-of-Way | 160.5 | 7.3% |
| Total | 2,191.8 | 100.0% |

While it is also a commercial use, the Pumpkin Hollow Driving Range located southeast of the Hoepker and Portage Road intersection is tabulated as an open space use because the primary land use characteristics of this private recreational business are essentially similar to other open space uses. However, this property may be redeveloped with alternative uses at a future time.

American Center Wildlife Retreat Area. The development agreement between American Family Insurance and the City of Madison established an area along the northern edges of The American Center as the Wildlife Retreat Area. The designated Wildlife Retreat Area includes many higher elevations, steeper slopes and wooded areas as well as open fields. Most of the land within the Wildlife Retreat Area is maintained in a natural state, and only limited activities related to the American Family Headquarters are allowed. One of the primary reasons for establishing the Wildlife Retreat Area was to preserve a natural buffer between this major employment center and the very low density rural and rural-residential areas to the north. In addition to preserving existing high wooded areas, American Family has restored portions of their property formerly cultivated for agricultural uses back to a more native environment, including grasslands, a prairie, oak savannas and ponds. A 46-acre portion of the Wildlife Retreat Area is included in the existing park and open space land uses total acreage.

Residential Uses

Currently, there are about 247 acres of residential land use within the Pumpkin Hollow planning area, and 288 homes. The majority of the residences, 216, are located in Town of Burke platted subdivisions. Terrace Parklands, Sunburst, Rattman Heights and Sherwood Glen are all largely built out. Hoffman Acres has been platted but only two homes have been constructed. Fourteen homes have been built in Sommer Valley Circle, a large-lot subdivision located west of Portage Road. The remaining 56 homes are distributed along the existing roadways and take access from them.

Commercial Uses

Existing commercial uses within the Pumpkin Hollow planning area are limited. A custom sewing business occupies part of the former school building at the northeast corner of Hoepker and Portage Roads; a day care is located west of Portage Road in the northern portion of the planning area; a pet boarding business is located south of State Highway 19; and a small cluster of other businesses is found near the STH 19 intersection with Portage Road. The golf driving range on Hoepker Road is tabulated as an open space land use, but is also a commercial use. Although The American Center extends into the southernmost portion of the Pumpkin Hollow planning area, that part of the Center is within the designated Wildlife Retreat Area and does not represent a commercial land use as typically defined.

Industrial Uses and Utilities

There are no industrial uses in the Pumpkin Hollow planning area, but a small Alliant Energy electrical substation is located in the small development southwest of the intersection of State Highway 19 and Portage Road.

Civic and Institutional Uses

The only institutional use currently present in the planning area is the Burke Lutheran Church and the church cemetery located east of Portage Road. Burke Lutheran Church has identified a need for additional facilities and hopes to be able to expand on their current site.

Historical and Cultural Structures and Sites

The Wisconsin Historical Society Architecture and History Inventory identifies six sites in the planning area. A field verification of these sites revealed that each of the structures has been significantly altered, and most probably do not retain sufficient integrity to be considered historic structures worthy of preservation. However, the oldest portion of the Burke Lutheran Church retains much of its original character---although both the front facade and the interior have been somewhat compromised by later additions. The cemetery beside the church is also a historic part of the neighborhood and still in use today. It is recommended that the oldest part of the Burke Lutheran Church building be preserved, and perhaps an opportunity to partially restore the building back closer to its original appearance may be considered as part of future planning to develop expanded or new church facilities on the site.

Wisconsin Historical Society records indicate a string of four archeological sites located along the south side of State Highway 19. All appear to be pre-Contact camp or village areas of unknown age. No additional development is proposed in this area in the near term, but the status and potential significance of these sites should be evaluated before any development is considered in the future. WHS records also note that two conical burial mounds were reported in the Northeast quarter of Section 10 (generally within the platted areas along the west side of Rattman Road), but the WHS does not have a good location for these mounds and they have since been listed as “presumed destroyed.”

EXISTING ZONING

Existing zoning in the Pumpkin Hollow planning area is a combination of City of Madison zoning regulations, which apply to lands within the City, and Dane County zoning regulations, which apply to lands within the Town of Burke. **See Map 5.**

All of the land within the City of Madison currently is classified A-Agriculture District, except for the portions of The American Center that are within the planning area, which are classified O-3 Administrative Office District. Although zoned O-3 District, allowed uses on the portions of the American Family National Headquarters parcel within the planning area are very limited by provisions of the development agreement with the City of Madison. Although most farming operations and other agricultural uses are permitted uses in the Agriculture District, the district is primarily used as an interim zoning designation on future development lands recently annexed or attached to the City; and properties intended for eventual urban development will be rezoned to a more appropriate zoning classification as part of the future approval of a development project. One of the key factors in determining whether a development should be approved, and which zoning district classification should be assigned, is the consistency of the proposed development with the recommendations of an adopted neighborhood development plan.

Existing uses at the time of attachment to the City may continue under the Agriculture District classification either as conforming or non-conforming uses, but only conforming uses may be expanded.

The Dane County Zoning Ordinance applies to lands in the Town of Burke. Most of the lands currently in Town of Burke are classified A-1 Agriculture District (Non-Exclusive). This district permits agricultural uses, but also allows single-family homes and other selected uses. Some residential and commercial areas in the Town portion of the planning area have A-1 District zoning, but most residential plats are classified R-1 Residence District. A few homes are within the R-H Rural Homes District, and the limited business uses within the planning area include locations with a variety of County commercial, agricultural and residential zoning district classifications.

EXISTING TRANSPORTATION FACILITIES

Roadways

Existing roadways in the Pumpkin Hollow planning area (including the perimeter roadways) are classified as arterial, collector or local roads. Interstate Highway 39-90-94 and State Highway 19 are classified as arterial roads. American Parkway, which is the extension of Rattman Road south of the planning area between Hoepker Road and USH 151, is also classified as an arterial roadway. Portage Road and Rattman Road are classified as collector roads. Hoepker Road is also currently classified as a collector road, but is expected to become a minor arterial road in the future. The remaining roadways within the planning area are classified as local roads and primarily provide access to existing residential subdivisions or home sites. Two other arterial roadways, U.S. Highway 51 and U.S. Highway 151, are located just outside the planning area to the west and south, respectively.

Interstate Highway 39-90-94. Interstate Highway 39-90-94 forms part of the west boundary of the Pumpkin Hollow planning area. There is no direct access from within the planning area, but the neighborhood has convenient access to the Interstate via Hoepker Road and the existing interchange at USH 51, Portage Road and the interchange at STH 19, or American Parkway and the interchange at USH 151. There are currently no plans to provide additional access along this segment of Interstate Highway 39-90-94, although the Regional Transportation Plan recommends that a study of this potential be conducted.

State Highway 19. State Highway 19 forms the northern boundary of the Pumpkin Hollow planning area and is an important regional east-west connection, linking Waunakee to the west with Sun Prairie to the east. Currently only a few properties within the planning area have direct access to STH 19, including the small cluster of businesses near the intersection with Portage Road. West of the planning area, STH 19 is a divided four-lane highway with grade-separated interchanges at Interstate 39-90-94 and USH 51; but it is currently only a two-lane road adjacent to the planning area. Although there are no plans at this time to add lanes to this segment of STH 19, the Wisconsin Department of Transportation recognizes that expected future traffic volumes may be larger than what can be safely accommodated on the existing two-lane road, and does not preclude the possibility that future traffic volumes and developmental pressures will warrant consideration of capacity expansion. WisDOT is currently developing a long-term access plan for the STH 19 corridor.

Hoepker Road. Hoepker Road is one of three primary access routes into the Pumpkin Hollow neighborhood and provides an east-west connection between CTH CV, USH 51 and CTH C. Hoepker Road currently is improved as a two-lane rural roadway, but the amount of traffic is projected to increase significantly and widening will be required to provide additional capacity, particularly with the large regional retail, commercial and residential developments now planned in Sun Prairie near CTH C. The current intersection of Hoepker Road with USH 51 is very hazardous, and a traffic roundabout at this intersection is scheduled for construction in 2008. Future improvements here may include a grade-separated interchange.

Portage Road. Portage Road is the primary north-south connection through the Pumpkin Hollow neighborhood, and together with Rattman Road, will continue to be a major access route into the neighborhood from the north or south. The planned extension of **Eastpark Boulevard** to Portage Road, and realignment of Portage and **Hanson Roads** and the bridge crossing over the Interstate Highway, will greatly improve access to The American Center, both from the neighborhood to the north, and from USH 51 to the east. Portage Road currently is primarily a two-lane rural roadway within the planning area, but has curb and gutter within the Token Creek hamlet at STH 19. Traffic is also projected to increase on Portage Road as the neighborhood and surrounding areas continue to develop, and the road will need to be improved; but it is currently not expected that additional travel lanes will be required.

Rattman Road. Rattman Road forms the eastern boundary of the planning area, and currently provides the principal access to the existing residential subdivisions located along the west frontage. Rattman Road merges with Portage Road about one-quarter mile south of STH 19. South of Hoepker Road, Rattman Road becomes **American Parkway**, which has an interchange with USH 151. The primary entrances to The American Center and to the American Family Insurance National Headquarters are located on American Parkway. Rattman Road currently is primarily a two-lane rural roadway, with urban improvements like curb, gutter and sidewalk along a short segment in Sun Prairie; but projected traffic increases are expected to require roadway widening and additional travel lanes.

Local Streets. Other streets within the planning area include the local streets providing access to the Sommer Valley Circle, Terrace Parklands, Sunburst, Rattman Heights, and Sherwood Glen subdivisions, and to other platted lots adjacent to these subdivisions. Anderson Road extends along the southern boundary of Token Creek Park, and currently provides access only to the small group of homes located just east of the Interstate Highway.

Transit Service

There is no transit service to the planning area at the present time. Madison Metro's Route 25, which travels between the Capitol Square and The American Center, is the closest bus route. This route currently provides reverse commute service to The American Center during weekday morning and afternoon peak service times (6:00 to 9:00 AM and 3:00 to 7:00 PM). There is also a Park and Ride lot in The American Center on Eastpark Boulevard.

Pedestrian and Bicycle Facilities

Pedestrian and bicycle facilities currently are limited within the planning area. No marked bicycle lanes are provided on any of the neighborhood roadways at this time, although Portage Road is informally used as a bicycle “escape route” to the countryside beyond the urban area. The existing residential subdivisions were developed without sidewalks, although current vehicular traffic within these disconnected plats is minimal. Sidewalks are provided along public streets in The American Center and Parkway Village, just south of the planning area in the City of Madison, and in the City of Sun Prairie subdivisions east of Rattman Road.

Dane County Regional Airport

The Dane County Regional Airport is in relatively close proximity to the Pumpkin Hollow planning area. Runway 3-21, one of the Airport’s three runways, extends close to the west side of USH 51, a little more than one-mile from Pumpkin Hollow; and the flight paths of aircraft using this runway in particular pass near, if not over, the planning area. Airport proximity results in some noise exposure and creates some limitations on allowed land uses and building heights.

The Dane County Regional Airport Height Limitation Zoning Ordinance stipulates maximum building heights for lands within approximately three miles of the Airport. The Ordinance allows structures up to 50 feet, at a minimum, and permits much greater heights throughout most of the planning area. In general, the types of development recommended in the planning area should not be affected by these regulations. Prospective developers should, however, review the Height Limitation Zoning Ordinance when considering specific proposals.

The Airport will request that aviation easements be provided by most property owners and developers of property within three miles of the airport, which includes the entire Pumpkin Hollow planning area. The aviation easements notify property owners of potential impacts from airport operations, and typically include a provision prohibiting owners from suing the airport for any noise impacts that may be experienced.

EXISTING ADOPTED PLANS

The City of Madison has adopted a wide array of plans to guide land use and development within the City and its planned growth areas. Several of these plans include recommendations that specifically address the Pumpkin Hollow planning area or lands that are adjacent to the planning area.

City of Madison Comprehensive Plan

The City of Madison Comprehensive Plan, adopted in January 2006, includes a great many goals, objectives, policies and recommendations that apply generally to all areas. These recommendations are not limited to land use and development, but cover all of the elements of a Comprehensive Plan including, for example, transportation, housing, utilities and community facilities, agricultural, natural and cultural resources, economic development and intergovernmental cooperation. However, two sections within the Land Use chapter of the Comprehensive Plan provide the initial framework for the Pumpkin Hollow Neighborhood Development Plan.

2006 Peripheral Planning Areas. The Comprehensive Plan defines nine Peripheral Planning Areas (PPAs) at the edges of the urban area. The PPAs are areas that have at least some near or long-term potential for future urban development and City of Madison expansion, but for which no detailed planning has been done to define the City's interests and develop more refined recommendations. The PPAs are recommended as planning areas, and more detailed planning will not necessarily recommend that all lands within each PPA should eventually be developed with urban uses, or that Madison should seek municipal jurisdiction over the entire area.

The Pumpkin Hollow planning area is within Peripheral Planning Area B, a "Group 1" district recommended as a potential location for relatively near-term City of Madison expansion and future urban development. Urban development under City of Madison jurisdiction is anticipated to begin in at least portions of all of the Group 1 Peripheral Planning Areas within one to five years. A key recommendation in the Comprehensive Plan is that a detailed neighborhood development plan must be prepared and adopted prior to initiating urban development in any peripheral area.

Generalized Future Land Use Plan Map. The Comprehensive Plan also makes broad land use recommendations for the entire City of Madison planning area, including the Peripheral Planning Areas beyond the current city limits that do not have a detailed neighborhood development plan. The land use recommendations for the PPAs are necessarily relatively broad, and provide the initial framework for the more detailed recommendations in the neighborhood development plans that will be prepared for these areas. The Comprehensive Plan's Generalized Future Land Use Plan Map identifies only two recommended land uses within the Pumpkin Hollow planning area: Park and Open Space and Neighborhood Planning Area-Low Density Residential-Traditional Neighborhood Development. **(See Appendix Map 2)** This reflects the general recommendation that the Pumpkin Hollow be developed primarily as a residential neighborhood characterized by relatively low densities and substantial open space preservation.

- **Park and Open Space**

The Park and Open Space designation is applied to the portions of the planning area generally encompassing Token Creek Park and a large area of wetlands and uplands along the Token Creek valley extending north to State Highway 19, the wetlands south of Hoepker Road extending south to the Interstate Highway, and an expanded open space corridor extending southwest from The American Center Wildlife Retreat Area to encompass additional woods, hillsides and stream beds. These areas are proposed for consideration as potential open space preservation areas in future more-detailed plans. At the scale of the Comprehensive Plan, recommended locations for smaller open space features, such as municipal parks or stormwater management greenways, generally are not identified in areas where a neighborhood development plan has not been prepared.

- **Neighborhood Planning Area - Low Density Residential - Traditional Neighborhood Development**

This three-part designation is applied to the balance of the Pumpkin Hollow planning area both north and south of Hoepker Road, encompassing both the existing residential subdivisions and undeveloped lands.

Neighborhood Planning Area. Neighborhood Planning Areas are areas for which a neighborhood development plan with detailed land use recommendations has not yet been adopted, and needs to be prepared before urban development can begin.

Low-Density Residential. Low-Density Residential districts are characterized by relatively low densities and a predominance of single-family and two-unit housing types. An average of less than 16 dwelling units per net acre is recommended in Low-Density Residential districts. At the higher end of the density range, rowhouse development and smaller three and four-unit apartment buildings may be compatible with the Low-Density Residential designation at locations specified in an adopted neighborhood plan, but large-scale apartment buildings or complexes would not be.

Traditional Neighborhood Development. Plans for new neighborhoods are encouraged to incorporate the concepts of Traditional Neighborhood Development (TND). Basic TND concepts include compact, mixed-use development with a variety of housing types located close to neighborhood-serving businesses or activity centers; an interconnected, pedestrian and bicycle-friendly street network supplemented with off-street paths and trails; a system of neighborhood parks, plazas, squares and greens; and neighborhood schools and other neighborhood-scale civic and institutional uses. Traditional Neighborhood Development seeks to create an attractive and engaging “public realm”---essentially the spaces within the public rights-of-way defined by the buildings and other structures along and within them. High-quality urban design, site design and architectural design are also important components of a successful TND neighborhood.

City of Madison Neighborhood Development Plans

The southernmost portion of the Pumpkin Hollow planning area overlaps some lands that are covered by the 1992 Rattman Neighborhood Development Plan, which includes the area south of Hoepker Road, and the planning area is adjacent to lands west of Instate Highway 39-90-94 that are covered by the 2000 Hanson Neighborhood Development Plan. The Pumpkin Hollow Neighborhood Development Plan recommendations are intended to revise and supersede the recommendations for the overlap area with the Rattman Neighborhood Development Plan, but are otherwise consistent and compatible with the recommendations in both of these adopted neighborhood plans.

The Rattman Neighborhood Development Plan, adopted in 1992, covers lands generally bordered by Interstate Highway 39-90-94, USH 151 and Hoepker Road. It centers on The American Center office development, and includes a commercial area and park and ride lot north of the intersection of American Parkway and USH 151. Multi-family residential uses are designated for the area northeast of the commercial area. A large community separation open space area extends from the southwest corner of Hoepker Road and American Parkway east to the Sun Prairie Development Area along CTH C. The area generally north and west of The American Center was recommended at that time for park and open space (including a buffer area north of the office park), stormwater drainage or rural uses. The plan was amended in 1997 to include Parkway Village, a small-lot single-family residential area at the southwest corner of Hoepker Road and American Parkway. The Burke Cooperative Plan includes a provision that uses within the defined Sun Prairie Development Area no longer need to be consistent with the Rattman Neighborhood Development Plan.

The Hanson Neighborhood Development Plan, adopted in 2000, covers lands generally bounded by the Soo Line railroad tracks, Anderson Road, Interstate Highway 39-90-94, Portage Road and the Dane County Regional Airport. The plan recommends primarily industrial and limited commercial uses along USH 51 and Hoepker and Anderson Roads. Wetland open space and stormwater management uses are designated for the Cherokee Marsh area along the western boundary of the planning area, and in a large environmental corridor in the southeast portion of the planning area. There is a small area designated for future residential uses along a segment of Portage Road near the southeast limits of the planning area.

Town of Burke-Village of DeForest-City of Sun Prairie-City of Madison Cooperative Plan²

In January 2007, the Town of Burke, Village of DeForest, City of Sun Prairie and City of Madison entered into the Burke Cooperative Plan under the authority of Section 66.0307 Wisconsin Statutes to provide for an orderly, planned transition of the current Town of Burke territory to DeForest, Sun Prairie and Madison municipal jurisdiction over the next 30 years; and to maintain the fiscal viability and operational efficiency of the Town of Burke during the transition period. The Cooperative Plan provides that all Town territory will be attached to the Village of DeForest, City of Sun Prairie or City of Madison not later than October 2036.³ In the interim, owners of property not located within a designated “Protected Area⁴” may attach their property to the designated Village or City if that jurisdiction approves the attachment request, and must attach prior to any development of the land, as defined in the Cooperative Plan. These attachments may create Town or City/Village islands, which are typically not permitted by State Statute. Generally, the Protected Areas will remain in the Town until the final attachment in 2036.

(See Appendix Map 3)

The Pumpkin Hollow neighborhood planning area includes Town of Burke lands within both the Madison and Sun Prairie Boundary Adjustment Areas, and these lands will ultimately be attached to the City of Madison and the City of Sun Prairie, respectively. The lands within the Sun Prairie Boundary Adjustment Area include the existing residential subdivisions and several vacant properties located along the west frontage of Rattman/Portage Road. Although they will not become part of Madison, these areas are logically considered part of the Pumpkin Hollow neighborhood and therefore are included within the neighborhood planning area. None of the Town lands that will become part of the City of Madison are designated as Protected Areas, and these properties could attach to Madison at any time if the City approves the request. Town lands that will become part of the City of Sun Prairie include both Protected Areas and lands not designated as Protected Areas. In general, the vacant land within the Sun Prairie Boundary Adjustment Area is not in a Protected Area.

Residential Development in the DeForest Area School District. The Burke Cooperative Plan includes a provision limiting the pace of residential development on City of Madison properties that are within the DeForest Area School District. This provision was included to

² Referred to hereafter as the Burke Cooperative Plan.

³ In the Burke Cooperative Plan, the area that will eventually transfer to a particular municipality is referred to as the “Boundary Adjustment Area” of that municipality.

⁴ The Burke Cooperative Plan establishes defined “Protected Areas” in the Town of Burke that, with very limited exceptions, cannot be attached to Madison, Sun Prairie, or DeForest until the end of the Protected Period, or October 27, 2036.

moderate the potential number of new students entering the School District each year and help facilitate school planning. In any “subdivision” as defined in this provision, a maximum of 50 building permits can be issued each year for single-family and duplex dwelling units.

Subdivisions with less than 150 units can receive annual building permits for no more than 20 percent of the total number of planned single-family units. For projects with multi-family units, 3.33 multi-family units are considered equivalent to one single-family unit. The building permit allocations are not transferable, and do not accumulate from year-to-year.

The Burke Cooperative Plan also encourages future cooperative planning and mutually-beneficial intergovernmental service agreements between the four municipalities. Specific to the Pumpkin Hollow planning area, the Cooperative Plan provides for cooperative approaches to planning for future public sanitary sewer and water service to some of the unsewered Town of Burke residential subdivisions along Rattman Road that may be more feasible for Madison to serve although they eventually will be in Sun Prairie. The Cooperative Plan also includes an agreement to establish and maintain local street connections between existing and future subdivisions. It is anticipated that cooperation on many issues will continue in the future, since Madison may share a border with the Town of Burke in the Pumpkin Hollow neighborhood for up to 29 years, and will share a boundary with Sun Prairie thereafter.

II

RECOMMENDATIONS

GENERAL DEVELOPMENT CONCEPT

The development concept for the Pumpkin Hollow neighborhood envisions a vibrant residential community on Madison's northeast side characterized by a wide variety of housing choices, a mixed-use neighborhood center, a system of well-located public parks, and a large conservation area along the Token Creek valley.

Pumpkin Hollow is predominantly a residential neighborhood. The neighborhood is adjacent to two major employment districts, but is largely buffered from them by topography and the significant natural features along its southern and northwestern edges. The attractive natural setting and the existing Town of Burke subdivisions in eastern portions of the planning area make the location well-suited to residential development, and the neighborhood will provide additional housing opportunities close to these major employment centers that are currently lacking on Madison's northeast side.

Housing choices in the neighborhood include single-family homes with a wide range of house and lot sizes, rowhouses or townhomes, duplexes and small apartment and condominium buildings, and relatively high-density multi-unit developments closest to the primary neighborhood activity center. A well-integrated mix of appropriate housing types is provided in all parts of the neighborhood; and all housing types include units suitable for households of different sizes, ages, incomes and lifestyles, including families with children.

A mixed-use neighborhood center near the Portage Road-Hoepker Road intersection is the primary location for convenience shopping and other neighborhood-oriented businesses, and an engaging focal point for neighborhood gatherings and activities. Other neighborhood activity centers include a large City of Madison park near the center of the neighborhood, supplemented by three smaller parks within easy walking distance of most residents. A potential public school adjacent to the large park will become an important community asset to the neighborhood if it develops, complementing the Burke Lutheran Church, which has been a focal point for neighborhood activity for generations.

A predominant characteristic of Pumpkin Hollow today is its attractive natural setting and the special beauty of the unique features along Token Creek in the northeast portion of the planning area. These attributes will be protected and enhanced in the future neighborhood through creation of a large conservation area northeast of Token Creek Park. The proposed conservation area encompasses not only the creek and its associated tributaries and wetlands, but also substantial portions of the surrounding upland fields and wooded hillsides that define the Token Creek valley. Low-density housing, including a potential conservation subdivision, is recommended on the lands closest to the proposed conservation area to minimize any potential adverse effects on the creek and wetlands.

Travel within the neighborhood is enhanced by an interconnected network of local streets that provides multiple routes to most destinations. Primary “framework” streets end at or pass beside planned public parks, the proposed school site, and other important neighborhood activity centers. All Madison streets will have sidewalks and are designed to also accommodate bicycle travel. Bicycle and pedestrian travel on local streets is supplemented by a network of on-street bicycle lanes and off-street paths and trails linked to the regional bicycle network. Future transit service to the neighborhood will have easy connections to the neighborhood focal points that will be the most likely destinations.

The Pumpkin Hollow neighborhood currently includes lands in the City of Madison and in the Town of Burke. Eventually, the neighborhood will be within City of Madison and City of Sun Prairie municipal jurisdiction. Intergovernmental cooperation has been a feature of planning for the Pumpkin Hollow neighborhood, and the Burke Cooperative Plan provides a framework for continued cooperation on planning and service delivery issues as the neighborhood evolves.

TRADITIONAL NEIGHBORHOOD DEVELOPMENT DESIGN PRINCIPLES

The 2006 Madison Comprehensive Plan recommends that new peripheral neighborhoods be encouraged to incorporate the principles of Traditional Neighborhood Development or TND. The development concept for the Pumpkin Hollow neighborhood incorporates and recommends the following TND design principles:

Mix of Land Uses. TND neighborhoods provide a variety of neighborhood-supporting activities in close proximity to residential areas, including shopping, work, recreation and civic activities. In general, relatively higher-density housing is located closer to the activity centers to provide convenient access to the most residents and encourage walking and bicycling as means of travel. In activity centers, mixed-use developments are encouraged, including buildings with apartments or offices located above storefronts, for example. In the Pumpkin Hollow neighborhood, the proposed mixed-use activity center located near the Portage Road-Hoepker Road intersection provides opportunities for commercial, mixed-use, and residential development, including a potential small employment area adjacent to the mixed-use center. The anticipated neighborhood population is probably too small to support additional neighborhood-oriented mixed-use centers, and highway-oriented commercial developments along the major roadways serving wider markets are not recommended.

Variety of Housing Choices. TND neighborhoods include a wide variety of housing choices. In the Pumpkin Hollow neighborhood, four broad residential land use districts are proposed that emphasize different combinations of housing types and densities. For the neighborhood as a whole, recommended housing types include single-family detached dwellings on both large and small lots, rowhouses or townhomes, duplexes, small-scale and large apartment and condominium buildings, and residential units in mixed-use buildings. A range of housing types is also recommended within each of the four residential districts, and all housing must provide opportunities for households of different sizes, ages, incomes and lifestyles.

Interconnected Street Pattern. An interconnected street network and easy travel within the neighborhood are important elements of TND design. The Pumpkin Hollow Land Use and Street Plan features a complete “grid-like” street pattern that provides multiple routes to most neighborhood destinations and encourages pedestrian and bicycle travel. The Plan creates relatively small blocks (generally about 300 feet wide and 600 feet long) with mid-block paths provided where needed. Narrow street pavement widths are encouraged where practical, particularly in low density single-family areas and areas served by alleys. Development generally should be oriented to the public street system rather than creating isolated enclaves with private streets. Consideration should be given to having terrace areas extend into street intersections and at mid-blocks to reduce the pavement width and improve the streetscape.

Land Use Transitions. The Pumpkin Hollow neighborhood will include a mix of commercial and residential land uses in the neighborhood center, and a variety of housing types and densities in all parts of the neighborhood. It is recommended and expected that transitions between different land uses, and between uses with significantly different intensity, be well-designed. In general, major changes in land use, density or the scale of development should occur at mid-block so that similar uses face each other.

Strong Orientation to the Street. It is generally recommended that both residential and non-residential buildings in the Pumpkin Hollow neighborhood be oriented toward the street to provide definition to a block face and create a more engaging street environment. Commercial buildings located close to the sidewalk and relatively small front yards in residential areas also help to define the block. Homes with porches are encouraged to provide community interaction at the street level.

Limited Visual Exposure of Garages and Parking Areas. The design of developments in the Pumpkin Hollow neighborhood should locate garages and parking areas where they will not dominate the view from the street. In general, parking facilities should be located behind, beneath, or at the sides of buildings, rather than in front. Development on alleys can be used to prevent garage doors from dominating the front facades of homes, particularly on relatively narrow lots. On-street parking should be available on most streets and can reduce the need for off-street parking.

Architectural Character. While the neighborhood development plan can lay the foundation, individual development projects will to a large extent determine the future character of the Pumpkin Hollow neighborhood and how well it reflects TND design principles. The design and architectural character of the buildings and other structures are important elements in creating the unified “feel” of a Traditional Neighborhood Development, and in creating an attractive and engaging “public realm.”⁵ Design objectives include providing architectural variety within the neighborhood while maintaining general neighborhood harmony in building characteristics such as height and massing; roof pitch; the proportion and profile of windows, doors and other elements of the facade; the orientation of doors, windows, balconies, porches and roof decks toward the street; and the choice of facade materials and colors.

⁵ The “public realm” includes the areas that are accessible to the general public and are formed by the buildings, structures, and streetscapes in the vicinity. The public realm includes streets, squares, footpaths, sidewalks, parks, and open spaces, etc.

RECOMMENDED LAND USE

The recommended land uses shown on the Pumpkin Hollow Land Use and Street Plan reflect the objectives described in the general development concept. The neighborhood is planned primarily as a residential community, and residential uses comprise about 37 percent of the lands within the planning area, or 818 acres. About 44 percent of the planning area, or 977 acres, is recommended for park and open space uses, including existing and planned County and City parks, an extensive open space area recommended for preservation and conservation along Token Creek, an open space corridor located generally north of The American Center, and stormwater management facilities. About one percent of the planning area, or 20 acres, is included in the recommended mixed-use neighborhood center primarily located at the Hoepker Road-Portage Road intersection and potentially extending west to the Interstate Highway. Two potential office/employment areas comprising about 16 total acres are recommended: one just east of Interstate Highway 39-90-94, adjacent to the mixed-use neighborhood center; and one at the south end of the planning area, west of Portage Road. Recommended institutional uses, including a potential public school site, comprise about one percent of the planning area, or 16 acres. Street and highway rights-of-way will comprise about 16 percent of the planning area, or 344 acres. (See Map 6 and Table 3)⁶

[Table 3 is on Following Page]

RESIDENTIAL USES AND HOUSING TYPES

The Pumpkin Hollow neighborhood plan recommends development of a variety of housing types within the neighborhood to meet the needs of households of different sizes, ages, incomes and lifestyles. Although the recommended mix of housing types varies in different parts of the neighborhood, it is specifically intended that all housing developed within the neighborhood be well-integrated into the community as a whole, and be located and designed to enhance neighborhood identity and encourage engagement and participation in neighborhood activities.

Recommended residential land use areas are divided into four broad Housing Mix districts, based on the principal housing types and range of housing densities⁷ proposed within each district. The density ranges for each Housing Mix district reflect those in the Comprehensive Plan and indicate the range of densities that the different types of housing recommended within

⁶ The Alternative Land Use Concepts map (**Map 7**) illustrates several of the different ways that the area around the proposed mixed-use neighborhood center north and west of the Hoepker Road-Portage Road intersection might develop, depending on the amount of non-residential use and the housing mix in the residential areas. The Land Use and Street Plan and the quantified information presented in the Pumpkin Hollow Neighborhood Development Plan narrative and tables reflect the recommended Base Alternative.

⁷ All residential density recommendations refer to net density, and are based on lot area per dwelling unit, expressed in units per acre. For example, if all the single-family houses in an area have quarter-acre lots, the net density of the area is four units per acre. An eight-unit apartment building located on a half-acre lot has a density of 16 units per acre. The average density of an area with a mixture of housing types and lot sizes is calculated by dividing the total number of dwelling units in the area by the total area of all the residential lots.

Table 3: Recommended Land Use

| Recommended Land Use | Total | | Existing and Future Madison | Future Sun Prairie |
|---|----------------|---------------|-----------------------------|--------------------|
| | Acres | % of Total | | |
| Residential | 818.2 | 37.3% | 561.2 | 257.0 |
| Low Density Residential (< 16 du/ac) | 782.8 | 35.7% | 525.8 | 257.0 |
| Housing Mix 1 | 693.3 | 31.6% | 436.3 | 257.0 |
| Housing Mix 2 | 89.5 | 4.1% | 89.5 | 0.0 |
| Medium Density Residential (16-40 du/ac) | 35.4 | 1.6% | 35.4 | 0.0 |
| Housing Mix 3 | 24.7 | 1.1% | 24.7 | 0.0 |
| Housing Mix 4 | 10.7 | 0.5% | 10.7 | 0.0 |
| Mixed-Use Neighborhood Center | 19.5 | 0.9% | 16.1 | 3.4 |
| Potential Employment | 15.5 | 0.7% | 15.5 | 0.0 |
| Utilities | 1.3 | 0.1% | 0 | 1.3 |
| Civic/Institutional | 16.5 | 0.7% | 16.5 | 0.0 |
| Parks, Open Space, Stormwater Management | 976.7 | 44.6% | 964.0 | 12.7 |
| County/Municipal Parks | 459.6 | 21.0% | 451.3 | 8.3 |
| Token Creek Conservation Area | 269.5 | 12.3% | 269.5 | 0.0 |
| Other Open Space and Stormwater Management | 247.6 | 11.3% | 243.2 | 4.4 |
| Street Right-of-Way | 344.1 | 15.7% | 278.7 | 65.4 |
| Total | 2,191.8 | 100.0% | 1,852.0 | 339.8 |

that district might have; but the average density of the district as a whole will generally be well below the upper end of the range.

A variety of different housing types and densities is expected to be developed at appropriate locations within each of the four Housing Mix districts, but many alternative development patterns could create the desired mix and variety of housing types and still be consistent with the general location and design recommendations of the neighborhood plan. For this reason, specific locations for each of the individual housing types recommended within a residential district are not identified on the Land Use and Street Plan. This approach provides prospective developers with reasonable flexibility and maximum opportunities to be creative and innovative in advancing the objectives of the neighborhood plan. However, the residential land use district recommendations are not equivalent to zoning district designations, and all developments are expected to provide a variety of housing choices. Specific locations for particular housing types will be identified during the review process as proposed development projects are brought forward for consideration and approval.

As shown on the Land Use and Street Plan map, relatively higher-density types of housing are generally recommended at locations closest to the planned neighborhood activity centers, with lower-density types of housing recommended at locations more distant from the major activity centers. This arrangement places the highest concentration of neighborhood residents within the closest walking distances to primary neighborhood destinations, and also helps reduce vehicular traffic on interior neighborhood streets since the higher-density uses are also closest to the major streets providing access to the neighborhood. The exact boundaries between the four Housing Mix districts shown on the Land Use and Street Plan are somewhat conceptual, and modifications may be considered as specific developments are proposed, provided that the general land use pattern is consistent with neighborhood plan objectives.

The four recommended Residential Housing Mix land use categories and their general characteristics are:

Residential Housing Mix 1

The predominant recommended housing type in Housing Mix 1 residential areas is detached single-family housing on individual lots, but limited areas within these districts may be developed with rowhouses, townhomes and duplexes at appropriate locations identified as development plans for specific subdivisions are prepared.

Housing Types

- Single-family detached homes - wide range of house and lot sizes
- Rowhouses and townhomes
- Duplexes

Density Range

- Individual developments: less than 16 units per acre
- District average: less than 8 units per acre

The Housing Mix 1 district comprises the largest portion of the recommended Pumpkin Hollow residential area, and includes the existing Town of Burke subdivisions and the future development

areas within the Token Creek watershed where relatively lower densities are recommended to minimize potential impacts on the creek.

It is specifically recommended that single-family housing developments include a range of house types and lot sizes, from relatively large homes to smaller homes and bungalows; with a variety of lot sizes provided for both large and smaller homes. The use of alleys to provide rear access to garages can provide additional design flexibility and reduce the tendency for garages to dominate the streetscape, particularly on relatively small or narrow lots; and the use of alleys is encouraged at appropriate locations within a subdivision.

Rowhouses (or townhomes) and duplexes provide higher-density housing options that can be appropriate at some locations. In general, larger groupings of rowhouses or duplexes should be located closer to the Housing Mix 2 or Housing Mix 3 districts, where they will help provide a transition to the higher densities found in those areas. Individual duplexes or small groups of rowhouses also 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.

At a few locations, Housing Mix 1 might also encompass creative housing concepts such as “bungalow courts,” which group small clusters of houses around a central courtyard. These types of developments would only be considered at select locations where they could be carefully integrated into the overall neighborhood design and would be in harmony with the general character of surrounding developments.

The density of the individual housing types developed in the Housing Mix 1 district should be within the Low Density Residential range of less than 16 units per acre defined in the Comprehensive Plan; but the average density of the district as a whole will be less than eight units per acre. For purposes of estimating the potential number of residential units, an average density of 5 to 6 units per acre is assumed.

Residential Housing Mix 2

The predominant recommended housing types within the Housing Mix 2 residential areas are attached single-family dwellings (rowhouses or townhouses), small-scale multi-unit apartment and condominium buildings, and duplex and single-family housing types developed at relatively high densities on smaller lots.

Housing Types

- Single-family detached homes on relatively small lots
- Rowhouses and townhomes
- Duplexes on relatively small lots
- Low-density apartment and condominium buildings
 - Buildings with up to 12 units
 - Building lots generally provide front, side and rear yards
 - Buildings up to two stories in height

Density Range

- Individual developments: up to 16 units per acre.
- District average: between 8 and 16 units per acre.

Recommended Housing Mix 2 residential areas are located near the proposed Area Park and potential public school site in the center of the neighborhood, and around the edges of the proposed Mixed Use Neighborhood Center at the Hoepker Road-Portage Road intersection. Relatively higher density development at these locations will give more residents the opportunity to live within convenient walking distance of these planned neighborhood activity centers. Recommended Housing Mix 2 districts around the Neighborhood Center also provide a transition to the more intensive development areas recommended nearer and within the Center.

Detached single-family or duplex units within the Housing Mix 2 districts should generally be developed on relatively small lots consistent with the higher average density recommended for the district. Rowhouses (townhomes) will be more predominant than in the Housing Mix 1 districts. Rowhouses might be developed along an entire block face, or smaller groupings of rowhouses might be interlaced with multi-unit buildings or detached housing. Apartment and condominium developments should feature relatively smaller buildings of up to 16 units and should include a mix of unit sizes, including larger two and three-bedroom units suitable for families with children.

The density of the individual housing types developed in the Housing Mix 2 district should generally be within the Low Density Residential range of less than 16 units per acre defined in the Comprehensive Plan; and the average density of the district as a whole will be in the 8 to 16 unit per acre range. For purposes of estimating residential potential, an average density of 10 to 12 units per acre is assumed.

Residential Housing Mix 3

Housing types within Housing Mix 3 residential areas will primarily consist of rowhouses or townhomes and multi-unit apartment or condominium buildings. Buildings may be larger and taller than in the Housing Mix 2 districts.

Housing Types

- Rowhouses and townhomes
- Multi-unit apartment and condominium buildings
 - Relatively larger buildings
 - Limited side yards when buildings are located along a standard streets
 - Buildings may include front plazas or be grouped around courtyards to create defined common space
 - Buildings up to three stories in height

Density Range

- Individual developments: up to 40 units per acre
- District average: between 16 and 25 units per acre

The recommended Housing Mix 3 residential areas are recommended to encourage higher residential densities at locations closest to the proposed Mixed-Use Neighborhood Center at the Hoepker Road-Portage Road intersection. Concentrating relatively high density housing near the Neighborhood Center will provide easy access to the Center for more residents, increase activity in the Center, and help support the development of neighborhood-serving businesses. At some locations, the recommended Housing Mix 3 areas also provide a transition zone between the smaller-scale, lower-density development recommended in the Housing Mix 2

districts, and the larger-scale, higher density development recommended in the Housing Mix 4 and Mixed-Use Neighborhood Center districts.

Relatively high density rowhouses might be developed within Housing Mix 3 districts, but detached housing types are not generally recommended since the intent of the district is to encourage higher-density uses. Apartment and condominium buildings may be relatively larger and closer together compared to the multi-unit buildings in the Housing Mix 2 districts. Parking should be provided behind or beneath the buildings, or in separate parking courts. In this district, buildings may be up to three stories in height, but the height considered appropriate on a specific property will partly depend on the size and scale of surrounding developments. In general, an “urban” rather than a “suburban” design and architecture is recommended. Multi-unit developments should include a mix of unit sizes, including larger two and three-bedroom units suitable for families with children.

Buildings located on the neighborhood street grid should maintain a “street” orientation and be designed to help define and enhance the public realm along the right-of-way. On a few larger, deeper properties, a multi-building complex of apartments or condominiums may have some buildings that are not located directly on a public street. The design of these complexes should incorporate interior access drives, walkways and courtyards to establish and define common spaces and create strong linkages back to the local street system.

The density of individual developments within the Housing Mix 3 areas will generally fall within the lower end of the Medium Density Residential range of 16 to 40 units per acre defined in the Comprehensive Plan; with an average net density for the district as a whole between 16 and 25 units per acre. For purposes of estimating residential potential, an average density of 16 to 20 units per acre is assumed.

Residential Housing Mix 4

Housing Mix 4 residential areas are limited to two locations immediately adjacent to the Mixed-Use Neighborhood Center. While building types within this district might include limited rowhouse/townhome development at relatively high densities, most structures will be multi-unit apartment and condominium buildings.

Housing Types

- Rowhouses and townhomes at relatively high densities
- Multi-unit apartments and condominium buildings
 - Relatively larger buildings
 - Developments more likely to have underground parking
 - Limited side yards when buildings located are along a standard streets
 - Buildings may include front plazas or be grouped around central courtyards to create defined common space
 - Limited on-site open space. May include more formal entry plazas, patios, roof gardens, balconies
 - Buildings up to four stories in height

Density Range

- Individual developments: up to 40 units per acre
- District average: between 26 and 40 units per acre

Recommended Housing Mix 4 residential areas are limited to two locations adjacent to the proposed mixed-use development at the Hoepker Road-Portage Road intersection. Relatively high density development is recommended to help support the development of neighborhood-oriented businesses that will create the Center as an engaging focal point for neighborhood activity and convenience shopping. Apartment and condominium buildings will be the predominant housing type in this district, and could include larger buildings up to four stories in height, with relatively high lot coverage. Multi-unit developments should include a mix of unit sizes, including larger two and three-bedroom units suitable for families with children.

While relatively high density is encouraged, individual developments near the upper end of the 16 to 40 unit density range are recommended only as part of well-designed projects that are coordinated with the development of neighborhood-oriented retail and service uses in the neighborhood center that can support and provide amenity to a larger residential population. The site designs of development projects in the Mixed-Use Neighborhood Center and the adjacent Housing Mix 3 and Housing Mix 4 residential districts should create an engaging relationship between residential and non-residential activities and encourage pedestrian movement among the various uses and activities.

The average net density of the district as a whole should be between 26 and 40 units per acre. This is a wide range, and the actual densities that can be supported here will partly depend on detailed development plans for the Neighborhood Center area as a whole. For purposes of estimating residential potential, an average density of 26 to 30 units per acre is assumed.

Estimated Amount of Future Residential Development

If all the lands in the Pumpkin Hollow planning area recommended for residential and mixed-use development were built out at densities within the density range estimated in the neighborhood plan, the total future number of residential dwelling units of all types in the neighborhood would be between about 4,100 units (low estimate) and 4,800 units (high estimate). This is a general estimate for planning purposes, and the number of future dwelling units could be outside this range, depending on the amount of land developed with residential uses and the actual density of individual projects. **(See Table 4)**

[Table 4 is on Following Page]

Recommendations for Specific Residential Development Locations

There are several specific residential development locations within the neighborhood where special additional recommendations also apply, and which may modify the recommendations provided in the Housing Mix designation. These areas are described below.

Potential Portage Road Conservation Subdivision

The Pumpkin Hollow plan recommends that a large open space conservation area be maintained on lands adjacent to Token Creek, including substantial woodlands and other uplands surrounding the wetlands and floodplain closest to the creek. While extending the open space

Table 4: Estimated Dwelling Units

| Density Range | Total | | Existing and Future Madison | | Future Sun Prairie | |
|--------------------------------------|--------------|---------------|-----------------------------|--------------|--------------------|------------|
| | Low Estimate | High Estimate | Low | High | Low | High |
| Residential | 3,978 | 4,711 | 3,418 | 4,099 | 560 | 612 |
| Low Density Residential | | | | | | |
| Housing Mix 1 (5-6 du/ac) | 2,410 | 2,824 | 1,850 | 2,212 | 560 | 612 |
| Housing Mix 2 (10-12 du/ac) | 895 | 1,074 | 895 | 1,074 | 0 | 0 |
| Medium Density Residential | | | | | | |
| Housing Mix 3 (16-20 du/ac) | 395 | 493 | 395 | 493 | 0 | 0 |
| Housing Mix 4 (26-30 du/ac) | 278 | 320 | 278 | 320 | 0 | 0 |
| Mixed-Use Neighborhood Center | 128 | 128 | 128 | 128 | 0 | 0 |
| Total | 4,106 | 4,839 | 3,546 | 4,227 | 560 | 612 |

Note: Existing densities for already developed areas were used in generating the estimated dwelling units.

preservation eastward to Portage Road would make the conservancy area even more effective in protecting and enhancing the Token Creek corridor, some additional low-density development west of Portage Road would not be incompatible with the recommended open space, provided that any development is limited, and carefully designed to protect and enhance the functional and aesthetic qualities of the adjacent open space. The Pumpkin Hollow neighborhood plan recommends that any future residential development west of the northern segment of Portage Road near the proposed Token Creek conservancy area take the form of a conservation subdivision. Conservation subdivisions cluster the development more compactly at selected locations within the project area while leaving substantial areas as shared open space to preserve important natural characteristics of the site and provide additional amenity to the development.

Although other configurations are also possible, the conservation subdivision west of Portage Road illustrated on **Map 6** is designed to provide residential development opportunities while still preserving the quality of the Token Creek conservancy area and limiting the visibility of the development from surrounding public and private lands. The illustrated concept demonstrates the multiple advantages of the conservation subdivision approach:

- By clustering the home sites, the amount of impervious surface needed for roadways and homes is minimized, and the amount of land that needs to be disturbed for the grading of roads and home sites is also minimized.
- A natural drainageway and floodplain area located on the Peterson property, and a buffer area around these features, are not recommended for development but are included in the conservation area. These areas contain some stands of trees that should be preserved, and which also provide visual screening from areas that may be developed.
- The crests of ridges, and the higher elevations and steeper slopes generally, are included in the conservation areas of the development while home sites are located at the lower elevations within the “bowl” that comprises this area. Keeping development off the highly-visible ridgelines and hills that border the Token Creek wetlands and lowlands is critical to maintaining the “natural” character area of this unique amenity, and will greatly enhance the enjoyment of those who visit it. Preserving higher elevations and steeper slopes in an undeveloped state will also reduce potential stormwater runoff.
- Local street connections into the conservation subdivision from Portage Road are placed at relatively low spots in order to reduce exposure of the homes to Portage Road and help screen them visually from Portage Road. These entry streets could also be landscaped to enhance this screening. While the subdivision is designed to be relatively inconspicuous, the street plan still provides connectivity within the site and connections to adjacent existing or potential future development.

The undeveloped land around the residential development clusters would be maintained as private shared open space. Agricultural uses could continue when this is feasible, or the land could be restored with appropriate low-maintenance native vegetation such as prairie grasses and wildflowers to produce a more natural setting. Trees and shrubs could be planted at selected locations to provide visual interest and additional wildlife habitat. Walking paths could provide access for residents while limiting potential harm to the open space.

If the recommended large Token Creek open space conservancy area west of Portage Road is implemented, at least limited public access to it from the Portage Road side may be desirable, depending on the utilization and management plan developed for the area. This connection could be provided by a path through the conservation subdivision area; but this is only one of several possibilities and would partly depend on how much public access was intended.

Although a conservation subdivision limits development to a smaller portion of the property these developments are financially feasible due to the high value of the home sites and reduced infrastructure costs.

Sommer Valley Circle

The existing Sommer Valley Circle residential plat located west of Portage Road in the Town of Burke has lots that are approximately five acres in size. These are quite large compared to typical urban lots and as the surrounding neighborhood begins to develop, some owners may eventually want to consider dividing their parcels to permit additional development, while others may want to continue their current use unchanged. Although the lots will be large in an urban context, it is recommended that additional subdivision in Sommer Valley Circle be relatively limited. The plat is surrounded on three sides by Token Creek Park and is in close proximity to the Token Creek wetlands and floodplains---which extend into parts of the platted area---and larger home sites should continue to be attractive here. The street configuration provides limited access and does not lend itself easily to much additional subdivision, in any case. For these reasons, it is recommended that Sommer Valley continue essentially as present, but that over time, properties of a least five acres may be divided to create one additional lot, consistent with a more detailed concept plan that would need to be prepared for the entire subdivision to ensure that any future additional development is well-coordinated and compatible with existing development.

Under the provisions of the Burke Cooperative Plan, creation of one additional single-family lot from an existing residential lot of at least five acres can occur without attachment to the City of Madison or necessarily having public sewer and water service; but could also occur with these services when they are extended to serve adjacent lands. At the low recommended densities, continued use of private wells and septic systems should present no problem, at least for the foreseeable future; but at some point residents of this area may want to consider public water and/or sewer service. City of Madison public water and sewer service to the Pumpkin Hollow neighborhood will be designed to accommodate service to Sommer Valley Circle should this be desired or become necessary at a future time. Typically, receipt of City services requires attachment to the City, but the Cooperative Plan provides an option of delayed attachment by mutual agreement.

Whether public utilities are extended into this area or not, it is recommended that an additional road connection to the northern portion of Sommer Valley Circle eventually be created. This second access point could be critical in an emergency if the existing access point were blocked for any reason; and would become more important if additional development were to occur.

Residential Development adjacent to Existing Town of Burke Plats

The recommended density of new single-family residential development in the City of Madison is considerably higher than the densities found in the existing Town of Burke residential

subdivisions along the west side of Rattman Road, which were developed on private septic systems and water wells. The lots in Rattman Heights and Sunburst, for example, range from about one-half acre to one acre in size. It is recommended that new developments in the City of Madison on lots immediately adjacent to these existing Town subdivisions be limited to single-family housing on relatively larger and deeper lots to be more compatible with abutting properties in those subdivisions, and provide a good transition to the new development in the City. The roadway alignments illustrated on the Land Use and Street Plan (**Map 6**) provide slightly greater lot depth for lots abutting the Town subdivisions.

Noise Mitigation Requirements for Development adjacent to the Interstate Highway

Residential developments on lands adjacent to the Interstate Highway will be required to comply with Wisconsin Department of Transportation TRANS 405 regulations regarding mitigation of traffic noise, which address noise levels outside of buildings as well as inside. Similar requirements apply to outdoor recreational uses. For other non-residential developments, only noise levels inside of buildings needs to be reduced below prescribed levels. Before any new residential or recreational development adjacent to an Interstate Highway can be approved, the developer must demonstrate that sound levels at the site are within permissible levels, or that adequate sound attenuation measures will be incorporated to reduce sound levels to permissible levels. This is reviewed as part of the development approval process.

The general neighborhood elevation is higher than the Interstate near the point where Hoepker Road crosses over it, and sound exposure there may be lower, but it is assumed that current sound levels adjacent to the Interstate are above permissible limits where the highway is more exposed, and perhaps generally. Therefore, construction of a berm along the edge of the highway right-of-way, or other approved attenuation measures, will be needed before residential development can occur. This requirement primarily affects the Eith, CVH LLC, Hoepker, and Hanson properties. The need for noise attenuation is not viewed as something that should preclude consideration of residential development adjacent to the Interstate. Similar berms have been constructed in several newer Madison neighborhoods and have been successful in meeting the mitigation requirement and creating a quieter environment suitable for residential development. The buffer zone along the Interstate shown on the Land Use and Street Plan map conceptually illustrates the need for sound attenuation, but it is not a precise estimate of the area required to construct a berm or other attenuation measures. Property owners and potential developers have the responsibility to determine how sound attenuation regulations may affect the plans or costs to develop specific properties, and to take the measures needed to attenuate the noise or otherwise comply with the regulations.

Recommendations for Lands in the Sun Prairie Boundary Adjustment Area

Existing Town of Burke Residential Subdivisions

Several existing Town of Burke residential subdivisions included in the Pumpkin Hollow planning area will eventually become part of the City of Sun Prairie, rather than the City of Madison. The Terrace Parklands subdivision and the small cluster of development around the Portage Road intersection with STH 19 that comprises the historic hamlet are currently expected to continue more-or-less as is for the foreseeable future. This area is essentially built-out, and significant additional development is neither anticipated or recommended, although that ultimately will be a

decision by Burke and Sun Prairie. It is recommended that most of the lands west and south of Terrace Parklands remain substantially in open space uses, but the street stubs provided in that plat should be extended to connect with any future development on adjacent properties.

The Sunburst, Rattman Heights and Sherwood Glen single-family subdivisions are located along the west frontage of Rattman Road and part of the north frontage of Hoepker Road. These plats also are essentially built out. There is a small three-acre park at the west edge of Sunburst, and a four-acre park in Rattman Heights. The Town of Burke owns two undeveloped parcels at the west edge of Rattman Heights that are not needed for park purposes and may be sold. Part of these properties will probably be needed for stormwater management. While it will be Burke and Sun Prairie that determine future uses, the Pumpkin Hollow plan recommends single-family residential uses. If provided with public sewer and water, lot sizes could be smaller than in the existing plats if desired, perhaps similar to larger lots within the Housing Mix 1 residential districts recommended on lands to the west. Platted streets in all three subdivisions include stubs to provide connections with future developments on adjacent lands, and these connections are recommended as shown in the Pumpkin Hollow Land Use and Street Plan (**Map 6**).

Vacant Land in the Sun Prairie Boundary Adjustment Area

Hoffman Acres. The Hoffman Acres subdivision located just north of Sunburst was approved in 1979, and consists of 33 home sites and a 1.4-acre park served by one through street and a cul-de-sac. The lots are approximately one-half acre in size since the subdivision was designed for the use of private septic and water systems. At this time none of the subdivision infrastructure has been constructed, and the only two lots that have been developed take access directly from Rattman Road. Hoffman Acres is a Protected Area that will eventually become part of Sun Prairie under the terms of the Burke Cooperative Plan; and the same property owner owns 76 acres adjacent to west that will eventually be part of the City of Madison. Since public sewer and water service will be extended as needed to serve new development on adjacent lands, it is possible that Hoffman Acres might be replatted at a future time to permit higher density, sewered development. If this occurs, Madison and Sun Prairie and Burke will work cooperatively to coordinate subdivision design and plans for the extension of urban services with the plans for adjacent lands.

Bostad Property. The 71-acre Bostad property located west of Rattman Road between the Sunburst and Rattman Heights subdivision represents the only large undeveloped property in the Pumpkin Hollow planning area that will not develop under City of Madison jurisdiction. While future development plans for these lands will ultimately be determined by the City of Sun Prairie, the Pumpkin Hollow neighborhood plan strongly recommends that the use be residential development compatible with the adjacent existing plats and the planned low-density residential development in the City of Madison to the west. It is very important that future street alignments through this area provide a relatively direct connection from Rattman Road to the developing neighborhood to the west since the street patterns in the existing Town plats are not well-designed to serve as through routes. This is discussed further in the Transportation Recommendations section.

Hoepker Property. The vacant 10-acre Hoepker property in the northwest quadrant of the Rattman Road-Hoepker Road intersection also will not develop under Madison jurisdiction. This is a Protected Area, and the type of future development here will ultimately be determined by

the Town of Burke or the City of Sun Prairie, depending on when development occurs. The Pumpkin Hollow Neighborhood Development Plan recommends residential land uses as most compatible with existing residential and open space uses on adjacent lands. Commercial or retail development on this corner, for example, would increase future traffic congestion at this intersection and divert potential customers from planned neighborhood-oriented convenience centers both in the Pumpkin Hollow neighborhood, and within the Providence development in Sun Prairie.

MIXED-USE NEIGHBORHOOD CENTER

A mixed-use neighborhood center at the intersection of Hoepker and Portage Roads is planned to be an engaging pedestrian-friendly focal point for neighborhood activity, and the location for limited development of retail and service businesses primarily serving residents of the Pumpkin Hollow neighborhood and other nearby neighborhoods. While the district is the recommended location for neighborhood commercial activity, mixed-use development is encouraged, and development within the Neighborhood Center district must also be closely integrated with development in adjacent residential and employment areas.

Existing and planned very large retail developments in Madison, Sun Prairie and DeForest within just a few miles of Pumpkin Hollow neighborhood will impact the neighborhood market, even for convenience goods, and probably limit the potential for retail development in the Neighborhood Center. Increasing the residential population in the neighborhood generally, and close to the Neighborhood Center particularly, will increase that potential; but even more important is establishing the mixed-use center as an engaging neighborhood destination---a place not just to do some quick shopping, but also a place to meet friends, enjoy a meal, or just spend some time hanging out.

It is specifically recommended that the Neighborhood Center not be developed with large-scale retail or service uses intended to serve community-wide or regional markets, or that the center be developed as a major retail “destination” in competition with other community and regional centers. Pumpkin Hollow is planned as a residential neighborhood within a very attractive natural setting, and development of a large retail or commercial center within the neighborhood would be inconsistent with that objective.

With limited exceptions noted in this plan, it is also recommended that additional commercial development locations not be created, so that the proposed mixed-use center can become well-established as the focal point of neighborhood activity and commerce. Providing additional commercial development locations along the primary arterial or collector roadways, for example, or elsewhere in the neighborhood, would divert potential customers from the Mixed-Use Neighborhood Center and reduce its market potential. Additional commercial development along Hoepker Road would also disrupt the pattern of reverse-access lots intended to minimize future traffic conflicts on this major arterial roadway.

Location and Size of the Mixed-Use Neighborhood Center

The Mixed-Use Neighborhood Center is located at the crossroads of two principal streets serving the Pumpkin Hollow planning area. This location is most convenient to planned neighborhood residential areas, but also provides good accessibility to the Center from beyond

the neighborhood. This is important because although commercial development in the Center is intended primarily to serve Pumpkin Hollow neighborhood residents, some market support from surrounding neighborhoods will increase the range of businesses that may succeed here.

The size of the Mixed-Use Neighborhood Center district illustrated in the Land Use and Street Plan (**Map 6**) includes properties in the northwest and northeast quadrants of the Hoepker-Portage intersection, and extends west along Hoepker Road to the Interstate Highway. This configuration seems reasonable to accommodate the potential market for neighborhood-based business development in a residential community of this size; but the district could be smaller or larger as opportunities for the recommended types of business development permit. The proposed mixed-use area is located entirely north of Hoepker Road so that this relatively small neighborhood activity center is not split by a future four-lane arterial street (plus turn lanes).

The primary sites proposed for development of the mixed-use center are located on either side of Portage Road, and if the amount of neighborhood business development that can be supported by the neighborhood is small, this may remain the predominant location for these activities. The 34-acre Hoepker property west of Portage Road features an intermittent stream along a wooded gully that enters the property from the east and exits to the south. This stream has been determined navigable, which places additional development limitations on parcels adjacent to it. The stream must also be retained in a reasonably natural vegetative state, although the waterway can be improved and stabilized to a certain extent. Because the stream must be retained in a reasonably natural state in any case, it is recommended that it be used to provide a transition between more commercially-oriented mixed-use development south of the waterway, and a relatively high density residential area to the north. The property is currently vacant, but it surrounds a two-acre property with an existing single-family house located just south of the stream. This property has recently been purchased by a developer who has optioned the Hoepker property, and it is likely that relocation of the house will be proposed as part of a future development.

An existing business occupies part of the former school building on the site east of Portage Road, which also includes a residence. Other parcels within the designated mixed-use center currently have residential uses. There is no reason to expect any changes to the current uses in the foreseeable future, and these uses are compatible with the mixed-use recommendation. If this site is redeveloped at some future time, the recommendation is for a mixed-use, pedestrian oriented development, as recommended for the neighborhood center generally.

The proposed mixed-use district illustrated in the Land Use and Street Plan also extends west along the north frontage of Hoepker Road to the Interstate Highway. Including these locations provides opportunities for a greater amount of neighborhood business development, and these western sites are also considered more appropriate for certain businesses that may not be as compatible with the design recommendations for mixed-use sites near the Portage Road intersection. In particular, it is recommended that automobile-oriented neighborhood uses, such as service stations or businesses requiring drive-through windows, for example, not be located at the Hoepker-Portage corners; but these uses might be acceptable on the western sites if properly designed. The western sites might also provide locations for relatively larger neighborhood-serving uses that might not work as well at other locations within the mixed-use center---such as a mid-size grocery store, for example. The Alternative Land Use Concepts map (**Map 7**) illustrates ways that a greater or lesser amount commercial and mixed-use development might

be accommodated by expanding or contracting the area recommended for these activities. The map is conceptual, and the exact configuration of the areas devoted to commercial, residential and mixed-use development within and around the edges of the proposed neighborhood center will be established as part of detailed site planning and design as specific developments are proposed for consideration.

Recommended Commercial Uses

Commercial development within the Mixed-Use Neighborhood Center is intended to accommodate relatively small-scale businesses primarily providing convenience goods and services to neighborhood residents. The mix of uses might include, for example, food stores, restaurants, barber and beauty shops, clothing stores, hardware stores, bicycle sales and service, and a range of specialty retailers of all kinds. Small professional and business offices (including offices above retail uses), as well as community and civic facilities such as day care centers, recreation centers, or post office branches, might also be located in the Center. Successful neighborhood mixed-use districts often include a variety of compatible specialty businesses that necessarily must attract customers from well beyond the immediate neighborhood (violin repair), but the businesses are relatively small, generate limited automobile traffic, and do not depend on large-scale community or regional “anchor” retailers to draw their customers to the district.

Food stores have traditionally been considered the most basic convenience good, but changes in retailing practice over the last several decades have greatly increased the average size of a full-line grocery store to the point where they no longer fit in many neighborhood contexts. However, because it is located on a planned major arterial street and can offer a selection of alternative potential locations, the Pumpkin Hollow Neighborhood Center could be an appropriate location for a mid-size grocery store in the 50,000 square foot range. This use would be an asset and a convenience to the neighborhood, and a grocery in this size range is an exception to the general recommendation that commercial uses in the Neighborhood Center be relatively small-scale.

Recommended Residential Uses

Residential uses are encouraged within the Neighborhood Center as part of mixed-use developments that also include neighborhood-serving business or civic uses. Residential uses above storefronts on the ground floor of multi-story buildings are particularly encouraged at appropriate locations. The appropriateness of including residential uses in a specific development will depend to some extent on the location of the site and the opportunities to design a project with sufficient amenity to provide an engaging residential environment. Because the Neighborhood Center district has frontage on a future four-lane arterial roadway, residential opportunities may be more attractive somewhat farther back from that street rather than right up to it--located around a street-side or interior courtyard, for example. Buildings up to four stories in height are recommended in the mixed-use center, but developments with residential components will need to consider the potential need to provide usable open space or other on-site amenities.

Design Recommendations

The neighborhood center is planned to become a focal point for neighborhood activities and neighborhood-oriented commerce. It is recommended that the neighborhood center be

developed as a mixed-use, pedestrian-friendly town center with an “urban” character and closely integrated with the higher density residential development on surrounding adjacent properties. The following design elements are recommended as guidelines for future development in the Neighborhood Center and should be reflected as appropriate in individual project proposals:

- An emphasis on creating an integrated neighborhood business and activity center, as distinct from an aggregation of essentially separate business sites.
- Multi-story buildings are encouraged, particularly at corner sites. Buildings up to four stories in height may be appropriate at most Neighborhood Center locations.
- Mixed-use development is encouraged, such as office or residential uses above retail uses.
- Buildings generally located close to the sidewalk, with parking lots to the rear or the interior of sites rather than in front of buildings.
- Small plazas or courtyards as gathering places for visitors and employees.
- Minimum “gaps” in the street-level retail and business frontage.
- High levels of pedestrian amenity in public and private areas, including street trees and other landscaping, walkways connecting public sidewalks and parking areas to building entrances or activity areas, benches and other street furniture, and special lighting.
- High levels of bicycle amenity in public and private areas, including linkages to the neighborhood and safe access to convenient bicycle parking located near building entrances and activity areas.

POTENTIAL OFFICE/EMPLOYMENT AREAS

In addition to the recommended Mixed-Use Neighborhood Center, two other locations are identified as sites where some types of office or similar employment uses may be appropriate under defined conditions. The Potential Employment Areas are not proposed as office or business parks, but including a limited amount of office development in the neighborhood would expand the range of employment available and provide additional opportunities for residents to work close to their homes. The types of employment recommended as potentially appropriate are primarily business and administrative office uses, particularly offices with limited need for direct customer access and other activities with similar facilities and impacts, such as research facilities or laboratories, for example. Retail sales and service establishments, large traffic-generating uses, warehousing or distribution activities, and most types of production are not recommended in the Employment Areas.

Interstate Employment Area

A nine-acre Potential Employment Area is identified adjacent to Interstate Highway 39-90-94, north of the Mixed-Use Neighborhood Center. Although residential uses would also be appropriate here, the location next to the Interstate may make it an attractive location for firms wanting the prestige of a high visibility site---such as architectural or design firms, for example. However, if the highway noise mitigation measures required for the residential area located farther east included a berm, visibility from the Interstate would be reduced. Business and administrative office development is recommended in the Employment Area, but specifically not retail or large service uses that generate a lot of traffic. Interstate access at Hoepker Road is not anticipated, and this is not intended to become a regional destination. Large customer-oriented uses would draw traffic into the proposed residential area west of Portage Road and be detrimental to the intended character and quality of the neighborhood.

Development in the Interstate Employment Area should consist of relatively small-scale office buildings from one to three stories in height, with larger uses generally located in the southern portion of the Employment Area, closest to the Mixed-Use Neighborhood Center. Interstate Highway 39-90-94 is part of the gateway to Madison from the north, and developments visible from the Interstate should have high quality site and building design that creates an attractive appearance on all sides of the development. Adequate site landscaping should be provided on all sides; and parking areas should not dominate the view from any vantage point. It is specifically recommended that lighted building signage, and building and parking area lighting should not be oriented toward the neighborhood or be visible from within Token Creek Park, since this would detract from the ambience of the residential area and the natural open space character of the park. If it is decided to develop office uses at this location, a detailed development plan will need to be approved, and individual project proposals will also require Plan Commission approval.

The Land Use and Street Plan (**Map 6**) includes a nine-acre Interstate Employment Area. The Alternative Land Use Concepts map (**Map 7**) illustrates an Employment Area that is larger (Concept B), and an alternative that does not include an Employment Area as a separate land use (Concept C). Offices would still be among the potential uses in the Neighborhood Center. Pumpkin Hollow is planned primarily as a residential neighborhood, and having a substantial amount of residential development west of Portage Road is an important component of the neighborhood development concept. The residential areas west of Portage will contain a significant share of the estimated future neighborhood population, and will help support and add vitality to the proposed Mixed-Use Neighborhood Center. To maintain the area west of Portage Road predominantly as part of the residential neighborhood, it is recommended that the Interstate Employment Area be no larger than the area illustrated in Concept B on the Alternative Land Use Concepts map. Since Pumpkin Hollow is adjacent to two large employment districts, developing the neighborhood with an Employment Area smaller than shown on the Land Use and Street Plan, or no designated Employment Area, would also be consistent with the neighborhood development concept. It is also recommended that only residential uses be located on the lands close to Token Creek Park, in any case, in order to minimize potential visual and other impacts on the park.

Portage Road Employment Area

A smaller, six-acre Potential Employment Area is identified between Portage Road and the Interstate Highway, just north of Hanson Road. While residential development would also be appropriate here, it might be difficult because the property is quite narrow and the required noise attenuation measures would leave very little area available for actual development. Residential uses might be more feasible on the higher and deeper northern end of the property. Retail uses are not recommended at this location for a variety of reasons, but the property is essentially adjacent to The American Center and has some Interstate exposure and there may be an opportunity for future development of the site with limited office uses. However, if residential development is determined to be feasible, that alternative would also be compatible with the neighborhood development concept. The recommended residential uses would be similar to the Housing Mix 2 uses proposed farther north along Portage Road.

PARKS AND OPEN SPACE

The Pumpkin Hollow Neighborhood Development Plan builds upon the significant natural features that already exist within the planning area, and incorporates them into the plan through recommendations for an extensive conservation area adjacent to Token Creek and a system of well-placed public parks that will provide convenient access to a variety of recreational opportunities and add significant aesthetic character to the neighborhood. The Plan also recommends creating and maintaining an open space corridor along the northern edges of The American Center to preserve the natural features in the area and provide a buffer between the large employment district and the planned residential neighborhood to the north.

Token Creek

Token Creek and its environs are among the most important and prominent open space features within the planning area. As described in the first section of the plan, Token Creek rises from a system of natural springs located in the southern portion of the Town of Windsor and extending south along the creek into the Town of Burke. Although Token Creek had been dammed at several locations and significantly degraded in past years, more recent public and private efforts to restore and preserve this resource have led to a substantial improvement in water quality. The creek supports naturally reproducing brown trout and the Wisconsin Department of Natural Resources has been stocking brook trout.

In addition to the creek and its tributaries, the Token Creek valley contains numerous wetlands, including several which remain close to their natural state. Many former wetland areas had been altered in the past, most typically by draining them for agricultural uses, but some of these have now lain fallow for many years and are reverting back to a more natural condition---although not always with the most appropriate types of vegetation. The wetlands are bordered by other valley lowlands and uplands that include a mix of natural land, former agricultural land now reverting to a more-natural state, and active agricultural land. There are also attractive, heavily wooded hills and hillsides along the creek corridor that contain stands of mature, high quality trees. Together, Token Creek and its associated lowlands and uplands represent an exceptional opportunity to preserve a significant natural and recreational amenity at the very edge of the urbanized area.

Proposed Token Creek Conservation Area

To help ensure the long-term protection of this corridor, the Pumpkin Hollow Land Use and Street Plan identifies a large area adjacent to the creek as the recommended Token Creek Conservation Area. The proposed conservation area is located northeast of Token Creek Park, and generally encompasses the entire width of the Token Creek valley lowlands and portions of the adjacent woodlands, hillsides, and defining ridges.

The intent of this recommendation is not only to protect water quality in Token Creek and its associated tributaries and wetlands, but to create a conservation area large enough to include a significant portion of the surrounding upland as well. The hills, woods and open fields along this segment of the Token Creek valley provide an irreplaceable natural setting for the creek and its wetlands. They also are important environmental features in their own right, and are critical

for maintaining wildlife habitat and the complex ecological relationships that exist within a larger natural area. Current regulations require a minimum setback from designated streams and wetlands, but too often urban development is allowed right up to this limit. The required setback may help protect these resources from damaging stormwater runoff, for example, but the surrounding upland habitat may be lost and the natural beauty of the area severely compromised by the loss of adjacent upland fields and wooded areas.

Token Creek Park incorporates this diversity of natural features, and limited areas along the creek have been acquired by the Wisconsin Department of Natural Resources, but most of the land between Token Creek Park and STH 19 remains in private ownership. Fortunately, the owners for the most part have been excellent stewards of the land; but development pressures in this area will only increase, and more active steps will need to be taken to ensure that this wonderful resource can be enjoyed by future generations.

Creation of the recommended Conservation Area would also respect the tremendous land preservation and stream restoration efforts that have taken place north of the planning area. It is logical that these efforts have largely been focused on the northern (upstream) portion of Token Creek. This portion of the creek had been significantly modified from its original state through the installation of dams and channelization of the creek for agricultural and flood control purposes. Additionally, investment in downstream areas could not be protected from any negative impacts on the creek occurring upstream.

Efforts to preserve Token Creek have been spearheaded by land owners and area residents, and by community organizations and public agencies including the Token Creek Watershed Association, the Town of Windsor, Dane County, the Natural Heritage Land Trust and the Wisconsin Department of Natural Resources. These efforts have resulted in the creation of the Token Creek Conservancy, which includes tracts that have been preserved through the purchase of land or conservation easements and the donation of land by generous property owners. Dane County and the Wisconsin DNR have largely provided the public funding. If the community supports the creation of the Conservation Area recommended in this plan, these successful efforts could be used as a model for implementing the recommendation.

The proposed Conservation Area covers the Token Creek Natural Resource Area identified in the Dane County Parks and Open Space Plan. As described in the Background Information section of this plan, Natural Resource Areas are larger corridors containing valuable natural resources recommended for preservation; and preservation within these areas is accomplished by acquiring land or conservation easements from willing sellers, and often occurs in cooperation with other units of government and organizations. Within the Token Creek Natural Resource Area, the Parks and Open Space Plan recommends that Dane County seek to acquire lands between Token Creek Park and STH 19. The Parks and Open Space Plan recommends that local governments and non-profit conservation organizations continue to work to preserve the lands from STH 19 east to the Millpond through dedication or acquisition, with potential assistance from the Dane County Conservation Fund. The Plan also recommends continued cooperation with WisDNR and other organizations on stream bank restoration and fish habitat improvement projects throughout the Token Creek corridor.

Discussions with County Parks Division staff have indicated that their highest priority would be preservation of lands along the Creek and the adjacent wetlands in the area. This is a narrower

focus than the Conservation Area recommended in the Pumpkin Hollow Neighborhood Development Plan. Wetlands are probably the easiest areas to preserve since they generally cannot be developed and therefore have less financial value. Preservation of recommended Conservation Area lands that are not wetlands will be more difficult, but is essential in order to create and preserve a large and diverse ecological community free from the physical and visual impacts of encroaching urban development. Developable uplands adjacent to preserved wetlands that are not included in the protected area are almost always eventually proposed for more intensive development, and it is recommended that appropriate conservation easements be sought on lands within the proposed Conservation Area that are not acquired in fee. Although the size or configuration of the Conservation Area proposed in the Pumpkin Hollow Land Use and Street Plan may be modified through subsequent open space planning, a large protected area is intended, and it is likely that assistance from several governmental bodies and conservation organizations will be required to fully implement the concept recommended in this plan.

Ultimately, however, successful preservation of the proposed Conservation Area will hinge on the land owners in the area. Their interests will largely determine the extent and configuration of the conserved area; whether it is owned by the public, remains in private hands, or a combination of both; and what mechanisms might be used to preserve the land. The current owners within this area have demonstrated that they are strong advocates for preservation of Token Creek, and all agencies and organizations interested in long-term preservation of the Creek environs are encouraged to work cooperatively with them to develop a conservation approach that will address both their interests and the public interests.

The recommended Conservation Area currently includes seven residential properties and a pet boarding business. The development on these properties is located close to STH 19, and all of them take access from that highway. The proposed Conservation Area also includes the back portions of two agricultural properties. While additional urban development is not recommended within the Conservation Area, the existing uses are generally compatible with the open space recommendation and are envisioned to remain. While it is recommended that appropriate easements or other mechanisms be sought to limit potential development on Conservation Area lands not included in any future public ownership, very low intensity uses similar to those that already exist could also be compatible with the open space conservation goal if sensitively designed. Under either private or public ownership, certain activities related to the performing arts, or uses such as an interpretive nature center, could be considered appropriate uses at the periphery of the conservation area. Selected uses of this type would take advantage of the beautiful natural setting, and might help visitors appreciate the significance of the area and the importance of protecting it for all to enjoy. Such activities, however, should be carefully managed to prevent unintended spillover impacts on the open space.

Most of the proposed Conservation Area is currently undeveloped, and is recommended to remain as preserved open space through acquisition of land or appropriate easements by public agencies or private organizations. It is not necessary (and may not always be desirable) to provide general public access to the open space area, however. If public access is provided, there may be opportunities for limited, low-impact recreational activities such as fishing, hiking, and perhaps biking. Activities that could have an adverse impact on the natural features are not recommended. Limiting the level of activity in the Conservation Area would also be consistent with its goal of preserving an extensive, largely undisturbed wildlife habitat within the urbanized area. Token Creek Park, which offers a wide range of recreational activities, and future City of

Madison parks, will provide the Pumpkin Hollow neighborhood and surrounding area with sufficient venues for more intensive recreational activities.

If a large portion of the proposed Conservation Area was successfully implemented, and public access to it was intended, an additional entrance to the open space area from STH 19 might be considered. It is recommended that private drives or public roadways in the conservation area, not cross Token Creek or its tributaries and wetlands, so alternative access to the open space from the north might be useful. Alternative access might also be provided from the east, somewhere along Portage Road north of Token Creek Park. Any additional access points or parking areas should be carefully located and planned to avoid environmentally sensitive areas and minimize their visibility from within the open space.

Token Creek Park

Dane County's Token Creek Park provides a variety of recreational opportunities to residents of the surrounding communities as well as to visitors from more distant locations. Facilities and activities available in the park include a campground and picnic shelters; playgrounds; fishing; hiking, cross country skiing, and equestrian trails; a disc golf course; and a dog exercise area. As the residential population in the Pumpkin Hollow neighborhood increases, usage of these facilities will also increase, but it is not intended that Token Creek Park serve all the general recreational needs of a growing urban population. That is the function of the planned City parks. The focus of Token Creek Park will continue to be on the current types of activities, most of which take advantage of multiple natural features within and adjacent to the park boundaries, and future City residents will also participate in these activities. If the park is expanded at a future time to include some or all of the recommended Token Creek Conservation Area, it is expected that the additional parklands will be primarily devoted to the conservation, restoration and enjoyment of the special natural features present here, and not for development of sports playing fields, for example, or similar recreational uses that could locate anywhere.

Regardless of other possible changes to the park, the County is interested in relocating the park entrance from its current location on U.S. Highway 51, to a new location along Portage Road. The park entrance was formerly located on Anderson Road and the Parks Division would like to revert back to that location. A paved entrance road still exists at Anderson road but is currently gated off. Because of the extensive wetlands north of the park and the Sommer Valley Circle subdivision directly to the east, the only feasible east side entrance to the park is along or near its southern boundary. While the former Anderson Road entrance may be the most practical near-term alternative, it may not be the best longer-term solution. When the entrance was on Anderson Road, nearby residents expressed concerns related to traffic, parking and other park activities. Modifications to the Anderson Road entrance, or a slightly different entrance location, might help mitigate some of these impacts.

One possibility would be to have the park entrance directly on Portage Road, rather than on Anderson Road. Portage Road will be an improved collector street with a median and would be an appropriate entrance point for a major park. Currently, the portion of Token Creek Park between Sommer Valley Circle and Anderson Road is used as a dog exercise area, but some reconfiguration of this activity to accommodate a new entrance drive should be possible. Another option would be to convert Anderson Road into a park entrance drive, and access the

properties at the west end of Anderson from the local street network developed to serve future neighborhood development south of Anderson Road. This option also would move the park entry out to Portage Road, but could not occur unless and until a suitable local street system is provided in the neighborhood south of Anderson Road. The Land Use and Street Plan (**Map 6**) illustrates an alternative that makes the current eastern segment of Anderson Road part of the park entrance drive. In this concept, a small relocation in the southeast corner of the dog exercise area is made to align the entrance with the proposed east-west “framework” street.

Proposed City of Madison Parks

One City of Madison Area Park and three Neighborhood Parks are recommended at strategic locations within the Pumpkin Hollow neighborhood. The park distribution generally reflects the distribution of the projected residential population when the neighborhood is fully developed, with the Area Park centrally located within the neighborhood. The recommended parks are located where they not only provide convenient recreational opportunities to the surrounding neighborhood, but where they also enhance the visual character of the neighborhood. The proposed park sites all have significant public street frontage, and will have high visibility to persons traveling along the neighborhood’s principal roadways. The park sites are also designed provide attractive “terminal views” at the ends of local street segments. These relationships are considered important, and are among the many small attributes that collectively will make the Pumpkin Hollow neighborhood an interesting and enjoyable place.

Area Park

An approximately 17-acre Area Park site is recommended adjacent to Portage Road near its intersection with Sommer Valley Circle. This location is also opposite a portion of the Token Creek Park dog exercise area. Area Parks are intended to serve an area within about a one-half mile radius and therefore contain many recreational facilities and amenities to serve a relatively large residential population. Future detailed park development planning will be needed to determine the exact park configuration and facilities, but conceptually, the Area Park might contain soccer fields that could also be used for baseball and softball, tennis courts, basketball courts, a picnic shelter and a playground. The need for a parking area within the park will be partly dependent on the specific facilities developed and amount of on-street parking available. As noted above, the proposed park site has significant public street frontage.

Neighborhood Parks

Three Neighborhood Parks of about four acres are recommended to serve the recreational needs of residential sub-areas within the neighborhood that are more distant from the proposed Area Park. A proposed Neighborhood Park site is located on the Danielson and Peterson properties in the northern portion of the planning area; another proposed park site is located on the Hack and Yelk properties near the south-central portion of the neighborhood; and a third proposed site is located on the southern edges of the Orvick (Pumpkin Hollow Driving Range) and Porter properties south of Hoepker Road.

Neighborhood Parks provide facilities for active recreation, such as a playground, basketball courts, tennis courts and baseball field, but are also intended to provide amenity and more passive enjoyment to the neighborhood through picnic areas, benches, and attractive landscaping that includes canopy trees, shrubs, and may include naturalized areas at some locations. The central neighborhood park is proposed as a more-formal “urban square” with

street frontage on all four sides, and residential development on the other side of the streets surrounding the park. This park is not intended to provide facilities for field sports, but will feature more passive sitting areas, gardens, and small-scale recreational amenities like children's play equipment or a basketball half-court. The eastern half of the southernmost neighborhood park is intended to be a conservation area incorporating part of an existing wooded ridge. This potential park conservation area is adjacent to an area to the southeast recommended for private open space conservation.

The need for neighborhood parks is generated by the residential population in the surrounding area. If there is a significant amount of residential development in the area west of Portage Road north of the Mixed-Use Neighborhood Center, an additional neighborhood park might be required to serve that area. Alternative Land Use Concept C on **Map 7** illustrates a larger residential area that also includes an additional neighborhood park. On the other hand, if the neighborhood develops with residential densities substantially lower than the densities estimated in the neighborhood development plan, it might be more difficult to justify the maintenance costs for the number of neighborhood parks recommended in the plan. One alternative in this situation might be to develop arrangements for shared public and private park maintenance.

The City parks recommended in the Pumpkin Hollow Neighborhood Development Plan all have a lot of frontage on public streets. There are multiple advantages to having streets front the parks, including increased visibility for the park and convenient access for the neighborhood. This configuration also creates potentially higher costs to the City, however, since fronting properties are generally responsible for street construction costs. If these costs become a potentially limiting factor in the ability to implement the recommended parks, it is recommended that alternative approaches to paying for street construction adjacent to public parks be explored, rather than modifying the park configurations to reduce street frontage.

Expansion of Existing Town Park

A small expansion of the existing Town of Burke park at the western edge of the Sunburst subdivision is recommended. This park currently has no street frontage and extending the park west to the proposed future local street would increase the park area slightly and provide greater visibility and improved access to nearby residents in both the Madison and Burke/Sun Prairie portions of the neighborhood. If expanded, this park would be in two municipal jurisdictions and agreements would need to be negotiated regarding park improvements and maintenance.

Long Views and Overlooks

A high point located south of Hoepker Road within The American Center Wildlife Retreat Area provides a long view back over the city to the State Capitol. The City of Madison has an agreement with American Family Insurance that provides for public access to this viewpoint from the planned pedestrian/bicycle path along the south side of Hoepker Road. Future development or additional landscaping plantings southwest of this high point should be planned to maintain clearance for this long view.

Currently, there are numerous other spots within the Pumpkin Hollow planning area that also provide long views, particularly to the west toward the airport and the Capitol. Most of these existing views are primarily over open agricultural fields, and will likely be lost as development occurs---as much due to the future growth of street trees and other yard landscaping as to buildings. Due to the steep drop in elevation toward the wetlands south of Hoepker Road, it

might be possible for a well-designed development to preserve the existing view of the Capitol from the property at the northwest corner of the Hoepker Road-Portage Road intersection. However, several residents have suggested that this view has already been compromised, particularly in the evening, by illuminated signs on new buildings in the industrial park west of the Interstate Highway.

Southern Open Space Buffer

The southeastern portion of the Pumpkin Hollow planning area encompasses an existing open space area that includes wooded hills, a large ravine, an intermittent stream, and open fields. Part of this area is within the 84-acre Wildlife Retreat Area established as part of The American Center development approvals to maintain a naturalized buffer between that large employment district and the agricultural and residential uses to the northwest. Other properties west of the Wildlife Retreat Area also contain significant natural features, including the southern portions of the Kaioula and Porter properties, and portions of the Burke Lutheran Church Property. It is recommended that the wooded hillsides and other natural features in the identified portions of all of these private properties be preserved as open space, even if other portions are eventually developed more intensively. Together with the Wildlife Retreat Area, they would create a continuous private open space area that would preserve the most significant wooded natural areas, maintain wildlife habitat, and provide long-term protection for an aesthetically-pleasing setting that benefits both the employment center and the future neighborhood to the north.

Community Gardens

The Comprehensive Plan recommends that plans for future neighborhoods include recommended locations for community gardens. Community gardens are organized places where residents can rent small garden plots to grow produce for consumption; but they also provide a place where people can meet their neighbors and enjoy shared interests. Several community gardens have been established at various locations in Madison, but one problem community gardens face is finding suitable locations that can be maintained over time, rather than only temporarily until the land is needed for some other activity.

At least one or two acres of suitable land with access to a water supply is considered desirable for establishing a community garden. Gardens should also be located where potential undesirable impacts on adjacent activities will be minimal. While community gardens on private land are encouraged, and can be provided as part of larger subdivisions or multi-family developments, community gardens can also be located on public land. The current feeling by City staff is that the gardens work best when located within or adjacent to City parks that also have other activities, rather than on isolated sites. Park locations typically provide greater visibility, playgrounds and playfields that non-gardening family members can use while others are working in the garden, opportunities for shared parking, and often, access to a water supply.

In the Pumpkin Hollow neighborhood, a suggested public location for a community garden is within the proposed Area Park located just east of Portage Road. If there is interest in a community garden at this location at the time this park is developed, the garden should be included in the detailed park development plan. Another possible location for a community garden might be at the eastern edge of the Token Creek open space area, adjacent to the lands

suggested for a potential conservation subdivision. However, the suitability of this location would partly depend on the level of public access provided to this area, and the compatibility of gardening activities with conservation program objectives.

CIVIC AND INSTITUTIONAL USES

While other civic and community-based uses may be developed within the neighborhood, recommended locations for two specific institutional uses are identified in the neighborhood development plan.

Potential Elementary School Site

The Pumpkin Hollow neighborhood is within the DeForest Area School District, except the Rattman Heights and Sherwood Glen subdivisions and other residential and vacant properties located in the southeast corner of the planning area. Preparation of the Pumpkin Hollow Neighborhood Development Plan included discussions with School District officials as they considered where and when additional school facilities might be needed in the District.

The Pumpkin Hollow neighborhood currently generates relatively few students. However, DeForest Area School District planners believe projections for future residential development indicate that the neighborhood would eventually support at least an elementary school. The need for a future middle school or high school site in the neighborhood is considered unlikely because the Pumpkin Hollow neighborhood is near the southern edge of the DeForest Area District and these facilities typically would be at a more central location. As noted in the Background Information section, a provision in the Burke Cooperative Plan limits the pace of residential development on four properties in the City of Madison to facilitate school planning and reduce the potential for rapid, unanticipated increases in student population.

A potential site for a future elementary school is recommended just south of the proposed large Area Park east of Portage Road. The recommended location is centrally located within the neighborhood and within a reasonable walking or biking distance for most residents. Convenient vehicular access to the site can be provided via Portage Road, but the site also has frontage on primary east-west and north-south local streets planned within the neighborhood. Local neighborhood schools are important community assets and in addition to their educational activities, often become a focal point for a variety of other neighborhood meetings and events. The proposed school site's central location within the residential area is well-suited to this enhanced community role.

The proposed school site illustrated on the Land Use and Street Plan is about seven acres in size, and the site is designed to include an elementary school building, parking areas, and a small on-site play area. A school location next to the Area Park would allow the school and the park to share some types of recreational facilities, and it may be possible for the school and park users to share some of the parking facilities as well, which would decrease parking needs within the park and on nearby residential streets. The opportunity to develop shared facilities reduces the size of site needed for the school, decreases land acquisition costs for the School District, and results in a more compact development pattern.

DeForest Area School District staff have reviewed the draft neighborhood plan and the potential school site, and generally support the concept of an elementary school site at this location. The City of Madison will continue to work cooperatively with the School District to secure a well-located school site in the Pumpkin Hollow neighborhood as it develops.

Burke Lutheran Church

The Burke Lutheran Church has been part of the Pumpkin Hollow Neighborhood for more than a century. The historic church building on Portage Road was built in 1899 and the building was expanded to better-accommodate additional functions and programs in the 1960s. The congregation currently sees a need for expanded space, but further expansion of the existing building complex may not be the best alternative, since the church cemetery and a steep ravine surround the existing buildings. Even if the building were expanded at the current location, the necessary additional parking could not be provided in close proximity to the facility. The Church also currently utilizes a strip of land along the west side of Portage Road as a parking area which should eventually be discontinued for safety reasons, particularly as traffic on Portage Road increases. The Neighborhood Plan anticipates that Burke Lutheran Church may eventually want to construct a new facility somewhere on their current property, but planning for this expansion is only in the preliminary stages. The historic church building would be preserved in any expansion concept, but the other existing buildings might be replaced or modified, depending on the final site plan.

The Pumpkin Hollow Land Use and Street Plan (**Map 6**) illustrates a potential expansion site that would take access off a new local road that connects with Portage Road about where the current church driveway is located. This new street would continue northward and provide an additional connection into the planned residential area south of Hoepker Road. This conceptual location would be set back from Portage Road, but would provide an opportunity to create a terminal view of the new facility from the entry street. The concept shown on the Land Use and Street Plan is only one of the possible ways that expansion on this somewhat constrained property might be accommodated. As detailed expansion planning proceeds, City staff will continue to cooperate with church representatives to help create an attractive and accessible building site for their proposed new facility.

The Park and Open Space land use designations on a portion of the church property shown on the Land Use and Street Plan reflect the desirability of preserving the natural character of the existing steep wooded gully, even if additional development occurs elsewhere on the site. The designation is not intended as a recommendation that these features should become a park or part of a public open space system. Similarly, the Residential land use designation on the eastern end of the church property illustrates one way (perhaps the only way) that the rear portions of the property might be developed for an alternative use if the church should decide to do this at some future time. The shape of both areas is conceptual rather than precise.

TRANSPORTATION RECOMMENDATIONS

Transportation recommendations for the Pumpkin Hollow planning area include improvements to the existing arterial and collector roadways that are the primary entry routes to the neighborhood, an interconnected local street network that provides internal access and circulation within the neighborhood, and on- and off-street pedestrian and bicycle facilities integrated with the planned regional bicycle system. The neighborhood street network is designed to accommodate future transit service when it becomes available. **(See Maps 8 and 9)**

Arterial and Collector Roadways

Existing or planned arterial roadways serving the Pumpkin Hollow planning area include State Highway 19 and Hoepker Road (which is currently a collector but is expected to be reclassified as an arterial in the future). U.S. Highway 51 and Interstate Highway 39-90-94 are arterial roadways that do not directly serve the planning area, but potential changes to those highways could have significant impacts on the neighborhood. Portage Road and Rattman Road are existing collector roads. Except for Hanson Road, a local road which may be reclassified as a collector in the future, no additional arterial or collector roadways are proposed for the planning area. **(See Map 8)**

Hoepker Road. As noted in the Background Information section, Hoepker Road is expected to become a heavily utilized roadway and be reclassified as a minor arterial. To accommodate the projected traffic increases, it is recommended that Hoepker Road be planned as a four-lane divided roadway, with marked bicycle lanes along both sides. The median will provide landscaping space, create a refuge for pedestrians at street crossings, and a location for turning lanes at major intersections. To accommodate future improvements, a 120-foot right-of-way is recommended.

Because the houses in the existing subdivision along the north side of Hoepker Road opposite The American Center and Parkway Village are located very close to the road, it is recommended that right-of-way and/or roadway pavement expansions on this segment of the road have an alignment more to the south to the extent practical in order to minimize future impacts on these homes. It is also recommended that additional driveway access to Hoepker Road be limited; and the layout of the planned new residential areas adjacent to Hoepker Road is designed to have lots take access from interior local streets rather than directly from Hoepker Road.

State Highway 19. State Highway 19 will continue to serve as an important east-west arterial in northern Dane County. It will probably see an increase in traffic after completion of the planned North Mendota Parkway to the west, which utilizes a stretch of STH 19. Although the Wisconsin Department of Transportation currently has no plans to expand this highway, the 2030 Regional Transportation Plan anticipates a potential need for a four-lane divided roadway with bicycle facilities, in a 120-foot right-of-way. It is not certain how feasible expansion of this segment of STH 19 may be, but the Pumpkin Hollow Neighborhood Development Plan recommends only very limited development south of STH 19, in any case, and any future uses planned in this area can easily be designed to allow for potential future roadway expansion. Managing street and driveway access along STH 19 is also among the goals of the Wisconsin Department of Transportation. Consideration of future access limitations on STH 19 should allow for continued access to the limited development that currently exists or which may occur on lands south of the highway at a future time, since these properties are isolated from the rest

of the planning area by Token Creek and its associated tributaries and wetlands, and alternative access to other interior streets cannot reasonably be provided.

U.S. Highway 51. U.S. Highway 51, located just west of the planning area, is currently being studied by the WisDOT for safety and capacity improvements. Future plans for the segment of USH 51 near the planning area include safety improvements at the Hoepker Road intersection. Construction of a roundabout here is scheduled for 2008, but a grade-separated interchange is a likely future improvement. This is a dangerous intersection, and improvements to it will benefit the Pumpkin Hollow neighborhood, even though they might also result in some increase in traffic on Hoepker Road.

Of greater concern is discussion of potential future access restrictions to or from USH 51 at **Hanson Road**. The Hanson Road intersection is currently lightly used, but traffic will increase once Hanson Road is connected to Eastpark Boulevard in The American Center and the new bridge over the Interstate is completed, and as the industrial employment area west of the Interstate develops. It has been suggested that some turning movements at the Hanson Road intersection may be eliminated at a future time, and perhaps the entire intersection eventually closed. Loss of USH 51 access at Hanson Road would have a major negative impact on two important City of Madison employment centers, The American Center, and the industrial/limited commercial district located west of the Interstate both north and south of Hanson Road. Loss of Hanson Road access to USH 51 would also have negative impacts on the Pumpkin Hollow neighborhood since much of the Hanson Road traffic from both areas would likely be diverted to Portage and Hoepker Roads through the heart of the neighborhood. Apparently, concerns regarding the Hanson/USH 51 intersection are primarily based on issues raised by the Dane County Regional Airport related to the intersection's proximity to the end of Runway 3-21. While the need for aircraft safety is a paramount concern, City staff believe that an intersection improvement can be designed that will maintain full access to USH 51 and still address any potential airport safety issues. It is strongly recommended that WisDOT, the Dane County Regional Airport, the Federal Aviation Administration, and the City of Madison continue to work to develop a comprehensive solution that will keep this intersection open.

Interstate Highway 39-90-94. Currently, no direct access to Interstate Highway 39-90-94 is provided within the Pumpkin Hollow planning area, although the neighborhood has convenient Interstate access via three existing Interstate interchanges within a few miles. From time-to-time, direct access to Interstate 39-90-94 at either Hanson Road or Hoepker Road has been suggested as one possible improvement to meet future regional transportation needs. The 1992 Rattman Neighborhood Development Plan recommended exploration of a possible interchange at Hanson Road, but that concept has since been superseded by current recommendations for realignment of Hanson and Portage Roads and a new bridge over the Interstate to provide more-direct Eastpark Boulevard-Hanson Road access to USH 51 (which has an interchange with I 39-90-94 about one-mile north of the Hanson Road intersection). The Site Analysis Map in the 2000 Hanson Road Neighborhood Development Plan notes "Possible I 90-94 Access" at Hoepker Road, but there is no discussion of possible Interstate access in the plan, and it is not included in the plan's transportation recommendations. The 2006 Regional Transportation Plan recommends that a study be conducted of a potential additional access to Interstate 39-90-94 at Hoepker Road. Proponents of this recommendation wanted to evaluate the possibility of a partial interchange that would increase accessibility to the Dane County Regional Airport and employment uses near the airport.

Providing additional access to the Interstate Highway system requires approval from the Federal Highway Administration, following a formal feasibility study. An Interchange Justification Report/Environmental Assessment for a potential new access to the Interstate Highway is a major undertaking that needs to address specific Justification Criteria that have been established for the evaluation. In the spring of 2007, a multi-jurisdictional Eastside Interstate Access Workgroup was formed to discuss and explore future access and local circulation needs along the Interstate Highway 39-90-94 corridor between USH 51 and USH 151 in Dane County.⁸ This effort was driven by a group of business developers and property owners located near the Hanson Road-Hoepker Road area, with the intent of the discussions to focus on issues related to the technical needs of a potential feasibility study. Through this workgroup, views and information were exchanged and the requirements for an Interchange Justification Study were clarified; but there was no commitment to proceed with such a study, nor a basis to assume that all participants necessarily supported consideration of additional Interstate access. An Interchange Justification Study also requires a local government sponsor, and at this time, the City of Madison has not indicated an interest in being the sponsor of the Study.

Although there may be other reasons to consider additional access to the Interstate Highway at Hoepker Road, the planning process for the Pumpkin Hollow Neighborhood Development Plan revealed virtually no support for the idea among neighborhood residents and property owners. Access to the Interstate Highway at Hoepker Road would provide no benefits to the primarily residential and open space land uses recommended in the neighborhood. But it would require neighborhood land for access ramp rights-of-way; create additional traffic, highway noise, and visual impacts; and almost certainly encourage development of highway-oriented and large-scale regional uses incompatible with the recommended neighborhood development concept.

Portage Road. Portage Road is expected to remain a collector roadway primarily serving the neighborhood, but traffic levels will increase as the Pumpkin Hollow neighborhood and surrounding neighborhoods develop. It is recommended that Portage Road be planned as a two-lane divided roadway with marked bicycle lanes along both sides. The recommended right-of-way width is 108 feet south of Hoepker Road and 90 feet north of Hoepker Road. The wider right-of-way south of Hoepker Road will provide more options in the event that other improvements need to be considered at a future time.

Some segments of the expanded Portage Road right-of-way may need to be shifted westward or eastward from the current centerline in order to maintain adequate distance from the existing homes and the Burke Lutheran Church cemetery, which are located in close proximity to the current paved roadway. Future roadway improvements should be particularly sensitive to the terrain and natural features of the segment of Portage Road south of Hoepker Road. Although there will be a median, driveway access will generally be allowed along Portage Road, and having fronting homes will add character and activity to the street.

Rattman Road. Rattman Road is also expected to remain a collector roadway, but future traffic volumes may necessitate expansion to four lanes. Bicycle lanes are also recommended on Rattman Road. The residential subdivisions along both sides of the highway make it unfeasible

⁸ For more information, see Summary and Findings: Eastside Interstate Access Workgroup, prepared by Short Elliott Hendrickson Inc, Madison, Wisconsin, August 2007.

to widen the Rattman Road right-of-way sufficiently to include a median in a future roadway expansion and still maintain adequate distance from the existing homes. A four-lane road without a median would require less right-of-way. Future improvements to Rattman Road will primarily be the responsibility of the Town of Burke and the City of Sun Prairie since only a short segment of the west frontage is within the Madison Boundary Adjustment Area.

Hanson Road. Current plans for Hanson Road, which is located at the southern tip of the planning area, do not include provision of additional travel lanes; but the configuration of two of the roadway's intersections will be modified. The roadway will be straightened to connect directly with Eastpark Boulevard in The American Center, and will have intersections with Portage Road both east and west of the Interstate. A roundabout will be constructed at the intersection east of the Interstate and a "T" intersection will be used west of the Interstate. The Hanson Road bridge over the Interstate will be reconstructed with two travel lanes and bike lanes. The realigned intersections and bridge reconstruction will be completed in 2008.

Local Streets

The local street system plays a major role in defining a neighborhood, and the recommended street pattern in the Pumpkin Hollow neighborhood is designed to be both functional and engaging. The proposed street layout is a "modified grid" pattern that creates relatively small blocks and provides a high degree of connectivity within the neighborhood and multiple routes to most destinations. Most streets are continuous through the neighborhood, including several "framework streets" which provide a basic structure for the neighborhood grid. **(See Map 8)**

The framework streets include a relatively-direct east-west street between Rattman Road and Portage Road; two north-south streets through the neighborhood that connect Hoepker Road with Portage Road and Rattman Road, respectively; and a shorter east-west street that connects the development areas on either side of Portage Road just north of the proposed Mixed-Use Neighborhood Center. The proposed new street between Rattman and Portage Roads is not intended to encourage non-local through traffic, but will provide a more convenient connection from the eastern portions of the Pumpkin Hollow neighborhood (and the neighborhoods east of Rattman Road) to Token Creek Park, the proposed City of Madison Area Park and other neighborhood amenities. A more-direct connection is needed because the street patterns in the existing subdivisions along Rattman Road are very indirect. The other framework streets are only several among many that provide long connections through the neighborhood, but are identified because they also provide direct access to neighborhood features such as planned parks and the Neighborhood Center.

Rather than being perfectly straight, longer neighborhood streets are planned to include curves and bends that will add interest and provide views of the streetscape in the distance while traveling through the neighborhood. Many local street segments also end opposite planned parks and activity areas to provide interesting terminal views; and all proposed parks have significant public street frontage to increase visibility and accessibility.

The recommended street pattern largely respects existing property boundaries and minimizes the creation of oddly-shaped areas where property lines meet. In some cases, however, the most effective street pattern does leave small areas of a property that would be difficult or impossible

to develop efficiently as a separate parcel. In these cases, property owners are encouraged to swap land with adjacent owners to create parcels more suitable for development.

Framework streets are local streets, and generally will have right-of-way widths between 60 and 66 feet, depending on location. Marked bicycle lanes are recommended on the east-west street between Rattman Road and Portage Road, which would require a 74-foot right-of-way if parking were also allowed along both sides of the street. Other local street segments adjacent to large parks or activity centers may have a 66-foot right-of-way to allow for the wider pavement recommended where considerable on-street parking is anticipated, but most local streets will have a right-of-way widths of 60 feet or less, depending on location and the type of development along the street. The typical pavement width in a new residential subdivision is 32 feet, but the Madison Subdivision Ordinance currently allows narrower street pavement in relatively low-density areas where criteria regarding average density, the amount of off-street parking provided, and other factors can be met. Narrow streets and tight corner radii enhance the pedestrian scale of the neighborhood and help encourage street-oriented development, and it is recommended that narrower street widths be considered in future Pumpkin Hollow developments that meet the criteria.

Planned new streets in the Pumpkin Hollow neighborhood will connect with streets in the existing Town of Burke residential subdivisions along the west side of Rattman Road, as provided in the Burke Cooperative Plan. It is also recommended that future local streets developed on the vacant properties west of Rattman Road establish additional north-south connections between these subdivisions, as well as connections with planned City of Madison streets to the west, to the extent feasible. This part of the planning area is within the Sun Prairie Boundary Adjustment Area, but preliminary local street recommendations for the area are included in this neighborhood development plan.

Pedestrian and Bicycle Facilities

Pedestrian mobility in the Pumpkin Hollow neighborhood is encouraged by the interconnected “grid-like” street system which provides multiple routes to most destinations. All City of Madison streets will have public sidewalks and are designed to also accommodate bicycle travel. Mid-block pedestrian/bicycle paths are recommended where a reasonably direct street connection is not available. Marked bicycle lanes are recommended on principal streets, as well as off-street multi-purpose trails integrated with existing and planned regional bicycle facilities.

Types of Bicycle Facilities. Three types of bicycle facilities identified in the 2000 Madison Urban Area and Dane County Bicycle Transportation Plan are recommended in the Pumpkin Hollow planning area. Bicycle lanes on more heavily traveled roads such as arterials and collectors provide more-direct routes and have fewer stops, and are often preferred by commuters and long-distance bicyclists. The local neighborhood street network also provides relatively direct routes, but has much lower traffic volumes and is suitable for a wider biking population. Off-street pedestrian/bicycle paths also serve a wider population, including recreational riders and younger riders. Recommended Pumpkin Hollow bicycle routes and facilities are shown on **Map 9** Transportation Plan-Pedestrian and Bicycle Facilities, and described further below.

Marked Bicycle Lanes. Marked bicycle lanes are recommended on STH 19, Hoepker Road, Portage Road and Rattman Road, which are all classified as either arterial or collector roadways. The bicycle accommodation on STH 19 might be off-street rather than on-street, depending on the design of future improvements to that highway. Bicycle lanes are also proposed on the local neighborhood “framework” street connecting Rattman Road and Portage Road. This future east-west street is not expected to carry a large volume of vehicle traffic, but it offers another connection for bicycle travel between these two collector roadways, and provides a direct route from Main Street and the existing bicycle path located at the south end of the Weybridge subdivision in Sun Prairie to Token Creek Park. This route would extend westward through the park (either on-street or off-street) and connect with the North-South path and the potential Anderson Road pedestrian/bicycle overpass.

Local Street Network. While a few roadways are planned to have dedicated bicycle lanes, the recommended Pumpkin Hollow street network also provides alternative routes for bicycle travel through the neighborhood on local streets that are relatively direct and continuous, but have generally lower traffic volumes. The street alignments shown in a neighborhood development plan are often modified as successive individual developments are approved, but it is important that the street linkages providing these low-traffic routes to most neighborhood destinations be maintained. A local street connection that would provide an alternate low-traffic bicycle route to important neighborhood destinations (that are also accessible via streets with marked bicycle lanes) is shown on **Map 9**. The illustrated route begins at a connection with an existing off-street bicycle path in Sun Prairie, runs past the proposed Area Park and potential school site, and ends in the Mixed-Use Neighborhood Center.

Off-Street Bicycle-Pedestrian Paths. Two long off-street bicycle/pedestrian paths are recommended through the Pumpkin Hollow planning area that would connect with the regional bicycle trail system, and several potential shorter paths that would provide additional linkages or amenity within the neighborhood. These are proposed as multi-purpose paths and would accommodate both bicycle and pedestrian travel.

East-West Path. The proposed east-west bicycle/pedestrian path is located within the right-of-way along the entire length of Hoepker Road. This path would extend from the planned path that will be constructed over an existing sanitary sewer line within the lowlands adjacent to the Center for Industry and Commerce west of Interstate 39-90-94, cross over the Interstate on the Hoepker Road bridge, and continue along the south side of Hoepker Road to American Parkway. From that point the path would connect with an existing bicycle/pedestrian path south of the Providence subdivision in Sun Prairie. The east-west path will eventually link up with a future path through the Community Separation Open Space area between Hoepker Road and USH 151 which will connect with other Madison neighborhoods to the south. The east-west path also provides access to an overlook view point in The American Center Wildlife Retreat Area. Although this path parallels the planned bicycle lanes on Hoepker Road, it will provide an alternative for riders not comfortable sharing an arterial roadway. Most future development along Hoepker Road is recommended to have reverse-access lots fronting interior local streets, so a parallel off-street path will have relatively few potential conflict points with motor vehicles other than at cross-street intersections. A combined bicycle path/sidewalk might be considered for some segments.

North-South Path. The proposed north-south bicycle/pedestrian path will also connect with the planned path that will be constructed over an existing sanitary sewer line within the lowlands adjacent to the Center for Industry and Commerce west of Interstate 39-90-94 and cross over the Interstate at the Hoepker Road bridge. The north-south path will continue northward from Hoepker Road to Token Creek Park along the planned open drainageway on the Hoepker and CVH LLC properties. Inside the park, the path will probably be located on or adjacent to the interior drive that winds through the park. This path is planned to eventually connect with a planned path within the Savannah Brooks development in DeForest that will extend to STH 19; and eventually should continue to the north. The proposed Pumpkin Hollow north-south bicycle path will provide an off-street connection between Madison and DeForest that is currently lacking according to the 2030 Regional Transportation Plan.

Cross-Stream Path. A pedestrian/bicycle connection is recommended across the navigable waterway located on the Hoepker property in the northwest quadrant of the Portage Road-Hoepker Road intersection. Because of the stream, a full roadway cannot reasonably be located here, but a pedestrian/bicycle path and bridge at this location would connect the Mixed-Use Neighborhood Center with the residential areas north of the waterway and could become an important amenity linking these two areas.

Links to The American Center. A pedestrian/bicycle path connection is recommended through the Wildlife Retreat Area to provide easier access to The American Center from the planned residential area to the northwest. This connection will be important because street connections to this major employment center from the north will be limited to American Parkway, and Eastpark Boulevard at Portage Road. The path illustrated on **Map 9** extends into The American Center from local streets in the residential area located south of Hoepker Road and east of Portage Road. This route would avoid the steeper grades in this area, but an alternative route farther east directly into The American Center could also make this connection. There is an extensive private path system within The American Center and connections between it and the Pumpkin Hollow neighborhood would be very beneficial to neighborhood residents---especially since many of them may work in the Center.

Link to Token Creek Park. A pedestrian/bicycle connection is recommended to access the northern end of Token Creek Park. Currently, the only entry point into the park from the east is off Anderson Road via the former park entrance. A pathway entrance to the park north of Sommer Valley Circle would provide a convenient alternative for pedestrians and bicyclists coming from this direction. This path could extend westward from future local streets serving the limited development area recommended east of Portage Road.

Potential Anderson Road Overpass. The Hanson Road Neighborhood Development Plan recommended consideration of a potential pedestrian/bicycle bridge over the Interstate Highway at Anderson Road, and this connection would complement the recommended pedestrian/bicycle system in the Pumpkin Hollow neighborhood as well. A path crossing the Interstate at this location would connect with both the north-south and east-west paths, and facilitate regional east-west movement between Sun Prairie, this neighborhood, Token Creek Park, Cherokee Park, and Madison's north side.

Future Transit Service

Currently, no bus service is provided to the Pumpkin Hollow planning area, and only very limited peak-hour bus service is available to The American Center. Because ridership potential will remain relatively low until substantial additional development has occurred, bus service to the Pumpkin Hollow neighborhood probably will not be financially feasible in the foreseeable future. Initial service to the neighborhood most likely would be extensions of routes also serving The American Center or the industrial employment district west of Interstate 39-90-94. The most likely routes would travel along Hoepker or Portage Roads to serve the Mixed-Use Neighborhood Center and the neighborhood's highest-density residential areas. There might also be a future potential for local service from the Park and Ride lot on Eastpark Boulevard.

OTHER PUBLIC UTILITIES AND SERVICES RECOMMENDATIONS

Most of the future development in the Pumpkin Hollow planning area is within the portion of the neighborhood that will be within the City of Madison, and served by the full range of Madison urban services. The existing residential subdivisions and some vacant lands along the west side of Portage Road will eventually be within the City of Sun Prairie and will primarily receive Sun Prairie urban services. Until attachment to one of the cities occurs, the planning area will remain in the Town of Burke and receive the Town or County services that are provided currently, or which may be arranged in the future. However, the municipalities may also enter intergovernmental agreements to provide urban services in the most efficient manner regardless jurisdiction, as encouraged in the Burke Cooperative Plan.

Sanitary Sewer Service

As described in the Background Information section, there are three watershed drainage basins within the Pumpkin Hollow planning area, and several sub-basins within them. These drainage areas primarily determine how sanitary sewerage service will be provided. **(See Map 10)**

Most of the Pumpkin Hollow planning area is in the Starkweather Creek drainage basin and will be served by the existing 21-inch Hanson Neighborhood Interceptor west of Interstate Highway 39-90-94, which will be extended beneath the Interstate south of Hoepker Road. The Pumpkin Hollow Interceptor will have two branches. One branch will extend northward along the west side of the wetland area up to Hoepker Road. The other branch will extend eastward across the wetland to Portage Road. Future extensions of these sewers will serve most of the southern portion of the planning area by gravity flow, with the collection mains generally located within public streets and drainageways.

The northernmost portion of the planning area is within the Token Creek drainage basin, and most of the lands recommended for future development here drain to the northwest toward the creek. To serve these areas with sanitary sewer, a permanent lift station will be needed to pump effluent south back to the mains in the Starkweather basin. Since only limited additional development is recommended within Sommer Valley Circle, these properties may be able to continue to utilize private septic systems. If public sewer to Sommer Valley Circle is required, these properties probably would be served by the system serving the Token Creek basin.

Lands north of Token Creek would be difficult to serve with City of Madison sewers due to the topography and the environmental features such as the Creek and associated wetlands. Since the Plan recommends very limited development north of the Creek, these properties also may continue to utilize private septic systems. If public sewer service is required here at a future time, it may be more efficient to consider an agreement to obtain service from the Village of DeForest than for Madison to extend its service north of the creek. This possibility will need to be explored further to determine its potential feasibility.

The Burke Cooperative Plan recommends cooperation between the City of Madison and the City of Sun Prairie in providing future sanitary sewer service that may be needed within the Sun Prairie Boundary Adjustment Area along Rattman Road. The existing Town of Burke subdivisions currently have private septic systems, and it is unknown whether they will need

public sewer service in the future; but the vacant lands presumably will eventually be developed with public sewer. At this time, it appears that both the Sun Prairie and Madison sewer interceptors have some capacity limitations on how much service can be provided to this area, and the lands also drain in several directions. The two cities have held some preliminary meetings to explore how to most efficiently serve this area when sewer service is needed, and these discussions will continue.

Public Water Service

Water Distribution System. The Madison Water Utility will extend public water service to the Madison portion of the Pumpkin Hollow planning area as new development occurs. The planning area will be served by extension of existing water mains within Pressure Zone 123, which includes the developing lands east of Interstate Highway 39-90-94. There currently is a 12-inch main serving the Parkway Village subdivision, just southeast of the planning area, which will be extended west along Hoepker Road; and a water main will be located at the intersection of Eastpark Boulevard and Portage Road which will be extended north along Portage Road. Eventually, this system will be looped to connect the two legs and provide increased service reliability. As development occurs, additional water distribution mains will be extended into the neighborhood within street rights-of-way. The mains along the local streets will be 8 inches in diameter.

Reservoirs and Wells. Pressure Zone 123 is pressurized by the Cross Hill water tower located near Nelson Road and USH 151. This tower has the ability to provide appropriate water pressure to elevations between about 900 feet to 1040 feet U.S.G.S, which should be sufficient to serve future development in the planning area. No additional water towers are planned within the Pumpkin Hollow planning area.

Development in the Pumpkin Hollow planning area, and on the northeast side of the City of Madison generally, will increase the demand for water and eventually may require new municipal wells to ensure a reliable supply. The Madison Water Utility has already acquired a well site in the Center for Industry and Commerce west of Interstate Highway 39-90-94, and the Water Utility Master Plan identifies other potential future well sites within and near the Pumpkin Hollow planning area. However, several adopted City plans note the potential negative effects of municipal well pumping near Token Creek on the creek and on other springs and seepages that provide critical base flow to Cherokee Marsh and the Madison lakes. While the limited available data suggest that the groundwater supplying the Token Creek springs may primarily be coming from north of the creek, it is recommended that new municipal wells not be located within the Pumpkin Hollow planning area, or within the planned industrial district west of Interstate Highway 39-90-94, to minimize the risk of possible adverse effects on Token and Starkweather Creeks. If additional wells are needed to maintain adequate water supplies to this growing area, it is recommended that they be located farther to the south, away from the Token Creek watershed and the headwaters of Starkweather Creek.

Stormwater Management

The Land Use and Street Plan (**Map 6**) illustrates a basic framework of proposed stormwater management facilities within the Pumpkin Hollow planning area, including open greenways and stormwater detention and retention areas. The map does not show connecting segments of

underground storm sewer that will be needed at some locations. The facilities shown on the map are preliminary, but their locations and approximate sizes are based on an analysis of drainage patterns and the amount of land and potential future development within the many sub-basins in the planning area. Detailed stormwater management planning and engineering for specific development projects may result in some modifications to these conceptual facilities, but it is expected that any revisions will be essentially consistent with the recommended Land Use and Street Plan.

Open drainageways. Much of the more significant stormwater conveyance within the planning area is planned within open greenways rather than through storm sewers. Open drainageways provide environmental benefits, including increased opportunity for water to infiltrate back into the ground, and also create open space amenities within the neighborhood. Greenways generally are recommended to be 75 to 100 feet in width and planted with species that provide effective sedimentation and infiltration. The natural appearance of these drainageways can also provide a visual amenity and land use buffer, and in some cases may also provide a location for a pedestrian path or bicycle trail.

Wisconsin Law requires that the navigable waterways be maintained in a condition near their current natural state, which generally makes them poor locations to accept additional urban stormwater, which would likely result in severe erosion. The plan for stormwater conveyance, therefore, largely avoids these areas. Planned detention facilities are located adjacent to these waterways will gradually release stormwater into the waterway at rates similar to the pre-development rate. Measures to limit erosion should be taken in all drainage areas including the navigable waterways. In some cases, this may include selective removal of trees and smaller brush from natural stream courses to let in more sunlight and promote the growth of ground cover that will help stabilize the slopes.

Storm Sewers. The street pavement network or underground storm sewers will accommodate the bulk of “upstream” stormwater conveyance, collecting storm water that will eventually flow into open greenways and detention areas. In some situations, larger storm sewers will be necessary to convey stormwater to its ultimate destination. Short segments of sewer may be used to connect greenways where maintaining an open greenway is not possible or desirable--- such as under streets or through small, formal park areas, for example.

Detention Areas. The potential stormwater detention and retention areas illustrated on the Land Use and Street Plan (**Map 6**) generally assume that individual properties may develop separately, and that about five percent of each property would be required for detention. If the development of several properties is coordinated, it may be possible to shift the locations of some of the required stormwater facilities among them. In any case, the actual percentage of any property that will be utilized for stormwater management will be determined during detailed development planning, and will vary based on the type of development proposed, the stormwater management mechanisms used within the development, soil conditions and applicable stormwater regulations.

Stormwater Management in the Token Creek Watershed. Token Creek is an important and sensitive water resource, and relatively restrictive stormwater management regulations are required to protect the Creek’s cold water and steady base flow. These regulations may be more restrictive by the time that development in the Pumpkin Hollow neighborhood reaches this

watershed. In any case, an increasing understanding of the resource and more advanced stormwater management techniques should improve the ability to mitigate the impacts of future development on the Creek. Two primary stormwater requirements for the Token Creek watershed are outlined below.

- To maintain the amount of groundwater reaching Token Creek, developments have been required to infiltrate the same amount of stormwater that was being infiltrated under pre-development conditions. In addition, developments must infiltrate an additional amount of stormwater equivalent to the amount of potable water that will be used by residents of the development that would presumably be pumped from within the watershed by municipal wells. These recharging requirements are intended to maintain the groundwater source that feeds seeps, springs, tributaries and ultimately the Creek's base flow.
- Thermal controls may be required for stormwater runoff from developments in the watershed in order to maintain the cool water temperature of Token Creek and its tributaries. Essentially, new developments will be required to demonstrate that future stormwater runoff will not increase the temperature of these waterways. These regulations will apply to Token Creek and the two primary tributaries located between the Creek and STH 19 that are classified as a Coldwater Community.

Because of these and other requirements, the extent of development within the watershed will be greatly dependent on specific site characteristics such as the types of soils and the ability to infiltrate stormwater. In essence, soil conditions will dictate development locations and development density. This could require modifications to the proposed Land Use and Street Plan for the Pumpkin Hollow neighborhood. The possible need for modifications to the neighborhood plan will be considered at the time of future specific development proposals when more-detailed information about soil conditions will be available.

While the requirements for development in the Starkweather Creek watershed are not quite as stringent as those for Token Creek, similar steps can be taken to ensure that stormwater is properly infiltrated.

Police Protection Services

The City of Madison Police Department will provide police protection services to lands within the Pumpkin Hollow planning area that have been attached to the City. Lands still within the Town of Burke will continue to receive services from the Dane County Sheriff's Office, or through another arrangement that the Town may make in the future. Lands within the Sun Prairie Boundary Adjustment Area will ultimately receive protective services from Sun Prairie.

The Pumpkin Hollow planning area is within the Madison Police Department's North District, which currently operates out of the North District Station located on Londonderry Drive near the intersection of Packers Avenue and Northport Drive. This station is about four miles from the edge of the neighborhood. The City of Madison continues to grow and expand, and additional police officers and support personnel will be needed from time-to-time in order to maintain the staffing levels required to serve a larger population and more spread-out community. As urban

development continues to occur throughout Madison's northeast side, it is also likely that a Northeast District will be established which would include the Pumpkin Hollow neighborhood.

Fire and Emergency Medical Services

The City of Madison Fire Department will provide fire protection and emergency medical services to lands within the Pumpkin Hollow planning area that have been attached to the City of Madison. Lands still within the Town of Burke will continue to receive these services through service arrangements that the Town has established with other municipalities. Lands within the Sun Prairie Boundary Adjustment Area will ultimately receive fire protection and emergency medical services from Sun Prairie.

Currently three Madison fire stations are located in relatively close proximity to the Pumpkin Hollow neighborhood: Station No. 11 on Nelson Road, Station No. 8 on Lien Road at East Washington Avenue, and Station No. 10 on Sherman Avenue. Response time to most of the planning area from the nearest fire station is about 5 to 6 minutes. Because fire and emergency response times are relatively good, and the City of Madison is not expected to grow northward beyond the Pumpkin Hollow neighborhood, it is unlikely that another fire station will be needed in this area in the foreseeable future. The City of Sun Prairie also has a fire station located close to the Pumpkin Hollow neighborhood, and service agreements with that city may also be a possible alternative if additional coverage is desired at a future time.

Streets and Sanitation Services

The Madison Street and Sanitation Division will provide solid waste collection, street repair, street cleaning and snow and ice control to the City of Madison portions of the Pumpkin Hollow planning area. Solid waste collection is provided primarily to single-family dwellings and smaller apartment projects because most larger apartments and commercial establishments contract with private firms for this service. The City does provide collection service to apartment and commercial properties if certain requirements can be met. Large items and recyclable materials are also collected, as is yard waste and brush on a monthly basis, and leaf collection in the Spring and Fall. Currently, these services are provided to the Pumpkin Hollow neighborhood from the East Side Public Works Facility located on Sycamore Road.

DEVELOPMENT PHASING

Urban development in the Pumpkin Hollow neighborhood will occur incrementally over what might be a long period of time. For those parts of the planning area recommended for more intensive development, the timing of development will be generally determined by the pace and sequence of public sanitary sewer and water service extensions into the neighborhood, and by the interests of individual property owners.

Development of the neighborhood is recommended to begin in the southern portion and gradually move northward. The southern portion is adjacent to City of Madison infrastructure and development in the Hanson and Rattman Neighborhoods. Also, the southern two-thirds of the neighborhood can largely be served by gravity sanitary sewers draining south and west to a new interceptor that will be extended underneath the Interstate Highway south of Hoepker Road. More intensive development in the northern one-third of the planning area, which drains northward toward Token Creek, will require construction of a sanitary sewer lift station. Relatively less development is anticipated in the northern one-third of the planning area because a substantial portion of the area is recommended for open space conservation, with only limited amounts of compatible development proposed.

Phasing Areas. Four development phasing areas are identified within the Pumpkin Hollow planning area. All of the lands within each phasing area share certain characteristics regarding the sequence for urban services extension, connections with the planned local neighborhood street network, or municipal jurisdiction that make it reasonable to consider them generally ready to begin urban development at about the same time. The boundaries of the four phasing areas should be considered approximate, and the actual sequence of development will depend on a variety of factors, including property owner interest, the budgeting and scheduling of public infrastructure and urban service extensions, the development plans for adjacent properties, and whether or not the recommended local street connections to the area can be implemented at that time. **(See Map 10)**

The following Development Phasing Areas are identified:

- **Phasing Area A.** Phasing Area A contains about 588 acres and comprises the southern and southwestern portions of the Pumpkin Hollow planning area. It includes all of the lands currently within the City of Madison and other lands generally located between them and The American Center. Properties within Phasing Area A are closest to the new sanitary sewer interceptors and mains that will be extended into the planning area from west of the Interstate Highway, and gravity sewer can be extended northward and eastward into the neighborhood along public rights-of-way as development of these properties occurs. Phasing Area A also includes the proposed Mixed-Use Neighborhood Center, all of the proposed Housing Mix 3 and Housing Mix 4 districts as well as substantial areas recommended for Housing Mix 1 and Housing Mix 2, both potential employment areas, and two proposed public parks. Therefore, development within Phasing Area A will encompass the broad range of land uses recommended for the neighborhood, including the primary neighborhood activity center. It is recommended that the City request an amendment to the Central Urban Service Area to include

Phasing Area A as soon as the Pumpkin Hollow Neighborhood Development Plan is adopted.

- **Phasing Area B.** Phasing Area B is the central portion of the Pumpkin Hollow planning area. It contains about 157 acres and comprises the approximate remainder of the area that can be served with gravity sanitary sewer service by the City of Madison. This phasing area includes the proposed large Area Park, the potential elementary school site, and residential areas recommended for Housing Mix 1 and Housing Mix 2. While the owners of properties within Phasing Area B generally have not indicated an interest in near-term development, there is no reason that development could not begin here once the necessary street and utility connections through lands to the south are available. In addition to the large park and school site, several important “framework street” segments extend through Phasing Area B, and potential opportunities to secure these sites or complete these street connections may partly determine when development within Phasing Area B should be allowed to begin.
- **Phasing Area C.** Phasing Area C comprises the northern and northwestern portions of the Pumpkin Hollow planning area. It contains about 1,107 acres, but large portions of the area are recommended for open space preservation, including the existing Token Creek Park and the proposed Token Creek Conservation Area. Provision of sanitary sewer service to most lands within Phasing Area C (south of Token Creek) will probably require construction of a lift station. The portions of Phasing Area C that are not recommended for open space preservation are recommended for relatively low-density Housing Mix 1 residential development. This area includes the existing Sommer Valley Circle residential plat and the potential conservation subdivision area west of Portage Road. It is also possible that these areas may never have public sanitary sewer service.
- **Phasing Area D.** Phasing Area D comprises the 340-acre portion of the Pumpkin Hollow planning area that is within the Sun Prairie Boundary Adjustment Area. With limited exceptions in the Protected Areas⁹, the timing of future urban development within Phasing Area D will be primarily determined by the City of Sun Prairie, and most future urban services ultimately will be provided by Sun Prairie. However, the Burke Cooperative Plan encourages Burke, Madison and Sun Prairie to cooperate on the provision of urban services, and to consider intergovernmental service agreements when one municipality can provide a service more efficiently, regardless of municipal jurisdiction. As described in the Other Public Utilities and Services section, some City of Madison services may be extended to developments within Phasing Area D at a future time. If this occurs, the timing of service extensions will be determined by intergovernmental negotiations between the municipalities, the specific needs within the area, and the ability of the City of Madison to provide the desired services efficiently.

While a general A to D sequence for beginning development within the four defined Phasing Areas is broadly assumed, it is not intended that the start of development in any phasing area necessarily should be deferred until such time as development within any other phasing area extends to a particular location, or reaches a certain percentage of full build-out. Simultaneous development at multiple locations within the planning area can benefit the neighborhood by

⁹ See the description of Protected Areas in the footnote on Page 17.

increasing development opportunities and choices, and by facilitating completion of desirable street connections and improving accessibility. The appropriate time to begin development in any phasing area will depend more on the availability of City infrastructure improvements and services than on the pace of development in other phasing areas.

Special Limitation on the Pace of Residential Development. In order to accommodate public school planning concerns of the DeForest Area School District, the Burke Cooperative Plan limits the number of building permits that may be issued for residential developments within the Madison Boundary Adjustment Area to not more than 50 single-family or duplex dwelling units per year, per subdivision. Permits for multi-family development, which includes rowhouses, apartment and condominium buildings with more than two units, and units in mixed-use buildings, may be substituted for single-family permits at a ratio of 3.3 multi-family dwelling units for one single-family unit. A subdivision is essentially defined as development that occurs on parcels under common ownership on the date of the Cooperative Plan, regardless of the number of final plats approved. In subdivisions that contain less than 150 lots, annual residential building permits are further restricted to not more than 20 percent of the total approved single-family units (or the multi-family equivalent). The annual building permit allocations are not transferable between subdivisions, and are not cumulative from year to year.¹⁰ This provision of the Burke Cooperative Plan applies to lands within Phasing Areas A, B and C, which are within the Madison Boundary Adjustment Area.

¹⁰ Burke Cooperative Plan, Section 3.3, Approved January 5, 2007.

development continues to occur throughout Madison's northeast side, it is also likely that a Northeast District will be established which would include the Pumpkin Hollow neighborhood.

Fire and Emergency Medical Services

The City of Madison Fire Department will provide fire protection and emergency medical services to lands within the Pumpkin Hollow planning area that have been attached to the City of Madison. Lands still within the Town of Burke will continue to receive these services through service arrangements that the Town has established with other municipalities. Lands within the Sun Prairie Boundary Adjustment Area will ultimately receive fire protection and emergency medical services from Sun Prairie.

Currently three Madison fire stations are located in relatively close proximity to the Pumpkin Hollow neighborhood: Station No. 11 on Nelson Road, Station No. 8 on Lien Road at East Washington Avenue, and Station No. 10 on Sherman Avenue. Response time to most of the planning area from the nearest fire station is about 5 to 6 minutes. Because fire and emergency response times are relatively good, and the City of Madison is not expected to grow northward beyond the Pumpkin Hollow neighborhood, it is unlikely that another fire station will be needed in this area in the foreseeable future. The City of Sun Prairie also has a fire station located close to the Pumpkin Hollow neighborhood, and service agreements with that city may also be a possible alternative if additional coverage is desired at a future time.

Streets and Sanitation Services

The Madison Street and Sanitation Division will provide solid waste collection, street repair, street cleaning and snow and ice control to the City of Madison portions of the Pumpkin Hollow planning area. Solid waste collection is provided primarily to single-family dwellings and smaller apartment projects because most larger apartments and commercial establishments contract with private firms for this service. The City does provide collection service to apartment and commercial properties if certain requirements can be met. Large items and recyclable materials are also collected, as is yard waste and brush on a monthly basis, and leaf collection in the Spring and Fall. Currently, these services are provided to the Pumpkin Hollow neighborhood from the East Side Public Works Facility located on Sycamore Road.

DEVELOPMENT PHASING

Urban development in the Pumpkin Hollow neighborhood will occur incrementally over what might be a long period of time. For those parts of the planning area recommended for more intensive development, the timing of development will be generally determined by the pace and sequence of public sanitary sewer and water service extensions into the neighborhood, and by the interests of individual property owners.

Development of the neighborhood is recommended to begin in the southern portion and gradually move northward. The southern portion is adjacent to City of Madison infrastructure and development in the Hanson and Rattman Neighborhoods. Also, the southern two-thirds of the neighborhood can largely be served by gravity sanitary sewers draining south and west to a new interceptor that will be extended underneath the Interstate Highway south of Hoepker Road. More intensive development in the northern one-third of the planning area, which drains northward toward Token Creek, will require construction of a sanitary sewer lift station. Relatively less development is anticipated in the northern one-third of the planning area because a substantial portion of the area is recommended for open space conservation, with only limited amounts of compatible development proposed.

Phasing Areas. Four development phasing areas are identified within the Pumpkin Hollow planning area. All of the lands within each phasing area share certain characteristics regarding the sequence for urban services extension, connections with the planned local neighborhood street network, or municipal jurisdiction that make it reasonable to consider them generally ready to begin urban development at about the same time. The boundaries of the four phasing areas should be considered approximate, and the actual sequence of development will depend on a variety of factors, including property owner interest, the budgeting and scheduling of public infrastructure and urban service extensions, the development plans for adjacent properties, and whether or not the recommended local street connections to the area can be implemented at that time. **(See Map 10)**

The following Development Phasing Areas are identified:

- **Phasing Area A.** Phasing Area A contains about 588 acres and comprises the southern and southwestern portions of the Pumpkin Hollow planning area. It includes all of the lands currently within the City of Madison and other lands generally located between them and The American Center. Properties within Phasing Area A are closest to the new sanitary sewer interceptors and mains that will be extended into the planning area from west of the Interstate Highway, and gravity sewer can be extended northward and eastward into the neighborhood along public rights-of-way as development of these properties occurs. Phasing Area A also includes the proposed Mixed-Use Neighborhood Center, all of the proposed Housing Mix 3 and Housing Mix 4 districts as well as substantial areas recommended for Housing Mix 1 and Housing Mix 2, both potential employment areas, and two proposed public parks. Therefore, development within Phasing Area A will encompass the broad range of land uses recommended for the neighborhood, including the primary neighborhood activity center. It is recommended that the City request an amendment to the Central Urban Service Area to include

Phasing Area A as soon as the Pumpkin Hollow Neighborhood Development Plan is adopted.

- **Phasing Area B.** Phasing Area B is the central portion of the Pumpkin Hollow planning area. It contains about 157 acres and comprises the approximate remainder of the area that can be served with gravity sanitary sewer service by the City of Madison. This phasing area includes the proposed large Area Park, the potential elementary school site, and residential areas recommended for Housing Mix 1 and Housing Mix 2. While the owners of properties within Phasing Area B generally have not indicated an interest in near-term development, there is no reason that development could not begin here once the necessary street and utility connections through lands to the south are available. In addition to the large park and school site, several important “framework street” segments extend through Phasing Area B, and potential opportunities to secure these sites or complete these street connections may partly determine when development within Phasing Area B should be allowed to begin.
- **Phasing Area C.** Phasing Area C comprises the northern and northwestern portions of the Pumpkin Hollow planning area. It contains about 1,107 acres, but large portions of the area are recommended for open space preservation, including the existing Token Creek Park and the proposed Token Creek Conservation Area. Provision of sanitary sewer service to most lands within Phasing Area C (south of Token Creek) will probably require construction of a lift station. The portions of Phasing Area C that are not recommended for open space preservation are recommended for relatively low-density Housing Mix 1 residential development. This area includes the existing Sommer Valley Circle residential plat and the potential conservation subdivision area west of Portage Road. It is also possible that these areas may never have public sanitary sewer service.
- **Phasing Area D.** Phasing Area D comprises the 340-acre portion of the Pumpkin Hollow planning area that is within the Sun Prairie Boundary Adjustment Area. With limited exceptions in the Protected Areas⁹, the timing of future urban development within Phasing Area D will be primarily determined by the City of Sun Prairie, and most future urban services ultimately will be provided by Sun Prairie. However, the Burke Cooperative Plan encourages Burke, Madison and Sun Prairie to cooperate on the provision of urban services, and to consider intergovernmental service agreements when one municipality can provide a service more efficiently, regardless of municipal jurisdiction. As described in the Other Public Utilities and Services section, some City of Madison services may be extended to developments within Phasing Area D at a future time. If this occurs, the timing of service extensions will be determined by intergovernmental negotiations between the municipalities, the specific needs within the area, and the ability of the City of Madison to provide the desired services efficiently.

While a general A to D sequence for beginning development within the four defined Phasing Areas is broadly assumed, it is not intended that the start of development in any phasing area necessarily should be deferred until such time as development within any other phasing area extends to a particular location, or reaches a certain percentage of full build-out. Simultaneous development at multiple locations within the planning area can benefit the neighborhood by

⁹ See the description of Protected Areas in the footnote on Page 17.

increasing development opportunities and choices, and by facilitating completion of desirable street connections and improving accessibility. The appropriate time to begin development in any phasing area will depend more on the availability of City infrastructure improvements and services than on the pace of development in other phasing areas.

Special Limitation on the Pace of Residential Development. In order to accommodate public school planning concerns of the DeForest Area School District, the Burke Cooperative Plan limits the number of building permits that may be issued for residential developments within the Madison Boundary Adjustment Area to not more than 50 single-family or duplex dwelling units per year, per subdivision. Permits for multi-family development, which includes rowhouses, apartment and condominium buildings with more than two units, and units in mixed-use buildings, may be substituted for single-family permits at a ratio of 3.3 multi-family dwelling units for one single-family unit. A subdivision is essentially defined as development that occurs on parcels under common ownership on the date of the Cooperative Plan, regardless of the number of final plats approved. In subdivisions that contain less than 150 lots, annual residential building permits are further restricted to not more than 20 percent of the total approved single-family units (or the multi-family equivalent). The annual building permit allocations are not transferable between subdivisions, and are not cumulative from year to year.¹⁰ This provision of the Burke Cooperative Plan applies to lands within Phasing Areas A, B and C, which are within the Madison Boundary Adjustment Area.

¹⁰ Burke Cooperative Plan, Section 3.3, Approved January 5, 2007.

III

PLAN IMPLEMENTATION

This section of the development plan recommends the actions needed to prepare the neighborhood for development with the full range of urban services, and to ensure that future development is consistent with the recommendations of this neighborhood development plan.

Neighborhood Development Plan Adoption

The City of Madison Comprehensive Plan, adopted in January 2006, includes broad growth and land use recommendations for the Pumpkin Hollow planning area, which is identified as part of Peripheral Planning Area B and recommended as a potential location for relatively near-term City of Madison expansion and future development. The Comprehensive Plan also requires that a more-detailed plan for future City growth areas be prepared and adopted prior to beginning urban development within them. The Pumpkin Hollow Neighborhood Development Plan has been prepared to provide detailed land use, transportation, and public service recommendations to guide the future growth and development of the Pumpkin Hollow neighborhood.

It is recommended that the Pumpkin Hollow Neighborhood Development Plan be adopted as a supplement to the City of Madison Comprehensive Plan. It is also recommended that the Comprehensive Plan Generalized Future Land Use Plan map be amended as appropriate during the next review and evaluation to reflect the land use recommendations in the Pumpkin Hollow Neighborhood Development Plan.

Central Urban Service Area Amendments

Most of the land within the Pumpkin Hollow planning area is not currently within the Central Urban Service Area. In order for the City of Madison to provide public sanitary sewer and the full range of urban services to future development in the neighborhood, the lands proposed for development must first be included within the Urban Service Area.

Following adoption of the Pumpkin Hollow Neighborhood Development Plan as a supplement to the Comprehensive Plan, the City should prepare and submit to the Capital Area Regional Planning Commission an application to amend the Dane County Water Quality Plan to include all of the lands within Phasing Area A in the Central Urban Service Area. Future requests to amend the Central Urban Service Area to include all or portions of the lands within Phasing Areas B, C or D should be submitted at the time it is determined appropriate to begin urban development in those areas, or to extend public sanitary sewer to serve existing developments that currently do not have it.

City of Madison Attachments

About 19 percent (406 acres) of the land within the Pumpkin Hollow planning area is currently in the City of Madison; and an additional 66 percent (1,446 acres) of the total planning area is within the Madison Boundary Adjustment Area that will eventually become part of Madison.

The provisions of the Burke Cooperative Plan require that lands within the Madison Boundary Adjustment Area that are proposed for development (as defined in the Cooperative Plan) must request attachment to the City. The City may decide whether or not to accept the attachment, and whether or not to require that the development have the full range of urban services.

It is generally recommended that future development on lands within the Madison Boundary Adjustment Area occur only after the lands are attached to the City of Madison; and that no development or subdivision within the Madison Boundary Adjustment Area be approved by the City unless the full range of urban services can be provided at the time of such approval, with a few limited exceptions as noted in the neighborhood development plan.

Zoning Map Amendments

Most land within the Pumpkin Hollow neighborhood, both in the City of Madison and in the Town Burke, is zoned to an agricultural zoning district, and can only be used for agriculture and limited other purposes. Most of the land that does not have agricultural district zoning is zoned to a residential district classification. In addition to allowing agricultural uses, Agriculture District zoning in the City of Madison is used as interim classification placed on lands that will eventually be rezoned to permit urban development. In Madison, requests to rezone undeveloped property to allow urban development are usually considered in conjunction with requests for approval of a land subdivision. Under the provisions of the Burke Cooperative Plan, subdivision requests and requests to rezone property from an agriculture or residential zoning classification to a non-residential classification constitute “development” and may require attachment to the designated city or village and the provision of full urban services.

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

Design Standards. Many recommendations in the neighborhood development plan relate to urban design and architectural design, which are particularly important elements in Traditional Neighborhood Development. Current City of Madison ordinances, however, provide only limited design regulations and standards; and only a few zoning districts include design criteria beyond basic bulk standards. Yet, there are several ways that design standards can be incorporated into future development approvals to ensure consistency with the neighborhood development plan’s design recommendations.

- Some new single-family zoning districts were created specifically to promote Traditional Neighborhood Development, and may be used in many situations beyond those for which they were originally created to incorporate desired design standards into a project.

For example, the R2S District was created to allow single-family development on lots as small as 4,000 square feet, with a minimum lot width of 40 feet, and a minimum

front yard building setback of 15 feet (not counting porches)¹¹. This is an appropriate zoning district for parts of subdivisions where lots this small are intended; but it may also be used as a way to allow larger lots to have a narrower lot width or smaller front yard setback. In comparison, the R2 District permits relatively small lots of 6,000 square feet, but requires a lot width of at least 50 feet and a front yard setback of at least 30 feet. A 6,000 square foot lot in the R2S District, on the other hand, could be narrower and have less front yard setback.

- Design standards can be included in private deed restrictions and covenants applied to the property. In some cases, it may be appropriate to require that such design standards be established as a condition of zoning or subdivision approvals.
- Design standards can be incorporated in the General Development Plan and Specific Implementation Plan for projects developed with Planned Unit Development District zoning. PUD District zoning is often used for “urban” mixed-use developments, and may be the most appropriate zoning for projects in the Mixed-Use Neighborhood Center in particular.

It is recommended that zoning and subdivision approvals for development projects in the Pumpkin Hollow neighborhood establish project design standards that address the Traditional Neighborhood Development principles outlined in the neighborhood development plan.

Inclusionary Housing. The City of Madison zoning ordinance contains inclusionary housing provisions intended to increase the availability of the full range of housing choices for families of all income levels in all areas of the City; and specifically to provide dwelling units affordable to families with incomes at 80 percent or below the area median.¹² The inclusionary housing ordinance provisions currently require that all developments with ten or more owner-occupied (for sale) dwelling units, including condominium units, on one or more contiguous parcels which also require a zoning map amendment, subdivision, or land division approval, shall provide a number of inclusionary dwelling units not less than 15 percent of the total number of such units in the development. Development applicants may request certain revenue offsets specified in the ordinance equal in value to the difference between the revenues generated by a development without any inclusionary housing units and those generated by a development that provides inclusionary units. The Inclusionary Housing ordinance has a “sunset” provision and shall have no effect after January 9, 2009, unless re-adopted by the Common Council at that time.

¹¹ This description illustrates only a few of the standards for the zoning districts cited. Many other standards also apply.

¹² The inclusionary housing ordinance is detailed and complex. This description is only a brief summary of some of the provisions contained in Sections 28.04(25) and 28.04(26), Madison General Ordinances.

Land Subdivision Regulations

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

Subdivision approvals establish the location of public streets, parks and stormwater management facilities. The rights-of-way and other lands required for these purposes will largely be acquired through dedications as provided in the subdivision regulations. The spatial relationships between the proposed streets, proposed parks, and other land uses illustrated in the Pumpkin Hollow Neighborhood Development Plan reflect important neighborhood planning objectives, and these relationships need to be maintained as the land in the neighborhood is developed if these objectives are to be realized.

Subdivision also establishes the sizes and arrangement of individual development parcels. Subdivision applications will be reviewed together with the corresponding rezoning application to ensure that the proposed division will support the land uses recommended for the site in the neighborhood plan, and that plan recommendations regarding provision of a variety of housing types and densities in residential areas are implemented.

It is recommended that future subdivisions in the Pumpkin Hollow neighborhood conform to the recommendations in the adopted Pumpkin Hollow Neighborhood Development Plan, particularly regarding the locations of arterial, collector and "framework" local streets, off-street paths and trails, public parks, and stormwater management facilities; and provide building lots that will facilitate development of the types of land uses recommended in the plan. Proposed subdivisions may also be required to provide information showing how the lots may be developed with building designs that maintain the desired street orientation and pedestrian-friendly street character.

It is further recommended that local streets within proposed subdivisions either generally conform to the pattern of local streets shown in the neighborhood plan, or similarly reflect the objectives illustrated in the neighborhood development plan regarding the provision of connecting streets through the neighborhood; provision of multiple routes to most neighborhood destinations, including public parks and other activity centers; the orientation of streets to visual features in the neighborhood, and the streets' function as part of the stormwater management drainage system.

Official Map

The City of Madison Official Map is used to reserve rights-of-way and other sites for specified future public uses until such time as they are acquired through dedication or other means. Currently, the City's Official Map does not include any planned rights-of-way or other proposed sites for public uses within the Pumpkin Hollow neighborhood.

It is recommended that the City of Madison Official Map be revised to identify the proposed alignment and right-of-way widths of Hoepker Road, Portage Road and the primary north-south and east-west “framework” local streets recommended in the Pumpkin Hollow Neighborhood Development Plan.

While it is not a specific recommendation that these sites be identified on the Official Map, the proposed locations of the City of Madison Area Park and neighborhood parks are important elements in the recommended arrangement of land uses and activities in the Pumpkin Hollow neighborhood. It is recommended that the City of Madison Parks Division take appropriate steps to secure the future ability to acquire public park sites at the recommended locations at the time they are needed.

Capital Improvement Program and Capital Budget

The Pumpkin Hollow Neighborhood Development Plan proposes several types of public improvements and facilities for which public funds may be required. Public improvements and facilities that might require some public funding include proposed public parks and open spaces, arterial, collector and local streets, stormwater management facilities, sanitary sewer facilities and water distribution facilities. Implementation of some of the public improvements recommended in the neighborhood development plan will also require participation and cost sharing by other units of government.

It is recommended that the responsible City agencies include within future capital improvement programs and the capital budget those public improvements and facilities for which public funding is required to implement the Pumpkin Hollow Neighborhood Development Plan. It is further recommended that the City continue to work cooperatively with other agencies and units of government to seek their participation in the development planning and the costs of public improvement projects of mutual benefit recommended in the neighborhood development plan.

Interagency and Intergovernmental Cooperation

The Pumpkin Hollow Neighborhood Development Plan provides a framework for coordinating the activities of City of Madison agencies and other units of government in the implementation of the neighborhood concept. Many important elements of the plan will require continued cooperation and coordination, including siting and development of planned public parks, implementing the recommended Token Creek Conservation Area, and securing an appropriate site for a potential public school facility.

It is recommended that the of City of Madison work with the appropriate agencies and other units of government to fully implement the Pumpkin Hollow Neighborhood Development Plan.

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- Map 2: Municipal Jurisdiction/Property Ownership
- Map 3: Natural Features
- Map 4: Existing Land Use
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- Map 6: Land Use and Street Plan
- Map 7: Alternative Land Use Concepts
- Map 8: Transportation Plan-Roadways
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Appendix

- Appendix Map 1: School Districts
- Appendix Map 2: Madison Comprehensive Plan-Generalized Future Land Use
- Appendix Map 3: Burke Cooperative Plan