



Department of Planning & Community & Economic Development

## Planning Division

Heather Stouder, Director

215 Martin Luther King Jr. Blvd. Ste 017

P.O. Box 2985

Madison, Wisconsin 53701-2985

Phone: (608) 266-4635

Fax (608) 266-6377

[www.cityofmadison.com](http://www.cityofmadison.com)

DATE: January 22, 2024

TO: Plan Commission

FROM: Breana Collins, Jeff Greger

SUBJECT: City Agencies ability to serve and cost to serve, the proposed High Point-Raymond Central Urban Service Area (CUSA) expansion area.

### **Background**

City Ordinance, 16.02 ([Legistar # 46730](#)) requires the City agencies listed below to review and comment on all requests to expand the Central Urban Service Area. These agencies are City Engineering, Traffic Engineering, Water Utility, Metro Transit, Parks Division, the Madison Police Department and Madison Fire Department. The Ordinance requires that the Planning Division prepare the application to expand the CUSA and submit it to the previously mentioned agencies. These agencies shall provide input regarding the City's ability to provide services to the proposed expansion area and the cost to do so. After receiving input from each of the above listed agencies, the Planning Division shall submit to the Plan Commission the proposed CUSA application, the input provided by the City agencies listed above, and a resolution authorizing the Planning Division to submit the application to the Capital Area Regional Planning Commission.

After giving due consideration of the input received from the agencies, the cost of providing services to the proposed expansion area and the recommendations of various City Plans ([Comprehensive Plan](#) and the [High Point-Raymond Neighborhood Development Plan](#)), the Plan Commission shall advise the Common Council whether the City is able to serve the proposed expansion area. Upon receiving a recommendation from the Plan Commission, the Common Council shall consider whether the proposed CUSA expansion is consistent with the health, welfare and best interests of the City and act on the proposed authorizing resolution. The Planning Division shall submit the application to expand the CUSA if a majority of the members of the Common Council vote in favor of the proposed authorizing resolution.

### **CITY ENGINEERING**

#### ***Ability to Provide Services***

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

#### ***Cost to Provide Services***

##### **Streets**

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

on Badger Road.

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

### **Sanitary**

Near term development in the northern portion of the expansion area will be served by 2 sanitary sewers with the area halved by the ridgeline running north to south through the Marty Century Farm property. A regional MMSD sanitary sewer near the intersection of Marty Road and Raymond Road will serve the eastern portion of this area. This 36-inch sewer currently runs along Marty Road bordering the eastern edge of the northern portion of the expansion area.

Near term development in the southern portion of the expansion area (CTH PD/Pleasant View Road) will be served by the sanitary sewer running along the entire length of the section of Raymond Road within the expansion area. This 20-inch MMSD sewer runs from the intersection of McKee Road, along Raymond Road, and intersects the 30-inch sewer at the service road for the Unity Point Health facility.

### **Stormwater**

The expansion area is in the Upper Badger Mill Creek (UBMC) watershed. This watershed encompasses an area on the southwest side of Madison and extends south to the far eastern edge of the City of Verona. The watershed is tributary to the Upper Sugar River, which is a coldwater sport fishery. There is currently a Stormwater Impact Fee District for the Upper Badger Mill Creek watershed. Fees are \$99.9302/1,000 SF (2023 rate) and are increased annually on Jan. 1st in accordance with the Consumer Cost Index (CCI).

All development in the expansion area will be required to construct public stormwater infrastructure with the potential of regional needs based on the ongoing watershed studies. There are large regional improvements proposed near the intersection of Marty Rd and Raymond Road, which could partially be within the CUSA amendment area, depending on development needs and the realignment of Raymond Rd. It is also anticipated that a greenway / conveyance may be necessary from Mid Town to the ponds at Raymond and High Point Rd. It is not determined if that would be fully on the developer's to finance or not. All development will need to meet Chapter 37 requirements.

These areas have also been studied for flood mitigation efforts. The larger [UBMC Watershed Study](#) is partially divided into the [Greentree/McKenna watershed study](#) area. The Greentree/McKenna watershed study area is a smaller subset of the larger UBMC watershed and impact fee district.

## **TRAFFIC ENGINEERING**

### ***Ability to Provide Services***

The Traffic Engineering Division supports the Central Urban Service Area expansion as per the proposed plan with the expectation that the arterial streets per the adopted plans and the neighborhood will include adequate pedestrian and bicycle facilities.

### ***Cost to Serve the Expansion Area***

Construction of external border streets of plats will require city cost share on the order of \$1,000-\$1,500 per foot for arterial roadways and \$500-\$800 per foot for collector roadways. Internal local streets and bike paths are generally paid for and constructed by the developer. Streets and paths will require ongoing maintenance such as plowing, crack sealing, chip sealing, resurfacing and eventually reconstruction.

## **METRO TRANSIT**

### ***Ability to Provide Services***

The expansion area falls outside this defined transit service area, using the stops and schedules maintained by Metro Transit under its current operating budget. The area is more than ¼ of a mile from the nearest bus route with regular, non-commuter, bus service. The closest bus stops with regularly scheduled transit service through most of the day are located along Route E on the intersection of McKee Road with Muir Field Road.

There is an additional weekday, commuter bus service available during peak hours, anywhere from a half mile to a mile north of these lands along Route 55 – at the intersection of Mid Town Road and S Pleasant View Road.

### ***Cost to Serve the Expansion Area***

Provision of Metro Transit service to the proposed expansion area would require an increased operating budget, or authorization to cut existing schedules, in order to provide the necessary funds to operate new service hours associated with trips in this neighborhood. Service frequency is the most basic measure of level of service for transit because it determines how long people have to wait for the bus and, in some cases, if the trip can even be made by bus. Metro maintains a minimum service standard that all routes should be served by at least one bus per hour while in operation.

## **POLICE DEPARTMENT**

### ***Ability to Provide Services***

The City of Madison Police Department will provide police protection services to lands within the expansion area once attached to the City. The expansion area is part of the Police Department's West District. The West District operates out of a station located on McKenna Boulevard near its intersection with Raymond Road. This station is about 1 mile from the northern expansion area and 2 miles from the southwestern expansion area.

### ***Cost to Serve the Expansion Area***

The Madison Police Department's estimated additional number of patrol officers that would likely be required to assume the additional workload is 1.67 officers. The annualized cost of a new officer with initial issue costs is generally \$103K. One new marked squad would be needed if 3 new officers were required.

## **FIRE DEPARTMENT**

### ***Ability to Provide Services***

The City of Madison Fire Department provides fire protection including suppression, inspection, community education and emergency medical services to the lands within the City of Madison and other surrounding contracted areas. The closest Madison Fire Station to the expansion area is Station #7 located at 1810 McKenna Blvd. The station is approximately 1 mile away from the proposed northern CUSA addition and 2 miles from the southwestern expansion area. Station #7 currently is staffed with 10 full time fire department responders (an engine crew of 4 personnel, a ladder crew of 4 personnel, and an ALS ambulance with two personnel). The estimated travel time to the area is approximately 3 to 4 minutes, to the northern expansion area depending on weather and traffic conditions.

### ***Cost to Serve the Expansion Area***

The estimated number of additional equipment needed to assume the additional workload and have sufficient coverage are two ambulances with \$1 million per year staffing cost per ambulance and \$450,000 per ambulance.

## **PARKS DIVISION**

### ***Ability to Provide Services***

This expansion area includes lands that are designated to have a future park.

### ***Cost to Serve the Expansion Area***

#### **Dedication**

The expansion area includes lands that are designated to have a future park. Park lands are typically dedicated through a subdivision and are brought into the overall system as the properties develop. In this instance, a proposed park location has been identified in the neighborhood plan. As the subdivisions are proposed, the Parks Division will be requesting and obtaining park lands to be dedicated to the public to meet the Park Land dedication requirements, per MGO Sec. 16.23(8)(f) and 20.08(6). If the full dedication is not provided, the developer of the lands would be required to provide Park Land Impact Fees in order to meet the requirements of the ordinance. Any subdivision that is proposed in the expansion area that would not have park land associated with the development would also be required to provide Park Land Impact Fees in lieu of land dedication. Those fees would be used for acquisition of park lands in the overall system and could be used citywide.

#### **Improvements and Maintenance**

As lands are subdivided and the park parcels dedicated, the Parks Division will be required to take ownership and maintenance responsibilities of the lands. In some instances, the Parks Division may opt to partner with the developer to construct improvements in the park so that the developer may receive credit for Park Infrastructure Impact Fees that are due for all new residential units associated with the development. In those cases, the developer is required by ordinance to provide a minimum of three years of maintenance for the improvements they have constructed and that have been accepted by the City; after the three years the City would take over maintenance of the park and amenities.

If the Parks Division does not partner with the developer, once the park land is turned over to the City, the Parks Division will be responsible for the maintenance of the lands. From the time of platting, the proposed park lands may not require maintenance for several years until the street and lots surrounding the park are constructed, which is dependent on the developer's ability to build out the subdivision. After such time, general mowing and maintenance of the lands would be required until the park is planned and recreational amenities are constructed. It is anticipated that the park would just receive routine mowing for a period of 2-5 years after the time of platting. If the City is to construct the park recreational amenities, it would be done with a capital improvement project. Depending on the needs of the overall system, the park amenity construction would likely occur between 5-8 years after the time of platting.

Upon construction and build out of the park amenities, a more intensive maintenance regime will be necessary for general upkeep of the park, including but not limited to, finish mowing and landscaping, field and turf management, pavement management for paths, basketball courts or tennis courts, and playground maintenance. In general, park improvements tend to last approximately 15-20 years before they need to be reconstructed. New park amenity improvements and reconstruction of improvements may be funded in part by Park-Infrastructure Impact Fees, however general maintenance typically would be accommodated in the Operating Budget through the General Fund.

Park development will be prioritized based on resource constraints, both in capital and operational funding availability, which may impact the time frames stated above.

**Budget Impacts**

\$350,000 –\$500,000 per park for improvements for a total of \$600,000-\$1,000,000 (depending on park size and amenities provided).

Operating Budget - \$15,000-\$30,000 per year per park for routine maintenance of a fully improved park depending on age and condition of amenities and in accordance with the Park and Open Space Standards for amenities and maintenance.

**WATER UTILITY**

***Ability to Provide Services***

The City of Madison has a groundwater supply system, which includes wells, reservoirs, booster stations, and piping. Public water service to the expansion area will be provided by Madison Water Utility through the extension of water mains within Pressure Zones 8, 9, and 10.

***Cost to Serve the Expansion Area***

No additional supply capacity is required for the expansion area. As development occurs, larger water mains will be extended along the primary roads, with smaller water distribution mains constructed along local streets. Extension of water service will be paid for by the development requesting the service.

**PLANNING**

Planning finds that the City is able to provide services to the expansion area with the exception of Madison Metro Transit. Planning also finds that the expansion is consistent with the recommendations of the City of Madison Comprehensive Plan and the High Point-Raymond Neighborhood Development Plan. The High Point-Raymond Neighborhood Development Plan recommends residential, parks, and open space within the expansion area. The City of Madison Comprehensive Plan recommends residential, parks, and open space uses in the expansion area. Plan Commission advises the Common Council that it finds that the CUSA expansion is consistent with the health, welfare and best interests of the City. Planning recommends that Plan Commission recommend that the Common Council authorize Planning Division staff to submit the CUSA expansion application to the Capital Area Regional Planning Commission.