

**AMENDMENT TO THE
MID-TOWN NEIGHBORHOOD DEVELOPMENT PLAN**

Recommendations for Land Use and Development

**Adopted by the Madison Common Council
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**City of Madison
Department of Planning & Community & Economic Development
Planning Division**

I. INTRODUCTION

This amendment to the Mid-Town Neighborhood Development Plan (NDP) was prepared to guide future urban development within the western portion of the neighborhood. It updates the general “long range concept plan” recommendations for these lands that were included in the NDP as adopted in 1999. At the time this neighborhood plan was initially adopted, detailed land use recommendations were made only for the lands within the Hawks Landing development. The NDP was subsequently amended to also include more-detailed recommendations for the lands now encompassed in the Hawks Woods, Linden Park, and Pine Hill Farm developments. Several properties north and west of these subdivisions have recently been annexed to the City of Madison, and there is interest in also beginning development of these properties in the near to mid-term. It is timely, therefore, to prepare more-detailed recommendations for these lands as well. While only a few properties are being considered for development at this time, the amendment area covers the balance of the Mid-Town neighborhood west of Hawks Landing and Pine Hill Farm. This larger planning area provides the opportunity to address major stormwater management needs at the western edge of the neighborhood and to coordinate future developments to ensure that an interconnected street network is ultimately created as the area is built out.

To develop the recommendations for the amendment area, City of Madison staff met with neighborhood property owners, staff from the Town of Middleton, and other individuals and organizations. A project website was created for the amendment process where all background materials, plan drafts, and other information were available. A public meeting was held in February 2010 at Olson Elementary School to present and discuss the draft neighborhood development plan with area property owners and other interested parties. Final revisions to the amendment were made based on comments from this meeting and continued input from City agencies and others as the plan evolved.

The land use and transportation recommendations in this amendment to the Mid-Town Neighborhood Development Plan seek to balance the varied interests and objectives of all participants, while providing a comprehensive, long-range vision for future urban development in the amendment area. The amendment will be adopted as a supplement to the City of Madison Comprehensive Plan.

II. RECOMMENDED LAND USE

The predominant recommended land uses within the amendment area are residential uses and open space uses---including parks, extensive stormwater management facilities, and other non-developable open space. Some commercial uses currently exist along Meadow Road, and these may continue indefinitely, but future commercial development locations are not identified within the amendment area. [See Table 1]

Table 1: Recommended Land Use

Land Use	Acres	Percent of Total	Density Range (DUs/acre)
Low Density Residential (Housing Mix 1)	149.0	38.7%	4-8
Low-Medium Density Residential (Housing Mix 2)	35.5	9.2%	8-15
Medium Density Residential (Housing Mix 3)	7.7	2.0%	16-25
Parks	13.4	3.5%	--
Other Open Space, Stormwater Management	89.2	23.2%	--
Utilities	0.1	0.0%	--
Street Right-of-Way	73.4	19.0%	--
Lands to Remain in the Town of Middleton	17.0	4.4%	--
Total	385.3	100.0%	--

Low Density Residential (Housing Mix 1)

The majority of the amendment area is recommended for a mix of relatively low density residential housing types with an average net density between 4 and 8 units per acre. While small areas of duplex or townhouse development may be appropriate within the recommended Housing Mix 1 area, the predominant housing type will be single-family houses with a range of individual lot sizes.

Housing Types:

- Single-family detached houses with a wide range of house and lot sizes
- Duplexes
- Rowhouses
- Townhouses

Density Range:

- 4-8 units per acre

Low-Medium Density Residential (Housing Mix 2)

Low-medium density residential housing with an average net density between 8 and 15 units per acre is recommended at selected locations adjacent to neighborhood focal points, such as parks, and adjacent to areas recommended for medium density residential development. While small-lot single-family houses may be part of Housing Mix 2 developments, duplexes and clustered housing forms such as townhouses and rowhouses are expected to be the predominant housing types. Housing Mix 2 is also recommended at locations where houses on individual lots may not be practical or efficient use of the land due to the configuration of the potential development area.

Housing Types:

- Single-family detached houses at relatively high densities
- Duplexes
- Rowhouses
- Townhouses

Density Range:

- 8-15 units per acre

Medium Density Residential (Housing Mix 3)

An area of medium density residential uses is recommended along the northern end of Sugar Maple Lane to provide higher density housing choices and help frame a gateway into the neighborhood. Medium density residential uses include small or mid-size apartment and condominium buildings, as well as townhouses and rowhouses with an average net density range between 16 and 25 units per acre.

Housing Types:

- Rowhouses
- Townhouses
- Apartment and condominium buildings (2 or 3 stories)

Density Range:

- 16-25 units per acre

Estimated Dwelling Units and Population

If all of the lands in the amendment area recommended for residential development were built out at the estimated overall densities indicated in Table 2, the area would have a total of 1,329 dwelling units and 3,057 residents assuming an average of 2.3 persons per dwelling unit. This is a general estimate for planning purposes. The actual number of future dwelling units and residents will depend on the amount of land developed with residential uses, the density of this development and the number of residents in each dwelling unit. [See Table 2]

Table 2: Estimated Dwelling Units

Proposed Land Use	Acres	Estimated Overall Density (DUs/acre)	Estimated Dwelling Units
Low Density Residential (Housing Mix 1)	149.0	5.5	820
Low-Medium Density Residential (Housing Mix 2)	35.5	10	355
Medium Density Residential (Housing Mix 3)	7.7	20	154
Total	192.2	6.9	1,329

Existing Residential Development

The amendment area includes a limited amount of existing residential development, primarily consisting of single-family houses on relatively large lots. To the extent feasible, the recommended Land Use and Street Plan is configured to accommodate preservation of the existing development where it can be efficiently incorporated into a future more-intensive development pattern. In other cases, the Land Use and Street Plan presumes that the existing development will ultimately be removed at a future time when the property is developed more intensively. The decision whether or when to develop a particular property, or whether or not to “work around” existing development on that property when it is developed, rests with the property owner. If it is ultimately determined preferable to integrate an existing use on a specific property into a detailed development plan for the rest of the property, the street pattern can be modified accordingly. In some cases, however, development options may be limited, depending on the size of the property and the sequence and pattern of surrounding development.

Parks and Open Space

It is recommended that the existing Hill Creek Park be expanded to the west as recommended in the original as-adopted NDP. A park expansion area of 5.5 acres is illustrated on the Land Use and Street Plan map, which would increase the total size of this Area Park to 16.2 acres. An expanded park could accommodate a second rectangular athletic field in addition to the previously planned field, as well as other potential amenities, such as tennis courts.

Three smaller Neighborhood Parks, ranging from approximately two to four acres in size, are recommended to provide convenient opportunities for active recreation at a smaller scale within residential sub-areas. These parks might include amenities such as a playground, multi-use court and open play areas. They are also intended to provide more passive open space enjoyment and serve as neighborhood focal points. An approximately 0.9-acre open space area is illustrated on the Oehler and La Fleur properties. Given the smaller size of this feature, it could potentially be developed privately but open to the public. Arrangements in regards to ownership and maintenance of this open space feature should be determined during the land subdivision processes for these properties.

Stormwater Management

The plan for the amendment area includes a framework of stormwater management facilities focused on the extensive regional drainageway in the western portion of the neighborhood. It incorporates the recommendations of the *Lower Badger Mill Creek Stormwater Management Analyses*, which was completed in 2003 to better facilitate stormwater management planning in this watershed. The *Analyses* recommends several large regional detention basins along the Lower Badger Mill Creek corridor, an approximately 200-foot wide open drainageway for the Creek, and an approximately 100-foot wide secondary open drainageway running between the Creek and the planned southerly extension of South Point Road. These facilities will be implemented through future development approvals and the Lower Badger Mill Creek Impact Fee District which was adopted in 2009. Additional stormwater management facilities will also be required for individual properties. The Land Use and Street Plan illustrates conceptual locations for these facilities, but these may be modified, or in some cases combined, as part of detailed development planning when the lands are subdivided.

Conceptual Boundaries of the Lower Badger Mill Creek Corridor

The Land Use and Street Plan illustrates the general framework for the Lower Badger Mill Creek stormwater management corridor. However, the ultimate boundaries of the stormwater management corridor, and conversely the amount of adjacent area available for development, will be determined through more detailed development planning when more precise site information (such as floodplain elevations, wetland boundaries and soil suitability) is available. This more-detailed planning could indicate a need for a stormwater management area that is smaller or larger than illustrated on the Land Use and Street Plan.

The specific stormwater management requirements that are ultimately placed on future developments in the amendment area could also affect the size of the regional detention basins illustrated in this plan. The *Lower Badger Mill Creek Stormwater Management Analyses* was completed based on stormwater management standards and assumptions which are much different than the stormwater management requirements that have been placed on recent development by the Capital Area Regional Planning Commission (CARPC). Recent CARPC approvals have been conditioned on the application of more stringent on-site stormwater management requirements than the current Wisconsin Department of Natural Resources requirements. If these more stringent requirements are also applied to development areas upstream of the amendment area, the need for the large regional detention basins illustrated on the Land Use and Street Plan could decrease. More land could then

be available for development, although some of the land might remain constrained by soil conditions or other factors.

The proposed residential area along Shady Point Drive on the Dreger property is one example of an area where the amount of land available for development could differ from what is illustrated in the Land Use and Street Plan. The plan illustrates an area that could accommodate one row of lots along the west side of Shady Point Drive. If more of the area between Shady Point Drive and the Lower Badger Mill Creek drainageway turns out to be developable, however, then it might be possible to create a new street between Shady Point Drive and Mid-Town Road and have development on one or both sides of this additional street.

The limits of the proposed residential area along the east side of existing Meadow Road is another area that might be modified through more detailed development planning when more precise site information is available. Depending on the amount of developable area left between Meadow Road and the Lower Badger Mill Creek drainageway in the southern half of the amendment area, detailed planning might allow additional north-south local streets to be created to serve development in this area. A north-south street would also be indicated if new driveways are not allowed along Meadow Road, provided that the developable area was sufficient to accommodate this development pattern.

III. TRANSPORTATION RECOMMENDATIONS

Roadways

The only planned arterial in the amendment area is Mid-Town Road, an existing roadway planned to eventually be a four-lane divided roadway in an approximately 108-foot right-of-way. The only planned collectors in the amendment area are also existing roadways, Valley View Road and Pioneer/Meadow Road. Both of these roads are recommended to be two-lane, undivided roadways in approximately 80-foot rights-of-way. Improvements to these arterial and collector roads will ultimately include marked bicycle lanes.

Other streets shown on the Land Use and Street Plan will be local streets with an approximately 60-foot right-of-way. Depending on the type of development along a local street, a narrower right-of-way and pavement width may be possible. Limited segments might also have slightly wider rights-of-way or pavement. All new and improved streets will include sidewalks, curb and gutter, except the western side of Pioneer/Meadow Road, as noted below. Bicycle lanes are recommended on future local streets in two locations—the southerly extension of South Point Road between Valley View Road and the east-west pedestrian-bicycle path, and the planned street between Meadow Road and Hill Creek Park. The exact alignment of local streets in future developments may vary somewhat from the alignments shown on the Land Use and Street Plan, but it is expected that the basic connectivity provided by the street network will be maintained, including the long, relatively direct east-west through streets.

Future Alignment of Pioneer Road and Meadow Road

Pursuant to the *City of Madison and Town of Middleton Cooperative Plan*, Pioneer Road and Meadow Road will be realigned and connected to create a continuous north-south road. The realigned road will become the ultimate boundary between the two municipalities. The east side of the roadway will be built to City of Madison standards with curb, gutter and sidewalks. The west side of the road will be built to Town of Middleton standards with a ditch adjacent to the roadway. The future alignment of Pioneer/Meadow Road shown on the Land Use and Street Plan reflects a subdivision plat that was approved by both the City of Madison and the Town of Middleton but not recorded.

Orientation of Development along Valley View Road and Pioneer/Meadow Road

Over time, the traffic volumes on Valley View Road and Pioneer/Meadow Road will increase. According to projections made by the Madison Area Transportation Planning Board, the segment of Valley View immediately east of Pioneer/Meadow is anticipated to eventually have 3,800 average weekday trips (AWT), and the segment near South Point Road is anticipated to have between 9,000 and 11,600 AWT. On Pioneer/Meadow Road, the segment between Valley View and Mid-Town is anticipated to have between 7,300 and 9,200 AWT, and the segment north of Valley View is anticipated to have about 6,200 AWT.

These traffic volumes can be accommodated by the planned two-lane roads. However, whether or not development should take access directly from these roads should be given more consideration as these lands are planned for development. While there are positive neighborhood attributes from having development front on rather than back-up to a collector street, it also could be difficult for residents to get out of their driveways during the peak traffic times. The street layout shown on the Land Use and Street Plan is configured to have development front on and take driveway access from significant segments of Valley View and Pioneer/Meadow Road.

If fronting development along Valley View and Pioneer/Meadow Road is determined to be impractical, then the local street system should be modified so that development takes access from interior local streets. In this scenario, land uses adjacent to the collector road should maintain at least a secondary orientation to the collector road and not be “walled off” with high fences or present only the back sides of buildings to the street. Alternatives to consider include designing developments that front on the collector but have driveway access via an alley at the rear, or developments that effectively front on both the collector and on the interior street providing driveway access, and which have walkways and entryways to both streets.

Lower Badger Mill Creek Crossings

The Land Use and Street Plan includes three new street crossings of the Lower Badger Mill Creek corridor. These crossings are located in areas where potential impacts on the natural features in the corridor would be minimal and where a crossing would greatly enhance neighborhood street connectivity. Wisconsin Department of Natural Resources staff have preliminarily reviewed the Land Use and Street Plan and feel that the proposed drainageway crossings are reasonable to consider at this point in the planning process. If more detailed information reveals that these locations are not acceptable, alternative alignments for the crossings should be pursued. A minimum of two crossings are recommended in order to provide adequate connections to the western portion of the neighborhood and Pioneer/Meadow Road. The northernmost crossing is considered a lower priority than the other two since it is located near the existing Valley View Road crossing.

Pedestrian-Bicycle Paths

Three, or potentially four, off-street pedestrian-bicycle paths are recommended in the amendment area. One path travels the length of the amendment area along the Lower Badger Mill Creek corridor, generally following the route of a planned sanitary sewer interceptor. The path will be located closer to the edge of the future development area in locations where the interceptor route passes through areas with sensitive natural features. A second off-street pedestrian-bicycle path travels along the planned open drainageway between Lower Badger Mill Creek and the planned southerly extension of South Point Road. The third path is recommended through Hill Creek Park. Although located through a park, this path is recommended to be the typical pedestrian-bicycle path width. If the northernmost east-west street crossing Lower Badger Mill Creek south of Valley View Road is not feasible, then construction of at least a pedestrian-bicycle crossing in this location should be considered.

IV. DEVELOPMENT PHASING

Three development phasing areas are identified within the amendment area. The boundaries of the phasing areas should be considered approximate. The sequence of development will depend on a variety of factors including property owner interest, the development plans for adjacent properties, the budgeting and scheduling of public infrastructure and market conditions.

Phasing Area A

Phasing Area A comprises the eastern 147 acres of the amendment area. It consists of recommended residential uses and two parks to serve residents of the immediate area. It is recommended that the City request an amendment to the Central Urban Service Area to include all of Phasing Area A once this NDP Amendment is adopted.

Phasing Area B

Phasing Area B contains 171 acres generally along the Lower Badger Mill Creek corridor. This phasing area consists of recommended residential uses, the Lower Badger Mill Creek stormwater management corridor, the expansion of Hill Creek Park and a smaller open space area.

Phasing Area C

Phasing Area C comprises 46 acres in the western portion of the amendment area that are east of the proposed alignment of Pioneer/Meadow Road. This phasing area includes recommended residential uses and a neighborhood park. The lands west of realigned Pioneer/Meadow Road will remain in the Town of Middleton.

The recommended phasing areas establish the general sequence for beginning development within the amendment area. It is not intended that the start of development in any phasing area necessarily be deferred until development within another phasing area extends to a particular point or reaches a certain percentage of build-out. Simultaneous development at multiple locations within the amendment area can be beneficial as it increases development opportunities and choices, facilitates completion of desirable street connections and improves accessibility.