

PROPOSED CENTRAL URBAN SERVICE AREA AMENDMENT
for
LANDS IN THE PUMPKIN HOLLOW NEIGHBORHOOD

SUMMARY INFORMATION

This information is provided to support the City of Madison's request to amend the Central Urban Service Area to include about 519.5 acres within the Pumpkin Hollow Neighborhood, located generally east of Interstate Highway 39-90-94 and north of The American Center, both north and south of Hoepker Road. The proposed amendment area includes about 113.4 acres recommended for designation as an Environmental Corridor.

Prepared by:

City of Madison
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Planning Division

October 2, 2008

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Introduction and Planning Framework

The *Pumpkin Hollow Neighborhood Development Plan* was adopted by the Madison Common Council on March 18, 2008. The adopting resolution also authorized the City's applications to include appropriate portions of the neighborhood in the Central Urban Service Area. This information is provided to support the City of Madison's application to amend the Central Urban Service Area to include the lands identified in the *Pumpkin Hollow Neighborhood Development Plan* as Development Phasing Area A that are not already within the CUSA.

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 included as part of the *City of Madison Comprehensive Plan* adopted in January 2006 identified this area as having near-term potential for beginning urban development, and recommended that a detailed plan for the neighborhood be prepared and adopted. The Town of Burke, Village of DeForest, City of Sun Prairie and City of Madison Cooperative Plan¹, approved in January 2007, provides for the orderly, planned transition of current Town of Burke territory to DeForest, Sun Prairie and Madison municipal jurisdiction over the next 30 years, while maintaining the fiscal viability and operational efficiency of the Town during the transition period. The Burke Cooperative Plan established that lands within the defined Pumpkin Hollow planning area would eventually be within the City of Madison or the City of Sun Prairie, and includes provisions that provide a framework for continued cooperation between the four municipalities on a number of issues, including the coordinated provision of sanitary sewer and water service, roadway planning, development phasing and open space preservation.

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 governmental agencies, and other interested individuals and organizations. Throughout the planning process, there was communication with each of these groups as public and private planning objectives were identified. Three public meetings were held at the Burke Lutheran Church in the planning area to present and discuss background information, preliminary concept plans, and the draft neighborhood development plan.

As part of the formal plan adoption process, the City of Madison's Board of Park Commissioners, Long Range Transportation Planning Commission and Plan Commission reviewed the Plan during a series meetings. These meetings offered additional opportunities for public participation and refinement of the plan.

¹ Referred to hereafter as the Burke Cooperative Plan.

Description of the Proposed Amendment Area

The proposed CUSA amendment area is generally bounded by Interstate Highway 39-90-94 on the west, Hanson Road and The American Center on the south, existing residential plats in the City of Madison and the Town of Burke on the east, and Anderson Road on the north. The total amendment area comprises 519.5 acres. **See Map 1.** About 364 acres, or 70 percent, of the amendment area is currently within the City of Madison, while the remaining 155 acres are still in the Town of Burke. **See Map 2.** All of the Town portion of the proposed amendment area is within the Boundary Adjustment Area-Madison that will eventually be within City of Madison jurisdiction under the provisions of the Burke Cooperative Plan.

The proposed amendment area is contiguous to the current CUSA on the west and south. To the west of the amendment area is a developing industrial area within the City of Madison. The American Center and the Parkway Village subdivision in the City of Madison are located to the southeast. Existing unsewered subdivisions in the Town of Burke are on the east boundary of the proposed amendment area. Lands north of the amendment area include Token Creek Park and undeveloped agricultural land, also currently in the Town of Burke.

The amendment area is one of three development phasing areas identified in the NDP that will eventually be under City of Madison jurisdiction. This application includes Development Phasing Area A except for areas that were already added to the CUSA in 1988 as part of the *Rattman Neighborhood Development Plan*, which contains The American Center.

Natural Features

While the Pumpkin Hollow Neighborhood also includes substantial lands located in the Token Creek watershed, the proposed CUSA amendment area is entirely within the Starkweather Creek watershed. Two intermittent stream segments associated with Starkweather Creek are located in the amendment area, each of which flows to a wetland located south of Hoepker Road, between Portage Road and Interstate Highway 39-90-94. The Wisconsin Department of Natural Resources field checked these streams and determined that the northern branch is navigable up to the point where it crosses Portage Road. **See Map 3.**

The amendment area includes three wetland areas according to the Wisconsin Department of Natural Resources Wetland Inventory Maps. The wetland west of Portage Road on the Hoepker Trust and Keebler properties has been field-delineated. The wetland on the Hanson property farther south, and the small wetland east of Portage Road that straddles the Kaioula, Zeier and American Family Insurance properties have not been delineated. Federal Emergency Management Agency floodplain maps classify areas along Starkweather Creek between Hoepker Road and the Interstate Highway as within the 100-year floodplain.

The majority of the proposed amendment area consists of agricultural or open vacant land, but there are wooded areas located along portions of the intermittent streams and in the hills along its southern boundary adjacent to The American Center. Many of the wooded areas are located within proposed Environmental Corridors.

According to the Natural Resource Conservation Service Soil Survey of Dane County, the soils in the amendment area are primarily 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 near the intermittent streams, along a natural drainageway between Hoepker and Anderson roads, and in the vicinity of the wetland that straddles the Kaioula, Zeier and American Family Insurance properties. These soils are generally less suitable for development, and soil conditions will need to be carefully evaluated on sites with these characteristics that may be considered for development.

Existing Land Uses

The majority of the land in the amendment area is currently being used for agriculture or consists of vacant undeveloped land. A small amount of existing development is located close to the existing roadways: Hoepker Road, Portage Road, and Anderson Road. There are 28 residences within the amendment area on a variety of lot sizes. Commercial uses include a custom sewing business which occupies part of the former Pumpkin Hollow School at the Hoepker-Portage intersection, and a golf driving range south of Hoepker Road (which is classified on the Existing Land Use map as an open space use due to its predominant land use characteristics). The Burke Lutheran Church and cemetery are institutional uses located east of Portage Road in the southern portion of the amendment area. The Pumpkin Hollow Driving Range and the northernmost portion of American Family Insurance’s open space preservation area referred to as the Wildlife Retreat Area are classified as open space uses. **See Map 4 and Table 1.**

Three buildings within the amendment area are identified in the Wisconsin Historic Preservation Database: the former Pumpkin Hollow School, a Queen Anne house on the east side of Portage Road just north of the Interstate Highway, and the Burke Lutheran Church. A staff verification of these structures found each of them to be significantly altered. However, it is recommended that the structures be preserved and perhaps restored back to their original appearance. The Burke Lutheran Church cemetery is identified in the Wisconsin Historic Preservation Database as an archaeological site and is still in use today.

TABLE 1: EXISTING LAND USES

Land Use	Area (acres)	Percentage
Residential	27.6	5.3
Mixed-Use/Commercial	1.4	0.3
Institutional	3.0	0.6
Parks, Open Space, Stormwater Management	31.4	6.0
Street Rights-of-Way	50.8	9.8
Vacant/Undeveloped	405.3	78.0
Total	519.5	100.0

Proposed Land Uses²

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. The proposed CUSA amendment area only comprises about one-quarter of the neighborhood planning area, but it includes a large proportion of the planning area lands recommended for relatively higher-density development---including the neighborhood mixed-use activity center, all of the two highest-density residential types, and both potential employment districts. The relatively high recommended intensity of use reflects the amendment area’s location closest to two existing or planned major employment centers (The American Center and industrial-commercial district located just west of the Interstate Highway), and along the primary arterial roadways that transverse the area. Other portions of the neighborhood recommended for later phases of development are more distant from the major employment centers and will be predominantly characterized by the large open space areas included in Token Creek Park, the recommended Token Creek Conservation Area and the planned City of Madison Area Park; and by the existing Town of Burke unsewered subdivisions. These later phases of development are expected to have lower densities than the currently proposed amendment area. **Map 5** and **Table 2** show the proposed land uses and the estimated number of future dwelling units in the amendment area.

TABLE 2: PROPOSED LAND USES

Land Use	Area (acres)	Percentage	Estimated Avg. Units per Acre	Estimated Housing Units
Residential - Housing Mix 1	130.9	25.2	5	655
Residential - Housing Mix 2	59.3	11.4	10	593
Residential - Housing Mix 3	21.5	4.1	16	344
Residential - Housing Mix 4	9.6	1.8	26	250
Mixed-Use/Commercial	15.3	2.9	8	122
Employment	25.9	5.0	--	--
Institutional	7.2	1.4	--	--
Parks, Open Space, Stormwater Mgmt.	116.5	22.4	--	--
Street Right-of-Way	133.3	25.7	--	--
Total	519.5	100.0	--	1,964

Residential Uses

Most of the amendment area is recommended for residential uses. The area is adjacent to two major employment districts and development of a residential neighborhood will provide housing opportunities in very close proximity that are currently lacking on Madison’s northeast side.

² This discussion of proposed land uses is only a brief summary overview. The adopted *Pumpkin Hollow Neighborhood Development Plan* contains a more comprehensive and detailed presentation.

The recommended residential land use areas are divided into four broad Housing Mix districts, based on the principal housing types and range of housing densities proposed within each district. A variety of housing types and development densities is expected in all four of the Housing Mix districts, but the proportion, scale and density of multi-family housing types increases from Housing Mix 1 to Housing Mix 4. 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. 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 density ranges for each Housing Mix district correspond with those in the *Comprehensive Plan* and indicate the range of densities that the different types of housing recommended within that district might have. The recommended densities within these areas are listed in **Table 3** below. An estimated density for each Housing Mix district is also provided for the purpose of estimating the potential number of dwelling units.

TABLE 3 RECOMMENDED AND ESTIMATED RESIDENTIAL DENSITY

Housing District	Individual Development Density Range	District Average Density Range	Estimated Realized Net Density
Housing Mix 1	less than 16 units/net acre	less than 8 units/net acre	5
Housing Mix 2	up to 16 units/net acre	8 to 16 units/net acre	10
Housing Mix 3	up to 40 units/net acre	16 to 25 units/net acre	16
Housing Mix 4	up to 40 units/net acre	26 to 40 units/net acre	26

If all the lands in the Pumpkin Hollow planning area recommended for residential and mixed-use development were built out at the densities included in Table 2, there will be 1,964 dwelling units in the amendment area. The overall net density would be 8.3 units per acre. These are general estimates for planning purposes. The actual number of future dwelling units and net density will depend on the amount of land developed with residential uses and the actual density of individual projects.

Mixed-Use Neighborhood Center

A mixed-use neighborhood center is planned for the north side of Hoepker Road near Portage Road. It is intended 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, multi-family residential development is also encouraged especially on the upper floors of mixed-use buildings. Development of a large-scale retail or commercial destination here is not intended, and the ultimate extent of the Neighborhood Center may depend upon the amount of higher-density residential and/or employment uses developed on the properties in close proximity.

Potential Office/Employment Areas

In addition to the recommended Mixed-Use Neighborhood Center, two other locations are identified as Potential Office/Employment Areas. These are locations where some types of office or similar employment uses may be appropriate; but retail sales and service establishments, large traffic-generating uses, warehousing and distribution activities, and most types of production are not recommended. These areas were included in the neighborhood plan in response to some developer interest in using a portion of the Interstate Highway frontage for employment types of uses. However, the neighborhood is adjacent to two large employment districts already, and developing the neighborhood with an employment area significantly smaller than illustrated on the Land Use and Street Plan, or with no designated Employment Area, would also be consistent with the neighborhood development concept.

Institutional Uses

The only institutional use within the proposed amendment area is the Burke Lutheran Church, which 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 in the 1960s. The congregation currently sees a need for expanded space, and the NDP anticipates that the 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.

Parks and Open Space

Neighborhood Parks. Two, approximately four-acre neighborhood parks are recommended to serve the recreational needs of residential sub-areas in the amendment area. Neighborhood parks provide facilities for active recreation, such as a playground, basketball court, and open field space for active recreation. They 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 naturalized areas at some locations. A larger planned Area Park, as well as Dane County's Token Creek Park, are located just outside the amendment area.

The proposed neighborhood park site located north of Hoepker Road is proposed as a more-formal "urban square" with street frontage on all four sides and residential development fronting the streets surrounding the park. The proposed park south of Hoepker Road is intended to include a conservation area incorporating part of an existing wooded ridge. This potential conservation area is also adjacent to an area recommended for private open space preservation.

Southern Open Space Buffer. The amendment area also includes a portion of the Southern Open Space Buffer recommended in the neighborhood development plan. The proposed buffer area includes wooded hills, a large ravine with an intermittent stream and open fields. The proposed buffer area overlaps a portion of The American Center Wildlife Retreat Area, which was established as part of American Family's development approvals to maintain a naturalized buffer between the large employment district and the nearby agricultural and residential uses. It is recommended that the open space buffer be preserved primarily through open space preservation

on portions of the American Family Insurance, Porter, and Burke Lutheran Church properties, portions of which may also be developed. This will create a continuous open space area that preserves the most significant natural areas, maintains wildlife habitat, and provides long-term protection for an aesthetically-pleasing setting that benefits both the employment center and the future residential neighborhood.

Other Open Space Areas. Other recommended open space areas within the proposed amendment area include existing wetlands and intermittent streams and their buffer zones, and stormwater management facilities, including drainageways and detention, retention and infiltration facilities. The streams and wetlands are described above in the section on Natural Features; additional description of major stormwater greenways and facilities is provided below.

Recommended Environmental Corridors

Most of the park, open space and stormwater management areas within the amendment area are recommended for designation as Environmental Corridors. **See Map 1 and Map 5.** The proposed Environmental Corridors contain the significant natural features within the amendment area and their associated buffer zones. The recommended Environmental Corridors also include proposed public parks, other recommended public or private open space preservation areas, and most stormwater management facilities---although not all of these necessarily represent significant natural features in their own right, and the exact location and configuration of these portions of the Environmental Corridor may shift as a result of detailed development planning.

In regards to the natural features, an Environmental Corridor at least 150 feet wide is provided for the navigable stream and southern intermittent stream between the wetland east of the Interstate Highway and Portage Road (west of Portage Road, this stream is within the existing CUSA and is not included in the current proposed amendment area). The non-navigable portion of the intermittent stream north of Hoepker Road and east of Portage Road is very subtle and will be accommodated through a series of linked stormwater management facilities and a public park. All wetlands and a 75-foot wetland setback buffer zone will be within the recommended Environmental Corridor as well as all floodplain areas. A Corridor at least 150 feet wide is also provided for the north-south stormwater greenway between Hoepker and Anderson roads.

The neighborhood development plan also anticipates that areas adjacent to the navigable stream will be subject to the requirements of the Dane County shoreland zoning regulations. Shoreland areas are defined as 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.

Development Phasing

Urban development in the Pumpkin Hollow neighborhood will occur incrementally over what might be a long period of time. Development of the neighborhood is recommended to begin in the southern portion and gradually move northward, and the neighborhood development plan identifies four Development Phasing areas. Phasing Area A comprises the southernmost portion of the neighborhood; Phasing Area B comprises the middle portion; and Phasing Area C comprises the remaining area to the north. Phasing Area D will be under the jurisdiction of Sun Prairie and primarily contains lands that are already developed with unsewered residential subdivisions.

All of the lands within each phasing area share certain characteristics regarding the sequence for urban services extension, connections with the planned 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 phasing areas should be considered approximate. 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 street connections to the area can be implemented at that time.

Phasing Areas A and B are closest to existing City of Madison development and public infrastructure in the Hanson and Rattman Neighborhoods. These areas also can largely be served by gravity sanitary sewers draining south and west to the new Pumpkin Hollow 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 probably require construction of a sanitary sewer lift station. Less development is anticipated in the northern one-third of the planning area, in any case, because a substantial portion of the area is recommended for open space conservation, with only limited amounts of compatible, relatively low-density development proposed.

Within Phasing Area A, the presently proposed CUSA amendment area, it is anticipated that development will begin on the properties that have already been annexed to the City of Madison. Some of these property owners have expressed interest in developing as early as 2009, depending on the availability of utilities, the development approval process, and market demand. Owners of the properties still in the Town have not expressed as much interest in near-term development, although most appear to have considered it as a future possibility.

Special Limitation on the Pace of Residential Development

To help facilitate school planning, 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, including all of the amendment area. In any “subdivision” as defined in this provision, a maximum of 50 building permits can be issued each year for single-family or 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 units. For purposes of this provision, 3.33 multi-family units (including units in mixed-use buildings) are considered equivalent to one single-family unit. The building permit allocations are not transferable and do not accumulate from year-to-year.

Transportation Recommendations

Transportation recommendations for the amendment area include improvements to the existing roadways that are the primary routes through the neighborhood, an interconnected local street network that provides internal access and circulation within the neighborhood, and on-street 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.

Arterial, Collector and Local Streets

Hoepker Road is currently classified as a collector, but is expected to become a heavily utilized roadway and will eventually be classified as an arterial roadway. To accommodate the projected traffic increases, Hoepker Road is planned to become a four-lane divided roadway with marked bicycle lanes. The median will provide landscaping space, create a refuge for pedestrians at street crossings and provide a location for turning lanes at major intersections. To accommodate future improvements, a 120-foot right-of-way is recommended.

Portage Road is expected to remain a collector roadway primarily serving the neighborhood, and is planned as a two-lane divided roadway with marked bicycle lanes. The recommended right-of-way width is 108 feet south of Hoepker Road and 90 feet north of Hoepker Road. Current plans for Hanson Road, which is located at the southern tip of the amendment area, do not include provision of additional travel lanes. However, modification of two of the roadway's intersections and a new bridge over the Interstate Highway will connect Hanson Road directly with Eastpark Boulevard in The American Center. Hanson Road will have a "T" intersection with Portage Road west of the Interstate, and a roundabout will be constructed at its intersection with Portage Road east of the Interstate.

The local street system plays a major role in defining a neighborhood. 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 designated "framework streets" which provide a basic structure for the neighborhood grid. All City of Madison streets will have public sidewalks and are designed to also accommodate bicycle travel.

Pedestrian-Bicycle Facilities

Marked bicycle lanes and a system of off-street and on-street pedestrian/bicycle paths provide routes through the neighborhood and connect with the regional bicycle trail system, including linkages outside the amendment area. Shorter paths provide additional linkages or amenity within the neighborhood. Selected streets are identified as "local through streets for bicyclists" and the alternative low-traffic bicycle routes to important neighborhood destinations provided by these streets must be maintained as the inevitable modifications are made to the neighborhood street pattern as part of detailed development planning. **See Map 6.**

Future Transit Service

Currently, no bus service is provided to the Pumpkin Hollow planning area, and only limited peak-hour service is available to The American Center. Supplemental school day service by Metro Transit vehicles will not occur, as these lands fall outside the Madison Metropolitan School District boundaries.

Because ridership potential will remain relatively low until substantial additional development has occurred, bus service to the neighborhood probably will not be financially feasible for the foreseeable future. Initial bus service could either be an extension of the current route serving The American Center or of new routes developed to serve the industrial employment district west of Interstate Highway 39-90-94. Service could also be implemented under a reorganized regional transit authority or in another, similar partnership with the City of Sun Prairie. The most likely routes would travel along Hoepker or Portage Roads to serve the proposed Mixed-Use Neighborhood Center and the neighborhood's highest-density residential areas, which are located within the current proposed CUSA amendment area. There might also be a potential for a future neighborhood feeder route operating from the Park-and-Ride lot on Eastpark Boulevard. It is recommended that improved transit service to the Pumpkin Hollow area be implemented at the earliest feasible time to help attract transit-oriented residents to the neighborhood and encourage transit usage from the beginning as the neighborhood develops.

Description of Proposed Future Urban Services Delivery

The western, southern and part of the eastern boundaries of the amendment area are contiguous with the current Central Urban Service Area. The full range of City of Madison urban services, including public sewer and water, have been extended into the adjacent developed areas and are available for extension into the amendment area. **See Map 7.**

Sanitary Sewer Service

The entire amendment area is in the Starkweather Creek drainage basin and will be served by the new Pumpkin Hollow Interceptor, which will connect with the 21-inch Hanson Neighborhood Interceptor west of Interstate Highway 39-90-94. 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. Service capacity in these interceptors is adequate to accommodate the recommended level of development within the amendment area. Future extensions from these interceptors will serve the amendment area by gravity flow, with the collection mains generally located within public streets and drainageways, and constructed as the adjacent lands area developed.

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 to serve the existing residential subdivisions located along the west side of Rattman Road in the Town of Burke. These subdivisions currently have private septic systems and it is unknown whether they will need public sewer service in the future. Vacant lands in the area presumably will be developed with public sewer. Both the Sun Prairie and Madison sewer interceptors have some limitations

on how much service can be provided to this area and the lands also drain in several directions. The two municipalities have held some preliminary meetings to explore how to most efficiently serve this area when sewer service is needed, and these discussions will continue.

Stormwater Management

The Land Use and Street Plan illustrates a basic framework of proposed stormwater management facilities within the amendment area, including open drainageways 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. The more significant stormwater conveyance within the amendment area is planned within open drainageways rather than through storm sewers. Open drainageways provide environmental benefits such as an increased opportunity for water to infiltrate into the ground and also create open space amenities within the neighborhood. The primary drainageways generally are recommended to be at least 150 feet in width and planted with species that provide effective sedimentation and infiltration. To the extent compatible with stormwater management objectives and other intended uses of the corridor, more natural groundcovers are encouraged as an alternative to mowed swales. Groupings of larger trees or shrubs are also encouraged at appropriate locations along the corridor to provide additional aesthetic value and potential wildlife habitat.

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 that would likely result in severe erosion. Therefore, the plan for stormwater conveyance largely avoids these areas. Planned detention facilities located adjacent to the waterway 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 network or underground storm sewers will accommodate the bulk of “upstream” stormwater conveyance, collecting stormwater that will eventually flow into open drainageways 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 drainageways where maintaining an open stormwater conveyance is not possible or desirable, such as under streets or through small, formal park areas.

Detention Areas. The potential stormwater detention and retention areas illustrated on the Land Use and Street Plan 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 facilities will comply with Department of Natural Resources NR-151 requirements and local and County ordinance requirements including detention of the 1, 2, 5 and 10-year storm events to pre-development runoff rates. The facilities will be designed to maximize infiltration to the extent possible. Infiltration will occur within larger areas dedicated to the public. Some smaller infiltration facilities may be located on private property.

Kettle Hole. There is a “kettle hole,” or trapped depression, located in the vicinity of the wetland that straddles the Kaioula, Zeier and American Family Insurance properties. The area to the northeast drains to this depression, but there is no downstream release for the stormwater. Before development in the area that drains to the kettle hole can move forward, either a downstream release will be developed or the retention pond will be required to retain the 100-year rain event, with an outflow elevation established. It is anticipated that the eventual release will consist of an underground storm sewer to an open drainageway associated with the intermittent stream to the southwest. An outflow pipe from the kettle would be considered an inter-basin transfer, and a permit would be required from the Wisconsin Department of Natural Resources. It is likely that regardless of the final design for the kettle, other measures will be established upstream within the watershed for infiltration and/or detention. A reasonable buffer will also be established around the kettle, both for environmental protection and for protection against possible flooding of adjacent development.

Public Water Service

Water Distribution. The Madison Water Utility will extend public water service to the Madison portion of the amendment area as new development occurs. The area will be served by the extension of existing water mains within Pressure Zone 123, which includes the developing lands east of Interstate Highway 39-90-94. A 12-inch main serving the Parkway Village subdivision just east of the amendment area will eventually be extended west along Hoepker Road. In the near future, a water main will be located at the intersection of Eastpark Boulevard and Portage Road. This main will eventually be extended north along Portage Road. Connecting these two mains and therefore providing a looped system will increase service reliability. As development occurs, additional water distribution mains will be extended into the neighborhood within street rights-of-way. The water mains along the local streets will be 8 inches in diameter.

Water Supply. The current capacity of the City of Madison’s water system is 68 million gallons per day, with an average demand of 32 million gallons per day. Unit Wells 15 and 29 will provide water for the amendment area. 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 and 1,040 feet U.S.G.S. which should be

sufficient to serve future development in the amendment area. Water services are capable of providing 2,000 gallons per minute for 2.5 hours for fire fighting purposes.

Development in the Pumpkin Hollow neighborhood, and on the northeast side of the City of Madison in general, will increase the demand for water and eventually may require new municipal wells to ensure a reliable supply. The Water Utility has already acquired a well site in the employment district west of Interstate Highway 39-90-94 (Unit Well 35). The *Water Utility Master Plan* identifies other potential future well sites within and near the planning area. Unit Well 38 is proposed to be located on the major ridgeline near Rattman Road within the neighborhood and Unit Well 39 is proposed for an area east of American Parkway. The Water Utility's Hydraulic Model indicates a need for one or more of these wells by 2025.

To limit the potential negative effects of municipal well pumping on water resources, the presence and characteristics of the Eau Claire Shale aquitard beneath the area will be assessed. If the Eau Claire Shale is present in the area, any new well will need to be cased through the aquitard to minimize the movement of groundwater between the upper and lower aquifer. Regardless, to permit the development of municipal wells at any location, there will be requirements to minimize the impact on existing surface water resources and the movement of pollutant plumes. Existing codes for well development are currently being reviewed by the Wisconsin Department of Natural Resources to address these situations.

Streets and Sanitation Services

The Madison Streets Division provides solid waste collection, street repair, street cleaning and snow and ice control to the City of Madison portions of the amendment area and will provide these services as lands are annexed or attached to the City of Madison. 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. Schedules for some of these services change from time-to-time to make more efficient use of available resources. Street maintenance services are only provided on City of Madison public streets. Currently, these services are provided to the neighborhood from the East Side Public Works Facility located on Sycamore Avenue.

Lands within the amendment area that are not currently in the City of Madison will continue to receive services from the Town of Burke. Waste Management provides general refuse collection to lands within Town jurisdiction. The Town plows and maintains the roads within its jurisdiction, although agreements for alternative service on certain road segments may be negotiated with other municipalities from time-to-time. The Burke Cooperative Plan encourages intergovernmental agreements when that is the most efficient way to provide public services.

Police Protection Services

The City of Madison Police Department will provide police protection services to lands within amendment area that are within the City. The proposed amendment 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 3.5 miles from the edge of the amendment area. As urban development continues to occur throughout Madison's northeast side, it is likely that a Northeast District will be established which would serve the amendment area.

The City currently has 438 full time equivalent police officers, or about 1.93 officers per 1,000 population, based on the City's estimated January 1, 2008 population of 226,650. Although this is only one measure of effective police service, and will tend to fluctuate over time, the City expects to maintain police staffing levels at about this level in the future.

Lands not currently in the City of Madison will continue to receive police protection services from the Dane County Sheriff's Department. A County officer is partially dedicated to the Town of Burke for regular patrols.

Fire Protection and Emergency Medical Services

The City of Madison Fire Department will provide fire protection and emergency medical services to lands within the planning area that are in 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. Currently three Madison fire stations are located in relatively close proximity to the amendment area: Station No. 11 off of Nelson Road on Crossing Place, Station No. 8 on Lien Road at East Washington Avenue, and Station No. 10 on Sherman Avenue. Response times to the amendment area from the nearest fire station are between 4 and 6 minutes, depending on traffic and weather conditions.

Until such time as they are annexed to the City of Madison, service to non-City lands within the amendment area will continue to be provided by the Town of Burke, which has established service arrangements with other municipalities. Fire protection services are provided to Town territory by the City of Sun Prairie Fire Department. Emergency services are provided to Town territory by the Village of Maple Bluff.

Public Schools

The amendment area is entirely within the DeForest Area School District. Students from future developments within the area will be eligible for bus transportation to DeForest schools. As noted above, there is a annual limitation on the pace of residential development within portions of the neighborhood that are within the DeForest Area School District in order to moderate the potential increase in student enrollment from year-to-year. At a future time, a school facility might be established in the Pumpkin Hollow neighborhood, and a site just north of the amendment area has been recommended in the *Pumpkin Hollow Neighborhood Development Plan*.

Additional Information

Purpose of the Proposed Amendment

The City of Madison is requesting this amendment to the Central Urban Service Area in order to be able to extend the full range of urban public services, including sanitary sewer service, to this planned new neighborhood. As noted above, beginning urban development in the southern portion of the Pumpkin Hollow neighborhood at this time is consistent with long-range growth recommendations in the *City of Madison Comprehensive Plan*, and with the development phasing recommendations in the *Pumpkin Hollow Neighborhood Development Plan*. The amendment area is located adjacent to two large employment centers, The American Center and the industrial-commercial district just west of Interstate Highway 39-90-94, but only limited housing opportunities currently are available in close proximity to these centers---and virtually all of the new residential development in the vicinity has been multi-family, condominium, or specialized housing serving the elderly. Development of an attractive, complete residential neighborhood in this area will provide significant additional housing opportunities and choices not currently available, and provide a convenient alternative to locations in more-distant Madison neighborhoods or communities.

City of Madison Urban Infill Activities and Development Density

In order to accommodate projected employment, housing and population growth, the *City of Madison Comprehensive Plan* recommends an efficient, balanced urban development pattern which includes urban infill and redevelopment projects in the established parts of the city, as well as development of new planned urban neighborhoods at the edges of the city. For new development areas, typically on the edge of the City, the *Comprehensive Plan* recommends Traditional Neighborhood Development, which is generally characterized as compact, mixed-use development.

Infill and Redevelopment. The City of Madison has aggressively encouraged and supported infill and redevelopment activities---especially in the Downtown and Isthmus area, and in selected locations elsewhere in the community, and significant development of this type has occurred in recent years. The attached *Downtown Development Map* prepared by *Isthmus* highlights more than 50 infill and redevelopment projects either completed, in progress, or proposed in Madison's central area as of 2004. **See Figure 1.** A map prepared by the City of Madison titled *Downtown Development December 2007* shows the location of more-recent development projects in the downtown area. **See Map 8.** In these and other projects, more than 2,700 new dwelling units were added to Madison's central area between 2000 and 2007. There is no vacant land in the central city, and virtually all of this housing increase represents significant increases in residential density on redevelopment sites. **See Map 9**

Pumpkin Hollow Neighborhood Development. Although infill and redevelopment are strongly encouraged, the *Comprehensive Plan* recognizes that, given current and projected growth rates, a substantial portion of the city's growth will have to be accommodated in new development areas at the edge of the urban area. But the *Comprehensive Plan* also recommends that peripheral growth promote compact, mixed-use development patterns that make efficient use of the land

and encourage transportation alternatives to the automobile. While a substantial portion of the Pumpkin Hollow planning area is recommended for open space uses, including Token Creek Park and the proposed Token Creek Conservation Area, the developed portion of the neighborhood is planned as a predominantly residential community that will provide significant additional housing opportunities within a short distance of two major employment areas. In addition to providing a wide range of housing choices from single-family houses to larger multi-unit apartment or condominium buildings, the neighborhood includes a Mixed-Use Neighborhood Center that will provide easy access to convenience goods and services, and may become a community gathering place, two small potential employment districts, and well-located public parks. The Pumpkin Hollow neighborhood generally, and the proposed CUSA amendment area specifically, incorporate the principles of Traditional Neighborhood Development and envisions a compact walkable and bikeable neighborhood that will eventually be served by transit. In addition to the highly inter-connected street network and system of on-street and off-street pedestrian-bicycle paths, TND principles are reflected in the mix of land uses, and the clustering of relatively higher-density housing closest to the major activity areas. The estimated average residential net density of the amendment area is about 8.3 units per acre, which is well above the existing density of 6.6 units per acre for the CUSA.

Agricultural Loss Mitigation

The amendment area currently contains active agricultural lands, and urban development will eventually result in the transition of these lands to more-intensive uses. These lands, however, do not represent a viable location for long-term farming activities, except perhaps at a limited scale associated with open space conservation at a few locations. Extensive urban development is taking place adjacent to the amendment area on all sides in five municipalities, and the neighborhood already contains several hundred homes, primarily in unsewered rural subdivisions. The area is identified in the *City of Madison Comprehensive Plan* and earlier plans as a potential future urban growth area, and many properties within the planning area are owned or have been optioned by prospective developers based on these plans. As noted above, many of the area residents currently engaged in farming (often as a part-time activity) have indicated that they eventually will likely offer their land for development. Although farmland is converted to other uses in the process, development at urban densities in engaging new neighborhoods adjacent to established urban centers help to mitigate the significantly greater loss of farmland that would result from alternative very low-density exurban or suburban developments which would also require longer travel distances to most centers of employment, shopping or entertainment.