

### 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 an 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)<sup>11</sup>. 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.<sup>12</sup> 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.

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

<sup>12</sup> 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.