

II

RECOMMENDATIONS

GENERAL DEVELOPMENT CONCEPT

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

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

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

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

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

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

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

TRADITIONAL NEIGHBORHOOD DEVELOPMENT DESIGN PRINCIPLES

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

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

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

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

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

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

Street Trees and Trees in Public Parks. Street trees are important elements in establishing the visual framework which defines the space along public rights-of-way, and proper tree selection can help to create a pleasing proportional relationship between height and street width. In many older neighborhoods, the overhead canopy of mature street trees is recognized as one of the most valued components of neighborhood character---although the trees are often compromised by pruning done for utility clearance. In new neighborhoods, utilities are required to be underground, and it is recommended that street trees in the Pumpkin Hollow neighborhood be full-canopy trees to the extent compatible with other community objectives. The selection of street trees needs to be coordinated with the design width of street terraces and other street characteristics, and this should occur as part of detailed subdivision planning.

It is also recommended that the mix of tree varieties planted in neighborhood and area parks include large canopy trees as well as smaller varieties. Large trees can be shown to full advantage in the more-open spaces of public parklands, and can help create a dramatic setting for other park activities.

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

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

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

RECOMMENDED LAND USE

The recommended land uses shown on the Pumpkin Hollow Land Use and Street Plan reflect the objectives described in the general development concept. The neighborhood is planned primarily as a residential community, and residential uses comprise about 37 percent of the lands within the planning area, or 805 acres. About 45 percent of the planning area, or 980 acres, is recommended for park and open space uses, including existing and planned County and City parks, an extensive open space area recommended for preservation and conservation along Token Creek, an open space corridor located generally north of The American Center, and stormwater management facilities. About one percent of the planning area, or 19 acres, is included in the recommended mixed-use neighborhood center primarily located at the Hoepker Road-Portage Road intersection and potentially extending west to the Interstate Highway. Two potential office/employment areas comprising about 26 total acres are recommended: one just east of Interstate Highway 39-90-94, adjacent to the mixed-use neighborhood center; and one at the south end of the planning area, west of Portage Road. Institutional uses, including a potential public school site adjacent to the area park on Portage Road, are recommended on about 17 acres. Street and highway rights-of-way will comprise about 16 percent of the planning area, or 345 acres. (See Map 6 and Table 3)⁶

[Table 3 is on Following Page]

RESIDENTIAL USES AND HOUSING TYPES

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

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

⁶ The Alternative Land Use Concepts map (Map 7) illustrates several of the different ways that the area around the proposed mixed-use neighborhood center north and west of the Hoepker Road-Portage Road intersection might develop, depending on the amount of non-residential use and the housing mix in the residential areas. The Land Use and Street Plan and the quantified information presented in the Pumpkin Hollow Neighborhood Development Plan narrative and tables are based on Alternative Concept A, which illustrates the largest potential employment use area, but other development concepts with smaller potential employment use areas are recommended as equally acceptable alternatives.

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

Table 3: Recommended Land Use

Recommended Land Use	Total		Existing and Future Madison	Future Sun Prairie
	Acres	% of Total		
Residential	804.9	36.7 %	547.9	257.0
Low Density Residential (< 16 du/ac)	773.8	35.3%	516.8	257.0
Housing Mix 1	681.8	31.1%	424.8	257.0
Housing Mix 2	92.0	4.2%	92.0	0.0
Medium Density Residential (16-40 du/ac)	31.1	1.4%	31.1	0.0
Housing Mix 3	21.5	1.0%	21.5	0.0
Housing Mix 4	9.6	0.4%	9.6	0.0
Mixed-Use Neighborhood Center	18.8	0.9%	15.4	3.4
Potential Employment	25.9	1.2%	25.9	0.0
Utilities	1.3	0.1%	0.0	1.3
Civic/Institutional	16.5	0.7%	16.5	0.0
Parks, Open Space, Stormwater Management	979.9	44.7%	967.3	12.6
County/Municipal Parks	460.6	21.0%	450.6	10.0
Token Creek Conservation Area	269.5	12.3%	269.5	0.0
Other Open Space and Stormwater Management	249.8	11.4%	247.2	2.6
Street Right-of-Way	344.5	15.7%	279.0	65.5
Total	2,191.8	100.0%	1,852.0	339.8

indicate the range of densities that the different types of housing recommended within that district might have; but the average density of the district as a whole will generally be well below the upper end of the range.

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

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

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

Residential Housing Mix 1

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

Housing Types

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

Density Range

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

The Housing Mix 1 district comprises the largest portion of the recommended Pumpkin Hollow residential area, and includes the existing Town of Burke subdivisions and the future development areas within the Token Creek watershed where relatively lower densities are recommended to minimize potential impacts on the creek.

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

Rowhouses (or townhomes) and duplexes provide higher-density housing options that can be appropriate at some locations. In general, larger groupings of rowhouses or duplexes should be located closer to the Housing Mix 2 or Housing Mix 3 districts, where they will help provide a transition to the higher densities found in those areas. Individual duplexes or small groups of rowhouses also might be interlaced within areas primarily comprised of single-family homes, but careful site and building design is important in order to maintain compatibility and consistency with the character of surrounding development.

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

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

Residential Housing Mix 2

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

Housing Types

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

Density Range

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

Recommended Housing Mix 2 residential areas are located on both sides of Portage Road near the proposed Area Park and potential public school site in the center of the neighborhood, near the Potential Employment area adjacent to Interstate Highway 39-90-94, and at the edges of the Housing Mix 3 and Housing Mix 4 areas closest to the proposed Mixed Use Neighborhood Center at the Hoepker Road-Portage Road intersection. Relatively higher density development at these locations will give more residents the opportunity to live within convenient walking distance of these planned neighborhood activity centers. The recommended Housing Mix 2 districts around the Neighborhood Center also provide a transition to the more intensive development areas recommended nearer and within the Center.

Detached single-family or duplex units within the Housing Mix 2 districts should generally be developed on relatively small lots consistent with the higher average density recommended for the district. Rowhouses (townhomes) will be more predominant than in the Housing Mix 1 districts. Rowhouses might be developed along an entire block face, or smaller groupings of rowhouses might be interlaced with multi-unit buildings or detached housing. Apartment and condominium developments should feature relatively smaller buildings of up to 12 units and

should include a mix of unit sizes, including larger two and three-bedroom units suitable for families with children.

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

Residential Housing Mix 3

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

Housing Types

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

Density Range

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

The recommended Housing Mix 3 residential areas are recommended to encourage higher residential densities at locations closest to the proposed Mixed-Use Neighborhood Center at the Hoepker Road-Portage Road intersection. Concentrating relatively high density housing near the Neighborhood Center will provide easy access to the Center for more residents, increase activity in the Center, and help support the development of neighborhood-serving businesses. At some locations, the recommended Housing Mix 3 areas also provide a transition zone between the smaller-scale, lower-density development recommended in the Housing Mix 2 districts, and the larger-scale, higher density development recommended in the Housing Mix 4 and Mixed-Use Neighborhood Center districts.

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

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

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

Residential Housing Mix 4

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

Housing Types

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

Density Range

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

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

While relatively high density is encouraged, individual developments near the upper end of the 16 to 40 unit density range are recommended only as part of well-designed projects that are coordinated with the development of neighborhood-oriented retail and service uses in the neighborhood center that can support and provide amenity to a larger residential population.

The site designs of development projects in the Mixed-Use Neighborhood Center and the adjacent Housing Mix 3 and Housing Mix 4 residential districts should create an engaging relationship between residential and non-residential activities and encourage pedestrian movement among the various uses and activities.

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

Estimated Amount of Future Residential Development

If all the lands in the Pumpkin Hollow planning area recommended for residential and mixed-use development were built out at densities within the density range estimated in the neighborhood plan, the total future number of residential dwelling units of all types in the neighborhood would be between about 4,000 units (low estimate) and 4,700 units (high estimate). This is a general estimate for planning purposes, and the number of future dwelling units could be outside this range, depending on the amount of land developed with residential uses and the actual density of individual projects. (See Table 4)

Table 4: Estimated Dwelling Units

Density Range	Total		Existing and Future Madison		Future Sun Prairie	
	Low Estimate	High Estimate	Low	High	Low	High
Residential	3,867	4,576	3,306	3,964	561	612
Low Density Residential	3,274	3,858	2,713	3,246	561	612
Housing Mix 1 (5-6 du/ac)	2,354	2,755	1,793	2,143	561	612
Housing Mix 2 (10-12 du/ac)	920	1,103	920	1,103	0	0
Medium Density Residential	593	718	593	718	0	0
Housing Mix 3 (16-20 du/ac)	343	429	343	429	0	0
Housing Mix 4 (26-30 du/ac)	250	289	250	289	0	0
Mixed-Use Neighborhood Center	123	123	123	123	0	0
Total	3,990	4,699	3,429	4,087	561	612

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

Recommendations for Specific Residential Development Locations

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

Potential Portage Road Conservation Subdivision

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

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

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

The undeveloped land around the residential development clusters would be maintained as private shared open space. Agricultural uses could continue when this is feasible, or the land

could be restored with appropriate low-maintenance native vegetation such as prairie grasses and wildflowers to produce a more natural setting. Trees and shrubs could be planted at selected locations to provide visual interest and additional wildlife habitat. Walking paths could provide access for residents while limiting potential harm to the open space.

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

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

Sommer Valley Circle

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

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

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

Residential Development adjacent to Existing Town of Burke Plats

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

Noise Mitigation Requirements for Development adjacent to the Interstate Highway

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

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

Recommendations for Lands in the Sun Prairie Boundary Adjustment Area

Existing Town of Burke Residential Subdivisions

Several existing Town of Burke residential subdivisions included in the Pumpkin Hollow planning area will eventually become part of the City of Sun Prairie, rather than the City of Madison. The

Terrace Parklands subdivision and the small cluster of development around the Portage Road intersection with STH 19 that comprises the historic Token Creek hamlet are currently expected to continue more-or-less as is for the foreseeable future. This area is essentially built-out, and significant additional development is neither anticipated or recommended, although that ultimately will be a decision by Burke and Sun Prairie. It is recommended that most of the lands west and south of Terrace Parklands remain substantially in open space uses, but the street stubs provided in that plat should be extended to connect with any future development on adjacent properties.

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

Vacant Land in the Sun Prairie Boundary Adjustment Area

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

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

Hoepker Property. The vacant 10-acre Hoepker property in the northwest quadrant of the Rattman Road-Hoepker Road intersection also will not develop under Madison jurisdiction. This is a Protected Area, and the type of future development here will ultimately be determined by the Town of Burke or the City of Sun Prairie, depending on when development occurs. The Pumpkin Hollow Neighborhood Development Plan recommends residential land uses as most compatible with existing residential and open space uses on adjacent lands. Commercial or retail development on this corner, for example, would increase future traffic congestion at this intersection and divert potential customers from planned neighborhood-oriented convenience centers both in the Pumpkin Hollow neighborhood, and within the Providence development in Sun Prairie.

MIXED-USE NEIGHBORHOOD CENTER

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

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

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

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

Location and Size of the Mixed-Use Neighborhood Center

The Mixed-Use Neighborhood Center is located at the crossroads of two principal streets serving the Pumpkin Hollow planning area. This location is most convenient to planned neighborhood residential areas, but also provides good accessibility to the Center from beyond the neighborhood. This is important because although commercial development in the Center is intended primarily to serve Pumpkin Hollow neighborhood residents, some market support from surrounding neighborhoods will increase the range of businesses that may succeed here.

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

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

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

The proposed mixed-use district illustrated in the Land Use and Street Plan also extends west along the north frontage of Hoepker Road to the Interstate Highway. Including these locations provides opportunities for a greater amount of neighborhood business development, and these western sites are also considered more appropriate for certain businesses that may not be as compatible with the design recommendations for mixed-use sites near the Portage Road intersection. In particular, it is recommended that automobile-oriented neighborhood uses, such as service stations or businesses requiring drive-through windows, for example, not be located at

the Hoepker-Portage corners; but these uses might be acceptable on the western sites if properly designed. The western sites might also provide locations for relatively larger neighborhood-serving uses that might not work as well at other locations within the mixed-use center---such as a mid-size grocery store, for example. The Alternative Land Use Concepts map (**Map 7**) illustrates ways that a greater or lesser amount of commercial and mixed-use development might be accommodated by expanding or contracting the area recommended for these activities. The map is conceptual, and the exact configuration of the areas devoted to commercial, residential and mixed-use development within and around the edges of the proposed neighborhood center will be established as part of detailed site planning and design as specific developments are proposed for consideration.

Recommended Commercial Uses

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

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

Recommended Residential Uses

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

Design Recommendations

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

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

POTENTIAL OFFICE/EMPLOYMENT AREAS

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

Interstate Employment Area

The Land Use and Street Plan (**Map 6**) identifies a 20-acre Potential Employment Area adjacent to Interstate Highway 39-90-94, northwest of the Mixed-Use Neighborhood Center. Although residential uses would also be appropriate here, the location may be attractive to firms wanting the prestige of a high visibility site, and a prospective developer has expressed an interest in this type of use. However, Pumpkin Hollow is adjacent to two large employment districts, and developing the neighborhood with an Employment Area smaller than shown on the Land Use

and Street Plan, or no designated Employment Area, would also be consistent with the neighborhood development concept. The Alternative Land Use Concepts map (**Map 7**) illustrates a development concept with an Employment Area that is smaller (Concept B), and a concept that does not include an Employment Area as a separate land use (Concept C). In all development concepts, offices also would still be among the potential uses in the Mixed-Use Neighborhood Center.

Business and administrative office development is recommended in the Employment Area, but specifically not retail uses or large service uses that would generate a lot of traffic. Interstate Highway access at Hoepker Road is not anticipated, and this is not intended to become a regional destination. Large, customer-oriented uses would draw traffic into the proposed residential area west of Portage Road and be detrimental to the intended character and quality of the neighborhood.

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

Pumpkin Hollow is planned primarily as a residential neighborhood, and a substantial amount of residential development west of Portage Road is an important component of the neighborhood development concept. The residential areas west of Portage will contain a significant share of the estimated future neighborhood population, and will help support and add vitality to the proposed Mixed-Use Neighborhood Center. To ensure that the area west of Portage Road remains predominantly residential, it is recommended that the Interstate Employment Area be no larger than the area illustrated in Concept A on the Alternative Land Use Concepts map. It is also recommended that only residential uses be located on the lands nearest Token Creek Park, in any case, in order to minimize potential visual and other impacts on the park.

Portage Road Employment Area

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

residential development is determined to be feasible, that alternative would also be compatible with the neighborhood development concept. The recommended residential uses would be similar to the Housing Mix 2 uses proposed farther north along Portage Road.

PARKS AND OPEN SPACE

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

Token Creek

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

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

Proposed Token Creek Conservation Area

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

The intent of this recommendation is not only to protect water quality in Token Creek and its associated tributaries and wetlands, but to create a conservation area large enough to include a significant portion of the surrounding upland as well. The hills, woods and open fields along this segment of the Token Creek valley provide an irreplaceable natural setting for the creek and its wetlands. They also are important environmental features in their own right, and are critical for maintaining wildlife habitat and the complex ecological relationships that exist within a larger natural area. Current regulations require a minimum setback from designated streams and wetlands, but too often urban development is allowed right up to this limit. The required setback may help protect these resources from damaging stormwater runoff, for example, but the surrounding upland habitat may be lost and the natural beauty of the area severely compromised by the loss of adjacent upland fields and wooded areas.

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

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

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

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

cooperation with WisDNR and other organizations on stream bank restoration and fish habitat improvement projects throughout the Token Creek corridor.

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

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

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

Most of the proposed Conservation Area is currently undeveloped, and is recommended to remain as preserved open space through acquisition of land or appropriate easements by public agencies or private organizations. It is not necessary (and may not always be desirable) to provide general public access to all parts of the open space area, however. Where public access is

provided, there may be opportunities for limited, low-impact recreational activities such as fishing, hiking, and perhaps biking. Activities that could have an adverse impact on the natural features are not recommended. Limiting the level of activity in the Conservation Area would also be consistent with its goal of preserving an extensive, largely undisturbed wildlife habitat within the urbanized area. Token Creek Park, which offers a wide range of recreational activities, and future City of Madison parks, will provide the Pumpkin Hollow neighborhood and surrounding area with sufficient venues for more intensive recreational activities.

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

Starkweather Creek

Starkweather Creek is a unique resource, representing one of the few streams located almost entirely within the highly-developed Madison urban area. But since the time of first settlement, multiple factors associated with development have significantly altered the creek from its natural state. Over the years, degradation in both water quality and baseflow has occurred as the result activities such as stream rechannalization and dredging, draining and filling of supporting wetlands, contamination from industrial uses on adjoining lands, general urban and agricultural stormwater run-off, poor stream bank maintenance, and high-capacity well pumping.

There have always been concerned citizens interested in preserving and improving Starkweather Creek, but several major studies conducted in the 1980's and 1990's helped energize renewed efforts both to improve the water resource and enhance creekside amenities, such as bicycle paths, walking trails and adjacent parklands. The *1983 Starkweather Creek Water Quality Plan* provides an excellent summary of background information specific to the creek and its history, and includes goals and specific recommendations for stream improvement. Subsequent other studies and plans also provided additional information and analysis particularly relevant to Starkweather Creek and the Yahara-Monona watershed; and these were used during the preparation of an update to the Starkweather Creek plan in 2005.

The *Starkweather Creek Master Plan 2005 Update* was initiated by City of Madison alderpersons and citizen groups representing areas affected by the watershed. The purpose of this project was to revise the earlier plan's goals and proposed improvements to reflect current regulatory changes, and to add new goals and recommended improvements that would address environmental concerns and recreational opportunities within the watershed. The 2005 update was prepared by City Engineering and Parks Division staff, working with City and Dane County elected officials, the Wisconsin Department of Natural Resources, the Dane County Watershed Coordinator, Town governments, the Friends of Starkweather Creek and other neighborhood and citizen groups. *Master Plan 2005* focuses on the area from the mouth of the creek at Lake Monona upstream along both branches to their junction with Interstate 39-90-94. Reaches of the creek

beyond the Interstate were to be addressed as part of the neighborhood planning process and through application of the mandatory stormwater management plans required by state law.

The Pumpkin Hollow neighborhood planning area comprises the northernmost portion of the watershed of the west branch of Starkweather Creek, and visible stream features are limited to a wetland area south of Hoepker Road and west of Portage Road, which extends west to the Interstate Highway, and two intermittent streams. One of the intermittent streams flows westward through a wooded gully from a hilly area north of The American Center and under Portage Road to the Interstate. The other intermittent stream begins in the area north of Hoepker Road and east of Portage Road, and flows west under Portage and then south under Hoepker Road into the wetland area. This stream is considered navigable west of Portage Road, although it is dry most of the time. Two sets of culverts direct these streams under the Interstate Highway to a larger wetland, where Starkweather Creek surface water becomes a permanent feature.

Because Starkweather Creek is not a permanent surface water feature within the planning area, the recommendations in the Pumpkin Hollow Neighborhood Development Plan focus primarily on protection and improvement of the water quality of the creek, rather than on development of creekside recreational amenities. However, a segment of the recommended pedestrian-bicycle path south of Hoepker Road is located adjacent to the wetland area, a short path is proposed across the navigable stream north of Hoepker Road, and other proposed paths are located within the planned open greenways designed as part of the stormwater management system.

Stormwater in the Starkweather Creek watershed flows through the steep, heavily wooded gullies, open ravines and natural swales across plowed agricultural fields into the intermittent streams; and currently, there is little to prevent sediment, phosphorus and other agricultural contaminants from reaching the creek and its wetlands. Nor is there any control of the volume of stormwater runoff, which can scour and erode the creek channel downstream during heavy rains---adding even more sediment and pollutants. These conditions heavily influence the water quality in downstream segments of Starkweather Creek and ultimately in Lake Monona.

Several approaches are recommended in the neighborhood plan to protect and improve Starkweather Creek water resources:

Stream Improvements. Both of the designated intermittent streams are currently heavily overgrown and shaded by large trees, and there is relatively little groundcover to help stabilize their banks and prevent erosion. It is recommended that the southern stream, and the navigable portion of the northern stream west of Portage Road, be maintained in a relatively natural state; and that the banks of these streams be stabilized through selective tree pruning to increase sunlight, installation of appropriate native plants and grasses, and if indicated, limited use of natural boulders or similar materials. These improvements should occur at the time the adjacent land is developed or earlier.

Open Greenways. A major open stormwater greenway is recommended running north-south between Hoepker Road and Token Creek Park, generally following the current natural drainage course across agricultural fields. This greenway has a recommended minimum width of 150 feet, and will be wider where detention ponds are located. Another open greenway is recommended following the general alignment of the non-navigable segment of the northern intermittent

stream located east of Portage Road and north of Hoepker Road. This greenway also may contain detention facilities, and is proposed to extend east to the proposed neighborhood park also illustrated on the Land Use and Street Plan (**Map 6**).

Detention Basins. Currently, dry detention basins are recommended to promote infiltration and collect sediment before stormwater is released to wet basins, wetlands, or streams. Preliminary locations for stormwater detention and retention basins are shown on the Land Use and Street Plan, but the ultimate locations may be different, as discussed in the Stormwater Management section of the plan.

Erosion Control during the Construction Phase of Development. City and State regulations on erosion control have been greatly strengthened in recent years, and now include a system of best management practices and specific staff assigned to review, approve and inspect erosion control plans. It is recommended that special emphasis be placed on inspection of construction sites adjacent to the intermittent streams and wetlands that feed Starkweather Creek due to the more immediate impact that uncontrolled erosion would have from those locations.

As noted elsewhere in this plan, development in the Pumpkin Hollow neighborhood will also need to comply with all special regulations related to shoreland development adjacent to wetlands and waterways. These include development setback requirements and maximum building coverage restrictions.

The recommended stream improvements, wide stream and greenway buffers, stormwater management facilities, and enforcement of City and State regulations have the potential to reduce soil erosion and agricultural runoff and improve the quality of water entering Starkweather Creek and Lake Monona, compared to its current condition. However, as pavement and urban development replace cropland, the intermittent streams will remain major downstream conduits of potential new sources of pollution associated with urban activities, including heavy metals and hydrocarbons from motor vehicles. It is essential, therefore, that planning and construction within the Pumpkin Hollow neighborhood ensure that uncontrolled stormwater runoff and contaminants are prevented from reaching the intermittent streams and wetlands that feed the creek.

Token Creek Park

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

Area, it is expected that the additional parklands will be primarily devoted to the conservation, restoration and enjoyment of the special natural features present here, and not for development of sports playing fields, for example, or similar recreational uses that could locate anywhere.

Regardless of other possible changes to the park, the County is interested in relocating the park entrance from its current location on U.S. Highway 51, to a new location accessed from Portage Road. The park entrance was formerly located on Anderson Road and the Parks Division would like to revert back to that location. A paved entrance road still exists at Anderson Road but is currently gated off. Because of the extensive wetlands north of the park and the Sommer Valley Circle subdivision directly to the east, the only feasible east side entrance to the park is along or near its southern boundary, and the former Anderson Road entrance may be the most practical alternative. When the entrance was on Anderson Road, however, nearby residents expressed concerns related to traffic, parking and other park activities. Modifications to Anderson Road, a well-designed park entrance, a slightly different entrance location, and provision of adequate parking inside the park might help mitigate some of these potential impacts.

During preparation of the Pumpkin Hollow Neighborhood Development Plan, the alternatives of locating the park entrance directly on Portage Road, rather than on Anderson Road, or of converting Anderson Road to a park entrance drive, were considered. However, after careful evaluation, it was determined that, on balance, these alternatives did not provide as nearly as many benefits to the future neighborhood, or to the park, as maintaining Anderson Road as a public street and locating the park entrance on it. Anderson Road is an important local street, directly aligned with the recommended new east-west connecting street between Portage Road and Rattman Road, and providing access into the northern portion of the residential area west of Portage Road. An entrance on Anderson Road will provide additional convenient access to the park from within the neighborhood without inconveniencing users coming to the park via Portage Road; and the recommended residential uses along the south frontage of Anderson Road will not only have the park view as an amenity, but will improve security by providing additional “eyes on the park” during times of low usage.

Re-establishing the entrance to Token Creek Park at its former location on Anderson Road is appropriate as a near-term improvement; but in the longer-term, it is recommended that the park entrance be relocated about 400 feet farther east, opposite the northern end of the proposed north-south greenway between the park and Hoepker Road. This location provides an opportunity to use the greenway to create an attractive “exit view” for the park entrance road, and also aligns the park entrance with the planned bicycle trail within the greenway. The Dane County Parks Department is encouraged to incorporate this future entrance relocation into their park development plans, but the recommended eastward shift would not need to occur until there is development south of Anderson Road. The Land Use and Street Plan (**Map 6**) illustrates the relocated park entrance on Anderson Road. The map also shows the recommended slight northward shift in the alignment of Anderson Road through the southeastern corner of the park to align with the proposed east-west “framework” street east of Portage Road. This shift would not need to occur until the exact alignment of the future east-west street is established and that road is constructed.

Proposed City of Madison Parks

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

Area Park

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

Neighborhood Parks

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

Neighborhood Parks provide facilities for active recreation, such as a playground, basketball court, and open field space, but are also intended to provide amenity and more passive enjoyment to the neighborhood through picnic areas, benches, and attractive landscaping that includes canopy trees, shrubs, and may include naturalized areas at some locations. The central neighborhood park is proposed as a more-formal "urban square" with street frontage on all four sides, and residential development on the other side of the streets surrounding the park. This park is not intended to provide facilities for field sports, but will feature more passive sitting areas, gardens, and small-scale recreational amenities like children's play equipment or a basketball half-court. The eastern half of the southernmost neighborhood park is intended to be a conservation area incorporating part of an existing wooded ridge. This potential park conservation area is adjacent to an area to the southeast recommended for private open space conservation.

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

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

Expansion of Existing Town Park

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

Long Views and Overlooks

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

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

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

Southern Open Space Buffer

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

Community Gardens

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

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

In the Pumpkin Hollow neighborhood, a suggested public location for a community garden is within the proposed Area Park located just east of Portage Road. If there is interest in a community garden at this location at the time this park is developed, the garden should be included in the detailed park development plan. Another possible location for a community garden might be at the eastern edge of the Token Creek open space area, adjacent to the lands suggested for a potential conservation subdivision. However, the suitability of this location would partly depend on the level of public access provided to this area, and the compatibility of gardening activities with conservation program objectives.

CIVIC AND INSTITUTIONAL USES

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

Potential Elementary School Site

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

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

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

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

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

Burke Lutheran Church

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

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

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

TRANSPORTATION RECOMMENDATIONS

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

Arterial and Collector Roadways

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

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

Because the houses in the existing subdivision along the north side of Hoepker Road opposite The American Center and Parkway Village are located very close to the road, it is recommended that right-of-way and/or roadway pavement expansions on this segment of the road have an alignment more to the south to the extent practical in order to minimize future impacts on these homes. It is also recommended that additional driveway access to Hoepker Road be limited; and the layout of the planned new residential areas adjacent to Hoepker Road is designed to have lots take access from interior local streets rather than directly from Hoepker Road. Although it is recommended that direct driveway access to Hoepker Road be limited, land uses adjacent to the roadway should maintain at least a secondary orientation to Hoepker 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 Hoepker Road but have driveway access via an alley at the rear, and developments that effectively front on both Hoepker and on an interior street that provides driveway access, but which have walkways and entryways to both streets.

State Highway 19. State Highway 19 will continue to serve as an important east-west arterial in northern Dane County. It will probably see an increase in traffic after completion of the planned North Mendota Parkway to the west, which utilizes a stretch of STH 19. Although the Wisconsin Department of Transportation currently has no plans to expand this highway, the 2030 Regional Transportation Plan anticipates a potential need for a four-lane divided roadway with bicycle facilities, in a 120-foot right-of-way. It is not certain how feasible expansion of this

segment of STH 19 may be, but the Pumpkin Hollow Neighborhood Development Plan recommends only very limited development south of STH 19, in any case, and any future uses planned in this area can easily be designed to allow for potential future roadway expansion. Managing street and driveway access along STH 19 is also among the goals of the Wisconsin Department of Transportation. Consideration of future access limitations on STH 19 should allow for continued access to the limited development that currently exists or which may occur on lands south of the highway at a future time, since these properties are isolated from the rest of the planning area by Token Creek and its associated tributaries and wetlands, and alternative access to other interior streets cannot reasonably be provided.

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

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

Interstate Highway 39-90-94. Currently, no direct access to Interstate Highway 39-90-94 is provided within the Pumpkin Hollow planning area, although the neighborhood has convenient Interstate access via three existing Interstate interchanges within a few miles. From time-to-time, direct access to Interstate 39-90-94 at either Hanson Road or Hoepker Road has been suggested as one possible improvement to meet future regional transportation needs. The 1992 Rattman Neighborhood Development Plan recommended exploration of a possible interchange at Hanson Road, but that concept has since been superseded by current recommendations for realignment of Hanson and Portage Roads and a new bridge over the Interstate to provide more-direct Eastpark Boulevard-Hanson Road access to USH 51 (which has an interchange with I 39-90-94 about one-mile north of the Hanson Road intersection). The Site Analysis Map in

the 2000 Hanson Road Neighborhood Development Plan notes “Possible I 90-94 Access” at Hoepker Road, but there is no discussion of possible Interstate access in the plan, and it is not included in the plan’s transportation recommendations. The 2006 Regional Transportation Plan recommends that a study be conducted of a potential additional access to Interstate 39-90-94 at Hoepker Road. Proponents of this recommendation wanted to evaluate the possibility of a partial interchange that would increase accessibility to the Dane County Regional Airport and employment uses near the airport.

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

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

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

Some segments of the expanded Portage Road right-of-way may need to be shifted westward or eastward from the current centerline in order to maintain adequate distance from the existing homes and the Burke Lutheran Church cemetery, which are located in close proximity to the current paved roadway. Future roadway improvements should be particularly sensitive to the

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

terrain and natural features of the segment of Portage Road south of Hoepker Road. Although there will be a median, driveway access will generally be allowed along Portage Road, and having fronting homes will add character and activity to the street.

Rattman Road. Rattman Road is also expected to remain a collector roadway, but future traffic volumes may necessitate expansion to four lanes. Bicycle lanes are also recommended on Rattman Road. The residential subdivisions along both sides of the highway make it unfeasible to widen the Rattman Road right-of-way sufficiently to include a median in a future roadway expansion and still maintain adequate distance from the existing homes. A four-lane road without a median would require less right-of-way. Future improvements to Rattman Road will primarily be the responsibility of the Town of Burke and the City of Sun Prairie since only a short segment of the west frontage is within the Madison Boundary Adjustment Area.

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

Local Streets

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

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

Rather than being perfectly straight, longer neighborhood streets are planned to include curves and bends that will add interest and provide views of the streetscape in the distance while traveling through the neighborhood. Many local street segments also end opposite planned

parks and activity areas to provide interesting terminal views; and all proposed parks have significant public street frontage to increase visibility and accessibility.

The recommended street pattern largely respects existing property boundaries and minimizes the creation of oddly-shaped areas where property lines meet. In some cases, however, the most effective street pattern does leave small areas of a property that would be difficult or impossible to develop efficiently as a separate parcel. In these cases, property owners are encouraged to swap land with adjacent owners to create parcels more suitable for development.

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

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

Roundabouts

Roundabouts provide a cost-effective, safer alternative to other methods of traffic control at many types of street intersection. Well-designed roundabouts can reduce traffic speeds while also improving traffic flow and increasing safety for pedestrians and bicyclists. Several roundabouts are conceptually illustrated on the plan maps at selected intersections, but other intersections may also be good locations. It is recommended that the alternative of a roundabout be considered at all intersections where traffic signals are planned or may be planned in the future.

Pedestrian and Bicycle Facilities

Pedestrian mobility in the Pumpkin Hollow neighborhood is encouraged by the interconnected “grid-like” street system which provides multiple routes to most destinations. All City of Madison streets will have public sidewalks and are designed to also accommodate bicycle travel.

Mid-block pedestrian/bicycle paths are recommended where a reasonably direct street connection is not available. Marked bicycle lanes are recommended on principal streets, as well as off-street multi-purpose trails integrated with existing and planned regional bicycle facilities.

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

Marked Bicycle Lanes. Marked bicycle lanes are recommended on STH 19, Hoepker Road, Portage Road and Rattman Road, which are all classified as either arterial or collector roadways. The bicycle accommodation on STH 19 might be off-street rather than on-street, depending on the design of future improvements to that highway. Bicycle lanes are also proposed on the local neighborhood “framework” street connecting Rattman Road and Portage Road, and on Anderson Road between Portage Road and the Interstate Highway. These east-west streets are not expected to carry a large volume of vehicle traffic, but they provide another connection for bicycle travel between the two collector roadways, as well as a direct route from Main Street and the existing bicycle path located at the south end of the Weybridge subdivision in Sun Prairie to Token Creek Park and the potential Anderson Road pedestrian/bicycle overpass at Interstate Highway 39-90-94. This route would also connect with the off-street path in the greenway between Hoepker Road and Token Creek Park.

Local Street Network. While a few roadways are planned to have dedicated bicycle lanes, the recommended Pumpkin Hollow street network also provides alternative routes for bicycle travel through the neighborhood on local streets that are relatively direct and continuous, but which have generally lower traffic volumes. The exact street alignments shown in a neighborhood development plan are often modified as successive individual developments are approved, but it is important that the street linkages providing these low-traffic bicycle routes be maintained.

Map 9 identifies three “Local Through Streets for Bicyclists” that provide alternate low-traffic bicycle routes through the neighborhood or to important neighborhood destinations. One route begins at a connection with an existing off-street bicycle path in Sun Prairie, runs westward past the proposed Area Park and potential school site, and then curves south through the Mixed-Use Neighborhood Center to intersect with the recommended East-West pedestrian/bicycle path south of Hoepker Road. Another route extends north from Hoepker Road along local streets located approximately mid-way between Portage Road and Rattman Road, and then branches to each of those streets in the northern part of the neighborhood. The third route comprises a portion of the proposed east-west combination on-street/off-street pedestrian/bicycle path located about one block south of Hoepker Road. While only three Through Streets for Bicyclists are specifically identified on **Map 9**, it is also important that the street connectivity be maintained generally as the neighborhood develops.

Off-Street and Combined On-Street/Off-Street Pedestrian-Bicycle Paths. In addition to marked bicycle lanes on major streets and highways, and the alternative bicycle routes provided by the local street network, other bicycle/pedestrian routes through the Pumpkin Hollow planning area are recommended as off-street paths, or as routes that utilize a combination of on-street and off-street segments. The longer off-street and combined on-street/off-street routes connect with the regional bicycle trail system, while shorter, primarily off-street paths provide additional linkages or amenity within the neighborhood. These are all proposed as multi-purpose paths and would accommodate both bicycle and pedestrian travel. On-street segments of combined on-street/off-street routes will not have marked bicycle lanes, but the streets will have sidewalks for pedestrians.

East-West Path. The proposed east-west pedestrian/bicycle path is located about one block south of Hoepker Road, . It combines segments of existing local streets, future street segments designated as Local Through Streets for Bicyclists, and off-street paths to create a low-traffic pedestrian/bicycle route between American Parkway and the Interstate Highway. This path begins as an off-street path within the Hoepker Road right-of-way extending eastward from the planned Starkweather Creek path that will be constructed over an existing sanitary sewer line within the lowlands adjacent to the Center for Industry and Commerce west of Interstate 39-90-94; crosses over the Interstate on the Hoepker Road bridge; and continues along the south side of Hoepker Road to the eastern edge of the wetland south of Hoepker. The path follows the wetland edge south until it turns eastward as an on-street path along segments of future local streets planned to serve residential development both east and west of Portage Road until it reaches The American Center. An off-street path segment crosses the northern portion of The American Center and connects with an existing street in the Parkway Village subdivision. The route then crosses American Parkway to connect with an existing pedestrian/bicycle path south of the Providence subdivision in Sun Prairie. Eventually, the east-west path will also link up with a future path through the Community Separation Open Space area between Hoepker Road and USH 151 which will connect with other Madison neighborhoods to the south.

Along its route, the east-west path has connections with a potential future off-street path crossing beneath the Interstate Highway south of Hoepker Road, with the proposed off-street path located in the greenway between Hoepker Road and Token Creek Park, with the two recommended north-south Local Through Streets for Bicyclists, and with a recommended pedestrian/bicycle connection into The American Center. The east-west path also provides access to an overlook view point in The American Center Wildlife Retreat Area. Although bicycle lanes are planned on Hoepker Road, the east-west path will provide a lower-traffic alternative for riders not comfortable sharing an arterial roadway. Until the planned local street network south of Hoepker Road is constructed, consideration might be given to locating additional segments of the path off-street within the Hoepker right-of-way on a temporary basis.

North-South Path. The recommended north-south pedestrian/bicycle path is an off-street facility located within the planned open drainageway extending between Hoepker Road and Token Creek Park. Inside the park, the path will likely be located on or adjacent to the interior drive that winds through the park. The specific location and design of pedestrian/bicycle improvements within Token Creek Park will be determined as part of park master planning in 2008. It is recommended that the proposed Anderson Road entrance to Token

Creek Park eventually be relocated about 400 feet eastward from its former/current location so that the entrance will align with the north-south path. It is also recommended that the pedestrian/bicycle path cross Anderson Road just west of the roadway entrance to the park to minimize potential conflicts with vehicular traffic using the park entrance. The Dane County Parks Department is encouraged to incorporate this future entrance relocation into their park development plans.

The north-south pedestrian/bicycle path will eventually connect via the east-west path with the planned Starkweather Creek path over the sanitary sewer line east of Interstate 39-90-94. It will also connect through Token Creek Park with a planned path within the Savannah Brooks development in DeForest that will extend to STH 19; and eventually should continue to the north. The proposed Pumpkin Hollow north-south bicycle path will help provide an off-street connection between Madison and DeForest that is currently lacking according to the 2030 Regional Transportation Plan.

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

Park-School Path. A short off-street pedestrian/bicycle path is recommended through the planned Area Park east of Portage Road to provide an alternative route to the proposed public school site.

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

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

end of Sommer Valley Circle. This path would be primarily for the convenience of Sommer Valley residents and would only be established if they supported the concept. If this path is implemented, issues related to ownership, access control, and maintenance responsibility will need to be addressed.

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

Potential Interstate Highway Underpass. A future off-street pedestrian/bicycle path is recommended extending south from Hoepker Road along the western edge of the wetland to a proposed underpass beneath the Interstate Highway to provide another connection with the Starkweather Creek path toward the Madison Area Technical College. This facility is probably a long-term alternative. At the time that this underpass is constructed, a more-direct connection across the wetland to the east-west path south of Hoepker Road might also be considered.

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 Pumpkin Hollow neighborhood probably will not be financially feasible for the foreseeable future.

Initial service to the neighborhood 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. There might also be a potential for a 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.

OTHER PUBLIC UTILITIES AND SERVICES RECOMMENDATIONS

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

Sanitary Sewer Service

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

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

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

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

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

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

All developing parcels can expect one or more charges from the Madison Sewer Utility for the privilege of connecting to public sewer. This charge can be in the form of an impact fee, direct or deferred assessment, or a simple connection charge. Certain parcels could reside in multiple fee districts. These charges represent a prorated share of the cost for the City to extend sewer to serve the respective parcel. Additionally, all parcels will incur sewer area charges from the Madison Metropolitan Sewerage District for both downstream facilities and treatment plant connection charges. All costs are adjusted annually for interest or inflation.

Public Water Service

Water Distribution System. The design of the water supply system to serve the Pumpkin Hollow Neighborhood should be anchored on the concept of sustainability. Sustainability would occur if the projected water use of the neighborhood should come from the neighborhood.

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

Reservoirs and Wells. Pressure Zone 123 is pressurized by the Cross Hill water tower located near Nelson Road and USH 151. This tower has the ability to provide appropriate water pressure to elevations between about 900 feet to 1,040 feet U.S.G.S., which should be sufficient to serve future development in the planning area. No additional water towers are planned within the Pumpkin Hollow planning area.

Development in the Pumpkin Hollow planning area, and on the northeast side of the City of Madison generally, will increase the demand for water and eventually may require new municipal wells to ensure a reliable supply. The Madison Water Utility has already acquired a well site in the Center for Industry and Commerce west of Interstate Highway 39-90-94 (Unit Well 35), and the Water Utility Master Plan identifies other potential future well sites within and near the Pumpkin Hollow planning area. Unit Well 38 is proposed to be located on the ridge within the Pumpkin Hollow Neighborhood, and Unit Well 39 is located east of American Parkway.

The Madison Water Utility's Hydraulic Model indicates a need for one or more of these wells by 2025. In addition, existing wells, which are presently being operated, are being monitored for contaminants, including volatile organic compounds. These wells include Unit Well 15, which serves the northeast side of the City.

There are potential negative effects of municipal well pumping near Token Creek on the creek and on other springs and seepages that provide critical base flow to Cherokee Marsh and the Madison lakes. The limited available data suggest that the groundwater supplying the Token Creek springs may primarily be coming from north of the creek.

The presence and characteristics of the Eau Claire Shale aquitard beneath the area shall 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 being reviewed by the Department of Natural Resources to address these situations.

The Madison Water Utility has just concluded its most recently commissioned pump tests of Unit Well 29, which serves the east side of the City. That test recommended an average annual pumping rate of 50 percent of the maximum capacity of the well in order to minimize the movement of groundwater between the upper and lower aquifer and the movement of pollutants. Similar tests shall be conducted on new neighborhood wells to assess aquifer characteristics with the results being used to develop proper pumping strategies for area aquifers.

Stormwater Management

The Land Use and Street Plan (**Map 6**) illustrates a basic framework of proposed stormwater management facilities within the Pumpkin Hollow planning area, including open greenways and stormwater detention and retention areas. The map does not show connecting segments of underground storm sewer that will be needed at some locations. The facilities shown on the map are preliminary, but their locations and approximate sizes are based on an analysis of drainage patterns and the amount of land and potential future development within the many sub-basins in the planning area. Detailed stormwater management planning and engineering for specific development projects may result in some modifications to these conceptual facilities, but it is expected that any revisions will be essentially consistent with the recommended Land Use and Street Plan. In no case will stormwater be allowed to flow directly from streets or developed areas into Starkweather or Token Creek or their associated wetlands. All stormwater not retained on site will be directed to planned drainage swales, retention and detention facilities, or infiltration facilities designed to protect streams and wetlands from sediment or other pollutants and release water to these bodies at managed rates.

For existing conditions and post development conditions, stormwater management is handled by the Madison Storm Water Utility. The Storm Water Utility has been in existence since 2001, and imposes user fees to all City of Madison parcels from the time of their annexation to the

City to provide this service at a level determined by the Common Council to meet the expectations of the public.

Open drainageways. Much of the more significant stormwater conveyance within the planning area is planned within open greenways rather than through storm sewers. Open drainageways provide environmental benefits, including increased opportunity for water to infiltrate back into the ground, and also create open space amenities within the neighborhood. Greenways generally are recommended to be 75 to 100 feet in width and planted with species that provide effective sedimentation and infiltration. The natural appearance of these drainageways can also provide a visual amenity and land use buffer, and in some cases may also provide a location for a pedestrian path or bicycle trail. 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, which would likely result in severe erosion. The plan for stormwater conveyance, therefore, largely avoids these areas. Planned detention facilities located adjacent to these waterways will gradually release stormwater into the waterway at rates similar to the pre-development rate. Measures to limit erosion should be taken in all drainage areas including the navigable waterways. In some cases, this may include selective removal of trees and smaller brush from natural stream courses to let in more sunlight and promote the growth of ground cover that will help stabilize the slopes.

The open space corridors shown on the Land Use and Street Plan and other plan maps illustrate the recommended minimum width of the area along the corridor that should be maintained in a relatively natural, undeveloped state. In some cases, the corridor indicated on the maps may be wider than the corridor that will be acquired by the public for stormwater management or other purposes—typically as part of subdivision approvals. Portions of the corridors illustrated on the map may remain located on adjacent private property along the public greenways. Note also that lands adjacent to wetlands and streams may be subject to special regulations that are applicable to an area larger than the green corridors illustrated on the plan maps.

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

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

development planning, and will vary based on the type of development proposed, the stormwater management mechanisms used within the development, soil conditions and applicable stormwater regulations.

Stormwater Management in the Token Creek Watershed. Token Creek is an important and sensitive water resource, and relatively restrictive stormwater management regulations are required to protect the Creek's cold water and steady base flow. These regulations might be more restrictive by the time that development in the Pumpkin Hollow neighborhood reaches this watershed. In any case, an increasing understanding of the resource and more advanced stormwater management techniques should improve the ability to mitigate the impacts of future development on the Creek. Two potential stormwater management techniques applicable to the Token Creek watershed that have been discussed by the new Capital Area Regional Planning Commission are outlined below:

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

These potential stormwater management techniques would make stormwater infiltration the principal approach to groundwater recharge and mitigation of cumulative groundwater impacts. However, the proposed approaches would not be feasible or reasonable in an urban context, particularly in regard to the proposed pumpage offsets---which also ignore important issues related to potential groundwater contamination. A broader strategy is recommended that would take account of many other potential approaches to reducing and reversing groundwater drawdown, both locally and regionally, and to protecting the base flow supporting surface water resources of special quality. It is recommended that the City work with County, Regional Planning Commission, and Wisconsin Department of Natural Resources staff to develop a comprehensive multi-jurisdictional strategy to protect and preserve groundwater resources which includes realistic infiltration requirements that can effectively be implemented in new development areas.

The ability of a particular development to comply with any infiltration recommendations will be partly dependent on specific site characteristics, such as the types of soils and the ability to infiltrate stormwater; and soil conditions could require modifications to the development locations and development densities recommended in the Land Use and Street Plan for the

Pumpkin Hollow neighborhood. The possible need for modifications to the neighborhood plan will be considered at the time of future specific development proposals when more-detailed information about soil conditions will be available.

Police Protection Services

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

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

Fire and Emergency Medical Services

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

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

Streets and Sanitation Services

The Madison Street and Sanitation Division will provide solid waste collection, street repair, street cleaning and snow and ice control to the City of Madison portions of the Pumpkin Hollow planning area. Solid waste collection is provided primarily to single-family dwellings and smaller apartment projects because most larger apartments and commercial establishments contract with private firms for this service. The City does provide collection service to apartment and commercial properties if certain requirements can be met. Large items and

recyclable materials are also collected, as is yard waste and brush on a monthly basis, and leaf collection in the Spring and Fall. Currently, these services are provided to the Pumpkin Hollow neighborhood from the East Side Public Works Facility located on Sycamore Road.

DEVELOPMENT PHASING

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

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

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

The following Development Phasing Areas are identified:

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

Phasing Area A will encompass the broad range of land uses recommended for the neighborhood, including the primary neighborhood activity center. It is recommended that the City request an amendment to the Central Urban Service Area to include Phasing Area A as soon as the Pumpkin Hollow Neighborhood Development Plan is adopted.

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

While a general A to D sequence for beginning development within the four defined Phasing Areas is broadly assumed, it is not intended that the start of development in any phasing area

⁹ See the description of Protected Areas in the footnote on Page 16.

necessarily should be deferred until such time as development within any other phasing area extends to a particular location, or reaches a certain percentage of full build-out. Simultaneous development at multiple locations within the planning area can benefit the neighborhood by increasing development opportunities and choices, and by facilitating completion of desirable street connections and improving accessibility. The appropriate time to begin development in any phasing area will depend more on the availability of City infrastructure improvements and services than on the pace of development in other phasing areas.

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

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