

PUMPKIN HOLLOW NEIGHBORHOOD DEVELOPMENT PLAN

Recommendations for Land Use and Development

DRAFT

**City of Madison
Department of Planning & Community & Economic Development
Planning Division**

October 2007

PUBLIC REVIEW DRAFT: TEXT NOT FORMATTED. PICTURES NOT INCLUDED.

[This page intentionally left blank]

TABLE OF CONTENTS

INTRODUCTION	1
BACKGROUND INFORMATION AND PLANNING CONTEXT	3
PUMPKIN HOLLOW NEIGHBORHOOD PLANNING AREA	3
MUNICIPAL JURISDICTION.....	3
PROPERTY OWNERSHIP	3
SCHOOL DISTRICTS	4
TOPOGRAPHY AND NATURAL FEATURES.....	4
EXISTING LAND USE	8
EXISTING ZONING.....	11
EXISTING TRANSPORTATION FACILITIES.....	12
EXISTING ADOPTED PLANS.....	14
RECOMMENDATIONS	19
GENERAL DEVELOPMENT CONCEPT.....	19
TRADITIONAL NEIGHBORHOOD DEVELOPMENT PRINCIPLES	20
RECOMMENDED LAND USE.....	22
RESIDENTIAL USES AND HOUSING TYPES	22
MIXED-USE NEIGHBORHOOD CENTER.....	34
POTENTIAL OFFICE/EMPLOYMENT AREAS.....	37
PARKS AND OPEN SPACE	39
CIVIC AND INSTITUTIONAL USES.....	46
TRANSPORTATION RECOMMENDATIONS	48
OTHER PUBLIC UTILITIES AND SERVICES RECOMMENDATIONS	56
DEVELOPMENT PHASING.....	61
PLAN IMPLEMENTATION	64

[This page intentionally left blank]

PUMPKIN HOLLOW NEIGHBORHOOD DEVELOPMENT PLAN

INTRODUCTION

The Pumpkin Hollow Neighborhood Development Plan was prepared to guide the future growth and development of a new residential neighborhood located on the City of Madison's northeast side.

The Pumpkin Hollow planning area has been recognized as a potential location for future urban expansion since the 1990 Peripheral Area Development Plan, which identified lands at the edges of the city most suitable for Madison's near and longer-term growth. An update of the Peripheral Area Development Plan completed as part of the 2006 City of Madison Comprehensive Plan identified the planning area as having near-term potential for beginning urban development, and recommended that a detailed plan for the neighborhood be prepared and adopted.

The Pumpkin Hollow Neighborhood Development Plan was prepared through a joint planning effort that included the participation of neighborhood residents and property owners, City staff and officials, representatives of other municipalities, and other interested individuals and organizations. Throughout the planning process, there was communication between property owners, neighborhood residents and City staff as public and private planning objectives were identified. Three public meetings were held at Burke Lutheran Church in the planning area to present and discuss background information, preliminary concept plans, and the draft neighborhood development plan. The neighborhood development plan reflects an effort to balance the interests and objectives of all participants, while providing a comprehensive long-range vision for future neighborhood development.

The Pumpkin Hollow Neighborhood Development Plan includes recommendations for land use and design, open space preservation, transportation, urban services delivery, development phasing and plan implementation. It will be adopted as a supplement to the City of Madison Comprehensive Plan as a guide for future development within the planning area and the vision against which future development proposals will be evaluated.

[This page intentionally left blank]

I

BACKGROUND INFORMATION AND PLANNING CONTEXT

PUMPKIN HOLLOW NEIGHBORHOOD PLANNING AREA

The Pumpkin Hollow neighborhood planning area is generally bounded by Interstate Highway 39-90-94 and the present or future limits of the Village of DeForest on the west, State Highway 19 on the north, Rattman Road and the northern segment of Portage Road on the east, and The American Center on the south. **See Map 1.** The planning area covers encompasses 2,192 acres, of which approximately 753 acres are developed or comprise public parkland or other preserved open spaces, and 1,278 acres are undeveloped vacant and agricultural lands. The remaining 161 acres are street rights-of-way.

MUNICIPAL JURISDICTION

The lands covered by the Pumpkin Hollow Neighborhood Development Plan are currently either in the City of Madison or the Town of Burke. About 406 acres, or 19 percent of the total planning area, are in the City of Madison, and about 1,786 acres, or 81 percent of the total, are in the Town of Burke. **See Map 2.**

The majority of the land within the planning area that is currently in the Town of Burke will eventually come into the City of Madison under the terms of the Town of Burke, Village of DeForest, City of Sun Prairie and City of Madison Cooperative Plan¹. The Cooperative Plan also provides that development within the portion of the neighborhood that will become part of Madison will be guided by the City of Madison's adopted plans, policies, standards and procedures; and may require attachment to the City at the time of development. However, the Pumpkin Hollow planning area also includes several existing Town of Burke residential plats and vacant properties located along the west frontage of Portage/Rattman Road that will eventually become part of the City of Sun Prairie. Future urban development in these areas will be guided by Sun Prairie's plans, but they are included in the Pumpkin Hollow planning area because they form the core of the neighborhood now, and will continue to be an important part of the neighborhood as it develops in the future, regardless of municipal jurisdiction. It is also essential that land use and transportation recommendations for the entire neighborhood be carefully coordinated between municipalities, and the Cooperative Plan provides multiple opportunities for the participating jurisdictions to work together on shared planning and service delivery issues.

PROPERTY OWNERSHIP

Except for the existing residential subdivisions along the west frontage of Rattman Road, the Sommer Valley Circle and Terrace Parklands subdivisions west of Portage Road, and a number of smaller, primarily residential, parcels located along the existing roadways, the majority of the land within the Pumpkin Hollow planning area consists of relatively large, unplatted parcels of

¹ Referred to hereafter as the Burke Cooperative Plan. Additional information on the Burke Cooperative Plan is presented on pages 17 and 18.

agricultural or vacant land. Most of the future development in the neighborhood will occur on these larger parcels, but not all of these lands are recommended for developed uses. Some of the smaller parcels also have limited potential for additional subdivision and development--- particularly on the rear portions of very deep lots extending back from the existing roadways. Larger properties within the planning area are shown on **Map 2** and listed in **Table 1**.

[**Table 1** is on Following Page]

SCHOOL DISTRICTS

Most of the Pumpkin Hollow planning area is within the DeForest Area School District and is currently served by Windsor Elementary School, DeForest Area Middle School and DeForest Area High School. The Rattman Heights subdivision and other residential and vacant properties in the southeast corner of the neighborhood north and west of the Hoepker and Rattman Road intersection are within the Sun Prairie Area School District and currently served by Horizon Elementary School, Prairie View Middle School and Sun Prairie High School. School district boundaries were not changed by the Burke Cooperative Plan and will not be affected by future changes in municipal jurisdiction. See **Appendix Map 1**.

TOPOGRAPHY AND NATURAL FEATURES

Topography

The topography of the Pumpkin Hollow planning area is generally gently rolling, with the northern half of the planning area sloping to the northwest and the southern half of the planning area sloping to the southwest. The elevation ranges from approximately 856 feet to 1,024 feet U.S.G.S. The lowest elevations are found in the Token Creek and Starkweather Creek basins. The highest elevations are found along subtle ridgelines west of Rattman Road. The greatest topographic relief is found in the area between Portage Road and Token Creek, and in the southern portion of the planning area south of Hoepker Road where there are a series of ridges, steep hillsides and valleys. Topography and other natural features are shown on **Map 3**.

Watersheds, Streams and Waterways

The Pumpkin Hollow planning area includes parts of three watersheds. The northern portion of the planning area is in the Token Creek watershed; the southern portion of the planning area is in the Starkweather Creek watershed; and a small area in the southwest corner of the planning area is in the Upper Koshkonong Creek watershed.

Token Creek. Token Creek, one of the area's most significant water resources, travels through the northern portion of the planning area. The creek originates from an area of springs northeast of the planning area, and is supplemented by springs, tributaries and drainageways located along the creek basin. Token Creek flows to the southwest where it eventually empties into the Yahara River, providing up to 50 percent of the Yahara River base flow during the dry season.

Table 1: Property Ownership

Owner	Acres
Dane County	417.5
Peterson, Janice M.; Schmidt, Nancy J. et. al.	115.2
Harbison, John & Rosemary	106.7
CVH LLC	101.9
Hoel, Michael; Orvick, Ruth Hoel	79.8
Yelk Family Trust	76.3
Neuman, Ronald J.; Pionkowski, Jerome et.al.	75.7
Danielson, Norman C.	75.6
Jahn, Curtis P. & Sandra K.	71.9
Bostad, Marshall J. & Shirley J.	71.2
Harbort Living Trust	70.5
American Family Insurance Corporation	69.8
Hoepker Trust, Donald & Juanita Hoepker	66.5
Paulson Investments LLC	47.5
Burke Lutheran Church	34.6
Graff, William	26.7
Hanson Rev Tr., Geraldine A.; Hanson T. B, Harold	19.4
Porter LE, Bernard R.; Kendall Investments	19.4
Zeier, Norbert G. & Margaret Zeier et. al.	16.2
Orvick, Ruth Elaine	14.4

Since springs provide much of the Token Creek base flow, its water temperature ranges between about 50 and 60 degrees. Token Creek and some of its tributaries are designated as a “Coldwater Community.” Rivers and streams designated as Coldwater Communities have special protections because the low water temperature must be maintained in order to support certain fish species such as trout. Proposed developments on properties within the Token Creek watershed may be required to demonstrate that stormwater from the development will not cause an increase in the temperature of Token Creek or its tributaries.

It is thought that Token Creek supported trout before settlers dammed the creek to establish a mill near the creek headwaters. The mill and other factors degraded the quality of the stream. In recent years, however, several organizations have been actively involved in efforts to preserve lands near Token Creek, and in restoration projects to improve the quality of the stream and its environs. Some of the activities include narrowing the stream, stabilizing the stream bank, removing nuisance vegetation, and adding in-stream fishery habitat.

Token Creek currently supports self-reproducing brown trout. The Wisconsin Department of Natural Resources has been modestly stocking brook trout and would like to continue improvement of the stream to the point where it can naturally support this species. While most of the land preservation and stream restoration activities to date have been focused north of STH 19, there have also been some activities south of the highway, and the property owners in this area have been good stewards of the Creek.

Starkweather Creek. The southern half of the planning area contains the headwaters of the West Branch of Starkweather Creek. Starkweather Creek flows southwest under the Interstate Highway through the Hanson Road Neighborhood and eventually enters Lake Monona at Olbrich Park. Limited base flow and location within a highly developed area have resulted in generally poor water quality in Starkweather Creek, and maintaining base flow and water quality in the headwaters area is important to help prevent further degradation.

Natural Resource Areas. The Dane County Parks and Open Space Plan designates lands near Token Creek and Starkweather Creek as Natural Resource Areas. Natural Resource Areas are larger corridors containing valuable natural resources recommended for preservation, and typically include features such as steep topography, water bodies and waterways, wetlands, prairie, forests and agricultural working lands. Resource Areas contain both public and private land, and participation by private property owners in conservation programs is voluntary. Permanent 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.

Special Regulations for Navigable Waterways. During the planning process, staff from the Wisconsin Department of Natural Resources field checked the mapped streams in the Pumpkin Hollow planning area to determine if any of the streams were navigable. Streams are considered navigable if they can float a small watercraft under defined conditions. Token Creek and the two tributaries that flow into it from the north are navigable. The portion of the Starkweather Creek headwaters between Portage Road and the Interstate Highway is also considered navigable.

Navigable waterways must be maintained as open drainageways, and also are subject to the requirements of the Dane County shoreland zoning regulations. Shoreland areas are defined to

include all lands within 300 feet of the ordinary high-water mark or the landward side of the floodplain of the navigable reaches of rivers and streams. Special regulations applicable to shoreland areas include:

- Lots served by sanitary sewer must be at least 15,000 square feet in area.
- Lots must be at least 100 feet in width at the building setback line.
- The footprint of primary and accessory buildings cannot occupy more than 30 percent of each lot.
- Buildings must be set back at least 75 feet from the ordinary high-water mark of the waterway.

Wetlands and Floodplains

According to the Wisconsin Department of Natural Resources Wetland Inventory Maps, the lower elevations of the Token Creek and Starkweather Creek basins include extensive wetlands. There is also a small wetland that straddles the Kaioula, Zeier and American Family Insurance properties south of Hoepker Road. Wetlands as shown on the Wetland Inventory Maps are preliminary determinations based largely on the interpretation of aerial photographs, and the exact boundaries of wetland areas must be delineated in the field prior to development. The wetland on the Hoepker property in the southwest quadrant of the Hoepker and Portage Road intersection has been field-delineated at this time. Other mapped wetlands will also need to be field-delineated as part future development proposals. Federal Emergency Management Agency flood plain maps also classify many of the mapped wetland areas as being within the 100-year floodplain. Special regulations apply to developments that contain or are adjacent to wetlands or floodplains.

Soils

According to the Natural Resource Conservation Service Soil Survey of Dane County, soils in the Pumpkin Hollow planning area are predominantly well-drained and moderately-well-drained deep silt loams and loams. These soils are very typical in Dane County and should not have a major impact on the development potential of lands. Hydric soils and soils with hydric inclusions are located in areas near Token Creek and Starkweather Creek, and in some lower areas along natural drainageways. Hydric soils are generally less suitable for development, and are primarily found within wetland and floodplain areas where development is limited or not recommended, or where stormwater management facilities are likely to be located, in any case. However, soil conditions will need to be carefully evaluated on any lands with these soil characteristics that may be considered for development.

Woodlands

Significant woodlands remaining within the planning area are primarily found on hillsides, ridges and other areas with steeper slopes, such as the gullies that contain intermittent streams, that were considered less suitable for agriculture or rural residential development. In general, these steep, wooded areas are not recommended for more intensive development. A few smaller stands of mature, high-quality trees also exist at scattered locations within the planning area, and these often can be preserved and incorporated into a well-designed development.

EXISTING LAND USE

The majority of the land within the Pumpkin Hollow planning area is currently agricultural land, public parkland, or vacant undeveloped land. The balance of the planning area consists of a mix of residential, commercial, institutional and industrial land uses. Residential uses, the majority of which are located within existing Town of Burke subdivisions, are the predominant use on lands that are currently developed. Existing land uses are shown on **Map 4** and listed in **Table 2**.

[**Table 2** is on Following Page]

Agricultural and Vacant Land

Most of the land in the planning area is either being farmed or is vacant and undeveloped land. Undeveloped lands include extensive wetland areas and smaller steeply sloped areas that are not suitable for development. There are a few farms within the planning area, but most of the agricultural land is being rented out to farmers in the surrounding area.

Parks and Open Space

Token Creek Park. Dane County's Token Creek Park currently contains about 418 acres and encompasses a segment of Token Creek. Park facilities and amenities include a small campground; shelters for group picnics and outings; playgrounds; a fishing area along the creek; hiking, cross country skiing, and equestrian trails; a boardwalk through a sedge meadow marsh; a disc golf course; and a dog exercise area. Token Creek Park is a tremendous asset to the neighborhood and the passive and active recreational activities in the park serve a wide range of interests and age levels. The County Parks Division recognizes that as the surrounding area continues to develop, park use will increase, and more park visitors will come from the adjacent neighborhoods.

The Parks Division would like to relocate the Token Creek Park entrance from its current location on USH 51 back to its former location on Anderson Road. There are a number of reasons for wanting to move the entrance, including problems with undesirable activities occurring in the park. The park does not have continuous monitoring throughout the day and it is felt that this behavior is encouraged by the current entrance's relative lack of public visibility, coupled with its easy access to USH 51 and a direct link to the Interstate. Concerns from nearby residents on Anderson Road partly prompted the earlier entrance relocation to USH 51, however, and similar concerns may resurface if the entrance is moved back. The paved entrance road at Anderson Road still exists, but currently is gated off.

Town of Burke Parks. Smaller public parks in the planning area include a five-acre park and detention area within the Rattman Heights subdivision, a three-acre park within the Sunburst subdivision, and a two-acre park in the Terrace Parklands subdivision. The Town of Burke owns all of these park facilities.

Table 2: Existing Land Use

Land Use	Acres	% of Total
Residential	246.5	11.3%
Commercial	9.4	0.4%
Industrial/Utilities	1.3	0.1%
Institutional	4.1	0.2%
Parks and Open Space	491.7	22.4%
Agricultural/Vacant	1,278.3	58.3%
Street Right-of-Way	160.5	7.3%
Total	2,191.8	100.0%

While it is also a commercial use, the Pumpkin Hollow Driving Range located southeast of the Hoepker and Portage Road intersection is tabulated as an open space use because the primary land use characteristics of this private recreational business are essentially similar to other open space uses. However, this property may be redeveloped with alternative uses at a future time.

American Center Wildlife Retreat Area. The development agreement between American Family Insurance and the City of Madison established an area along the northern edges of The American Center as the Wildlife Retreat Area. The designated Wildlife Retreat Area includes many higher elevations, steeper slopes and wooded areas as well as open fields. Most of the land within the Wildlife Retreat Area is maintained in a natural state, and only limited activities related to the American Family Headquarters are allowed. One of the primary reasons for establishing the Wildlife Retreat Area was to preserve a natural buffer between this major employment center and the very low density rural and rural-residential areas to the north. In addition to preserving existing high wooded areas, American Family has restored portions of their property formerly cultivated for agricultural uses back to a more native environment, including grasslands, a prairie, oak savannas and ponds. A 46-acre portion of the Wildlife Retreat Area is included in the existing park and open space land uses total acreage.

Residential Uses

Currently, there are about 247 acres of residential land use within the Pumpkin Hollow planning area, and 288 homes. The majority of the residences, 216, are located in Town of Burke platted subdivisions. Terrace Parklands, Sunburst, Rattman Heights and Sherwood Glen are all largely built out. Hoffman Acres has been platted but only two homes have been constructed. Fourteen homes have been built in Sommer Valley Circle, a large-lot subdivision located west of Portage Road. The remaining 56 homes are distributed along the existing roadways and take access from them.

Commercial Uses

Existing commercial uses within the Pumpkin Hollow planning area are limited. A custom sewing business occupies part of the former school building at the northeast corner of Hoepker and Portage Roads; a day care is located west of Portage Road in the northern portion of the planning area; a pet boarding business is located south of State Highway 19; and a small cluster of other businesses is found near the STH 19 intersection with Portage Road. The golf driving range on Hoepker Road is tabulated as an open space land use, but is also a commercial use. Although The American Center extends into the southernmost portion of the Pumpkin Hollow planning area, that part of the Center is within the designated Wildlife Retreat Area and does not represent a commercial land use as typically defined.

Industrial Uses and Utilities

There are no industrial uses in the Pumpkin Hollow planning area, but a small Alliant Energy electrical substation is located in the small development southwest of the intersection of State Highway 19 and Portage Road.

Civic and Institutional Uses

The only institutional use currently present in the planning area is the Burke Lutheran Church and the church cemetery located east of Portage Road. Burke Lutheran Church has identified a need for additional facilities and hopes to be able to expand on their current site.

Historical and Cultural Structures and Sites

The Wisconsin Historical Society Architecture and History Inventory identifies six sites in the planning area. A field verification of these sites revealed that each of the structures has been significantly altered, and most probably do not retain sufficient integrity to be considered historic structures worthy of preservation. However, the oldest portion of the Burke Lutheran Church retains much of its original character---although both the front facade and the interior have been somewhat compromised by later additions. The cemetery beside the church is also a historic part of the neighborhood and still in use today. It is recommended that the oldest part of the Burke Lutheran Church building be preserved, and perhaps an opportunity to partially restore the building back closer to its original appearance may be considered as part of future planning to develop expanded or new church facilities on the site.

Wisconsin Historical Society records indicate a string of four archeological sites located along the south side of State Highway 19. All appear to be pre-Contact camp or village areas of unknown age. No additional development is proposed in this area in the near term, but the status and potential significance of these sites should be evaluated before any development is considered in the future. WHS records also note that two conical burial mounds were reported in the Northeast quarter of Section 10 (generally within the platted areas along the west side of Rattman Road), but the WHS does not have a good location for these mounds and they have since been listed as “presumed destroyed.”

EXISTING ZONING

Existing zoning in the Pumpkin Hollow planning area is a combination of City of Madison zoning regulations, which apply to lands within the City, and Dane County zoning regulations, which apply to lands within the Town of Burke. **See Map 5.**

All of the land within the City of Madison currently is classified A-Agriculture District, except for the portions of The American Center that are within the planning area, which are classified O-3 Administrative Office District. Although zoned O-3 District, allowed uses on the portions of the American Family National Headquarters parcel within the planning area are very limited by provisions of the development agreement with the City of Madison. Although most farming operations and other agricultural uses are permitted uses in the Agriculture District, the district is primarily used as an interim zoning designation on future development lands recently annexed or attached to the City; and properties intended for eventual urban development will be rezoned to a more appropriate zoning classification as part of the future approval of a development project. One of the key factors in determining whether a development should be approved, and which zoning district classification should be assigned, is the consistency of the proposed development with the recommendations of an adopted neighborhood development plan.

Existing uses at the time of attachment to the City may continue under the Agriculture District classification either as conforming or non-conforming uses, but only conforming uses may be expanded.

The Dane County Zoning Ordinance applies to lands in the Town of Burke. Most of the lands currently in Town of Burke are classified A-1 Agriculture District (Non-Exclusive). This district permits agricultural uses, but also allows single-family homes and other selected uses. Some residential and commercial areas in the Town portion of the planning area have A-1 District zoning, but most residential plats are classified R-1 Residence District. A few homes are within the R-H Rural Homes District, and the limited business uses within the planning area include locations with a variety of County commercial, agricultural and residential zoning district classifications.

EXISTING TRANSPORTATION FACILITIES

Roadways

Existing roadways in the Pumpkin Hollow planning area (including the perimeter roadways) are classified as arterial, collector or local roads. Interstate Highway 39-90-94 and State Highway 19 are classified as arterial roads. American Parkway, which is the extension of Rattman Road south of the planning area between Hoepker Road and USH 151, is also classified as an arterial roadway. Portage Road and Rattman Road are classified as collector roads. Hoepker Road is also currently classified as a collector road, but is expected to become a minor arterial road in the future. The remaining roadways within the planning area are classified as local roads and primarily provide access to existing residential subdivisions or home sites. Two other arterial roadways, U.S. Highway 51 and U.S. Highway 151, are located just outside the planning area to the west and south, respectively.

Interstate Highway 39-90-94. Interstate Highway 39-90-94 forms part of the west boundary of the Pumpkin Hollow planning area. There is no direct access from within the planning area, but the neighborhood has convenient access to the Interstate via Hoepker Road and the existing interchange at USH 51, Portage Road and the interchange at STH 19, or American Parkway and the interchange at USH 151. There are currently no plans to provide additional access along this segment of Interstate Highway 39-90-94, although the Regional Transportation Plan recommends that a study of this potential be conducted.

State Highway 19. State Highway 19 forms the northern boundary of the Pumpkin Hollow planning area and is an important regional east-west connection, linking Waunakee to the west with Sun Prairie to the east. Currently only a few properties within the planning area have direct access to STH 19, including the small cluster of businesses near the intersection with Portage Road. West of the planning area, STH 19 is a divided four-lane highway with grade-separated interchanges at Interstate 39-90-94 and USH 51; but it is currently only a two-lane road adjacent to the planning area. Although there are no plans at this time to add lanes to this segment of STH 19, the Wisconsin Department of Transportation recognizes that expected future traffic volumes may be larger than what can be safely accommodated on the existing two-lane road, and does not preclude the possibility that future traffic volumes and developmental pressures will warrant consideration of capacity expansion. WisDOT is currently developing a long-term access plan for the STH 19 corridor.

Hoepker Road. Hoepker Road is one of three primary access routes into the Pumpkin Hollow neighborhood and provides an east-west connection between CTH CV, USH 51 and CTH C. Hoepker Road currently is improved as a two-lane rural roadway, but the amount of traffic is projected to increase significantly and widening will be required to provide additional capacity, particularly with the large regional retail, commercial and residential developments now planned in Sun Prairie near CTH C. The current intersection of Hoepker Road with USH 51 is very hazardous, and a traffic roundabout at this intersection is scheduled for construction in 2008. Future improvements here may include a grade-separated interchange.

Portage Road. Portage Road is the primary north-south connection through the Pumpkin Hollow neighborhood, and together with Rattman Road, will continue to be a major access route into the neighborhood from the north or south. The planned extension of **Eastpark Boulevard** to Portage Road, and realignment of Portage and **Hanson Roads** and the bridge crossing over the Interstate Highway, will greatly improve access to The American Center, both from the neighborhood to the north, and from USH 51 to the east. Portage Road currently is primarily a two-lane rural roadway within the planning area, but has curb and gutter within the Token Creek hamlet at STH 19. Traffic is also projected to increase on Portage Road as the neighborhood and surrounding areas continue to develop, and the road will need to be improved; but it is currently not expected that additional travel lanes will be required.

Rattman Road. Rattman Road forms the eastern boundary of the planning area, and currently provides the principal access to the existing residential subdivisions located along the west frontage. Rattman Road merges with Portage Road about one-quarter mile south of STH 19. South of Hoepker Road, Rattman Road becomes **American Parkway**, which has an interchange with USH 151. The primary entrances to The American Center and to the American Family Insurance National Headquarters are located on American Parkway. Rattman Road currently is primarily a two-lane rural roadway, with urban improvements like curb, gutter and sidewalk along a short segment in Sun Prairie; but projected traffic increases are expected to require roadway widening and additional travel lanes.

Local Streets. Other streets within the planning area include the local streets providing access to the Sommer Valley Circle, Terrace Parklands, Sunburst, Rattman Heights, and Sherwood Glen subdivisions, and to other platted lots adjacent to these subdivisions. Anderson Road extends along the southern boundary of Token Creek Park, and currently provides access only to the small group of homes located just east of the Interstate Highway.

Transit Service

There is no transit service to the planning area at the present time. Madison Metro's Route 25, which travels between the Capitol Square and The American Center, is the closest bus route. This route currently provides reverse commute service to The American Center during weekday morning and afternoon peak service times (6:00 to 9:00 AM and 3:00 to 7:00 PM). There is also a Park and Ride lot in The American Center on Eastpark Boulevard.

Pedestrian and Bicycle Facilities

Pedestrian and bicycle facilities currently are limited within the planning area. No marked bicycle lanes are provided on any of the neighborhood roadways at this time, although Portage Road is informally used as a bicycle “escape route” to the countryside beyond the urban area. The existing residential subdivisions were developed without sidewalks, although current vehicular traffic within these disconnected plats is minimal. Sidewalks are provided along public streets in The American Center and Parkway Village, just south of the planning area in the City of Madison, and in the City of Sun Prairie subdivisions east of Rattman Road.

Dane County Regional Airport

The Dane County Regional Airport is in relatively close proximity to the Pumpkin Hollow planning area. Runway 3-21, one of the Airport’s three runways, extends close to the west side of USH 51, a little more than one-mile from Pumpkin Hollow; and the flight paths of aircraft using this runway in particular pass near, if not over, the planning area. Airport proximity results in some noise exposure and creates some limitations on allowed land uses and building heights.

The Dane County Regional Airport Height Limitation Zoning Ordinance stipulates maximum building heights for lands within approximately three miles of the Airport. The Ordinance allows structures up to 50 feet, at a minimum, and permits much greater heights throughout most of the planning area. In general, the types of development recommended in the planning area should not be affected by these regulations. Prospective developers should, however, review the Height Limitation Zoning Ordinance when considering specific proposals.

The Airport will request that aviation easements be provided by most property owners and developers of property within three miles of the airport, which includes the entire Pumpkin Hollow planning area. The aviation easements notify property owners of potential impacts from airport operations, and typically include a provision prohibiting owners from suing the airport for any noise impacts that may be experienced.

EXISTING ADOPTED PLANS

The City of Madison has adopted a wide array of plans to guide land use and development within the City and its planned growth areas. Several of these plans include recommendations that specifically address the Pumpkin Hollow planning area or lands that are adjacent to the planning area.

City of Madison Comprehensive Plan

The City of Madison Comprehensive Plan, adopted in January 2006, includes a great many goals, objectives, policies and recommendations that apply generally to all areas. These recommendations are not limited to land use and development, but cover all of the elements of a Comprehensive Plan including, for example, transportation, housing, utilities and community facilities, agricultural, natural and cultural resources, economic development and intergovernmental cooperation. However, two sections within the Land Use chapter of the Comprehensive Plan provide the initial framework for the Pumpkin Hollow Neighborhood Development Plan.

2006 Peripheral Planning Areas. The Comprehensive Plan defines nine Peripheral Planning Areas (PPAs) at the edges of the urban area. The PPAs are areas that have at least some near or long-term potential for future urban development and City of Madison expansion, but for which no detailed planning has been done to define the City's interests and develop more refined recommendations. The PPAs are recommended as planning areas, and more detailed planning will not necessarily recommend that all lands within each PPA should eventually be developed with urban uses, or that Madison should seek municipal jurisdiction over the entire area.

The Pumpkin Hollow planning area is within Peripheral Planning Area B, a "Group 1" district recommended as a potential location for relatively near-term City of Madison expansion and future urban development. Urban development under City of Madison jurisdiction is anticipated to begin in at least portions of all of the Group 1 Peripheral Planning Areas within one to five years. A key recommendation in the Comprehensive Plan is that a detailed neighborhood development plan must be prepared and adopted prior to initiating urban development in any peripheral area.

Generalized Future Land Use Plan Map. The Comprehensive Plan also makes broad land use recommendations for the entire City of Madison planning area, including the Peripheral Planning Areas beyond the current city limits that do not have a detailed neighborhood development plan. The land use recommendations for the PPAs are necessarily relatively broad, and provide the initial framework for the more detailed recommendations in the neighborhood development plans that will be prepared for these areas. The Comprehensive Plan's Generalized Future Land Use Plan Map identifies only two recommended land uses within the Pumpkin Hollow planning area: Park and Open Space and Neighborhood Planning Area-Low Density Residential-Traditional Neighborhood Development. **(See Appendix Map 2)** This reflects the general recommendation that the Pumpkin Hollow be developed primarily as a residential neighborhood characterized by relatively low densities and substantial open space preservation.

- **Park and Open Space**

The Park and Open Space designation is applied to the portions of the planning area generally encompassing Token Creek Park and a large area of wetlands and uplands along the Token Creek valley extending north to State Highway 19, the wetlands south of Hoepker Road extending south to the Interstate Highway, and an expanded open space corridor extending southwest from The American Center Wildlife Retreat Area to encompass additional woods, hillsides and stream beds. These areas are proposed for consideration as potential open space preservation areas in future more-detailed plans. At the scale of the Comprehensive Plan, recommended locations for smaller open space features, such as municipal parks or stormwater management greenways, generally are not identified in areas where a neighborhood development plan has not been prepared.

- **Neighborhood Planning Area - Low Density Residential - Traditional Neighborhood Development**

This three-part designation is applied to the balance of the Pumpkin Hollow planning area both north and south of Hoepker Road, encompassing both the existing residential subdivisions and undeveloped lands.

Neighborhood Planning Area. Neighborhood Planning Areas are areas for which a neighborhood development plan with detailed land use recommendations has not yet been adopted, and needs to be prepared before urban development can begin.

Low-Density Residential. Low-Density Residential districts are characterized by relatively low densities and a predominance of single-family and two-unit housing types. An average of less than 16 dwelling units per net acre is recommended in Low-Density Residential districts. At the higher end of the density range, rowhouse development and smaller three and four-unit apartment buildings may be compatible with the Low-Density Residential designation at locations specified in an adopted neighborhood plan, but large-scale apartment buildings or complexes would not be.

Traditional Neighborhood Development. Plans for new neighborhoods are encouraged to incorporate the concepts of Traditional Neighborhood Development (TND). Basic TND concepts include compact, mixed-use development with a variety of housing types located close to neighborhood-serving businesses or activity centers; an interconnected, pedestrian and bicycle-friendly street network supplemented with off-street paths and trails; a system of neighborhood parks, plazas, squares and greens; and neighborhood schools and other neighborhood-scale civic and institutional uses. Traditional Neighborhood Development seeks to create an attractive and engaging “public realm”---essentially the spaces within the public rights-of-way defined by the buildings and other structures along and within them. High-quality urban design, site design and architectural design are also important components of a successful TND neighborhood.

City of Madison Neighborhood Development Plans

The southernmost portion of the Pumpkin Hollow planning area overlaps some lands that are covered by the 1992 Rattman Neighborhood Development Plan, which includes the area south of Hoepker Road, and the planning area is adjacent to lands west of Instate Highway 39-90-94 that are covered by the 2000 Hanson Neighborhood Development Plan. The Pumpkin Hollow Neighborhood Development Plan recommendations are intended to revise and supersede the recommendations for the overlap area with the Rattman Neighborhood Development Plan, but are otherwise consistent and compatible with the recommendations in both of these adopted neighborhood plans.

The Rattman Neighborhood Development Plan, adopted in 1992, covers lands generally bordered by Interstate Highway 39-90-94, USH 151 and Hoepker Road. It centers on The American Center office development, and includes a commercial area and park and ride lot north of the intersection of American Parkway and USH 151. Multi-family residential uses are designated for the area northeast of the commercial area. A large community separation open space area extends from the southwest corner of Hoepker Road and American Parkway east to the Sun Prairie Development Area along CTH C. The area generally north and west of The American Center was recommended at that time for park and open space (including a buffer area north of the office park), stormwater drainage or rural uses. The plan was amended in 1997 to include Parkway Village, a small-lot single-family residential area at the southwest corner of Hoepker Road and American Parkway. The Burke Cooperative Plan includes a provision that uses within the defined Sun Prairie Development Area no longer need to be consistent with the Rattman Neighborhood Development Plan.

The Hanson Neighborhood Development Plan, adopted in 2000, covers lands generally bounded by the Soo Line railroad tracks, Anderson Road, Interstate Highway 39-90-94, Portage Road and the Dane County Regional Airport. The plan recommends primarily industrial and limited commercial uses along USH 51 and Hoepker and Anderson Roads. Wetland open space and stormwater management uses are designated for the Cherokee Marsh area along the western boundary of the planning area, and in a large environmental corridor in the southeast portion of the planning area. There is a small area designated for future residential uses along a segment of Portage Road near the southeast limits of the planning area.

Town of Burke-Village of DeForest-City of Sun Prairie-City of Madison Cooperative Plan²

In January 2007, the Town of Burke, Village of DeForest, City of Sun Prairie and City of Madison entered into the Burke Cooperative Plan under the authority of Section 66.0307 Wisconsin Statutes to provide for an orderly, planned transition of the current Town of Burke territory to DeForest, Sun Prairie and Madison municipal jurisdiction over the next 30 years; and to maintain the fiscal viability and operational efficiency of the Town of Burke during the transition period. The Cooperative Plan provides that all Town territory will be attached to the Village of DeForest, City of Sun Prairie or City of Madison not later than October 2036.³ In the interim, owners of property not located within a designated “Protected Area⁴” may attach their property to the designated Village or City if that jurisdiction approves the attachment request, and must attach prior to any development of the land, as defined in the Cooperative Plan. These attachments may create Town or City/Village islands, which are typically not permitted by State Statute. Generally, the Protected Areas will remain in the Town until the final attachment in 2036.

(See Appendix Map 3)

The Pumpkin Hollow neighborhood planning area includes Town of Burke lands within both the Madison and Sun Prairie Boundary Adjustment Areas, and these lands will ultimately be attached to the City of Madison and the City of Sun Prairie, respectively. The lands within the Sun Prairie Boundary Adjustment Area include the existing residential subdivisions and several vacant properties located along the west frontage of Rattman/Portage Road. Although they will not become part of Madison, these areas are logically considered part of the Pumpkin Hollow neighborhood and therefore are included within the neighborhood planning area. None of the Town lands that will become part of the City of Madison are designated as Protected Areas, and these properties could attach to Madison at any time if the City approves the request. Town lands that will become part of the City of Sun Prairie include both Protected Areas and lands not designated as Protected Areas. In general, the vacant land within the Sun Prairie Boundary Adjustment Area is not in a Protected Area.

Residential Development in the DeForest Area School District. The Burke Cooperative Plan includes a provision limiting the pace of residential development on City of Madison properties that are within the DeForest Area School District. This provision was included to

² Referred to hereafter as the Burke Cooperative Plan.

³ In the Burke Cooperative Plan, the area that will eventually transfer to a particular municipality is referred to as the “Boundary Adjustment Area” of that municipality.

⁴ The Burke Cooperative Plan establishes defined “Protected Areas” in the Town of Burke that, with very limited exceptions, cannot be attached to Madison, Sun Prairie, or DeForest until the end of the Protected Period, or October 27, 2036.

moderate the potential number of new students entering the School District each year and help facilitate school planning. In any “subdivision” as defined in this provision, a maximum of 50 building permits can be issued each year for single-family and duplex dwelling units.

Subdivisions with less than 150 units can receive annual building permits for no more than 20 percent of the total number of planned single-family units. For projects with multi-family units, 3.33 multi-family units are considered equivalent to one single-family unit. The building permit allocations are not transferable, and do not accumulate from year-to-year.

The Burke Cooperative Plan also encourages future cooperative planning and mutually-beneficial intergovernmental service agreements between the four municipalities. Specific to the Pumpkin Hollow planning area, the Cooperative Plan provides for cooperative approaches to planning for future public sanitary sewer and water service to some of the unsewered Town of Burke residential subdivisions along Rattman Road that may be more feasible for Madison to serve although they eventually will be in Sun Prairie. The Cooperative Plan also includes an agreement to establish and maintain local street connections between existing and future subdivisions. It is anticipated that cooperation on many issues will continue in the future, since Madison may share a border with the Town of Burke in the Pumpkin Hollow neighborhood for up to 29 years, and will share a boundary with Sun Prairie thereafter.