Amendment to the Rattman Neighborhood Development Plan

Recommendations for Land Use, Transportation and Development

July 2, 2019



City of Madison, Wisconsin Department of Planning and Community and Economic Development Planning Division

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INTRODUCTION

The *Rattman Neighborhood Development Plan (NDP)* was adopted in January 1992 and was amended in September 1995, August 1997, and December 2000. The planning area boundary is generally Hoepker Road (north), US Highway 151 (east) and Interstate 39/90/94 (west). **See Map 1: Planning Area**.

The *Plan* was prepared through a planning process that included the participation of neighborhood property owners and residents, City officials, and other affected groups and individuals. The *Plan* reflects an effort to consider the private objectives of the parties, while providing a comprehensive long-range vision for neighborhood development.

The *Plan* designates the types, locations, and amounts of land recommended for the different types of land use (such as residential, employment, and parks and open space) and provides for the compact, logical, efficient expansion of the City. It provides a general description of the expected character of the neighborhood once it is developed; and recommends implementation measures to help achieve that character. The *Plan* establishes the parameters of acceptable development. Once adopted as a supplement of the City's *Comprehensive Plan*, the *Plan* will serve as a document against which future development proposals are evaluated.

BACKGROUND INFORMATION AND PLANNING CONTEXT

Municipal Jurisdiction and Property Ownership

The planning area comprises 1,212 acres and is mostly developed. Larger property ownership in the planning area are listed in **Table 1** below and shown on **Map 2: Municipal Jurisdiction and Property Ownership**.

Property Ownership	Acres
American Family Insurance	422
City of Madison Parks	241
UW Hospital and Clinics	61
Alliant Energy Corporation	24
Wisconsin Apartments IV LLC	18
Oakwood Village East	17
Tancho Investments	14
Barrington IV Apartments LLC	14
Barrington II Apartments LLC	12
Madison East Investors LLC	11
Old Sauk Trails Park LTD Partnership	10
SLJ II LLC	10

Table 1: Property Ownership

Natural Features

The natural character of the area is defined by gently rolling hills. There are limited areas of steep topography within the planning area, many of which of are wooded. A major ridgeline cuts through the northeast portion planning area, dividing the area between the Starkweather Creek and Koshkonong Creek watersheds. **See Map 3: Natural Features and Map 4: Elevation Model**.

Existing Land Use

The majority of the planning area is comprised of office uses, including the corporate headquarters for American Family Insurance and Alliant Energy. Another large use is the UW Health at The American Center hospital and clinic complex. The Parkway Village subdivision, Barrington Apartments, Poplar Creek Condominiums, and Oakwood Village East comprise the residential component in the planning area. The City of Madison Parks Division controls 241 acres, of which the majority of the land is currently in an agricultural use. **See Table 2 and Map 5: Existing Land Use**.

Land Use	Acres	Percent of Total
Agriculture/vacant	284	23.4%
Residential	61	5.0%
Commercial/Employment	240	19.8%
Institutional	69	5.7%
Parks and Open Space	335	27.6%
Right-of-Way	197	16.2%
Water	26	2.2%
Total	1,212	100%

Table 2: Existing Land Use

Town of Burke, Village of DeForest, City of Sun Prairie and City of Madison Cooperative Plan

In 2007, the City of Madison, the Town of Burke, the Village of DeForest and the City of Sun Prairie entered into a *Cooperative Plan* that extends to 2036. The plan is intended to assure orderly development of these municipalities. A Boundary Adjustment Area - Madison (BAA-M) allows properties to be attached to and developed to City standards served by the full range of City municipal services and facilities. Lands within this BAA-M may be attached to the City of Madison using the procedures for attachment as specified in the *Cooperative Plan*.

Any remaining areas within the BAA-M that have not been previously attached to the City of Madison will be attached to the City in 2036. **See Appendix Map 3: Intergovernmental Agreements**.

School District

The planning area is located within two school districts. Generally, the eastern portion is served by the Sun Prairie Area School District. Students in this area are in the Meadow View Elementary School and Prairie View Middle School attendance area. The western portion is served by the Deforest Area School District. **See Appendix Map 2: School Districts**.

RECOMMENDED LAND USES

General Development Concept

The general development concept for the planning area envisions primarily an office and commercial development with limited areas of residential development (mostly developed); along with a 238 acre open space and community separation area known as the Northeast Greenspace. The boundaries between the land uses (described below) are shown on **Map 7: Land Use and Street Plan**. These areas are conceptual. Modifications may be considered as specific developments are proposed, if the general land use pattern is consistent with the *Plan*.

Table 3: Recommended Land	Use
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Land Use	Acres	Percent of Total	
Housing Mix 1	26	2.2%	
Housing Mix 2	54	4.5%	
Housing Mix 3	25	2.1%	
Community Mixed-Use	24	1.9%	
Neighborhood Retail and Service	14	1.2%	
Institutional	4	0.3%	
Employment	466	38.4%	
Industrial	27	2.2%	
Utilities	5	0.4%	
Parks	199	16.4%	
Other Open Space, Stormwater Management	156	12.9%	
Street Right-of-Way	212	17.5%	
Total	1,212	100%	

Residential Uses

Areas recommended for residential development in the *Plan* are for the most part developed. There is one remaining vacant parcel recommended for multifamily residential (Housing Mix 3) and two parcels recommended for mixed use in the planning area. These remaining undeveloped lands were part of the September 1995 amendment to the *Plan* that called for these lands to be developed as an urban residential neighborhood with a mix of housing types, sizes, and densities.

Housing Mix 3

Housing types within the Housing Mix 3 District should consist of a mix of owner-occupied and rental townhouses and apartment buildings.

Housing Types

- Townhouses
- Apartment 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

Net Density and Height Ranges

- Individual development: 20-40 dwelling units per acre
- District average: 30 dwelling units per acre
- Buildings generally 2 to 5 stories in height

The Housing Mix 3 District is recommended to encourage medium residential densities at locations close to mixed-use areas, transit corridors, parks, and other neighborhood amenities. Concentrating medium density housing near these amenities will provide easy access for more residents, increase activity in them and help support the development of neighborhood-serving businesses. The slightly larger scale of buildings will help define, but not dominate open spaces such as parks.

Parking should be provided behind or beneath the buildings, minimizing its visual impact on the neighborhood. In this district, buildings will generally be three stories, but heights may vary depending on the context, size, and scale of surrounding developments. In general, an urban character of design and architecture is recommended. Developments should include a mix of unit sizes, including larger two and three-bedroom units suitable for families with children.

Buildings should be oriented to and front on adjacent streets and be designed to help define and enhance the public realm along the street edge. New streets may be needed in some areas, to provide sufficient street frontage for infill development. For rare situations where it is not possible to add public streets, a multi-building complex of apartments may have a limited number of buildings that are not located directly on a public street. However, this is not a recommended configuration. The design of these complexes should incorporate interior access drives and walkways that establish direct connections across the site in order to prevent isolated islands of development. Courtyards and other defined open spaces are potential methods of organizing buildings within these areas.

Estimated Amount of Future Residential Development

There are currently 1,215 dwelling units within the planning area. If all lands in the Rattman Neighborhood recommended for residential and mixed-use development were built out at densities estimated in the *Plan*, there would be 2,325 dwelling units of all types in the planning area. This is a general estimate for planning purposes and the number of future dwelling units depends on the amount of land developed with residential use and the actual density of individual projects. **See Table 4**.

Land Use	Existing Units	Acres Undeveloped	Density (units/acre)	Additional Units	Total Units
Housing Mix 1	138	0	6	0	138
Housing Mix 2	875	0	12	0	875
Housing Mix 3	202	19	30	570 ¹	772
Community Mixed-Use	0	18	30 ²	540	540
Total	1,215	37		1,110	2,325

Table 4: Estimated Dwelling Units

Employment District

The office park located in the southern portion of The American Center between Interstate Highway 39/90/94 and American Parkway is intended primarily for office and corporate headquarters facilities, research and development facilities, and limited supporting uses. The office area has vacant sites that range from 3 to 20 acres.

In recent decades, some lower-density office parks have been intensified through infill development to make more efficient use of available land. There are many opportunities to add additional development to existing sites within The American Center. This could occur through expansions of existing buildings or new buildings on underutilized sites as well as through the use of structured parking to allow surface parking to eventually be replaced with higher density uses (see Figure 1).

To facilitate future infill development and support a transition to more compact, denser urban forms, including buildings placed closer to the street, the Suburban Employment Campus (SEC) zoning classification should be modified (such as the lot size, building setbacks, and floor area ratio requirements) or a different zoning district should be assigned to this area.

Community Mixed-Use

The Community Mixed-Use District, at the intersection of American Family Parkway and American Family Drive, comprises approximately 24 acres and is partially developed.

Mixed-use, multi-story buildings are envisioned in this District. These buildings should front on and be placed close to streets to create a compact development pattern that is attractive to pedestrians and creates a sense of place. High quality architectural design, building materials, landscaping and other urban amenities such as plazas, decorative furniture, and lighting are required in this District. The District is planned to be the primary activity center for the entire planning area. The Community Mixed-Use District should be developed using transit-oriented development standards.

- 1 Actual unit count may be lower due to site configuration and other considerations
- 2 Depending on mix of development, density of residential units may be lower than the density range

The City's 2018 *Comprehensive Plan* identified a potential second Community Mixed-Use node along Eastpark Boulevard. Map note 16 states: "this location may be appropriate for Community Mixed Use development if additional connectivity in the street network is provided to break up large blocks and sufficient accessible parkland is dedicated for residential dwelling units." A minor plan amendment to the *Rattman Neighborhood Development Plan* would also be required. After an in-depth review of this idea throughout the *Plan* update process, it was determined to continue the Employment recommendation for this area. Future development in this particular area, and throughout the planning area, should be more intensive and have buildings fronting on streets.

Recommended Uses

Recommended commercial uses in this District include retail, service, financial, lodging, and entertainment. Development in this District should be compact and urban in character. Big box retail development and strip commercial development are not recommended in this District. This District is intended to be a focal point for the entire planning area.

It is recommended that relatively high-density residential uses be developed within the District. Residential uses would add vibrancy to the District, especially in the evenings and on weekends when some non-residential uses are not in operation. Residential dwellings could be part of exclusively residential buildings or located within mixed-use buildings with ground floor retail, service, or office uses and upper floor residential uses. The following housing types are recommended in this District (equivalent to Housing Mix 4).

Housing Types

- Townhouses at relatively high densities
- Multi-unit apartment buildings
- Larger building forms
- Limited side yards when buildings are located along standard streets
- Buildings may include front plazas or be grouped around central courtyards to create defined space
- Limited on-site open space. May include more formal entry plazas, patios, roof gardens and balconies

Net Density and Height Ranges

- Between 70 and 130 units per acre
- Buildings 2 to 6 stories in height

Neighborhood Retail and Service

An approximately 14 acre Neighborhood Retail and Service area, located at the intersection of American Parkway and American Family Drive, is intended to provide convenience retail and commercial services to businesses, employees, residents and general users of the planning area. Primary uses will be those services that businesses would use on a regular basis, plus convenience and specialty retail outlets designed generally (but not exclusively) to meet the needs of the planning area users, including lodging and restaurant facilities.

Parks

The Rattman Neighborhood has two established parks, Village Park and Northeast Park. Village Park is located in the Parkway Village subdivision at the intersection of Celebration Parkway and Village Park Drive. Northeast Park is located off Tancho Drive and is part of the planned Northeast Greenspace. **See Map 8: Parks and Open Space Plan**.

Planned Northeast Greenspace

The land for the Northeast Greenspace was acquired as part of the Madison-Sun Prairie open space preservation and community separation area. In the early 1990s this land was recommended for development of a public golf course. For various reasons the golf course was not developed.

Currently, it is anticipated that the Northeast Greenspace will be developed as a community park with primarily athletic fields. If in the future it is determined that not all of this publicly owned land is required for park related activities, the City could consider other land uses. Depending on the location of any excess land, residential or light industrial uses could be considered.

Other open space areas identified in the *Plan* represent areas that should be maintained as open space to protect environmentally sensitive areas or to provide buffer zones adjacent to areas recommended for eventual development that is more intensive. These areas include:

- A 300-foot deep landscaped buffer area along U.S. Highway 151 between the American Parkway interchange and the Grand Avenue interchange in Sun Prairie. Establishing the buffer area where additional development will not be permitted will help maximize the visual sense of community separation for persons traveling along that highway. Approximately 24 acres are included within this buffer area.
- An open space preservation area comprising land north and west of the American Family Insurance Headquarters. This broad open space preservation corridor is recommended to protect the scenic wooded slopes, hills, and valleys located along an east-west ridgeline. Retaining this natural open space corridor will also serve to visually separate the residential neighborhood area located to the north from The American Center office development to the south. This recommended open space corridor includes the portion of the Wildlife Retreat Area established in The American Center subdivision. This area includes an easement for a public recreational trail that crosses the northern portion of the Wildlife Retreat Area and provides access to a lookout point with long views to the southwest toward the Capitol.
- Open space features that have been established as part of The American Center stormwater management plan. These features, which are designated Environmental Corridors, convey and manage stormwater.
- The Wildlife Retreat Area north and west of the American Family Insurance Headquarters includes the important wooded areas and high elevations offering long scenic views. It is intended that the Wildlife Retreat Area be maintained in a substantially undeveloped natural state, with uses limited to corporate retreat or special training facilities designed to fit into the natural environment, as well as recreational uses such as walking, jogging and cross-country ski trails. This site will be developed primarily for use by American Family as part of their national headquarters development.

TRANSPORTATION

The planning area is isolated from a transportation perspective because it is bounded by two highways and the Wildlife Retreat Area. A primary focus of this *Plan* update is increasing the number of connections to and through the planning area.

Roadways

Arterial and Collector Streets

Arterial and collector streets provide for both external and internal traffic circulation. Many of these streets also serve growing regional transportation needs, including, but not limited to, carrying traffic to and from future development areas within the Rattman Neighborhood. For this reason, the specific design of some street improvements will depend on future decisions concerning the regional transportation network, and the justification and timing of some improvements may depend upon regional as well as local conditions and objectives.

External Streets

Regional access to the vicinity of the Rattman Neighborhood is provided by East Washington Avenue/U.S. Highway 151 and by Interstate Highway 39/90/94, both of which are classified as principal arterial roadways. However, partly because of the barrier created by these two restricted-access highways, the potential number of routes into the Rattman Neighborhood is limited. Primary access into the neighborhood is via American Parkway and American Parkway – U.S. Highway 151 interchange.

Rattman Road extending north from American Parkway is a designated collector street providing a linkage with communities to the north. Nelson Road extending east from the American Parkway interchange is designated as an arterial. Hoepker Road is designated as an arterial street, providing an alternative east-west linkage between the Madison and Sun Prairie urban areas. The convenience of this route for some trips and future development of the *Pumpkin Hollow Neighborhood Development Plan* assures that traffic using Hoepker Road will increase over time.

Portage Road, particularly north of Hoepker Road, and Hanson Road are designated collector streets, which also provide access to the western portion of the Rattman Neighborhood.

The *Plan* recommends two new connections to Hoepker Road to improve connectivity to and within the planning area. The *Plan* recommends upgrading American Family Drive to a public street cross section from American Parkway and extending the street to Hoepker Road. The other recommended street would run north/south from American Family Drive to Hoepker Road and would be located approximately halfway between the Portage Road / Hoepker Road intersection and the intersection of the recommended extension of American Family Drive and Hoepker Road. This proposed street would be classified as a collector street.

A connection between the Rattman and Nelson Neighborhoods through the extension of High Crossing Boulevard to American Family Drive is recommended. This new connection will require a new intersection at American Family Drive and the reconfiguration of on and off ramps at USH 151. The new connection will create a direct connection of the two neighborhoods as well as create an additional way in and out of The American Center relieving congestion at the American Parkway/Nelson Road/USH 151 interchange. **See Map 9: Transportation Plan - Roadways**.

The following minimum right-of-way widths are recommended for the arterial and collector streets serving the Rattman Neighborhood: Hoepker Road (100 to 120 feet); Hanson Road (80 feet); Portage Road (80 feet); American Parkway (south of Hoepker, 120 feet); proposed north/south collector between American Family Drive and Hoepker Road (80 feet). These right-of-way widths will accommodate standard-sized travel lanes and pedestrian and bicycle facilities.

Internal Streets

The internal street pattern for the business park is built. The current street pattern creates large blocks that inhibit connectivity. Adding local streets to break up these large blocks would improve connectivity within the business park for cars, transit operations, bikes, and pedestrians. Additional street connections could be accomplished as infill occurs within the business park.

Pedestrian and Bicycle Facilities

The longer-range recommendation is to provide alternative bicycle access to this area via grade-separated facilities across Interstate Highway 39/90/94 to the west and across U.S. Highway 151 to the south. The first would cross Interstate 39/90/94 near the southern stormwater drainage corridor and connect the street system in the American Center with the bikeways in the Bluff Acres Neighborhood. The other would cross U.S. Highway 151 near Lancaster Drive and connect the American Center street system with the Nelson Neighborhood. Incorporation of low-stress bicycle facilities should be considered as new and infill development occurs in the American Center. **See Map 10: Pedestrian and Bicycle Plan**.

Metro Transit

Starting in August of 2019, the planning area will be served by three transit routes. Route 25 is a weekday reverse commuter route, with only one trip in each direction per day (AM from the Capitol Square towards the employment sites along the American Parkway corridor, PM returning to downtown Madison). These two trips are funded as part of the annual City of Madison operating budget, and operated by Metro Transit. Route 26 provides 30-minute service all day 7 days a week. Trips operate between East Towne Mall and the western portion of the business park including the UW Health hospital and clinic facilities. This route is directly funded by UW Health, as a condition of approval for the construction and operation of the new hospitals and clinics, until such time the City of Madison would be able to fund the service directly as part of its annual operating budget. Route 23 will become the third route serving this planning area, as part of new weekday commuter service being funded by the City of Sun Prairie operating budget. Three reverse commute trips will operate in each direction (AM from the Capitol Square towards the employment sites along the American Parkway corridor and the City of Sun Prairie, PM returning to downtown Madison).

Future Madison Metro service to the area would come through an extension of current routes in the area, or through the creation of new transit routes. **See Map 11: Future Transit Plan**. A regional transit authority or other jurisdictional funding source would likely be needed to provide additional service in the neighborhood. It is recommended that other transportation options, such as vanpools or rideshare programs, be pursued.

UTILITIES

The full range of City of Madison services, including sanitary sewer and water are provided to the neighborhood. **See Map 12: Utilities and Urban Service Area**.

PLAN IMPLEMENTATION

Neighborhood Development Plan Adoption

It is recommended that the *Plan* be adopted as a supplement to the *City of Madison Comprehensive Plan*. It is also recommended that the *Comprehensive Plan's* Generalized Future Land Use Plan map be amended as appropriate during the next review and evaluation to reflect the land use recommendations in the *Plan*.

Zoning Map Amendments

The future zoning classification of lands within the planning areas should conform to the land use recommendations of the adopted *Plan*. It is further recommended that lands be rezoned to another zoning district only in conjunction with consideration of a specific subdivision and/or a specific development proposal sufficiently detailed to ensure that development within the district will be consistent with the *Plan*.

Land Subdivision Regulations

Some lands in the NDP area will need to be subdivided into smaller parcels before they can be developed with urban uses. As these lands are proposed for development, many of the *Plan* recommendations can be implemented through the review and approval of subdivision plats and application of the City of Madison's land subdivision regulations. In Madison, requests for approval of a land division are usually considered in conjunction with a request to rezone undeveloped property to allow urban development.

Future subdivisions in the planning area should conform to the recommendations in the adopted *Plan*, particularly regarding the locations of streets, off-street paths, parks and stormwater management facilities. Future subdivisions should provide building lots that facilitate development of the types of land uses recommended in the *Plan*. For higher-density types of development, proposed subdivisions may also be required to provide information showing how the lots may be developed with building designs that maintain the desired street orientation and pedestrian-friendly street character.

Local streets within proposed subdivisions should either generally conform to the pattern of local streets shown in the neighborhood plan, or similarly reflect the objectives illustrated in the neighborhood development plan. Some of these objectives include the provision of connecting streets through the neighborhood, provision of multiple routes to neighborhood destinations, the orientation of streets to visual features in the neighborhood and the streets' function as part of the stormwater management drainage system.

Capital Improvement Program and Capital Budget

The *Plan* proposes several types of public improvements and facilities for which public funds may be required. Public improvements and facilities that might require some public funding include proposed public parks and open spaces, arterial, collector and local streets, stormwater management facilities, sanitary sewer facilities and potable water facilities. Implementation of some of the public improvements recommended in the neighborhood development plan will also require participation and cost sharing by other units of government.

It is recommended that the responsible City agencies include within future capital improvement programs and the capital budget those public improvements and facilities for which public funding is required to implement the *Plan*. It is further recommended that the City continue to work cooperatively with other agencies and units of government to seek their participation in the development planning and the costs of public improvement projects of mutual benefit recommended in the neighborhood development plan.



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ADOPTING RESOLUTION



City of Madison

Legislation Details (With Text)

File #:	5592	23	Version:	1	Name:	Amendments to the Rattman NDP at Hollow NDP	nd Pumpkin
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6/24/2019	1	PLAN CO	OMMISSIO	N		RECOMMEND TO COUNCIL TO ADOPT - PUBLIC HEARING	Pass
6/12/2019	1		OF PARK SIONERS				
6/3/2019	1		ORTATION		ICY AND		
5/21/2019	1	PLAN CO	OMMISSIO	N		Refer	
5/21/2019	1	PLAN CO	OMMISSIO	N		Refer	
5/21/2019	1	СОММО	N COUNC	IL		Refer	Pass
5/14/2019	1	Departme Commun	ent of Plan			Referred for Introduction	

The proposed resolution adopts amendments to the Rattman and Pumpkin Hollow Neighborhood Development Plans as supplements to the City of Madison Comprehensive Plan. No City appropriation is required with the adoption of these amendments. City costs associated with urban development in this area will be included in future operating and capital budgets subject to Common Council approval. Adopting amendments to the Rattman Neighborhood Development Plan and Pumpkin Hollow Neighborhood Development Plan to provide updated recommendations. WHEREAS, on August 10, 2018 the Common Council adopted Resolution 18-00626 (ID 52501), authorizing

the Planning Division to amend the Rattman Neighborhood Development Plan, and

WHEREAS, the Comprehensive Plan recommends regularly reviewing, evaluating and updating neighborhood development plans to keep their recommendations current; and

WHEREAS, neighborhood development plans are adopted as supplements of the Comprehensive Plan; and

WHEREAS, neighborhood development plans include detailed recommendations regarding land use, transportation, parks and open space and utility service, and are used to guide future urban development

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within planned City growth areas; and

WHEREAS, the City of Madison adopted the Rattman Neighborhood Development Plan in 1992 and adopted Plan amendments in 1995, 1997 and 2000; and

WHEREAS, the City of Madison adopted the Pumpkin Hollow Neighborhood Development Plan in 2008; and

WHEREAS, the plan amendments will facilitate a better interface between developed lands and undeveloped lands, improve neighborhood connectivity, refine the mix of uses, reconsider block sizes and configurations, refine park locations, improve pedestrian and bicycle infrastructure, plan for transit, and plan for the efficient provision of City services; and

WHEREAS, the amendments were presented and discussed at a public open house on February 21, 2019, at a Plan Commission meeting on March 11, 2019, a meeting with the American Center Business Association on November 14, 2018, and meetings with individual property owners.

NOW, THEREFORE BE IT RESOLVED that the Planning Division will work with The American Center to update the TAC Master Plan to reflect the amended Rattman Neighborhood Development Plan.

BE IT FURTHER RESOLVED that the City of Madison adopt the Rattman Neighborhood Development Plan as a supplement of the Comprehensive Plan.

BE IT FURTHER RESOLVED that the City adopt the Pumpkin Hollow Neighborhood Development Plan Amendment as a supplement to the Comprehensive Plan.