

# ROYSTER-CLARK SPECIAL AREA PLAN

OCTOBER 20, 2009



CITY OF MADISON PLANNING DIVISION



# ACKNOWLEDGEMENTS

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-City of Madison Neighborhood Planning Grant  
-Anchor Bank

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# INTRODUCTION

The Royster-Clark Special Area Plan was prepared to provide land use and development recommendations for a 60-acre Planning Area situated around the intersection of Cottage Grove Road and Dempsey Road, just over four miles east of Madison's downtown core (see locator map). Dominated by the Royster-Clark fertilizer manufacturing plant, which closed in 2006 after over 50 years of operation, the Planning Area presents a unique opportunity for innovative, well-integrated urban redevelopment. Long before the closure of the plant, the Royster-Clark Site was identified as a potential location for redevelopment with a mix of urban uses more compatible with its surroundings. Although not without challenging characteristics, the 33-acre privately owned Royster-Clark Site provides the largest urban infill opportunity currently available in the City of Madison.

The Planning Area is located amidst well-established neighborhoods primarily comprised of relatively modest single-family homes and a mix of small businesses. It is convenient to unique assets such as Lake Monona and the Capital City Trail, a regional bicycle and pedestrian path, and is well served by local businesses, public parks, schools, a public library, and the Lussier Family YMCA. The area also has convenient highway access and an existing urban infrastructure that can be extended to serve future redevelopment.

The special area plan includes recommendations for the entire Planning Area, but is focused on the Royster-Clark Site. Redevelopment of the site can serve as an economic catalyst for other improvements in the Planning Area, promoting new opportunities for employment and housing, helping to create better neighborhood connections, and setting a high standard for sustainable energy use and water management through site and building design.

The land use and development recommendations for the Royster-Clark Site are made to set a high expectation for this exciting urban infill opportunity, rather than to prescribe a specific layout of land uses and buildings. The overarching vision is to ensure a bold, well-integrated redevelopment that embodies innovation while complementing the surrounding neighborhood. Because of its large size and the range of recommended land uses, it is expected that the Royster-Clark Site may be redeveloped in phases over several years through the investment of one or more entities. While nuances to the plan recommendations are anticipated in development proposals, all should seek to further the goals of this plan and demonstrate ways in which they fulfill its recommendations or enable them to be met in future phases.



Locator Map



Royster-Clark Planning Area



# INTRODUCTION

## RELATIONSHIP WITH OTHER PLANS

### **City of Madison Comprehensive Plan**

The Royster-Clark Special Area Plan is the first step in implementing the recommendation in the 2006 City of Madison Comprehensive Plan that if the fertilizer plant were to close, alternatives to the existing industrial use would be more appropriate for the site and surrounding neighborhood. It was specifically recommended that redevelopment be guided by a City-adopted plan.

The Comprehensive Plan also generally recommends employment uses east of Dempsey Road and along the south Cottage Grove Road frontage, and neighborhood mixed use west of the Planning Area along Cottage Grove Road to Atwood Avenue/Monona Drive. Low-density residential uses are recommended in the surrounding area north, west, and south of the Planning Area. Industrial land uses are recommended across Stoughton Road to the east.

### **Stoughton Road Revitalization Project Plan**

The Stoughton Road Revitalization Project Plan (SRRP) Plan, adopted in June 2008, provides land use and development guidelines for the South Stoughton Road corridor between Wisconsin State Highway 30 on the north and US Highway 12 & 18 on the south. While the plan focused on segments of the Stoughton Road Corridor north and south of Cottage Grove Road, its recommendations included improving existing wetlands and open spaces to enhance the area's character. One of the open spaces identified for enhancement is a City-owned parcel in the southeastern corner of the Royster-Clark Planning Area.

## COMPREHENSIVE PLAN “MAP NOTE 18” REGARDING THE ROYSTER-CLARK SITE

*“If in the future, the current industrial use no longer operates on this site, alternative residential and mixed-use developments are recommended as more appropriate uses for the property than another industrial use. Redevelopment of the site should be consistent with a City-adopted neighborhood or special area plan, which ensures that development on this site is coordinated with uses in the surrounding neighborhood.”*

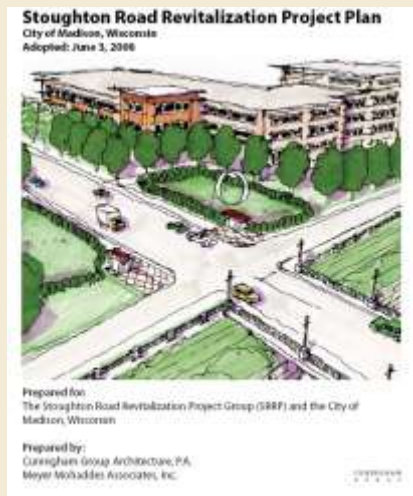
- City of Madison Comprehensive Plan, 2006



## SRRP PLAN “MAP NOTE 4” REGARDING OPEN SPACE

*“Open spaces can be designed to enhance the area's character and identity, as well as to promote sustainability and a conservation oriented aesthetic and function...”*

-SRRP, 2008



## BACKGROUND INFORMATION

### THE PLANNING PROCESS

This Plan is the result of an 18-month process involving monthly meetings of the Royster-Clark Neighborhood Planning Team (RCNPT), a Market Feasibility Study, a neighborhood survey initiated by the RCNPT, and a series of three public meetings.

There has long been an interest in the redevelopment of the Royster-Clark Site, with initial neighborhood meetings taking place as far back as fall 2006. The site was identified in the 2006 City of Madison Comprehensive Plan as appropriate for future redevelopment consistent with a city-adopted Special Area Plan ensuring coordination with land uses in surrounding neighborhoods.

#### ***Royster-Clark Neighborhood Planning Team (RCNPT) meetings:***

Starting in fall 2007 and throughout the planning process, a core group of representatives from the Eastmorland and Lake Edge Neighborhoods, the Cottage Grove Road business corridor, and the elected City Alderperson and County Supervisor met monthly with City planning staff to discuss and develop plan goals and recommendations. These meetings also provided additional opportunities for public input, discussions with potential developers and interested neighbors, and discussions regarding market study findings, site analysis, and public meetings.

#### ***BUILD Grant and Market Study***

In spring 2007, the RCNPT was awarded a grant from the Dane County Better Urban Infill Development (BUILD) program to complete a market feasibility study for the Royster-Clark Planning Area. Results of the Market Study are summarized later in this section.

#### ***Neighborhood Survey***

In spring 2008, the RCNPT created and distributed a survey to approximately 2,700 residents in the Lake Edge and Eastmorland neighborhoods with questions about residents' concerns about the Royster-Clark Site, and their preferences regarding the types of services and businesses they would like to see incorporated into the neighborhood and on the Royster-Clark Site, specifically. The 285 respondents (over 10 percent of those receiving a survey) collectively expressed preferences for specialty food stores, restaurants, a bakery, park and recreational facilities, and senior housing in the neighborhood. A majority of respondents felt that attracting more jobs to the neighborhood was important, and "well-paying jobs" was one of the more desirable uses for the redevelopment of the Royster-Clark Site.



*July 2008 Public Meeting at Olbrich Gardens*



*Open house portion of the February 2009 meeting at Olbrich Gardens*



# BACKGROUND INFORMATION

## Public Meetings

Input from the three public meetings was carefully reviewed by staff and the RCNPT, and was considered throughout plan development. This information also has been summarized on the project website. <http://www.cityofmadison.com/planning/royster.html>

### Public Meeting #1: Issue Identification – November 5, 2007 – Schenk Elementary School

Meeting participants identified opportunities and concerns on issues related to both the specific Royster-Clark Site as well as the surrounding neighborhoods. Their discussions provided an opportunity for participants to offer open-ended suggestions for the site and Planning Area based on their experiences and what they felt were the most pressing issues and needs in the neighborhood.

### Public Meeting #2: Land Use and Design Preferences – July 23, 2008 – Olbrich Gardens

The second meeting focused on obtaining public input on specific issues related to the land uses, site designs, and building designs considered most appropriate for the Royster-Clark Site.

An “open house” format provided an opportunity for attendees to review site analysis maps and provide feedback on a series of Visual Preference Surveys. The Visual Preference Surveys allowed participants to indicate their level of support for specific building types and designs within land use categories such as “employment”, “residential”, and “commercial/mixed-use”, as illustrated in the example shown to the right.

During small group discussions, the second half of the meeting allowed participants to review and provide input on four hypothetical redevelopment concepts for the Royster-Clark Site, discussing suggested proportions of different land uses, important street connections, and the massing and height of buildings on the site.

### Public meeting #3: Draft Recommendations Review – February 19, 2009 – Olbrich Gardens

After an open house and individual discussions that allowed participants to review illustrations and maps of the draft recommendations for the Planning Area, the RCNPT and City staff presented a detailed overview and provided an opportunity for questions and discussion at the end of the meeting.



One of three visual preference surveys displayed at the July 2008 meeting



Draft proposed land use map discussed at the February 2009 meeting

## BACKGROUND INFORMATION

### NEIGHBORHOOD CONTEXT AND AMENITIES

The Royster-Clark Planning Area is comprised of the Royster-Clark Site and several blocks of the Cottage Grove Road Business District. It is generally surrounded by low-density residential neighborhoods on three sides and tapers to the Stoughton Road and Cottage Grove Road interchange on the east.

The residential properties directly west and north of the Planning Area in the Eastmorland Neighborhood were primarily developed in the late 1940s and early 1950s, about the same time as the Royster-Clark plant was constructed. A typical lot in this neighborhood is 7,000 square feet, with a 2008 assessed value of \$165,000. Public school students from the area attend Schenk Elementary, Whitehorse Middle, and La Follette High Schools. Housing in the Lake Edge Neighborhood south of Cottage Grove Road originally developed in the Town of Blooming Grove prior to annexation into the City of Madison, and varies widely in age and value. A typical single-family residential lot south of the Royster-Clark Site is 10,500 square feet and has a 2008 assessed value of \$175,000. Students from the Lake Edge Neighborhood attend Allis Elementary, Sennett Middle, and La Follette High Schools.

Ontario and Lake Edge neighborhood parks are located within a few blocks of the Planning Area, and provide 3.5 acres of green space and recreational facilities. Olbrich Park and Botanical Gardens, located within a half-mile of the Planning Area along the regional Capital City Trail, includes 100 acres of parkland with a wide variety of passive and active recreational and educational opportunities serving the entire region.

The neighborhoods are well served by specialty retailers and restaurants along Cottage Grove Road, in the Lake Edge Shopping Center, and in the Atwood Business District about a mile to the west. Other nearby amenities include convenience and grocery stores, a pharmacy, a hardware store, the Pinney Branch Library, the Habitat for Humanity ReStore, and the Lussier Family YMCA.

Convenient vehicle access to more distant destinations is provided nearby via Stoughton Road (Highway 51), which provides connections to US Highway 12 & 18 and Interstate Highways 39, 90, and 94 for regional travel and goods distribution. Rail access is a unique attribute of the area, although the storage of rail cars near the Royster-Clark Site has been cited as a negative during the planning process.

Maps on the following pages show the neighborhood context and amenities, existing land use, and zoning districts for properties in and around the Planning Area. Planning Area land use and the Royster-Clark Site are then discussed in greater detail.



*Schenk Elementary/Whitehorse Middle School*



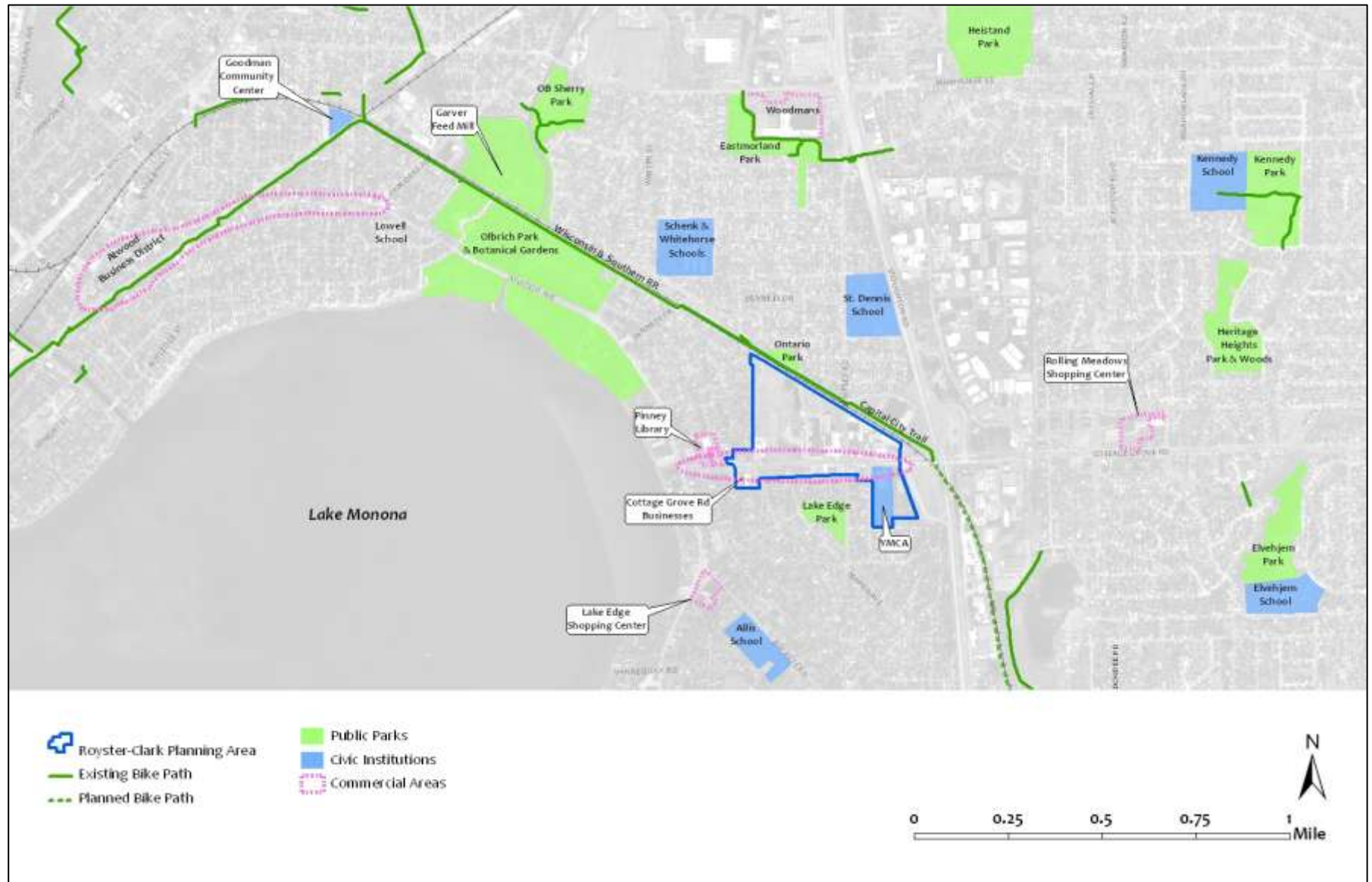
*Olbrich Park*



*Pinney Branch Library*

## BACKGROUND INFORMATION

### Neighborhood Context and Amenities Map





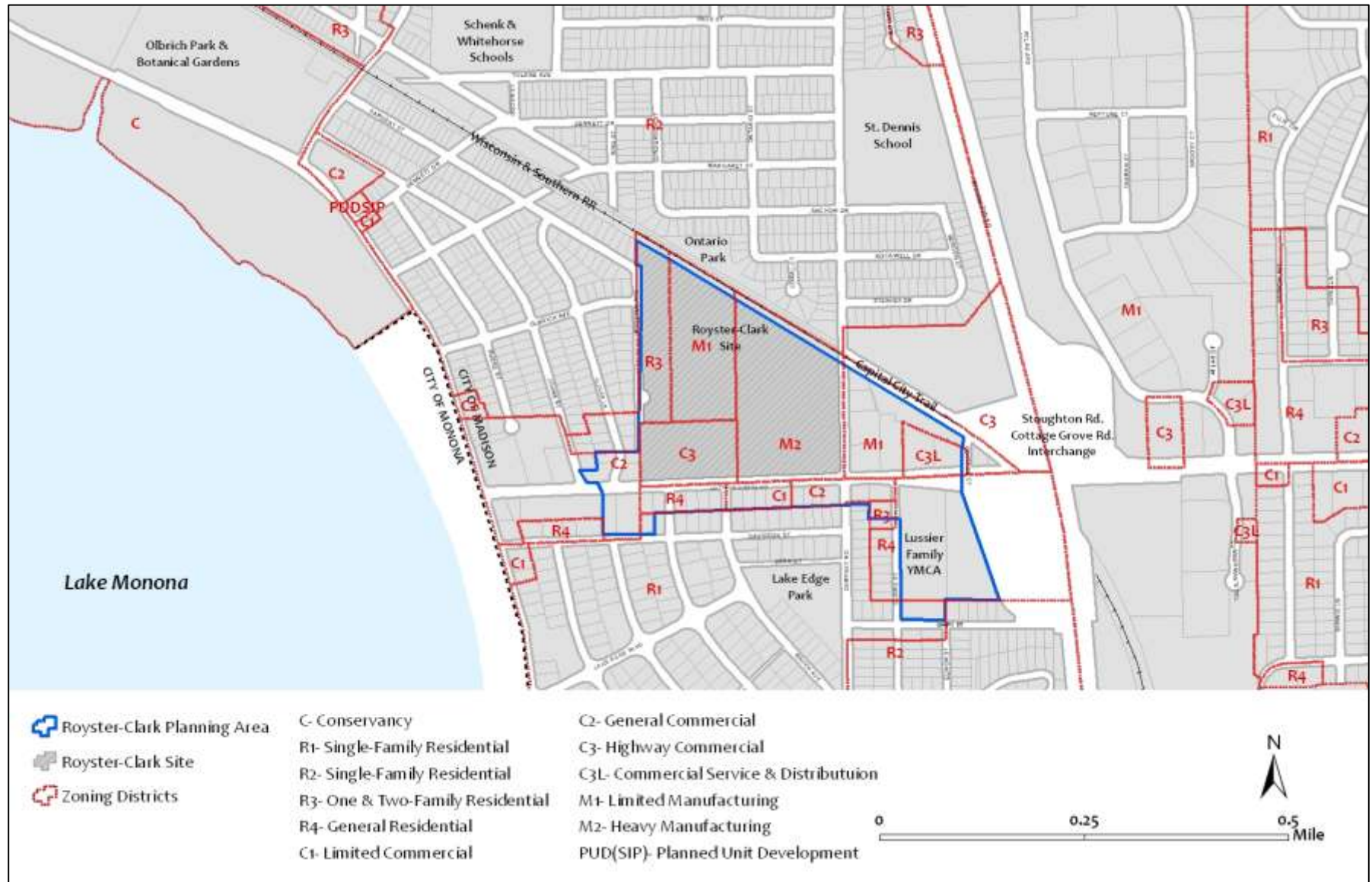
## BACKGROUND INFORMATION

### Existing Land Use Map



# BACKGROUND INFORMATION

## Existing Zoning Map





# BACKGROUND INFORMATION

## PLANNING AREA OVERVIEW

Surrounded by established neighborhoods, the 60-acre Planning Area has been visually dominated by the former Royster-Clark plant since its construction in 1948. The property on which the plant sits comprises nearly half of the Planning Area. An MG&E substation sits on a narrow strip of land west of the plant site. The Planning Area also includes the “Cottage Grove Road Frontage”, a shallow strip of commercial and residential properties along Cottage Grove Road, the YMCA, and public land used for stormwater management, and the “Commercial Triangle”, a group of properties just east of Dempsey Road.



In addition to the Royster-Clark Site, the Plan includes long-term recommendations for the “Cottage Grove Road Frontage” and the “Commercial Triangle.”



Aerial view of the former Royster-Clark fertilizer plant



Bowers Chiropractic Clinic is an example of a new, high quality building on the south side of Cottage Grove Road



Apartment buildings on the south side of Cottage Grove Road frontage

## BACKGROUND INFORMATION

### ***Cottage Grove Road Frontage***

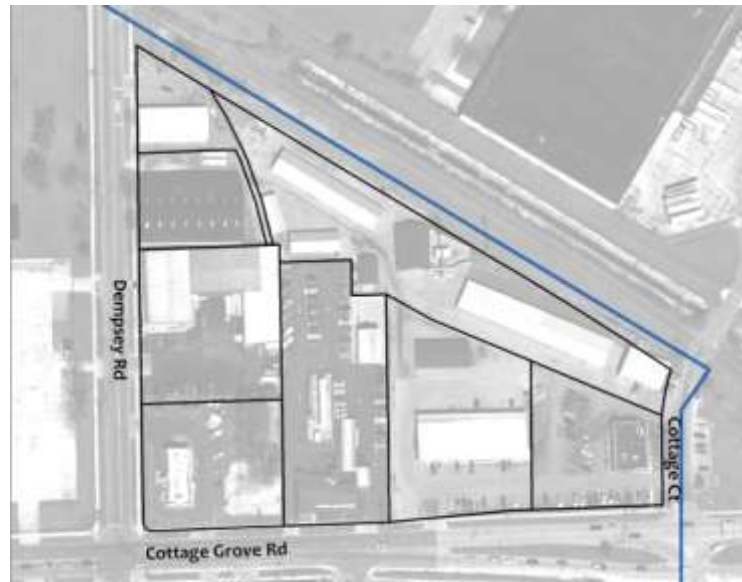
The 20 properties along the south side of Cottage Grove Road and the four properties north of Cottage Grove Road at Clover Lane are primarily sites for a variety of small businesses, although there are also seven residential and two mixed-use properties. While many individual properties are well maintained, the lack of cohesiveness and limited pedestrian amenities create a cluttered and generally bland environment. Most of these properties have relatively small buildings with a single commercial use surrounded by surface parking.

The seven residential properties include three apartment buildings and four single-family homes. The Lussier Family YMCA and a City of Madison-owned stormwater management parcel comprise the eastern end of the Planning Area.

The area has an abundance of access driveways from Cottage Grove Road, resulting in chaotic and somewhat hazardous vehicle-turning movements. Concerns regarding traffic, pedestrian safety, and the general unattractiveness of the corridor were identified during the planning process.

### ***Commercial Triangle***

Eight commercial, warehousing, and manufacturing properties comprise a 7.4-acre triangle, just east of the Royster-Clark Site bounded by Dempsey Road, Cottage Grove Road, and Cottage Court. Developed between 1950 and 1990, these properties are a mix of employment uses with limited highway-oriented retail and restaurant uses. They are generally well-maintained but do not relate particularly well to one another or to the surrounding public streets. The most recent development, the Badger Cab Company, located their new building up to the street.



*Commercial Triangle parcels*



*The south side of the Cottage Grove Road Frontage, looking west*



*Vacant warehouse in the Commercial Triangle*



*Fast food restaurant in the Commercial Triangle at the corner of Dempsey and Cottage Grove Roads*



## BACKGROUND INFORMATION

### ROYSTER-CLARK SITE

For the purposes of this plan, the “Royster-Clark Site” is defined as the five parcels bounded by the Wisconsin & Southern Railroad to the north, Dempsey Road to the east, Cottage Grove Road to the south, and Royster Avenue to the west.

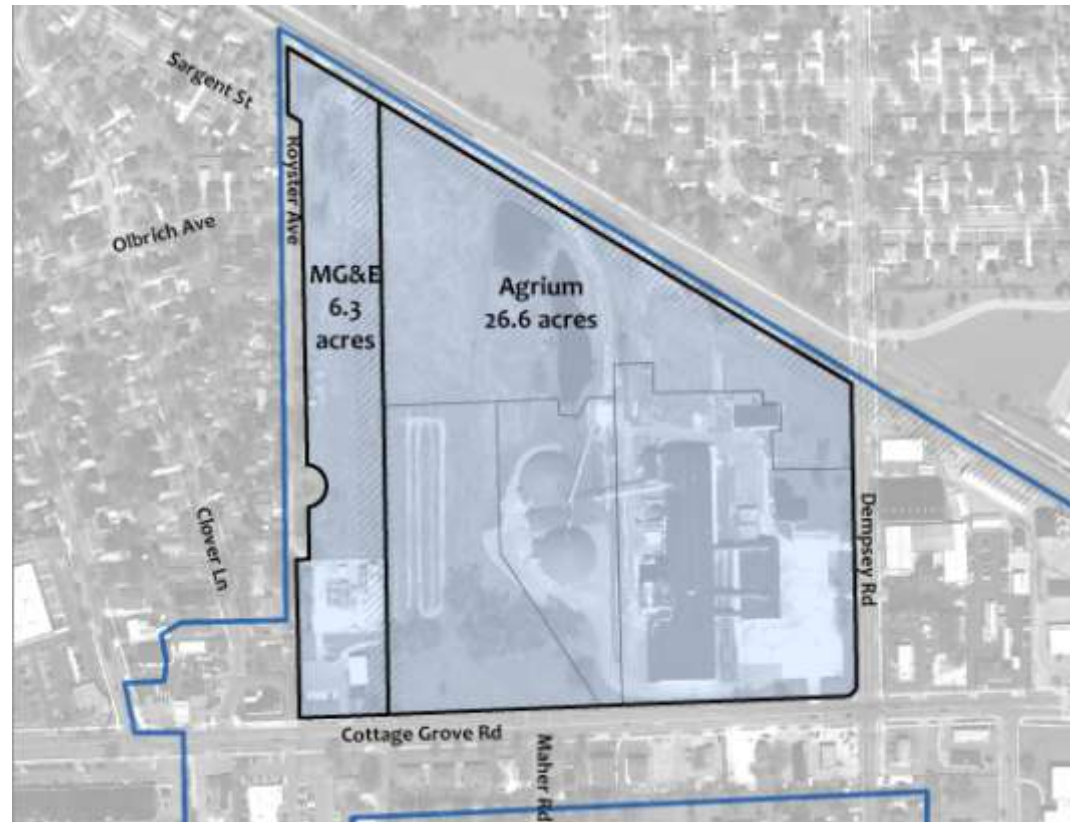
#### Ownership

The former Royster-Clark fertilizer plant was acquired by Agrium, Inc., an agricultural products company based in Calgary, Alberta, in 2006. Agrium currently owns a total of 26.6 acres on four parcels with a 2008 assessed value of \$1.69 million. Agrium closed the fertilizer plant in August 2006 and has indicated their intent to sell the property for redevelopment.

The westernmost parcel on the site is owned by Madison Gas and Electric (MG&E). An electric power substation and high-voltage transmission lines running from it to the northern boundary of the property will exist on this site for the foreseeable future. The substation itself may double in size in the long term. Agrium currently leases their westernmost parcel to MG&E for use as a utility pole training facility. This facility could be relocated.

#### Physical Description

The site has a generally low elevation ranging from 856 to 868 feet above sea level and sloping gently downward from southeast to northwest. On-site trees include a stand of mature oaks in the northwest corner and a group of less significant trees in the south central portion of the site. Six buildings associated with the Royster-Clark fertilizer plant remain on the site and are generally obsolete. The buildings and the asphalt surrounding them cover approximately nine acres in the southeastern portion of the site. The largest of the buildings is in disrepair and is considered a nuisance and safety hazard. There is broad support for demolition of all the structures on the site, but due to decades of fertilizer production and associated contamination, the demolition process will require special precautions to ensure environmental safety.



*The area referred to as the “Royster-Clark Site” throughout the Plan is comprised of five parcels; four currently owned by Agrium, Inc., and the adjacent parcel to the west owned by MG&E, as shown above. The crosshatched area depicts a “no-build” buffer under the transmission lines affiliated with the MG&E Substation.*

## BACKGROUND INFORMATION

The northern portion of the site includes two rail spurs off of the Wisconsin and Southern Railroad that served the plant, and two shallow, clay-lined ponds. Overhead transmission lines run from the MG&E Substation to the north (rear) of the site, and then run southeast along the northern boundary of the site. These lines will remain for the foreseeable future, and necessitate a no-build area within approximately 40 feet on either side. Due to the low elevation, development in the northwestern portion of the site may require extensive fill to accommodate basements and provide adequate sanitary sewer drainage.

### **Environmental Contamination**

Since August 1990, the Wisconsin Department of Natural Resources (DNR) has overseen a case in an area in the southeast portion of the Royster-Clark Site where petroleum products were stored in leaky underground tanks. In the 1990s, three tanks and surrounding contaminated soil and groundwater were removed from the site, and several monitoring wells and remediation systems have since been installed. Project closure requests made in the early 2000s were denied by the DNR, as additional site work was still necessary to meet statutory requirements.

On other portions of the site, spillage resulting from fertilizer production activities prompted a second case in 2002 with regulatory oversight by the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP). To date, over 8,000 tons of soils have been excavated, and additional monitoring wells have been installed on this portion of the site.

In late 2006, Agrium, Inc. initiated a Voluntary Party Liability Exemption (VPLE) process with the DNR. This involves an exhaustive environmental assessment of the entire property and preparation of a voluntary remediation plan, all of which must be completed and approved by the DNR before the State of Wisconsin will assume liability for future environmental remediation of the site. In 2007, the environmental assessment was completed, but a remediation plan has not yet been submitted by the property owner to State agencies for review.

### **Utility Service**

The periphery of the site is generally well served by major utilities. Both existing water and sanitary sewer mains have adequate capacity to serve relatively intense redevelopment. Stormwater runoff generated on the site will likely be the most difficult to serve with existing infrastructure. Opportunities for on-site infiltration should be utilized when possible. However, stormwater that cannot be infiltrated due to unknown constraints may need to be discharged or conveyed from the northwest corner of the site into the existing large storm sewer located north of the railroad tracks and Capital City Trail.



*Fertilizer Plant- Main Granulation Building*



*Fertilizer Plant- Storage Domes and Ponds*



*The MG&E Substation (above) will remain, but the buildings associated with the Royster-Clark fertilizer plant are no longer in use.*

## BACKGROUND INFORMATION

### TRANSPORTATION

#### ***Planning Area Streets***

The intersection of Cottage Grove Road and Dempsey Road is the most significant in the Planning Area. Cottage Grove Road carries the highest traffic volumes through the Planning Area, with four vehicle lanes accommodating over 20,000 vehicles per day east of Dempsey Road, and nearly 15,000 vehicles per day west of Dempsey Road. With an 80-foot right-of-way, Cottage Grove Road west of Dempsey Road is currently a 48-foot-wide street with curb and gutter. Both sides of the street include 10-foot-wide terraces and 6-foot-wide sidewalks.

The segment of Dempsey Road just north of Cottage Grove Road carries nearly 7,000 vehicles per day. With a 60-foot right of way, this segment is currently a 36-foot-wide street with curb and gutter and two lanes of vehicle traffic. Both sides of the street include terraces and sidewalks. South of Cottage Grove Road, Dempsey Road functions as a local street in the Lake Edge Neighborhood, where it carries only about 2,000 vehicles per day. This segment has a similar right-of-way width, but has no curb, gutter, or defined sidewalks. Other local streets within or adjacent to the Planning Area intersect Cottage Grove Road.

#### ***Access to the Royster-Clark Site***

The Royster-Clark Site is currently only accessed by two driveways from Dempsey Road into the parking area serving the fertilizer plant, and a small access driveway to the MG&E property from Cottage Grove Road.

The potential for connections to the site from the north is limited by the existing rail line and the street pattern north of the tracks. The west side of the site is bordered by Royster Avenue, which dead ends just north of the MG&E substation. Sargent Street and Olbrich Avenue approach the site from the west. Both currently end at Royster Avenue, but offer opportunities for possible new connections into the site. From the south, Drexel Avenue, Maher Avenue, and Dempsey Road approach the site from the Lake Edge Neighborhood.

#### ***Bike and Pedestrian Network***

The Capital City Trail, a regional bicycle and pedestrian path, currently links the site to downtown and areas west for bicycle commuters and recreational users. The path currently ends just east of the Planning Area at Cottage Grove Road. A southeastern extension to Buckeye Road is planned, contingent on the City's ability to purchase rail right-of-way, and if completed, would eventually



*Cottage Grove Rd and Dempsey Rd intersection, looking north*



*Royster Ave, looking south*



*Wisconsin & Southern Railroad, looking west*



## BACKGROUND INFORMATION

connect with additional segments extending further east toward the Village of Cottage Grove. An interim connection to Buckeye Road was completed in 2009, using a mix of on-street facilities along Cottage Grove Road and Vernon Avenue and an off-street path through Acewood Park.

The Wisconsin and Southern Railroad lies between the Royster-Clark Site and the path, complicating the creation of new direct access points to the path. However, the east side of the site has easy access to the path via Dempsey Road; and a new street connection at Olbrich Avenue on the west side of the site will provide an indirect connection to the path via Olbrich Avenue, Sargent Street and Dennett Drive.

On-street bicycle lanes were incorporated in 2008 on the segment of Cottage Grove Road just east of Dempsey Road, but do not extend west through the majority of the Planning Area. Other streets in the Planning Area do not have bicycle lanes, but traffic levels are considerably lower and considered safe for most bicyclists. There are existing sidewalks along Cottage Grove Road and Dempsey Road north of Cottage Grove Road, although the pedestrian environment could be greatly improved by the addition of a wider terrace and improvements to private property. Local street segments immediately south of Cottage Grove Road do not have sidewalks.

### **Transit**

Metro Transit service consists of all day routes and time specific routes as follows:

- Route 16- all day service on weekdays and weekends/holidays along Atwood Avenue and Buckeye Road between the East Transfer Point and the South Transfer Point
- Route 38- peak hour service on weekdays from the Planning Area to downtown/campus in the morning, and in the opposite direction in the evening. This service would benefit Plan Area residents commuting downtown for employment or other purposes, but would not directly facilitate transportation to employment locations within the Planning Area
- Route 37- peak hour service on weekdays in the opposite direction of Route 38, coming directly from the campus and downtown, utilizing Atwood Avenue and Buckeye Road
- Route 39- mid-day service on weekdays from the East Transfer Point southbound on Dempsey Road, serving a bus stop on Dempsey Road at Cottage Grove Road. After a 25-minute loop, Route 39 returns to the East Transfer Point via Stoughton Road.

Improved transit would greatly enhance the Planning Area as a competitive location for employment growth. However, the established location of the East Transfer Point on Milwaukee Street at West Corporate Drive, and existing turn restrictions at the intersection of Milwaukee Street and Dempsey Road present challenges to any significant expansion of transit service along Dempsey Road past the Planning Area at this time.



*Capital City Trail, looking west from Dempsey Road*



*Capital City Trail, looking east from Dempsey Road*



*Sidewalk along Cottage Grove Road, looking east*

# BACKGROUND INFORMATION

## Transit and Bicycle Routes Map



## BACKGROUND INFORMATION

### MARKET STUDY

As part of the planning process, a market feasibility study was completed by Stockham Consulting in the summer of 2008 to assess market support for various types of development on the Royster-Clark Site. The study was initiated by the adjacent neighborhoods, and was funded by grants from the Dane County Better Urban Infill Development (BUILD) Program and the City of Madison, as well as private contributions. The study focused on three market areas within a half-mile, one-mile, and three-mile radius from the site, and was based on current market demand and existing and projected area demographics.

The market feasibility study was not intended to determine the goals and expectations for the Planning Area, but to help ensure that the planning recommendations for the area embody a balance of realism and ambition that result in a redevelopment superior to what would occur in the absence of a plan. Major findings of the study included:

#### **Employment**

- There is some current market demand for light industrial and “flex-space” uses. There is little market support for Class “A” office space at this location.
- The Royster-Clark Site may be a good location to develop a “green” business park focused on businesses committed to sustainable development.

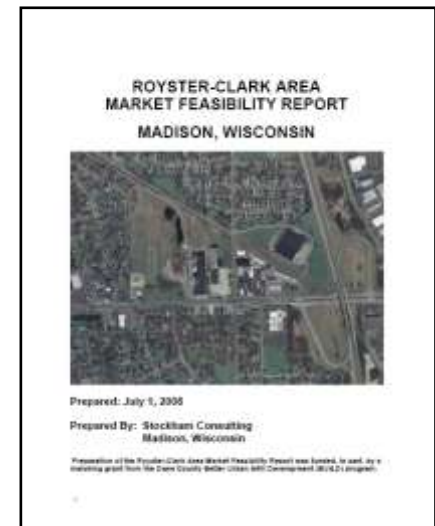
#### **Residential**

- There is market support for modest single family homes under \$200,000.
- There is probable market support for affordable rental units for seniors or families.
- There is currently little market support citywide for condominiums.

#### **Retail/Commercial**

- A full range of stores and services already exist within all three market areas, resulting in limited market support for new retail commercial development.
- There probably would be market support for additional franchise businesses on small sites along Cottage Grove Road, but it is recognized that is not consistent with neighborhood objectives.
- Redevelopment of the blighted Royster-Clark Site may improve market conditions generally, and encourage improvements to other private properties along Cottage Grove Road.

The market feasibility study was a “snapshot” in time during a recessionary period and reflected a serious oversupply of certain types of development in the Madison market. As the economy changes and the Royster-Clark Site is redeveloped over time, it is expected that additional opportunities not currently supported by the market may appear.



The complete 2008 Royster-Clark Area Market Feasibility Report is available on the project website:  
<http://www.cityofmadison.com/planning/royster.html>

# RECOMMENDATIONS

## OVERALL VISION AND PLANNING GOALS

The 33-acre Royster-Clark Site presents Madison with a rare opportunity for infill redevelopment on a large scale, and the desire to create something “special” on this unique site was consistently expressed throughout the planning process. While the Royster-Clark Site can accommodate a wide variety of potential land uses, a primary goal of the planning process is that the redevelopment of this site both respect the existing land uses in the surrounding neighborhood and serve as a catalyst for improvements to the Planning Area as a whole.

Detailed recommendations in this plan are based on the following overall vision statement and broad planning goals developed by the Neighborhood Planning Team and the wider community over the past 18 months.

### OVERALL VISION

Redevelopment on the Royster-Clark Site is an opportunity to create something special that enhances neighborhood identity, brings employment and engaging activities to the area, and acts as a catalyst to encourage additional neighborhood improvements.

**Goal 1:** The Royster-Clark property will be developed as an integrated site, with a coordinated mix of mutually supporting land uses and common or compatible design elements.

**Goal 2:** The scale and design of new development on the Royster-Clark Site will complement and enhance adjacent uses and the surrounding neighborhood.

**Goal 3:** The placement and design of new development and redevelopment along Cottage Grove Road will enhance neighborhood identity and create an attractive “gateway” to the Cottage Grove Road business district.

**Goal 4:** Redevelopment of the Royster-Clark Site will enhance the quality of life in adjacent residential neighborhoods.

**Goal 5:** Redevelopment will provide residential opportunities similar to surrounding housing as well as new opportunities for households seeking alternatives to single-family homes.

**Goal 6:** Redevelopment of the site will incorporate principles of sustainability, creativity and superior design.

**Goal 7:** New multi-modal transportation connections will be provided between neighborhood residential areas, activity centers and amenities.

**Goal 8:** Transportation access, safety, and amenity for motor vehicles, pedestrians and bicycles will be maintained and enhanced.

**Goal 9:** The site will accommodate new local employment opportunities and small businesses, rather than regional-scale or highway-oriented retail businesses.

**Goal 10:** Employment buildings on the site will accommodate and encourage business innovation and entrepreneurship.

**Goal 11:** Redevelopment will support and enhance the vitality of existing businesses in the Planning Area.



## RECOMMENDATIONS

### GENERAL DEVELOPMENT CONCEPT

The development concept for the Planning Area envisions a revitalized neighborhood business street along Cottage Grove Road strengthened and enhanced by employment, residential, and limited commercial-mixed-use redevelopment on the Royster-Clark Site.

An employment center developed in the eastern portion of the former Royster-Clark site provides a mix of office and “flexible space” buildings serving a variety of relatively small-scale and medium-sized business, with an emphasis on creative businesses related to technology and research, design and building services, information and communication, and sustainable energy and development. Employment is also the primary activity in the “Commercial Triangle” located east of Dempsey Road and north of Cottage Grove Road, although that area also includes limited types of retailing.

A new residential community in the central and western portions of the Royster-Clark Site primarily consists of single-family homes generally similar in scale and price to the housing in adjacent neighborhoods, but also includes creative lot arrangements, clustered co-housing, and other compatible small-scale housing types. Multi-family housing including smaller apartment buildings and row houses line the main entry street from Cottage Grove Road and continue around the circular public open space that provides a terminal view for the principal internal streets, and the interface between higher and lower-density residential areas. The housing serves a wide variety of households of different sizes, ages, incomes and lifestyles.

Mixed uses developed along the north Cottage Grove Road frontage include office employment, residential, and limited retail uses focused on meeting the needs of neighborhood residents and employees. Most buildings are at least two stories in height and located close to the street, providing a more urban feel and framing an enhanced streetscape that includes landscaping, attractive signage and pedestrian amenities. Many buildings are mixed-use, multi-tenant developments that create nodes of activity. Parking is generally at the side or rear of the buildings and served by internal streets and shared driveways. Mixed-use development is also found along the south frontage of Cottage Grove Road, although business is the predominant use. Coordinated improvements and redevelopment have produced a more integrated business district, with easier access, shared parking and generally attractive appearance.



*The United Way building in the Atwood Neighborhood is an example of an employment building appropriate for the northwest corner of Dempsey and Cottage Grove Road*



*Single-family homes appropriately scaled for portions of the Royster-Clark Site*



*Mixed-use building appropriate for mixed-use portions of the Royster-Clark Site*



## RECOMMENDATIONS

New public streets developed within the former Royster-Clark Site provide access to, and connections among, the multiple uses on the site, but are designed to discourage non-local through traffic. Streets all have sidewalks and provide safe routes for pedestrians and bicycles. New bicycle lanes, intersection and crosswalk improvements, and upgraded landscaping and lighting along Cottage Grove and Dempsey Roads provide enhanced bicycle and pedestrian safety and amenity along the Planning Area's principal streets.

Throughout the Planning Area, but particularly on the former Royster-Clark Site, the focus is on integrated development, where the employment, residential and mixed-use areas are planned and designed to support and reinforce each other to create a special place that includes opportunities to work, live, shop and have fun.

Some sustainability objectives such as transportation mode choice and the efficient use of land are inherent in opportunities for urban infill development. The Royster-Clark Site offers more than just an advantageous location in a well-served area. The site serves as a “blank slate” for an exemplary sustainable development project. Opportunities to utilize site and building design to maximize efficiency in energy and water use and low impact stormwater management are strongly encouraged throughout the site and Planning Area as a whole.

The recommendations in this plan cover the entire Planning Area, but focus on the Royster-Clark Site because it is a large property slated for eventual complete redevelopment.



Rain gardens in the public terrace



Example of a multifamily residential building utilizing passive solar design

### GENERAL DEVELOPMENT RECOMMENDATIONS

**Rec 1.** Ensure that the Royster-Clark Site is developed as an integrated whole that coordinates and promotes synergies among a variety of land uses.

*For all development proposals within the Royster-Clark Site, a master plan demonstrating project phasing and overall consistency with the Proposed Land Use Map and the recommendations of this plan shall be provided. If a development proposal is limited to a small portion of the Royster-Clark Site, it must demonstrate that it can contribute to an integrated redevelopment of the site as a whole.*

**Rec 2.** Develop the Royster-Clark Site with a mix of employment, residential and limited commercial-mixed-use activities as illustrated in this plan.

*Ensure that the Royster-Clark Site is appropriately rezoned to further plan recommendations.*

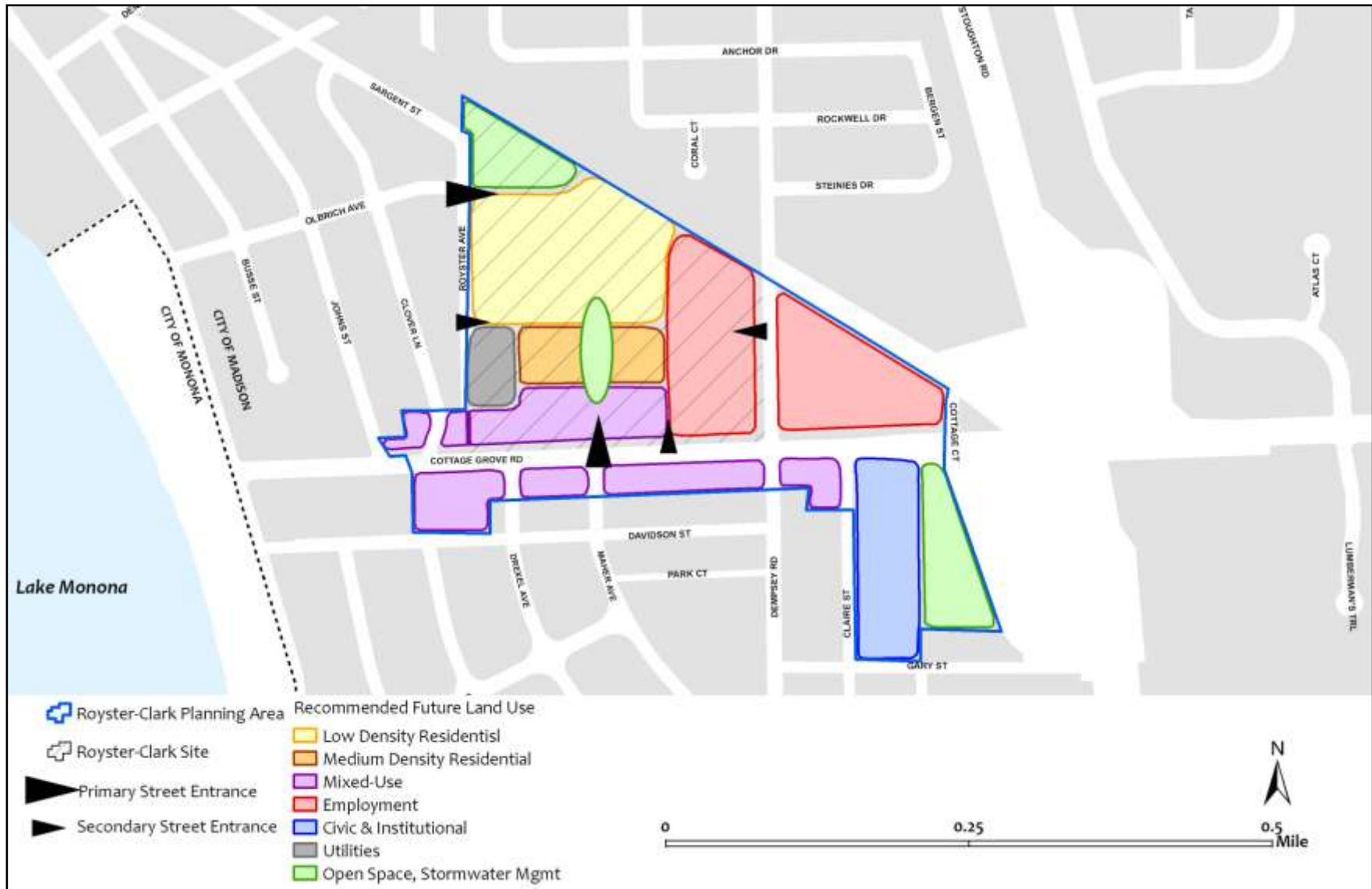
**Rec 3.** Construct energy-efficient buildings using durable and sustainable materials incorporating high-performance, efficient energy and water systems and low-impact stormwater management solutions.

**Rec 4.** Maximize opportunities for use of solar (including passive solar), wind, and other renewable energies through creative site and building design.

*Encourage energy efficient buildings as part of all development proposals. Require proposals to demonstrate consideration and commitment to sustainability.*

# RECOMMENDATIONS

## Proposed Land Use Map



The Proposed Land Use Map provides framework for redevelopment of the Royster-Clark Planning Area. While the boundaries between land uses may have some flexibility, redevelopment proposal(s) should demonstrate consistency with this map and the recommendations accompanying it. Narrative in the following subsections describes expectations for each proposed land use.

# RECOMMENDATIONS

## Royster-Clark Site Redevelopment Concepts

The redevelopment concepts presented on the following pages demonstrate two ways the planning recommendations in this section could be realized on the Royster-Clark Site. There are many possible arrangements of streets, lots, and buildings that may sufficiently further the recommendations of this plan, and it is expected that development proposals will include innovative variations on these concepts. However, they provide a useful framework to be carefully considered during the preparation of development proposals for the site.

**Concept A.** This concept includes two street entrances from Cottage Grove Road, two entrances from Royster Avenue on the west, and one street entrance from Dempsey Road on the east. Employment uses (beige) are located on the eastern portion of the site. The most prominent building is located at the corner of Dempsey and Cottage Grove Roads, with smaller employment buildings extending to the north and west. The residential portion of the site includes single-family homes (yellow) relating to the adjacent neighborhoods, and transitions southward to medium-density townhouses and small multi-family buildings (tan and brown). Mixed-use buildings (red) frame the north side of Cottage Grove Road and the southern entrance to the site. A central oval serves as an open space amenity as well as a traffic-calming measure. The “no-build” area under existing overhead transmission lines has been maintained, and the northwest portion of the site is reserved for stormwater management.

**Concept B.** This alternative is very similar to Concept A, but limits the western access to one street connection at Olbrich Avenue while continuing to provide a bicycle and pedestrian access to the southern end of Royster Avenue. The central green space is also slightly smaller to allow a better pattern of block sizes to limit the amount of irregularly shaped single-family lots.

Land Use	Acres	Description
Low Density Residential	7-8	52-54 single-family homes
Medium Density Residential	3-4	27-30 townhomes & 2-3 multifamily buildings, 2 to 3 stories
Mixed Use	3-4	5 buildings, 2 to 3 stories
Employment	5-6	7-11 buildings, 2 to 3 stories
Stormwater Mgmt & Utilities	6-8	MG&E facilities and stormwater management areas
Open Space	1-3	Central open space and scattered smaller open spaces
Public Right of Way	4 -6	Streets, sidewalks, and public terrace

*This summary table provides information on the land use proportions and building types shown in the Royster-Clark Redevelopment Concepts.*



Royster-Clark Redevelopment Concept A



Royster-Clark Redevelopment Concept B



## RECOMMENDATIONS

### Royster-Clark Redevelopment Concept A



### Royster-Clark Redevelopment Concept B



# RECOMMENDATIONS

## EMPLOYMENT AREA

### ***Royster-Clark Site***

As illustrated on the Proposed Land Use Map, the eastern one-third of the Royster-Clark Site is recommended for development primarily with employment uses. The southeastern portion of the site close to Cottage Grove Road is recommended for relatively larger, multi-story office or office-mixed-use development, while the northeastern portion is recommended for a wider range of facilities that could include smaller-scale offices and “flex” buildings with adaptable spaces suitable for a variety of activities.

If properly developed, the location of the Royster-Clark Site could help it become an attractive alternative for creative and entrepreneurial businesses seeking something more engaging than the typical stand-alone office building or suburban office park. These include technology and research-oriented business, communications, the arts, design and building services, and others. The employment center may also provide opportunities for light fabrication and accessory storage and loading, so long as associated truck traffic is minimal and accommodated in approved traffic plans, and that external impacts (for example, noise, odor, and light) are generally contained within the site.

The northwest corner of the Cottage Grove/Dempsey Road intersection should be developed with a prominent, multi-story building or set of buildings to set the tone for the entire development and provide a “gateway” to the neighborhood. Buildings at this corner should be oriented to these streets, with structured or surface parking located toward the interior of the site. Development should be built with high-quality materials and be at least two stories in height, but could be up to four stories. The primary recommended use at this corner is office/employment, but a multi-tenant development could include limited complementary uses as well. This corner is not recommended for retail or highway-oriented development, although as a way to help activate the corner, limited restaurant or retail uses might be considered as part of a larger employment-mixed-use development within the recommended building form.

### ***Planning Area***

Employment uses are also recommended for the “Commercial Triangle” east of Dempsey Road, between Cottage Grove Road and the railroad tracks. Historically, this area contained a variety of relatively “heavy” commercial uses, including storage and distribution uses taking advantage of railroad access. As with other locations along this business corridor, there is little consistency in building placement or design. Most parking is located next to the street, and landscaping is minimal. Given this area’s proximity to planned employment uses on the Royster-Clark Site and its unsuitability for residential development, it is recommended that employment uses continue to predominate here. While there are some retail and



*Example of a three-story building appropriate for the northwest corner of Dempsey and Cottage Grove Road*



*Example of a two-story building that could be appropriate throughout the Employment portions of the Planning Area*



## RECOMMENDATIONS

restaurant uses in this area presently, expansion of these uses here is not recommended. Large-scale regional retail uses are generally discouraged, and it is recommended that neighborhood-based business be located farther west at locations more convenient to the surrounding residential areas, where they will create more opportunities for multi-purpose trips and encourage pedestrian-bicycle access.

As individual properties redevelop, new buildings should be placed closer to the streets, while still allowing for the dedication of additional right-of-way to provide wider terraces that could accommodate street trees as recommended. Most parking should be provided to the side or rear, and access driveways should be consolidated, as is generally recommended along this corridor. Multi-story buildings are encouraged, particularly at the Dempsey/Cottage Grove Road intersection where a prominent structure would complement the recommended treatment across Dempsey Road on the Royster-Clark Site.

### EMPLOYMENT AREA RECOMMENDATIONS

**Rec 5.** Develop the southeast corner of the Royster-Clark Site at the Cottage Grove Road/Dempsey Road intersection with high quality, predominantly employment uses that reflect the overall vision and development theme of this plan.

*Buildings developed at this corner should have strong orientation to both streets and be a minimum of two stories in height, and preferably three to four.*

**Rec 6.** Locate a mix of office, research and business uses in flexible, adaptable buildings in the northeastern portion of the Royster-Clark Site adjacent to Dempsey Road and the railroad tracks.

*Encourage flexible interior spaces capable of accommodating a wide variety of employment and entrepreneurial uses.*

**Rec 7.** Locate predominantly employment uses in the triangular area north of Cottage Grove Road and east of Dempsey Road.

**Rec 8.** Encourage multi-story buildings between two and four stories in height within the planned employment areas, and particularly on the Royster-Clark Site. Require multi-story buildings at key locations, such as corners at intersecting streets along Cottage Grove Road.

**Rec 9.** Prohibit employment uses that generate heavy rail or truck traffic, high noise levels, or that would result in groundwater or air pollution.

*Require development proposals to limit truck-loading facilities to a small proportion of the proposed site plans. Non-nuisance uses related to production and light processing may be allowed, but the external impacts of these uses shall be contained on the site.*



Two-story building with offices in adaptable interior spaces, located near a rail corridor on Madison's east isthmus



Two-story flexible building that could be used for a variety of office and small business users



Building with two and three-story features

Example building types for the northeastern portion of the Royster-Clark Site and the "Commercial Triangle"

# RECOMMENDATIONS

## RESIDENTIAL AREA

### Royster-Clark Site

As illustrated on the Proposed Land Use Map, the central and western portions of the Royster-Clark Site are recommended for residential development. This portion of the site is adjacent to existing residential uses to the west and north (across the railroad tracks), and there was strong support during the planning process for providing additional housing opportunities in the neighborhood. This Special Area Plan recommends that both low-density, single-family housing and medium-density, multi-family housing types be developed in the planned residential areas. Low-density housing is recommended in the northern and western portion of the site, while medium-density housing is recommended in the central and southern portions of the site.

Because the residential development area is directly adjacent to a proposed employment area on the eastern portion of the Royster-Clark Site and the proposed mixed-use area along Cottage Grove Road, detailed planning for the three uses needs to be carefully coordinated to ensure an attractive transition between uses, and minimize any potential negative impacts. Pedestrian-bicycle connections and creation of an engaging interface between the uses is encouraged, and might include concepts such as developing live-work units or artist studios at the margins of the employment area, for example.

**Low-Density Housing.** Low-density, primarily single-family housing is recommended in the northern and western portions of the planned residential area. This housing is seen essentially as an expansion of the existing neighborhood to the west, and will be connected with it by one or more new local streets. While creativity in housing design is encouraged, it is recommended that most housing developed in this part of the site have lot sizes and home values generally compatible with the surrounding neighborhoods. The Market Feasibility Study concluded that moderately priced single-family housing was one of the most promising potential reuses for the Royster-Clark property, and providing affordable family housing opportunities is one of the goals of the planning process.

Low-density housing can be developed on individual building lots with separate or shared driveways, either to the street or to an alley. While detached single-family homes are the primary recommended housing type for this portion of the site, other low-density alternatives may also be appropriate, such as clustered housing or co-housing arrangements where a single parcel includes several detached residential units and shared common spaces. Combined with other uses, such as gardens or open space, this might be one way to take advantage of some of the oddly shaped lots



*Single-family home appropriate for the low-density residential portion of the Site*



*Low-density residential development may also take the form of a cluster of homes or co-housing*

## RECOMMENDATIONS

that might result when this area is subdivided. Regardless of the specific lot configuration or ownership arrangements, residential developments should front the proposed network of new public streets. For purposes of this plan, low-density housing is defined as approximately 6 to 15 units per net acre, with most single-family development toward the lower end of this range.

The small strip of land on the MG&E property located just east of Royster Avenue and west of the transmission line corridor is illustrated as a part of the proposed low-density residential area, but it may or may not be included in a future redevelopment. The land is relatively low and is separated from the rest of the Royster-Clark Site by the open corridor required for the overhead transmission line. Residential development of this strip is not integral to successful redevelopment of the site as a whole, but if it is developed, future use should be limited to modest single-family homes on lots similar in width to the existing homes on the west side of the street. If this strip is not included in a future development, it might be maintained for alternative open space or stormwater management uses.

The Royster-Clark Redevelopment Concepts on Pages 22 and 23 show potential street layouts for the low-density housing area, although other arrangements are also possible. Flexibility is somewhat limited by the shape of the site, the railroad right-of-way, and the need to leave a 80-foot wide clear corridor beneath the overhead transmission lines on the MG&E property at the western end of the site. Essential features in residential development pattern, however, include provision of a local street connection to the west at Olbrich Avenue, and local street connections between the residential area and Cottage Grove Road and Dempsey Road. Other local streets will provide access to individual lots as required. Creativity will be necessary to make most efficient use of the land since the configuration of the site makes a pure grid of rectangular lots unfeasible.

**Medium-Density Housing.** Medium-density housing development is recommended in the southern portion of the proposed residential area, between the lower-density housing and the proposed mixed-use development along Cottage Grove Road. As illustrated in the Proposed Land Use Map, the medium-density housing is arranged around a proposed public green framed by the main entry street to the site from Cottage Grove Road. Recommended housing types include attached single-family dwellings (townhouses and row houses), and multi-family apartment or condominium buildings. For purposes of this plan, medium-density housing is defined as approximately 16 to 40 units per acre, with attached single-family housing toward the lower end of the range, and multi-story apartment buildings toward the upper end.



*Single-family attached buildings appropriate for medium density residential portions of the site*



*Interior view of a co-housing development*



*Multifamily building design appropriate for medium density residential area*



*"Skinny houses" might be appropriate for portions of the low-density residential area*



## RECOMMENDATIONS

It is recommended that multi-family buildings be relatively small-scale, with a maximum height of three stories. Medium density housing should also include a range of building types and unit sizes to provide housing opportunities for households of different sizes, ages, incomes, and lifestyles. More housing for seniors was identified as a specific neighborhood need during the planning process, and could be provided within a range of possible building types. Family-oriented rental housing was also identified as something currently limited in the neighborhood.

### **Planning Area**

A limited amount of residential development currently exists along the south frontage of Cottage Grove Road, including a small cluster of apartment buildings accessed from other streets, and apartments located in mixed-use buildings. While the Cottage Grove Road business district is recommended to continue as primarily a business location, additional residential development in this portion of the Planning Area as incremental redevelopment occurs over time would not be inconsistent with the recommendations of this plan. This would most likely occur as part of mixed-use projects that combine business uses with residential uses located above the ground floor; but stand-alone residential buildings may also be appropriate at some locations.

Because Cottage Grove Road is a busy arterial street and currently a somewhat disorganized business strip, additional residential uses should only be supported in developments that can provide an attractive environment with a reasonable degree of amenity for the residents. Recommended density of residential uses is in the medium-density range of 16 to 40 units per acre, in buildings from two to four stories in height. Taller or larger buildings should be adequately set back from the rear lot line and provide landscaping or other screening from the single-family housing located to the south.



*Yahara River View Apartments is a local example of an appropriate building design for portions of the medium-density residential area*



*Attached townhomes for a variety of household types may be appropriate for parts of the residential area*



*Buildings similar to this senior housing development may be appropriate for parts of the medium-density residential area*

# RECOMMENDATIONS

## RESIDENTIAL AREA RECOMMENDATIONS

**Rec 10.** Develop the residential portion of the Royster-Clark Site with a mix of single-family, attached single-family, and small-scale multi-family dwellings.

*As illustrated on the Proposed Land Use Map on Page 21, it is recommended that single-family detached housing be located in the northern and western portion of the site, with row houses and small multi-family housing farther south and large multi-family housing within and adjacent to the mixed-use area along Cottage Grove Road.*

**Rec 11.** Provide housing opportunities for a variety of households with different sizes, ages, incomes and lifestyles, including housing designed to meet the needs of seniors.

*Household sizes ranging from 1 to 4 or more should be supported in each residential building type.*

*Single-family homes should have 2 to 4 bedrooms.*

*Some units in multifamily buildings should have three or more bedrooms.*

*Housing choices could include co-housing or other clusters of individual houses on a single lot.*

**Rec 12.** Develop a portion of the Royster-Clark Site with owner-occupied, single-family housing similar in price to housing in the surrounding neighborhood.

**Rec 13.** Create an engaging interface between the residential, employment and commercial-mixed-use portions of the Royster-Clark Site that provides appropriate connections among the different activities while minimizing potential negative impacts.

**Rec 14.** Consider including residential uses as part of mixed-use developments at appropriate locations as redevelopment occurs in the Cottage Grove Road business district.

**Rec 15.** Garage doors should not be the predominant architectural feature in residential buildings.

*For attached garages, garage doors should be perpendicular to the street or set back behind the front facade of the house.*



Single-family detached buildings appropriate for low-density residential portions of the site



Interior view of a co housing development



A multifamily building like the one above would be ideal as a transition from residential to mixed-use buildings. The third floor stepback helps to soften the impact of the buildings on the sidewalk

# RECOMMENDATIONS

## MIXED-USE AREA

The areas identified as mixed-use on the Proposed Land Use Map are the recommended locations for a variety of commercial activities, including office employment and retail/service uses, as well as for mixed-use developments combining residential uses with employment or retail uses. Stand-alone residential buildings may also be appropriate in mixed-use areas at some locations.

The north side of Cottage Grove Road has the greatest near-term potential as a location for new mixed-use development as part of the redevelopment of the Royster-Clark Site, but the south side of the street also has longer-term potential as incremental redevelopment of existing commercial properties takes place over time.

### Royster-Clark Site

The southern portion of the Royster-Clark Site is recommended for a mix of employment, commercial and residential uses in well-designed multi-tenant and mixed-use buildings. Recommended uses within this area are flexible and may include office employment, neighborhood-serving retail and service businesses, civic uses, and residential uses primarily on upper levels of mixed-use buildings.

The retail market potential in this area is considered limited, and retail uses should be clustered into relatively few “nodes” that are designed to create engaging neighborhood activity centers, rather than stripped out on small parcels along Cottage Grove Road. Large region-serving retail uses and highway-oriented uses are not recommended.

New development along the north side of Cottage Grove Road should seek to create a more “urban street” feel, rather than the current “suburban arterial” feel, by locating buildings close to the right-of-way and orienting them to the street, with parking provided primarily to the rear and sides of the buildings. Corner buildings are the most visually prominent, and should maintain a strong presence on both fronting streets. In order to help frame the street and promote efficient use of land, it is recommended that buildings be at least two stories in height (or include substantial two-story components), with a maximum of four stories to maintain solar access for properties to the north. To achieve the desired building massing, fewer, larger, multi-use and multi-tenant buildings are preferred to the uncoordinated development of many individual small parcels.

Development proposals for the mixed-use area should enhance and reinforce the existing business district. In addition to emphasizing development of neighborhood-scale businesses that complement the existing establishments, it is important that the developments be easily and safely accessible by residents from the residential portions of the Royster-Clark Site, as well as the surrounding neighborhoods and the



*These buildings, while different in mass and height, are both appropriate examples for mixed-use portions of the Planning Area*



## RECOMMENDATIONS

larger community. Local streets and sidewalks should be supplemented with additional interior walkways as needed to help provide easy access from residential and employment areas on the site.

Good vehicular access and adequate parking is also essential to most businesses, even those focused on serving the local neighborhood market, but these should be provided with minimal impact on aesthetic character and pedestrian safety. Vehicle access to developments on the north side of Cottage Grove Road should be provided from new interior streets to the extent feasible, with new driveway access to Cottage Grove Road limited to not more than one per 130 feet—and fewer is better. Larger multi-tenant buildings that can share parking and access drives will help reduce the number of driveways required, compared to the alternative of many smaller single-user developments.

The MG&E property at the western end of the Royster-Clark mixed-use area currently includes a small building and parking area in front of the electrical substation, which is set fairly deeply on the lot. This building is only used for training sessions associated with the pole training facility on the adjacent lot to the east, which is leased from Agrium. While the substation will remain and may eventually double in size, the pole training facility can be relocated. This would free up additional space for mixed-use redevelopment, not only where the poles are currently located, but also on the space between the substation and Cottage Grove Road.

### **Planning Area**

Redevelopment of the mixed-use area along the south frontage of Cottage Grove Road is expected to take place incrementally over time. Compared to the essentially “blank slate” provided by the large Royster-Clark Site, the physical characteristics on the south side are more challenging and include relatively shallow lot depth, multiple driveways, and prominent surface parking lots facing the street with the buildings set toward the back. As revitalization of this business district occurs, it is likely that there will be increased interest in upgrading or even redeveloping some of these properties. It is recommended that redevelopment be viewed as an opportunity to begin to create a more “urban” character along the south frontage of Cottage Grove Road, similar to what is recommended for the north side.

Recommendations for improvement of property along the south side of Cottage Grove Road include creating a stronger streetscape as redevelopment occurs. This can be accomplished by seeking opportunities to coordinate the redevelopment of several properties to create fewer, larger, multiple-use buildings. It can also be furthered by locating new structures or additions closer to the street, shifting more parking to the side or rear of the buildings, combining access points to limit the number of driveways onto Cottage Grove Road, and by reducing visual clutter through more-coordinated



*Knickerbocker Place, a commercial building on Monroe Street*



*Mixed-use building includes office spaces and residential units on half of the upper level*



*Mixed use building in Grandview Commons on Cottage Grove Road*

*These buildings, while very different, have high quality building materials and interesting architectural features to enhance the pedestrian experience in a mixed-use area.*

## RECOMMENDATIONS

signage, landscaping, and lighting. These changes will require a sustained cooperative effort between the City and the property owners and businesses within the district over time.

Existing developments on the parcels at the Clover Lane and Johns Street intersections with Cottage Grove Road have relatively crowded sites with parking located at the sidewalk and little room for landscaping or other amenities. The Clover Lane intersection also has an awkward alignment with relatively poor visibility. As with the parcels along the Cottage Grove south frontage, if these properties are redeveloped at a future time, opportunities to improve site functionality, reduce traffic conflicts and improve the streetscape should be considered.

Opportunities to implement these recommendations should be considered as part of City review of proposed improvements and redevelopments in this area. Relatively simple façade improvements can cumulatively make a big difference in the way an area appears, and business and property-owner interest in a façade improvement grant program or other initiative to encourage these types of activities should be explored.

Public improvements within the street rights-of-way, such as lighting and landscaping, would increase the general attractiveness and amenity of this corridor, and are recommended. Public right-of-way improvements might be most effective if coordinated with driveway consolidation and improvements on adjacent private properties.

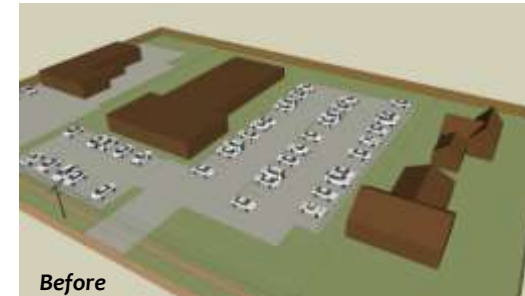


**Before**



**After**

As this before and after illustration demonstrates, designing new buildings closer to the street with adjacent entryways and attractive landscaping help create a safer and more pleasant pedestrian experience and minimize the impact of the overhead utility wires.



**Before**



**After**

As shown in the pair above, redevelopment along the south side of Cottage Grove Rd. can be incremental, taking advantage of open and underutilized lots while maintaining uses important to the neighborhood



Example of a building appropriate for mixed-use portions of the Planning Area

# RECOMMENDATIONS

## MIXED-USE AREA RECOMMENDATIONS

**Rec 16.** Develop the Cottage Grove Road frontage with a variety of mixed-use activities, including developments combining ground floor retail with residential or employment uses on the upper stories, as well as dedicated office or residential buildings.

**Rec 17.** Concentrate retail businesses into relatively few nodes designed to create engaging neighborhood activity centers. In general, large-scale and freestanding retail developments are not recommended.

**Rec 18.** Encourage relatively large developments comprised of multi-use and mixed-use buildings within the Royster-Clark Site mixed-use area, rather than uncoordinated development of many individual buildings on small frontage parcels.

*Prohibit land divisions in proposed employment and mixed-use areas resulting in parcels less than one acre in size unless a development proposal associated with the subdivision can demonstrate consistency with this Plan.*

**Rec 19.** To help frame the Cottage Grove Road corridor and provide good pedestrian accessibility, new development in the mixed-use area on the north side of Cottage Grove Road and incremental redevelopment on the south side of Cottage Grove Road should follow these guidelines:

*Buildings should be between two and four stories in height.*

*The front facade of buildings should be located between 15 to 25 feet of the property line along the north side of Cottage Grove Road to allow space for the possible future burying of the overhead transmission wires.*

*Buildings should be oriented to the street, with direct pedestrian access from the public sidewalk along Cottage Grove Road to building entrances.*

*Parking lots should be located to the side or the rear of buildings to maintain an attractive streetscape with limited driveway access.*

*First floor storefront design with a high proportion of glass with views into businesses is encouraged, especially for retail or corner buildings.*

*Large trees are encouraged within the front yard setback along Cottage Grove Road.*



Two-story building with residential units above retail uses



Three-story development with residential units above retail uses



Three-story building with residential units above retail uses



# RECOMMENDATIONS

## CIVIC AND INSTITUTIONAL USES

The only institutional use currently located within the Royster-Clark Planning Area is the Lussier Family YMCA on Cottage Grove Road. The “Y” is an important neighborhood and community asset, and is expected to remain at this location for a long time to come. There is ample room on the existing YMCA site for future expansion, but there are no plans to expand the facility at this time.

Although sites for potential institutional uses other than the YMCA are not specifically identified on the Proposed Land Use Map, the recommended mixed-use area north of Cottage Grove Road would be an appropriate location for some types of institutional uses. Additional recreational or entertainment uses suitable for teens were among the desired uses identified during the planning process. Important considerations for locating institutional uses would include ensuring that the proposed activity served the needs of the neighborhood, and that the facility could be integrated into the type of larger-scale mixed-use developments recommended along this frontage.

During the planning process, the agencies that operate service facilities such as neighborhood or community centers generally indicated that they were not considering establishing any new centers in this area. However, the Madison Public Library has expressed interest in expanding the nearby Pinney Branch Library, as the existing space is considered by some to be too small to adequately support its programming. While there are several potential alternatives for expansion, a new facility on the Royster-Clark Site could be considered.

A public library on the Royster-Clark Site would strongly support the planned residential and employment development, and would be an appropriate use within the recommended mixed-use area. If a branch library is considered, it is recommended that it be developed in conjunction with compatible small-scale retail or service uses that would create a more complete and attractive destination and enable patrons to combine their library visit with other neighborhood activities.

## CIVIC AND INSTITUTIONAL USE RECOMMENDATION

**Rec 20.** Neighborhood-serving institutional uses should be located within the recommended mixed-use area, and are encouraged to co-locate with supporting uses that can create a multiple-purpose destination.

*A branch library would be an appropriate institutional use within the mixed-use area. The corner of Cottage Grove Road and Dempsey Road could also be an appropriate location for a library as part of a mixed-use development that provided the recommended building form.*



The Lussier Family YMCA, an important institution in the Planning Area expected to remain



Mixed-use development on Midvale Avenue, combining retail and the relocated Sequoya Library with upper level residential uses

## RECOMMENDATIONS

### PARK AND OPEN SPACE

The neighborhoods surrounding the Royster-Clark Planning Area are currently well served by a variety of public parks and open spaces. Two neighborhood parks, Ontario and Lake Edge, are within a few blocks, and Olbrich Park and Botanical Gardens are located about a half-mile west of the Planning Area, easily accessible via the Capital City Trail. Although the idea of a park use for part of the Royster-Clark Site was raised during the planning process, the City of Madison Parks Division considers these neighborhoods to be generally well served with open space and recreational opportunities, and has no plans for additional public parks in this area at this time. This special area plan does, however, recommend a variety of relatively small-scale open space features within the Royster-Clark Site to provide amenity and on-site recreation to future residents and employees in the redevelopment and adjacent neighborhoods.

The Plan primarily uses open space to serve as an organizing feature for the redevelopment of the Royster-Clark Site. This results in smaller open spaces that are more costly to maintain on a per acre basis compared to larger parks. It is recommended that arrangements for shared public and private park maintenance be considered.

A small public open space feature is recommended as a central focal point for the Royster-Clark Site, providing a shared amenity and transition between the mixed-use, higher-density residential and lower-density residential portions of the site. Entries into the site from Cottage Grove Road and Dempsey Road divide to encircle the central open space as one-way streets, functioning essentially as a roundabout, with similar traffic calming benefits. As envisioned in the Royster-Clark Redevelopment Concepts, this open space would be surrounded by trees and nicely landscaped to serve as a convenient common “front yard” for the surrounding housing. This open space also would provide an engaging “terminal view” for the main entry streets, as well as other radiating local streets.

Another open space feature is recommended in the northwest corner of the site to encompass a small stand of mature oak trees. Protection of these oaks was consistently identified as important during the planning process. Specimen trees scattered elsewhere on the site should be preserved to the extent feasible in development proposals, but this stand of oaks should be preserved in its entirety. The northwest portion of the site is generally the lowest, and if stormwater management facilities are also located here, a larger contiguous open space might be created.



*The recommended central open space feature could also serve as a traffic calming measure*



*Existing oak trees to be preserved in northwestern portion of the Royster-Clark Site*

## RECOMMENDATIONS

In addition to these two specific locations, creation of other small usable open spaces throughout the site is encouraged, especially in conjunction with medium-density residential development in the central portion of the site. Small play areas, sitting areas, and gardens could be incorporated into developments at many locations. Community gardens similar to the Eastmorland Community Gardens would also be an appropriate use, and could be located beneath the overhead transmission lines in the western portion of the site, among other areas. Raised, accessible community garden beds could also be incorporated. Small plazas and other passive open spaces are also encouraged within the employment area, where they will help to create an integrated and attractive setting for a variety of different business and building types.



Quann Community Garden



Accessible raised beds in a community garden



Play equipment at the Goodman Community Center

### PARK AND OPEN SPACE RECOMMENDATIONS

**Rec 21.** Integrate small usable open spaces into the Royster-Clark Site.

*Include a centralized open space within an overall development plan for the Royster-Clark Site.*

*Provide small usable open spaces such as picnic areas, community gardens, and small playgrounds for use by residents and employees.*

*In addition to public open spaces, encourage property and business owners to make landscaping, semi-public open spaces, and public art a part of their buildings and landscaping designs.*

**Rec 22.** Preserve the existing oak trees in the northwestern corner of the site.

*Scattered trees elsewhere on the site should be preserved when feasible.*

**Rec 23.** Use well-designed stormwater management areas to provide additional attractive open space on the Royster-Clark Site.



# RECOMMENDATIONS

## TRANSPORTATION

Transportation recommendations include proposed new public streets on the Royster-Clark Site, improvements to existing streets serving the Planning Area, enhanced pedestrian and bicycle facilities, and better transit service.

### ***New Streets on the Royster-Clark Site***

Future redevelopment of the 33-acre Royster-Clark Site will require new public street connections to provide access and circulation to the planned employment, residential, and mixed uses. The adjacent railroad, overhead transmission lines in the western portion, and the shape of the site itself present challenges to creation of a typical urban grid street pattern. Additional street crossings of the railroad tracks are not feasible, so street connections from the north are limited to the existing crossing at Dempsey Road at the northeast corner of the site, and at Dennett Drive a few blocks northwest of the site.

Three principal entry streets into the Royster-Clark Site are recommended, along with two additional entry streets that could be provided if needed to improve access and circulation to the recommended land uses. The main entrance to the mixed-use and residential portion of the site from Cottage Grove Road is a northern extension of existing Maher Avenue. As shown in the Illustrative Development Concept, this street would lead to and circle a central greenspace feature lined with residential and mixed-use development. This proposed street circling the park would also serve as a traffic-calming feature and provide a connection point for other streets within the northern portion of the residential area.

Southern access to the Royster-Clark Site would be supplemented by a recommended secondary entrance street located approximately midway between Maher Avenue and Dempsey Road. Because it could extend through the employment area and connect with other streets in the residential portion of the site, this street could provide improved connectivity between the mixed-use area fronting Cottage Grove Road and other parts of the development.

The main entrance to the employment portion of the Royster-Clark Site is a proposed new street extending west from Dempsey Road, approximately midway between the railroad crossing and Cottage Grove Road. This street would provide interior access to the employment uses, but would also connect the employment uses with the residential area by



*Current view looking north into the Royster-Clark Site from Maher Avenue*



*Sketch of proposed entrance to site at Maher Avenue*

## RECOMMENDATIONS

continuing west to the central greenspace and the proposed street connection with Olbrich Avenue.

On the west side of the Royster-Clark Site, the third recommended entrance is a new street extending eastward from Royster Avenue opposite Olbrich Avenue. In addition to serving local automobile travel, this street will provide a safe, low-traffic on-street bicycle route to connect with the Capital City Trail where Dennett Drive crosses the railroad tracks a short distance to the northwest. This new street should be designated as a “Local Through-Street for Bicyclists” that will provide an alternate low-traffic bicycle route through the neighborhood. While it creates an intersection farther south along Royster Avenue, the new street is recommended as an extension of Olbrich Avenue rather than Sargent Street for several reasons. The primary reason is to provide a less-tempting cut-through route for non-local traffic. The proposed alignment also will preserve the grove of mature oak trees at the northwest corner of the site (opposite Sargent Street), and is less likely to conflict with likely stormwater management facilities in the northwestern portion of the site.

A secondary new street connection near the southern end of Royster Avenue could also be considered and might improve neighborhood circulation, depending on the ultimate street configuration within the Royster-Clark Site. This street also would be designed to discourage non-local traffic.

New streets developed within the Royster-Clark Site should be designed as local streets, primarily intended for trips beginning or ending on the site. All new streets should include sidewalks and terraces on both sides. Streets should generally be designed with a right-of-way width of 66 feet or less, and narrow pavement widths are encouraged to the extent compatible with safety and anticipated usage. At some locations, on-street parking may be appropriate to reduce the need for surface parking lots, and street design will need to accommodate this. With well-designed streets and relatively low traffic volumes, the interior streets should be able to provide safe bicycle travel within and through the site without the need for marked bicycle lanes or separate paths.

### **Improvements to Existing Streets**

Outside the Royster-Clark Site, recommendations for the Planning Area focus on improvements to existing streets to provide increased safety for all modes of transportation and enhanced amenity for bicyclists and pedestrians.



*Current view looking east into the Royster-Clark Site from Olbrich Avenue*



*Sketch of proposed western entrance to the site looking east from Olbrich Avenue*

## RECOMMENDATIONS

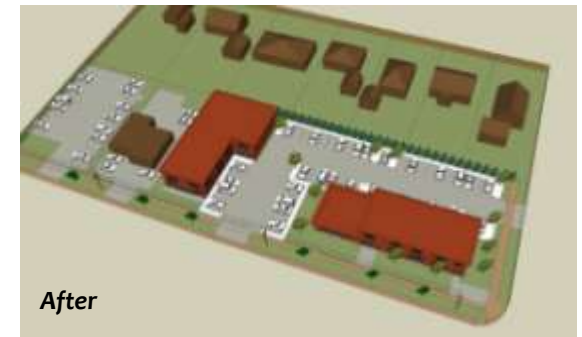
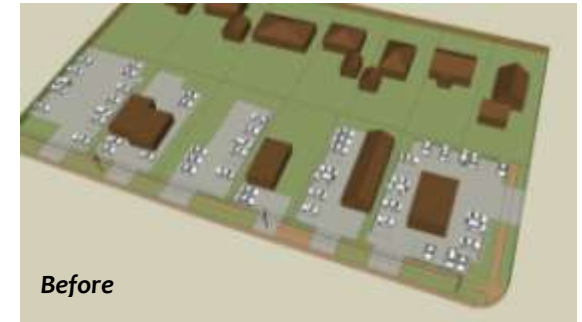
**Cottage Grove Road.** Cottage Grove Road provides access to local businesses and the adjacent neighborhoods, but also functions as an arterial corridor for commuter traffic into central Madison and the City of Monona. Although traffic can be heavy at times, safety rather than capacity is the primary focus of recommended improvements to Cottage Grove Road.

One issue frequently mentioned during the planning process was the large number of individual business driveways along this segment of Cottage Grove Road, and the difficulty getting out onto the street at some times of the day. Stopped vehicles waiting to turn left into the frequent driveways also delay traffic and make driving more hazardous. Within the Planning Area, the overabundance of driveways is most pronounced along the south frontage, especially since access to the Royster-Clark Site is currently limited to only two driveways (see Page 14). To begin to reduce the number of individual driveways, it is recommended that businesses along Cottage Grove Road be encouraged to consolidate driveways and develop shared access and parking arrangements rather than maintaining separate driveways and parking areas. This may be most feasible at the time a property, or several adjacent properties, redevelop; but there may also be opportunities for consolidation as part of less extensive property improvements.

Another concern noted during the planning process was the rise in Cottage Grove Road at Johns Street, which some considered a safety issue for those wishing to turn onto Cottage Grove Road. There appears to be little that can be done about this in isolation, but the feasibility and potential benefit of re-grading Cottage Grove Road at this intersection should be evaluated as part of any significant reconstruction of the street.



*Aerial photo of Cottage Grove Road illustrating the number of driveways servicing individual parcels*



*These drawings illustrate how access driveways could be consolidated during partial incremental redevelopment opportunities. Parking lots can be placed to the side and rear of buildings to create a more engaging pedestrian experience.*



## RECOMMENDATIONS

### ***Pedestrians and Bicycles***

Recommended improvements to enhance pedestrian and bicycle access, safety and amenity include crosswalk improvements, pedestrian refuge islands, on-street bicycle lanes, improved street lighting, and landscaping. Many of these improvements will occur within the street right-of-way, and may require changes to the street cross-section or the right-of-way width. Any future reconstruction projects along this street should include consideration of opportunities to incorporate pedestrian-bicycle improvements.

**Pedestrian Refuge Islands.** Currently, there are marked crosswalks across Cottage Grove Road at Drexel Avenue and Maher Avenue, opposite the Royster-Clark Site. However, the intersections are not signalized, and the 48-foot span crossing four lanes of traffic can be imposing to many pedestrians. As the Royster-Clark Site is redeveloped, and Maher Avenue becomes a full intersection leading directly to new activity centers on the site, there will be a much greater need for safe pedestrian crossings from the south.

In the absence of traffic signals, pedestrian refuge islands allow pedestrians to safely pause halfway across a wide street, focusing on one direction of traffic flow at a time. At a minimum, refuge islands should be eight feet wide in order to accommodate strollers, bicycles, and similar pedestrian accompaniments. At an early time, a refuge island is recommended on Cottage Grove Road at Maher Avenue; and a refuge should also be considered at other locations where a new street from the Royster-Clark Site intersects Cottage Grove Road. The addition of refuge islands will require widening Cottage Grove Road at those points to flow smoothly around the islands. The wider roadway pavement at the crossing will taper back to the original street width about 100 feet from the crossing point. The existing right-of-way may need to be widened to accommodate this in order to maintain an adequate terrace width along this busy street.

**Cottage Grove/Dempsey Intersection.** From a pedestrian viewpoint, the existing Cottage Grove Road/Dempsey Road intersection is both unattractive and not designed to current safety standards, and improvements are recommended to enhance safety as well as aesthetics. Presently, all four corners have diagonal sidewalk ramps leading directly into the middle of the intersection. At a minimum, these should be replaced by perpendicular sidewalks with ramps that lead to crosswalks located behind the terrace and meeting current accessibility standards. The pedestrian-friendliness of this intersection would also be enhanced if an urban cross-section roadway with curbs, gutters, sidewalks and landscaped



*Pedestrian refuge island with crosswalk*



*Sidewalks at the existing intersection of Dempsey and Cottage Grove Roads, with diagonal ramps leading into the intersection or obstructed by poles*



*Intersection improvements should include updated perpendicular sidewalks meeting accessibility requirements*

## RECOMMENDATIONS

terraces extended south along Dempsey Road at least one half-block. Currently the sidewalk merges into gravel driveways and streets without curbs or sidewalks immediately south of Cottage Grove Road. These improvements are likely to be feasible only in conjunction with redevelopment of the adjacent properties. The corner also is encumbered with several utility poles and utility cabinets, which further crowd the limited pedestrian space. While near-term opportunities to move these facilities may be limited, their relocation should be considered as part of any road reconstruction or property redevelopment at this intersection.

**Other Cottage Grove and Dempsey Sidewalk Enhancements.** Many participants in the planning process commented on the relative unattractiveness of Cottage Grove Road and Dempsey Road to pedestrians. Although these streets have sidewalks and relatively wide terraces, the area is visually blighted by the closed fertilizer plant, ugly utility poles and transmission lines, complete lack of terrace landscaping and cluttered appearance of the business frontage. Inadequate lighting was also identified as a concern.

Redevelopment of the Royster-Clark frontage with street-oriented buildings will help define a more attractive pedestrian corridor, and even limited amounts of retail or other uses that help create activity nodes will begin to make this stretch appear livelier and less foreboding, especially at night. It is also recommended that pedestrian-friendly improvements be added to these frontages. Street trees and other landscaping in the terraces would help buffer the sidewalks from the street traffic and divert attention from the utility poles and overhead wires. Trees would have to be short species to avoid conflict with the transmission lines, but the wires are high enough to accommodate shorter trees.

Consideration should also be given to providing improved street lighting for pedestrians. Attractive pedestrian-scaled light fixtures supplementing the high street lights, would add additional light to the sidewalks without over-lighting the entire roadway, and would add considerable amenity to the streetscape. Benches could also be added at a few locations along the sidewalks to provide a resting place. These could be either on adjacent private property or on widened segments of the public right-of-way. The most significant improvements in the pedestrian environment will result from general redevelopment and upgrading of properties in the Planning Area. This will begin to frame the street and enhance the streetscape, and will also bring more activity and “eyes on the street” to an area around the Royster plant that currently can seem quite desolate.



*These drawings illustrate how the addition of trees in the public terrace and on private property can improve the pedestrian experience in conjunction with redevelopment that relocates parking and brings buildings closer to the street*

## RECOMMENDATIONS

**Bicycle Lanes.** Bicycling is an increasingly popular transportation choice in the community, and because the Royster-Clark Planning Area is conveniently located adjacent to the Capital City Trail, additional bicyclists may be attracted to the area. Providing safe bicycle routes *through* the Planning Area and to destinations within it are important objectives identified during the planning process.

In order to help facilitate safe east-west movement of bicyclists through the Planning Area, on-street bicycle lanes should be incorporated along Cottage Grove Road. These would provide a continuation of on-street lanes recently added east of Dempsey Road, and improve bicycle access to businesses on both sides of Cottage Grove Road. On-street bicycle lanes cannot be accommodated on Cottage Grove Road within the existing pavement width and the current four-lane configuration. They would likely be possible only in conjunction with a major reconstruction that included widening the pavement and a corresponding widening of the right-of-way to maintain adequate terrace widths.

Alternatively, the accommodation of bicycle lanes and pedestrian refuge islands within the existing pavement width might be possible by replacing one lane of automobile traffic in each direction and maintaining turning movements through the creation of a central two way left turn lane (TWLTL). The City should consider the impacts and feasibility of this cross-section as a way to implement bicycle and pedestrian improvements along this segment of Cottage Grove Road without the impacts and high cost of expanding the pavement width.

Bicycle lanes on Dempsey Road between the Capital City Trail and Cottage Grove Road are also recommended, and could be accommodated within the existing pavement width. The Lussier Family YMCA, located on the south side of Cottage Grove Road just east of Claire Street, is probably the most significant destination for bicyclists and pedestrians in the Planning Area at present. In addition to improving bicycle access to the Planning Area in a general sense, adding marked lanes on Dempsey would specifically enhance access to the YMCA from the north.

**Linkage to the Capital City Trail.** As noted above, connections between the Royster-Clark Site and the Capital City Trail are complicated by the presence of the railroad. Currently, bicyclists and pedestrians can access the path at Dempsey Road, immediately adjacent to the site, and at Dennett Drive, about one-third mile northwest of the site. While a full street connection across the rail line is not possible, provision of a more direct pedestrian and bicycle link to the path from the northwest portion of the site, which would also provide a connection



*On street bicycle lane*



*Pedestrians and cyclists of all ages and abilities would benefit from improved Planning Area infrastructure.*



## RECOMMENDATIONS

to streets north of the site via Ring Street, should be thoroughly explored. This connection would require review and approval by the Office of the Commissioner of Railroads. In any case, space should be reserved on the Royster-Clark Site for this connection as the property is platted for development.

If a connection to the Capital City Trail is established, the area under the transmission lines in the western portion of the site should be considered as a location for a north-south bicycle and pedestrian path linking Cottage Grove Road to the Trail.

### **Transit Improvements**

As described in the Background Information section, current bus service to the Planning Area is limited. The Planning Area has many positive attributes as an employment and business location, but these would be greatly enhanced if it was served by more frequent, more direct bus routes that connected the area with the residential areas where potential employees and customers live, and with other activity centers, such as Madison's downtown and the growing Isthmus neighborhoods. Understanding that resources for public transportation must be used efficiently, it is recommended that bus service to the Royster-Clark Planning Area be improved to the extent feasible; and that long-term transit planning consider future plans for the area when evaluating the benefits of increasing service.



*Marked on-street bicycle lanes are appropriate for Dempsey and Cottage Grove Roads, but will not be necessary for new local streets on the Royster-Clark Site*



*Metro's Rack & Roll Bike Rack Program allows bicycles to be placed on buses, which may benefit some residents and employees within the Planning Area, since many bus routes are within a very short bicycle ride of the site*

# RECOMMENDATIONS

## TRANSPORTATION RECOMMENDATIONS

**Rec 24.** Design new streets within the Royster-Clark Site to provide access to neighborhood uses and amenities while discouraging their use as shortcuts for through vehicular traffic.

*Limit new interior streets to a maximum right of way of 66 feet and encourage narrower rights of way as long as adequate terraces and sidewalks can be provided.*

*Design interior streets to support on-street bicycling.*

**Rec 25.** Align new entry streets to the Royster-Clark Site from Cottage Grove Road opposite existing intersecting streets.

*Locate a primary entrance to the site from Cottage Grove Road opposite Maher Avenue, and allow a second southern street entrance from Cottage Grove Road between Maher Avenue and Dempsey Road if needed.*

*Locate an entrance to the western portion of the site as an eastern extension of Olbrich Avenue, and allow a second western street entrance from the southern terminus of Royster Avenue.*

*Locate an entrance to the employment portion of the site from Dempsey Road approximately at the midpoint between the railroad and Cottage Grove Road.*

**Rec 26.** Provide an interconnected network of local streets within the Royster-Clark Site to the extent compatible with other site constraints and the desire to discourage cut-through traffic.

**Rec 27.** Provide sidewalks and/or pedestrian-bicycle paths between the various uses and activity areas within the Royster-Clark Site to ensure pedestrian and bicycle connectivity as redevelopment occurs.

*In some situations, a pedestrian-bicycle connection may be desirable before the street network is completed or at locations where no street is planned.*

**Rec 28.** Reduce the potential for vehicle conflicts by encouraging driveway consolidation and shared access agreements as properties along the Cottage Grove Road corridor are redeveloped.



The Royster-Clark Site Redevelopment Concept demonstrates how an interconnected network of local streets can provide access to the site, discourage “cut-through” traffic, and maintain alignments with existing streets to the west and south

## RECOMMENDATIONS

**Rec 29.** Create and improve bicycle connections between the Planning Area and the Capital City Trail.

*Incorporate on-street bicycle lanes on Dempsey Road from the Capital City Trail to Cottage Grove Road.*

*Seek necessary approvals for a direct connection from the northwest portion of the Royster-Clark Site to the Capital City Trail. Ensure that dedicated space for this connection is reserved.*

*If a direct connection to the Capital City Trail is established, consider creation of a north south bicycle path in the undevelopable area under the overhead transmission lines to link it with Cottage Grove Road.*

**Rec 30.** Include bicycle and pedestrian safety improvements in future Cottage Grove Road reconstruction projects.

*Add midpoint pedestrian refuge islands to crosswalks at Maher Avenue, and consider them at other locations, such as Cottage Court, and where new streets from the Royster-Clark Site intersect Cottage Grove Road.*

*Bicycle lanes along Cottage Grove Road between Atwood Avenue and Dempsey Road should be considered as part of any future roadway reconstruction of this segment.*

*Consider the reconfiguration of Cottage Grove Road between Monona Drive and Dempsey Road from a four-lane segment to a three-lane segment with a two-way left turn lane (TWLTL) as a way to incorporate bicycle and pedestrian improvements within the existing pavement width.*

**Rec 31.** Redesign the Cottage Grove/Dempsey Road intersection to improve appearance and enhance pedestrian and bicycle safety.

**Rec 32.** Extend curb, gutter and public sidewalks at least one half-block south of Cottage Grove Road as intersecting streets without these improvements are reconstructed or as adjacent properties are redeveloped.

**Rec 33.** Provide additional pedestrian enhancements within the Cottage Grove Road right-of-way, including improved pedestrian-scale light fixtures, appropriate-sized street trees and other landscaping, and benches or other amenities at key locations.

**Rec 34.** Improve transit service to the Planning Area, both directly and via the East Transfer Point, to the extent feasible to help support development of the area as an employment location.

*Improving bus service to the area early in the Royster-Clark redevelopment process would help establish encourage transit use by future employees and residents before driving becomes a habit.*



# RECOMMENDATIONS

## UTILITIES AND STORMWATER MANAGEMENT

As an urban infill site, redevelopment on the Royster-Clark property is inherently more efficient to serve than new development at the edge of the city. Public infrastructure is available adjacent to the site and has the capacity to accommodate the recommended type and amount of development. Private electric, gas, and telecommunications services are also available in surrounding neighborhoods and need only be extended into the site.

While the site will be relatively easy to provide with basic services, it was frequently noted during the planning process that the Royster-Clark redevelopment offered an exceptional opportunity to seek to minimize the net use of resources, and to incorporate energy efficiency and long-term sustainability as guiding principles. This plan recognizes that it is vital to protect and conserve resources such as water and energy over the long term, and recommends that energy efficiency, sustainability, and “green” building practices be utilized to the extent feasible in all aspects of the redevelopment.

### **Sanitary Sewer Service**

Sanitary sewer mains are present in the street rights-of-way adjacent to the site. Because of the site topography, primary service will be provided by extending new mains into the site from existing mains in Dempsey and Cottage Grove Roads, and perhaps Royster Avenue. The new mains most likely will be located within the rights-of-way of new interior streets on the site, but may require additional easements, depending on how the site is ultimately developed. Capacity exists in the downstream sewer system to accommodate the planned additional development.

### **Public Water Service**

The area west and south of the site is primarily served by Well 9, while the area east of the site is primarily served by Well 11. As with sanitary sewer, public water is available in all surrounding streets, and new mains will primarily be located within street rights-of-way. Mains could be extended into the site as required from the 10-inch mains in Cottage Grove and Dempsey Roads, and perhaps the 6-inch main in Royster Avenue.



Existing Sanitary Sewer Mains



Existing Water Mains



Existing Stormwater Mains

## RECOMMENDATIONS

### **Stormwater Management**

Careful stormwater management on the Royster-Clark Site is especially important because of its close proximity to Lake Monona. To minimize potential impacts on the lake, this plan recommends that the need for stormwater conveyance off-site be minimized, and that on-site infiltration of stormwater be encouraged to the extent feasible. The potential for stormwater infiltration on some portions of the site may be constrained if final remediation does not include complete removal of all contaminated soils, but it is hoped (and recommended) that this is not the case.

Stormwater is managed through a system of facilities designed to collect runoff and either infiltrate it to the groundwater on-site, or convey it to local or regional detention, retention or infiltration facilities that remove sediments and other contaminants and regulate and control the release of water to the ultimate destination—which in this area is Lake Monona. Responsibility for stormwater management is shared by landowners through best practices that allow stormwater to infiltrate on their properties and mitigate any off-site flows, and through City construction and maintenance of off-site stormwater infrastructure and enforcement of applicable regulations. At a minimum, erosion control and stormwater management associated with site redevelopment must meet all state and local requirements (see Chapter 37, Madison General Ordinances).

While the ordinance explicitly exempts redevelopment sites from infiltration requirements, this plan recommends that redevelopment proposals seek to meet or exceed infiltration requirements for new development to help preserve regional water resources, and to reduce demands on the downstream stormwater conveyance infrastructure. Infiltration can be accomplished both through on-site facilities serving individual development projects and through collective infiltration facilities serving multiple individual developments. Infiltration systems are specifically prohibited in areas where contaminants of concern are present in the soil, and there currently is a degree of contamination on the Royster-Clark Site that could affect the feasibility of infiltration at some locations. However, this plan recommends that redevelopment of the site follow a complete removal of soil contaminants from pervious areas to the extent feasible, making them available for infiltration practices such as rain gardens and more significant engineered infiltration systems. Notably, City ordinances also allow the capture and reuse of rainwater for toilet flushing, laundry, or irrigation to count toward the infiltration volumes required.



*Rain gardens on individual lots provide opportunities for infiltration, but must be carefully maintained.*



*Green roofs can assist with stormwater management.*



*Cisterns and small rain barrels like these may be incorporated for rainwater collection and reuse.*

## RECOMMENDATIONS

While on-site infiltration is strongly encouraged, it is expected that stormwater detention and retention facilities will also be required. It is unknown at this time how many separate developments will occur on the Royster-Clark Site, and how many of these may include stormwater detention or other facilities serving just that property, but it is probable that much stormwater runoff may be dealt with in regional facilities serving the site as a whole. The site slopes downward toward the north and west, and the recommended locations for larger stormwater management facilities are in the northern portion of the site, as shown in the Illustrative Development Concept. The specific size and location of these facilities could differ, however. These facilities would detain stormwater runoff, filter or settle out sediments, and slowly release it to the major storm sewer located along the north side of the railroad tracks. This will require extending a storm sewer under the railroad tracks. Because the present elevation in the northwest corner of the site is lower than the sewer, some of the water may need to be retained in the detention pond, depending on the final grades established for the redevelopment.

### **Electric Power Services**

Utilities such as electricity, gas and telecommunication service are often not covered in City plans since it is generally assumed that these services are available and will be extended by private or public providers as required to serve new customers. However, because the Royster-Clark Planning Area is home to the Madison Gas & Electric Royster Substation and several sets of very visible overhead transmission lines, these are considered in this plan.

The Royster Substation is located on the MG&E property immediately west of the larger Agrium property. Overhead transmission lines operated by the American Transmission Company (ATC) extend north on the MG&E property from the substation, connecting with the line located along the southern edge of the railroad.

MG&E indicates that the substation may need to double in capacity over the long term, and space for this expansion should be reserved in any redevelopment plan. It is also expected that the north-south transmission line will remain. To accommodate the substation and its potential expansion, this plan identifies a future expansion area equal in size to the present enclosure directly north of the existing facility, as well as an adequate buffer area around the expanded site. The plan also maintains the required 80-foot no-build corridor beneath the



*Existing overhead transmission lines on the north side of Cottage Grove Road*



*The MG&E Substation will remain on the site and may double in size in the long term*



## RECOMMENDATIONS

overhead transmission lines. As noted above, the area can be used for a variety of private or public open space purposes, including recreation, gardening, and stormwater management.

While the substation and its associated transmission lines create some planning constraints and may not be the most visually attractive of land uses, it was noted during the planning process that these facilities provide dependable and very convenient access to electric power. Reliable, high capacity power sources are increasingly important to many types of businesses and could be promoted as an asset of the Royster-Clark Planning Area for employment and commercial development.

The potential to develop alternative sources of electricity on the Royster-Clark Site was also recognized during the planning process, and this should be encouraged as part of redevelopment. The large size of the site could provide opportunities for larger-scale solar photovoltaic facilities benefiting the entire development (located in the northern portion of the site along the railroad, for example), in addition to smaller solar facilities on individual buildings. It is recognized that this technology currently has a relatively long payback time, it is recommended that the redevelopment be planned to be able to expand usage as it becomes more cost-effective. As noted elsewhere, passive solar technologies are also encouraged to reduce the need for other energy sources to heat buildings, and geothermal heating and cooling may also have potential on this site. If technologies appropriate for an urban infill site surrounded by residences are developed, wind power may even have some potential over the longer term. MG&E is an active participant in the planning process and could be an invaluable resource to help promote the use of alternative energy sources as an integral component of redevelopment.

While there may be some benefits from all the electrical facilities in the area, the large utility poles and overhead transmission lines along the north side of Cottage Grove Road (and along Dempsey Road) are widely viewed as an unattractive detriment to the Planning Area, and to redevelopment of the Royster-Clark Site. These poles are owned by ATC, but are also used by several other utilities. According to ATC, a very general cost estimate for burying these lines between Atwood Avenue and Stoughton Road is between 2.5 and 3 million dollars. This general estimate was prepared in 2009, and a more detailed estimate would require a more-costly study. As noted above in the Transportation Recommendations section, nearer-term improvements to help reduce the visual impact of these utility lines are recommended while awaiting a future opportunity to relocate them underground.



*Photovoltaic solar panels could be incorporated into a facility to serve the entire development*



*Unique multifamily residential development with a passive solar design*

# RECOMMENDATIONS

## UTILITIES AND STORMWATER MANAGEMENT RECOMMENDATIONS

**Rec 35.** Extend public sanitary sewer and water service to the Royster-Clark Site as needed to support redevelopment.

**Rec 36.** Provide on-site and regional stormwater facilities as required to protect surface and groundwater quality and meet or exceed all applicable regulatory standards.

**Rec 37.** Encourage stormwater infiltration beyond existing city requirements on individual development sites and/or in regional facilities serving the Royster-Clark Site as a whole.

*If soil conditions, including residual contamination, make portions of the Royster-Clark Site unsuitable for infiltration, consider opportunities to provide infiltration facilities elsewhere on the site, rather than conveying the stormwater off the site.*

**Rec 38.** Reserve space for a potential future doubling in size of the MG&E Royster Substation in the southwestern corner of the Royster-Clark Site, including a 25-foot buffer area and access driveway.

**Rec 39.** Visually screen the MG&E Royster Substation from adjacent uses with landscaping or other appropriate materials.

**Rec 40.** Promote the use of alternative energy sources as an integral component of the Royster-Clark Site redevelopment, including installations serving individual projects and larger-scale installations benefiting the entire development.

**Rec 41.** Encourage burial of the overhead transmission lines along the north side of Cottage Grove Road when there is an opportunity to do so.

*If redevelopment proposals obtain support for the use of tax increment financing to support infrastructure in conjunction with redevelopment, the burial of these overhead transmission lines should be considered as a possible use of TIF funds.*



Solar hot water panels on Madison Fire Station 6 provide a good nonresidential example



A larger rain garden at Warner Park



Educational sign associated with rain garden

# RECOMMENDATIONS

## SITE REMEDIATION

As described in the Background Information section, portions of the Royster-Clark Site remain contaminated as a consequence of many decades of fertilizer production. The level of contamination is not considered particularly severe, but despite past clean-up activities, soil contamination remains on the site (some of it temporarily “capped” with pavement), and additional remediation is required.

The current owner of the site, Agrium Incorporated, has indicated that completion of the remediation is a condition on sale of the property, and will be a requirement placed on the buyer and priced into the sales contract. The City of Madison and the neighborhoods participating in the Royster-Clark planning process consider complete remediation of the entire site to be a prerequisite to any redevelopment or future use of any portion of the site, and this plan also includes this recommendation.

It is also recommended that to the extent feasible, remediation be based on complete removal and replacement of contaminated soils, and not include permanent “capping” or similar solutions where reasonable alternatives are possible. Where capping is considered, it should only be at locations where it can be part of an overall development scheme consistent with the recommendations of this plan.

## SITE REMEDIATION RECOMMENDATION

**Rec 42.** Require complete remediation of the entire Royster-Clark Site as a precondition for redevelopment or use of any portion of the site.

*Encourage a final remediation plan that includes removal of remaining contaminated soils from the site and replacement with clean material to the extent feasible.*

*The final remediation plan must satisfy all applicable Wisconsin Department of Agriculture, Trade, and Consumer Protection and Wisconsin Department of Natural Resources requirements, and must accommodate a redevelopment consistent with plan recommendations.*



Exterior of the former Royster-Clark Fertilizer Plant, showing the main granulation building, one of two storage dome, and associated infrastructure



Interior of the main granulation building



## IMPLEMENTATION

The Royster-Clark Special Area Plan began as a grassroots partnership led by adjacent neighborhoods in conjunction with public agencies, and sustained initiative and oversight will be required by the private and public sectors to help make the goals and recommendations of the plan a reality. Since the vast majority of the property in the Planning Area is privately owned, successful implementation of the plan will depend heavily on private sector redevelopment initiatives and continued involvement by neighborhood associations and property owners in efforts to improve the Planning Area.

Plan implementation will also require strong support from public sector staff, elected officials, and boards and commissions in the form of focused capital improvements, application of local land use regulations, careful review of development proposals for consistency with this plan, and possible funding assistance from a variety of sources. This section of the plan provides an overview of the implementation tools available, within the following categories:

- **Zoning and Development Review**
- **Public Works and Transportation Service Improvement**
- **Communication and Business Development**
- **Potential Funding Assistance**

### **ZONING AND DEVELOPMENT REVIEW**

#### ***Zoning***

A majority of the Royster-Clark Site is currently zoned for limited manufacturing (M1), heavy manufacturing (M2), and highway commercial (C3) uses, all of which are inappropriate zoning districts for future development supporting the recommendations of this plan. In the City of Madison, rezoning of property must be approved by the Common Council, after a recommendation by the Plan Commission following a public hearing. Rezoning requests may be initiated by the property owner, a party under contract to purchase property, the Alder of the district, or the Plan Commission.

Redevelopment of the site would eventually require a subdivision and associated rezoning request in conjunction with a development proposal for all or part of the site, in any case. However, it may be beneficial to rezone the site in the short term to a zoning district more consistent with the recommendations for the site, or to another more restrictive district until such time as a development proposal comes forward for consideration.

#### ***Development Review***

Development applications review is a critical tool utilized by city staff, boards, and commissions to ensure that proposed developments are consistent with adopted plans and ordinances, and provide a public process for elected officials, neighborhood associations, and citizens to have input on land use decisions. As noted above, development proposals for the Royster-Clark Site will likely happen in conjunction with requests for subdivision of the land and rezoning of all or portions of the property. Land divisions (plats and certified survey maps) and rezoning requests require review and a recommendation by the Plan Commission and a final decision by the Common Council. Some rezoning requests also require a recommendation or approval by the Urban Design Commission.

## IMPLEMENTATION

Subdivision of land also typically involves the provision of public infrastructure such as streets, utilities, and stormwater management facilities, all of which must be scheduled and detailed in a subdivision improvements contract between the developer(s) and the City.

Elsewhere in the Planning Area, redevelopment proposals may occur in conjunction with requests for rezoning, conditional uses, or a reconfiguration of lots. Many less extensive types of improvement may require site plan approvals or other review. Outside of the Royster-Clark Site, some redevelopments may also require additional public infrastructure improvements, although these will be relatively less significant.

All development proposals in the Planning Area will be carefully reviewed by staff from city agencies including Planning, Zoning, Engineering, Traffic Engineering, and other agencies as needed prior to a public hearing at either the Plan Commission or Common Council.

Following adoption, this Special Area Plan will be used by the Planning Division as a basis to evaluate and make recommendations on development proposals.

### **PUBLIC WORKS AND TRANSPORTATION SERVICE IMPROVEMENT**

#### ***Public Works***

As the City of Madison evaluates infrastructure needs for redevelopment within the Planning Area, plan recommendations should be carefully considered. The following projects would be appropriate for the City's Capital Improvement Program:

- New public streets, sidewalks, sanitary sewer and water service extension, and stormwater management facilities as required to accommodate redevelopment on the Royster-Clark Site
- Improved pedestrian safety at the intersection of Dempsey and Cottage Grove Roads

- Pedestrian refuge islands at key intersections along Cottage Grove Road
- Improved sidewalks throughout the Planning Area in conjunction with street improvements or the redevelopment of adjacent properties
- On-street bicycle lanes on Dempsey Road and Cottage Grove Road
- Low-growing trees and pedestrian lighting in the public terraces along Cottage Grove Road
- Exploration of strategies to bury overhead wires along the north side of Cottage Grove Road, working cooperatively with the private sector
- Exploration of opportunities for pilot projects in the Planning Area to showcase and encourage sustainable practices, including renewable energy production, innovative stormwater infiltration systems, low-energy pedestrian lighting, and others

#### ***Transportation Service Improvement***

- The Police Department and Traffic Engineering Division should improve corridor traffic safety and speed compliance, especially along Cottage Grove Road.
- As development occurs, Metro Transit should directly serve the Royster-Clark Site with a peak-hour route for area employees, and increase the frequency of existing routes to better connect the Planning Area with other parts of the city.
- A future Regional Transit Authority (RTA) should study this area for potential express bus services, and could also include adjacent railroad rights-of-way among potential rail system expansions in the long term.

# IMPLEMENTATION

## COMMUNICATION AND BUSINESS DEVELOPMENT

Property owners and developers, Neighborhood Associations and the City should continue to communicate with each other and City staff to make the vision, goals, and recommendations of this plan a reality. Continued communication can help facilitate and oversee the redevelopment of the Royster-Clark Site and improvements to the Planning Area.

- Continue dialogue between Lake Edge and Eastmorland Neighborhood Associations regarding development proposals in the Planning Area.
- Coordinate with other planning efforts on Madison's east side, including the Stoughton Road Revitalization Project.
- Encourage active involvement in neighborhood associations by business owners in the Planning Area.
- Coordinate with local businesses in marketing efforts to promote the Plan, and encourage residents to shop at local businesses.
- Work with existing businesses along Cottage Grove Road to coordinate incremental redevelopment that over time will move buildings closer to the street and shift parking areas to the side and rear yards.
- Encourage the City of Madison Community Development Authority (CDA) to include the Planning Area as a target area for facade improvement grants.
- Develop a marketing strategy to promote long-term investment in the Planning Area. Focus this marketing strategy on soliciting new businesses that may include biotechnology and "green" technology, along with employment services and some retail.

## FUNDING ASSISTANCE / SOURCES

A variety of funding sources exist that potentially might be available to support redevelopment efforts in the Planning Area, depending on specific need and the criteria established for the program.

Property owners and developers should work with City of Madison staff in the Economic Development Division, Office of Business Resources, and Planning Division to identify appropriate opportunities where use of the following could be considered:

### *City of Madison Funding Sources*

- **Capital Improvement Program (CIP).** As part of the City's five-year Capital Budget planning, the CIP allocates funds for infrastructure improvements, parks, and other public works. Public improvements as recommended in this plan should be considered as part of the CIP process.
- **Tax Incremental Financing (TIF).** TIF is a finance tool that uses the increment from the increased property values as a result of redevelopment to provide funds for public infrastructure, promote development opportunities and expand the future tax base. A Portion of the redevelopment proposed for the Planning Area is consistent with the State's desire that communities use TIF for the redevelopment of urban brownfield sites. Further, the City's adopted TIF Policy targets facilitation of new employment opportunities as one of its primary goals for use of this financing tool. The City is, therefore, willing to use TIF where necessary to achieve the goals outlined within this plan. Development proposals seeking TIF assistance should be consistent with City plans and lead to the redevelopment of underutilized properties.
- **Community Development Authority (CDA) Participation.** The City, possibly through its CDA, would consider taking an active role in redevelopment within the Planning Area if such participation would help further the recommendations outlined within this



## IMPLEMENTATION

plan, or if projects in the Planning Area would benefit from financial assistance from the CDA.

- **Brownfield Remediation / Elimination and Workforce Development (BREWD) loan program.** Funds are targeted toward projects that return employment to redeveloped property, and may be used for the remediation of vacant property or construction of new commercial/industrial buildings. Projects with no employment component on the property, or no clear plan for the future of the property, will not be eligible. Unless an overriding employment benefit exists, tax-exempt properties will not be eligible.
- **Capital Revolving Fund.** Provides small loans to encourage expansion of new and existing businesses to create new jobs, promote the preservation and expansion of the housing supply, and redevelop blighted and underutilized properties.
- **Community Development Block Grant (CDBG) Funding.** The CDBG program allocates federal funds to assist with the development of affordable housing, community centers and amenities, as well as local start-up businesses.
- **City of Madison Facade Grants.** The facade grant program provides funding to help existing business improve the facades of commercial and retail buildings along targeted corridors and retail areas. It is recommended that the Cottage Grove Road area be included as a target area for Facade Improvement Grants.
- **People for Parks / Parks Foundation.** Programs provide matching grants for improvement projects in City Parks.
- **Neighborhood Enhancement Grants.** Funded through the City of Madison Planning Division, neighborhood enhancement grants fund physical improvement projects in neighborhoods.

### *State of Wisconsin Funding Sources*

- **Technology Commercialization Program.** Uses tax credits, grants and loan programs to assist high-potential technology businesses.
- **Blight Elimination and Brownfield Redevelopment (BEBR) Program.** BEBR provides grant funds to assist the assessment and remediation of the environmental contaminated, abandoned, idled or underused industrial/ commercial sites.
- **The Wisconsin Energy Independence Fund.** A \$150 million, ten-year grant and loan program to support cutting-edge research and development, the production of new clean energy products, and ways to make clean energy use widespread and cost-effective.
- **Business Development Assistance.** Provides resources to businesses in Wisconsin, whether initiating a new idea or expanding a business.
- **The Division of Housing & Community Development.** DHCD has a broad range of financial and technical assistance programs to increase affordable housing options, assist homeless persons, improve community vitality, and expand economic opportunities.
- **Wisconsin Housing and Economic Development Authority.** WHEDA has several tax credit programs. The Low-income Affordable Housing Tax Credits offer a reduction in tax liability to property owners and private investors to encourage the development of affordable rental housing.
- **Department of Commerce.** Funding may be available through the State's new Consolidated Economic Development Tax Credit Program.
- **Department of Natural Resources (DNR).** Funding assistance for site remediation may be available for public entities.
- **Department of Agriculture, Trade and Consumer Protection (DATCP).** Funding for remediation purposes has been depleted by the current property owner.

## IMPLEMENTATION

The table below lists all plan recommendations, indicating the parties most likely to be involved in ensuring that each recommendation is met. Abbreviations are as follows:

### Private Sector

Developer(s) D  
Alder & Neighborhood Assoc AN  
MG&E MG&E  
American Transmission Co ATC

### City Staff

Planning Staff PL  
Engineering Division Staff EGR  
Traffic Engineering Staff TE  
Madison Metro Transit METRO  
Parks Division Staff PARKS

### City Boards and Commissions

Plan Commission PC  
Board of Public Works PW  
Parks Commission PKC  
Common Council CC

### Royster-Clark Special Area Plan – Recommendations Table

GENERAL DEVELOPMENT RECOMMENDATIONS		Responsible Parties
1	<p>Ensure that the Royster-Clark Site is developed as an integrated whole that coordinates and promotes synergies among a variety of land uses.</p> <p><i>For all development proposals within the Royster-Clark Site, a master plan demonstrating project phasing and overall consistency with the Proposed Land Use Map and the recommendations of this plan shall be provided. If a development proposal is limited to a small portion of the Royster-Clark Site, it must demonstrate that it can contribute to an integrated redevelopment of the site as a whole.</i></p>	D, AN PL, PC, CC
2	<p>Develop the Royster-Clark Site with a mix of employment, residential and limited commercial-mixed-use activities as illustrated in this plan.</p> <p><i>Ensure that the Royster-Clark Site is appropriately rezoned to further plan recommendations</i></p>	D, AN PL, PC, CC
3	Construct energy-efficient buildings using durable and sustainable materials incorporating high-performance, efficient energy and water systems and low-impact stormwater management solutions.	D, AN, PL, EGR, PC, CC
4	Maximize opportunities for use of solar (including passive solar), wind, and other renewable energies through creative site and building design.	D, AN, PL, EGR, PC, CC,

# IMPLEMENTATION

## Royster-Clark Special Area Plan – Recommendations Table (Cont.)

EMPLOYMENT AREA RECOMMENDATIONS		Responsible Parties
5	<p>Develop the southeast corner of the Royster-Clark Site at the Cottage Grove Road/Dempsey Road intersection with high quality, predominantly employment uses that reflect the overall vision and development theme of this plan.</p> <p><i>Buildings developed at this corner should have strong orientation to both streets and be a minimum of two stories in height, and preferably three to four.</i></p>	D, AN PL, PC, CC
6	<p>Locate a mix of office, research and business uses in flexible, adaptable buildings in the northeastern portion of the Royster-Clark Site adjacent to Dempsey Road and the railroad tracks.</p> <p><i>Encourage flexible interior spaces capable of accommodating a wide variety of employment and entrepreneurial uses.</i></p>	D, AN PL, PC, CC
7	<p>Locate predominantly employment uses in the triangular area north of Cottage Grove Road and east of Dempsey Road.</p>	D, AN PL, PC, CC
8	<p>Encourage multi-story buildings between two and four stories in height within the planned employment areas, and particularly on the Royster-Clark Site. Require multi-story buildings at key locations, such as corners at intersecting streets along Cottage Grove Road.</p>	D, AN PL, PC, CC
9	<p>Prohibit employment uses that generate heavy truck traffic, high noise levels, or that would result in groundwater or air pollution.</p> <p><i>Require development proposals to limit truck-loading facilities to a small proportion of the proposed site plans.</i></p> <p><i>Non-nuisance uses related to production and light processing may be allowed, but the external impacts of these uses shall be contained on the site.</i></p>	D, AN PL, PC, CC



# IMPLEMENTATION

## Royster-Clark Special Area Plan – Recommendations Table (Cont.)

RESIDENTIAL AREA RECOMMENDATIONS		Responsible Parties
10	<p>Develop the residential portion of the Royster-Clark Site with a mix of single-family, attached single-family, and small-scale multi-family buildings with up to three stories.</p> <p><i>As illustrated on the Proposed Land Use Map (p. 23), it is recommended that single-family detached housing be located in the northern and western portion of the site, with row house and small multi-family housing farther south and large multi-family housing within and adjacent to the mixed-use area along Cottage Grove Road.</i></p>	D, AN PL, PC, CC
11	<p>Provide housing opportunities for a variety of households with different sizes, ages, incomes and lifestyles, including housing designed to meet the needs of seniors.</p> <p><i>Household sizes ranging from 1 to 4 or more should be supported in each residential building type.</i></p> <p><i>Single family homes should have 2 to 4 bedrooms.</i></p> <p><i>Some units in multifamily buildings should have three or more bedrooms.</i></p> <p><i>Housing choices could include co-housing or other clusters of individual small houses on a single lot.</i></p>	D, AN PL, PC, CC
12	Develop a portion of the Royster-Clark Site with owner-occupied, single-family housing similar in price to housing in the surrounding neighborhood.	D, AN PL, PC, CC
13	Create an engaging interface between the residential, employment and commercial-mixed-use portions of the Royster-Clark Site that provides appropriate connections between the different activities while minimizing potential negative impacts	D, AN PL, PC, CC
14	Consider including residential uses as part of mixed-use developments at appropriate locations as redevelopment occurs in the Cottage Grove Road business district	D, AN PL, PC, CC
15	<p>Garage doors should not be the predominant architectural feature in areas that are comprised of single-family homes.</p> <p><i>Garage doors should be perpendicular to the street or set back behind the front facade of the house.</i></p>	D, AN PL, PC, CC

# IMPLEMENTATION

## Royster-Clark Special Area Plan – Recommendations Table (Cont.)

MIXED USE AREA RECOMMENDATIONS		Responsible Parties
16	Develop the Cottage Grove Road frontage with a variety of mixed-use activities, including developments combining ground floor retail with residential or employment uses on the upper stories, as well as dedicated office or residential buildings.	D, AN, MG&E PL, PC, CC
17	Concentrate retail businesses into relatively few nodes designed to create engaging neighborhood activity centers. In general, large-scale and freestanding retail developments are not recommended.	D, AN PL, PC, CC
18	Encourage relatively large developments comprised of multi-use and mixed-use buildings within the Royster-Clark Site mixed-use area, rather than uncoordinated development of many individual buildings on small frontage parcels. <i>Prohibit land divisions in proposed employment and mixed-use areas resulting in parcels less than one acre in size unless a development proposal associated with the subdivision can demonstrate consistency with this Plan.</i>	D, AN PL, PC, CC
19	To help frame the Cottage Grove Road corridor and provide good pedestrian accessibility, new development in the mixed-use area on the north side of Cottage Grove Road and incremental redevelopment on the south side of Cottage Grove Road should follow these design guidelines: <i>Buildings should be between two and four stories in height.</i> <i>The front facade of buildings should be located between 15 to 25 feet of the property line along the north side of Cottage Grove Road to allow space for the possible future burying of the overhead transmission wires.</i> <i>Buildings should be oriented to the street, with direct pedestrian access from the public sidewalk along Cottage Grove Road to building entrances.</i> <i>Parking lots should be located to the side or the rear of buildings to maintain an attractive streetscape with limited driveway access.</i> <i>First floor storefront design with a high proportion of glass with views into businesses is encouraged, especially for retail or corner buildings.</i> <i>Large trees are encouraged within the front yard setback along Cottage Grove Road.</i>	D, AN PL, PC, CC
CIVIC AND INSTITUTIONAL USE RECOMMENDATIONS		Responsible Parties
20	Neighborhood-serving institutional uses should be located within the recommended mixed-use area, and are encouraged to co-locate with supporting uses that can create a multiple-purpose destination. <i>A branch library would be an appropriate institutional use within the mixed-use area. The corner of Cottage Grove Road and Dempsey Road could also be an appropriate location for a library as part of a mixed-use development that provided the recommended building form.</i>	D, AN, PL, PC, CC

## IMPLEMENTATION

PARK AND OPEN SPACE RECOMMENDATIONS		Responsible Parties
21	<p>Integrate small usable open spaces into the Royster-Clark Site</p> <p><i>Include a centralized open space within an overall development plan for the Royster-Clark Site.</i></p> <p><i>Provide small usable open spaces such as picnic areas, community gardens, and small playgrounds for use by residents and employees.</i></p> <p><i>In addition to public open spaces, encourage property and business owners to make landscaping, semi-public open spaces, and public art a part of their buildings and landscaping designs.</i></p>	D, AN, PARKS, PL, PC, CC
22	<p>Preserve the existing oak trees in the northwestern corner of the Royster-Clark Site.</p> <p><i>Scattered trees elsewhere on the site should be preserved when feasible.</i></p>	D, AN, PL, PC, CC
23	<p>Use well-designed stormwater management areas to provide additional attractive open space on the Royster-Clark Site.</p>	D, PL, EGR, PW, PC, CC
TRANSPORTATION RECOMMENDATIONS		Responsible Parties
24	<p>Design new streets on the Royster-Clark Site to provide access to neighborhood uses and amenities while discouraging their use as shortcuts for through vehicular traffic.</p> <p><i>Limit new interior streets to a maximum right of way of 66 feet and encourage narrower rights of way as long as adequate terraces and sidewalks can be provided.</i></p> <p><i>Design interior streets to support on-street bicycling.</i></p>	D, AN, PL, TE, EGR, PW, PC, CC
25	<p>Align new entry streets to the Royster-Clark Site from Cottage Grove Road opposite existing intersecting streets.</p> <p><i>Locate a primary entrance to the site from Cottage Grove Road opposite Maher Avenue, and allow a second southern street entrance from Cottage Grove Road between Maher Avenue and Dempsey Road if needed.</i></p> <p><i>Locate an entrance to the western portion of the site as an eastern extension of Olbrich Avenue, and allow a second western street entrance from the southern terminus of Royster Avenue.</i></p> <p><i>Locate an entrance to the employment portion of the site from Dempsey Road approximately at the midpoint between the railroad and Cottage Grove Road.</i></p>	D, AN, PL, TE, EGR, PW, PC, CC
26	<p>Provide an interconnected network of local streets within the Royster-Clark Site to the extent compatible with other site constraints and the desire to restrict cut-through traffic.</p>	D, PL, TE, EGR, PC, CC



# IMPLEMENTATION

## Royster-Clark Special Area Plan – Recommendations Table (Cont.)

TRANSPORTATION RECOMMENDATIONS (cont.)		Responsible Parties
27	Provide sidewalks and/or pedestrian-bicycle paths between the various uses and activity areas within the Royster-Clark Site to ensure pedestrian and bicycle connectivity as redevelopment occurs. <i>In some situations, a pedestrian-bicycle connection may be desirable before the street network is completed or at locations where no street is planned.</i>	D, AN PL, TE, EGR, PW, PC, CC
28	Reduce the potential for vehicle conflicts by encouraging driveway consolidation and shared access agreements as properties along the Cottage Grove Road corridor are redeveloped.	PL, TE, EGR, PC, CC
29	Create and improve bicycle connections between the Planning Area and the Capital City Trail. <i>Incorporate on-street bicycle lanes on Dempsey Road from the Capital City Trail to Cottage Grove Road.</i> <i>Seek necessary approvals for a direct connection from the northwest portion of the Royster-Clark Site to the Capital City Trail. Ensure that dedicated space for this connection is reserved.</i> <i>If a direct connection to the Capital City Trail is established, consider creation of a north south bicycle path in the undevelopable area under the overhead transmission lines to link it with Cottage Grove Road.</i>	PL, TE, EGR, PW, PC, CC
30	Include bicycle and pedestrian safety improvements in future Cottage Grove Road reconstruction projects. <i>Add midpoint pedestrian refuge islands to crosswalks at Maher Avenue, and consider them at other locations, such as Cottage Court, and where new streets from the Royster-Clark Site intersect Cottage Grove Road.</i> <i>Bicycle lanes along Cottage Grove Road between Atwood Avenue and Dempsey Road should be considered as part of any future roadway reconstruction of this segment.</i> <i>Consider the reconfiguration of Cottage Grove Road between Monona Drive and Dempsey Road from a four-lane segment to a three-lane segment with a two-way left turn lane (TWLTL) as a way to incorporate bicycle and pedestrian improvements within the existing pavement width.</i>	TE, EGR, PW
31	Redesign the Cottage Grove/Dempsey Road intersection to improve appearance and enhance pedestrian and bicycle safety.	TE, EGR, PW
32	Extend curb, gutter and public sidewalks at least one half-block south of Cottage Grove Road as intersecting streets without these improvements are reconstructed or as adjacent properties are redeveloped.	PL, TE, EGR, PW
33	Provide additional pedestrian enhancements within the Cottage Grove Road right-of-way, including improved pedestrian-scale light fixtures, appropriate-sized street trees and other landscaping, and benches or other amenities at key locations.	TE, EGR, PW
34	Improve transit service to the Planning Area, both directly and via the East Transfer Point, to the extent feasible to help support development of the area as an employment location.	METRO

# IMPLEMENTATION

## Royster-Clark Special Area Plan – Recommendations Table (Cont.)

UTILITIES AND STORMWATER MANAGEMENT RECOMMENDATIONS		Responsible Parties
35	Extend public sanitary sewer and water service to the Royster-Clark Site as needed to support redevelopment.	D, EGR, PW
36	Provide on-site and regional stormwater facilities as required to protect surface and groundwater quality and meet or exceed all applicable regulatory standards.	D, EGR,
37	Encourage stormwater infiltration to the extent feasible, on individual development sites and/or in regional facilities serving the Royster-Clark Site as a whole. <i>If soil conditions, including residual contamination, make portions of the Royster-Clark Site unsuitable for infiltration, consider opportunities to provide infiltration facilities elsewhere on the site, rather than conveying the stormwater off the site.</i>	D, PL, EGR
38	Reserve space for a potential future doubling in size of the MG&E Royster Substation in the southwestern corner of the Royster-Clark Site, including a 25-foot buffer area and access driveway.	D, MG&E, PL, PC, CC
39	Visually screen the MG&E Royster Substation from adjacent uses with landscaping or other appropriate materials.	D, MG&E, PL, PC, CC
40	Promote the use of alternative energy sources as an integral component of the Royster-Clark Site redevelopment, including installations serving individual projects and larger-scale installations benefiting the entire development.	D, AN, MG&E, PL, EGR, PC, CC
41	Encourage burial of the overhead transmission lines along the north side of Cottage Grove Road when there is an opportunity to do so. <i>If redevelopment proposals obtain support for the use of tax increment financing to support infrastructure in conjunction with redevelopment, the burial of these overhead transmission lines should be considered as a possible use of TIF funds.</i>	D, AN, PL, EGR, PC, CC, ATC
ROYSTER-CLARK SITE REMEDIATION RECOMMENDATIONS		Responsible Parties
42	Require complete remediation of the entire Royster-Clark Site as a precondition for redevelopment or use of any portion of the site. <i>Encourage a final remediation plan that includes removal of remaining contaminated soils from the site and replacement with clean material to the extent feasible.</i> <i>The final remediation plan must satisfy all applicable Wisconsin Department of Agriculture, Trade, and Consumer Protection and Wisconsin Department of Natural Resources requirements, and must accommodate a redevelopment consistent with plan recommendations.</i>	D, PL, PC, CC