

# **Sprecher Neighborhood Development Plan**

*Recommendations for Land Use and Development*

**City Of Madison  
Department of Planning and Development  
Planning Unit**

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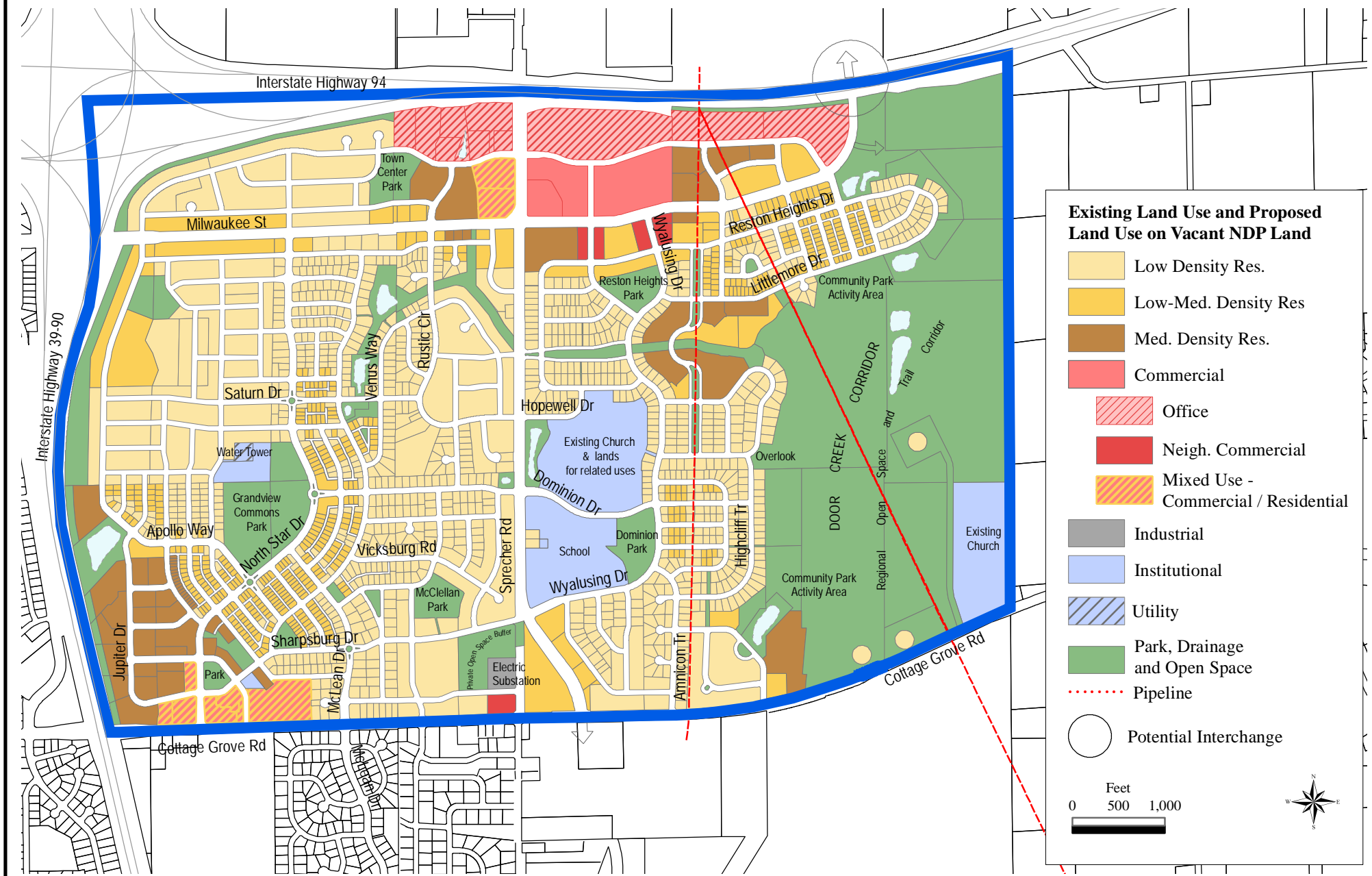
**November 2001**

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# Sprecher Neighborhood Development Plan

As Adopted January 1998, Amended May 1999, May 2001, November 2001, March 2005 & March 2012  
and implemented through subdivision and zoning approvals



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# INTRODUCTION

The *Sprecher Neighborhood Development Plan* has been prepared to guide the future growth and urban development of a new neighborhood located on the east side of the City of Madison, between Interstate Highway 90 and the Door Creek lowlands. It was developed through a cooperative planning effort which included the participation of City officials, neighborhood property owners and residents, and other affected organizations and individuals. Throughout the planning process, there was exchange of ideas between property owners, neighborhood residents and City staff as public and private planning objectives were discussed and refined. During the process, the draft plan was revised several times to reflect, as much as possible, the individual needs and preferences of the parties, while remaining true to a comprehensive vision of a neighborhood planned as a coherent community, rather than an aggregation of loosely-coordinated development projects. The resulting neighborhood plan incorporates many engaging and innovative ideas offered by all of the participants, and benefits from a general willingness to consider alternative approaches and accept reasonable compromise. Adoption of the *Sprecher Neighborhood Development Plan* is only one step in the planning process. Commitment, determination and continued cooperative effort by public officials, land owners and developers, and community citizens are needed to ensure that the area is developed as envisioned in the neighborhood plan.

The *Sprecher Neighborhood Development Plan* is the eighth in a series of neighborhood development plans prepared since the adoption of the *Peripheral Area Development Plan* as an element of the City Master Plan in December 1990. The *Peripheral Area Development Plan* considered the relative efficiency of providing urban services and other factors, and identified those areas most appropriate for long-term urban growth and City of Madison expansion as Urban Expansion districts. The areas recommended as first-priority locations for urban expansion were designated as Urban Expansion-A districts, and development was expected to begin in all of the AA≡ districts within five years. The *Peripheral Area Development Plan* also recommended that a detailed neighborhood development plan be prepared and adopted for all designated growth areas prior to initiating a request for an amendment to include the area within the Central Urban Service Area, and before granting any development approvals within the area.

The Sprecher Neighborhood encompasses the northern portion of Peripheral Planning Area E4, an Urban Expansion-A district identified as a first-priority location for future urban development. The easternmost portion of the neighborhood is located within Peripheral Planning Area E10, a recommended Permanent Open Space district that includes the extensive Door Creek lowlands and adjacent wooded hillsides. The *Cottage Grove Neighborhood Development Plan* covering the southern portion of Planning Area E4 was adopted in April, 1992, and development there has been occurring at a steady pace. Adoption of the *Sprecher Neighborhood Development Plan* will initiate urban development in the northern portion of Planning Area E4 as well.



# **EXISTING CONDITIONS**

## ***The Sprecher Neighborhood Planning Area***

The Sprecher neighborhood planning area is bounded by Interstate Highway 90 on the west, Cottage Grove Road on the south, Interstate Highway 94 on the north, and the Door Creek valley on the east. The planning area is partly in the City of Madison and partly in the Town of Blooming Grove, and consists mostly of undeveloped and agricultural land, although a variety of other uses are also present. The natural character of the area varies from the high ridges along the east side of Interstate Highway 90 to the steep drumlins, lowlands, and wetlands surrounding Door Creek.

## ***Municipal Jurisdiction and Property Ownership***

The Sprecher neighborhood planning area comprises about 1,425 total acres. At the present time, about 1,051 acres, or 74 percent, of the planning area is within the City of Madison, while about 374 acres, or 26 percent, remains within the Town of Blooming Grove. All of the land within the planning area is in the Madison Metropolitan School District.

Most of the land in the planning area consists of relatively large holdings of unplatted land. A number of smaller, primarily residential, parcels are located along the three major roads serving the area (Sprecher Road, Cottage Grove Road and Milwaukee Street), and in the existing rural subdivision known as Rustic Acres. Rustic Acres includes sixteen lots, of which fourteen are between three and five acres in size. Although the majority of the developable land within the planning area consists of relatively large parcels, some of the smaller parcels also are either vacant or may have potential for additional subdivision in the future as the neighborhood develops with typical urban densities. Municipal jurisdiction and property ownership in the planning area are shown on Map 1 and Table 1. (All maps are at the back of the report.)

<b>Table 1</b> <b>Property Ownership</b>	
<b>Jurisdiction/Ownership</b>	<b>Acres</b>
<b>City of Madison</b>	
Hovde Realty, Inc.	165.9
Astronautics Corporation of America	118.8
Ronald & Gertrude Hermsmeier	114.0
Margaret Sandmire, et al	112.3
August & Louise Beck	77.4
T. Holen & R. Brigham	70.2
Harold & Shirley Homburg	56.8
G. Olp & H. Homburg	47.6
J & S Enterprises	45.4
Edward H. Lehr Estate	43.9
Buckeye Evangelical Free Church	40.1
Robert & Elizabeth Ragan	38.4
Hoppman Family Estate Trust	36.9
James & Donald Hovde	19.7
Madison Gas & Electric Co.	11.4
Other small parcels & street rights-of-way	52.7
<b>City of Madison Sub-Total</b>	<b>1,051.5</b>
<b>Town of Blooming Grove</b>	
J & H of Wisconsin, Inc.	142.8
Donald & Charles Rodefald	65.9
Arthur & Vicki Wick	41.2
Lenita Breunig	22.1
Paul & Kathryn Meister	20.7
Delon & Gail Underbakke	8.9
Other small parcels and street rights-of-way	72.4
<b>Town of Blooming Grove Sub-Total</b>	<b>374.0</b>
<b>TOTAL</b>	<b>1,425.5</b>

## Existing Land Use

Currently, most of the properties within the Sprecher neighborhood planning area are used for agriculture or open space, or are vacant. A few properties are used for other commercial, industrial or institutional activities, although often at very low density, and the balance of the land consists of residential parcels. Map 2 and Table 2 show existing land uses in the planning area.

The Astronautics Corporation Technology Center is located in the southwestern corner of the planning area on lands that were formerly the campus of Queen of Apostles High School. The Astronautics property consists of about 118 total acres, and includes the former high school building now used as an office and research facility. (In the tables, about 12 acres are counted as the Technology Center site.) The Homburg properties located in the northwestern portion of the planning area include an active quarry comprising about 17 acres, and construction company offices and yards. Other non-residential land uses in the planning area include the Doric Lodge meeting hall on Cottage Grove Road, just east of the Astronautics property, and a Madison Gas & Electric Company electrical substation located near the northwest corner of the Sprecher Road/Cottage Grove Road intersection. All of these properties are in the City of Madison.

An 138-kV high-voltage overhead electric transmission line and two underground gas pipelines are also located within the planning area. The Madison Gas & Electric transmission line enters the neighborhood from the north along the west side of Sprecher Road and ends at the electrical substation near the Cottage Grove Road-Sprecher Road intersection. There is a 110-foot wide easement for this transmission line centered on the Sprecher Road centerline. This easement will encompass the rear portions of lots backing up to Sprecher Road, even if the road right-of-way is expanded to 120 feet, and there are some limitations on building and planting within the easement area. The ANR Pipeline Company owns and operates underground natural gas pipelines within two easements running north-south and approximately northwest-southeast through the eastern portion of the planning area. The pipelines are located within 75-foot and 50-foot easements, respectively, and building and planting restrictions also apply within these easements.

<b>Table 2</b>		
<b>Existing Land Use (excluding street right-of-way)</b>		
<b>City of Madison</b>	<b>Acres</b>	<b>% of Total</b>
Single-Family Residential	23.1	2.2
Commercial (Astronautics)	11.8	1.1
Industrial (quarry & substation)	50.3	4.8
Institutional	5.7	0.6
Agriculture/Undeveloped	947.5	91.3
<b>Total</b>	<b>1,038.4</b>	<b>100.0</b>
<b>Town of Blooming Grove</b>	<b>Acres</b>	<b>% of Total</b>
Single-Family Residential	54.0	14.6
Two-family Residential	5.1	1.4
Three + Family Residential	0.9	0.2
Agriculture/Undeveloped	310.7	83.8
<b>Total</b>	<b>370.7</b>	<b>100.00</b>

There are currently thirty-eight single-family dwellings within the planning area, including houses located on smaller parcels along the highways, the houses in Rustic Acres, and farm homes. One-half of the single-family units are within the City of Madison and one-half are in presently in the Town of Blooming Grove. Two four-

unit apartment buildings are located on the north side of Cottage Grove Road, and one duplex is located on Rustic Drive in Rustic Acres---all in the Town of Blooming Grove.

## ***Existing Zoning***

Two small portions of the Homberg properties within the City of Madison have been zoned PCD-SIP Planned Community Development-Specific Implementation Plan District for many years to allow their present use for contractor offices and equipment storage. With the exception of one small parcel zoned R1 Single-Family Residence District, all of the remaining City of Madison lands within the Sprecher neighborhood planning area currently have A Agriculture District zoning. Although farming and other agricultural uses are allowed as permitted uses, the Agriculture District is also used as an interim zoning designation on future development lands annexed to the City, pending the availability of urban services and assignment of permanent zoning consistent with the recommendations of an adopted neighborhood development plan.

Most of the Town of Blooming Grove lands within the neighborhood planning area have Dane County A-1 or A-2 Agriculture District zoning, which permits single-family homes in addition to a variety of agricultural uses and selected other uses. Several small parcels in the Town are zoned to Residence and Rural Homes zoning districts, and a small parcel is zoned LC-1 Commercial, primarily reflecting their current uses. Map 3 shows the existing zoning in the planning area.

## ***Topography and Natural Features***

The moderately rolling topography of the Sprecher neighborhood planning area is characterized by a series of ridges and shallow valleys sloping generally from the highest elevations near the western edge of the planning area down toward the Door Creek valley at the eastern edge. Steep, wooded drumlins are located along both the west and east sides of the valley, and Door Creek meanders through a broad lowland of meadows and wetlands. Parts of the valley have been drained in the past for agriculture use. The Door Creek open space corridor has been identified as an important natural and environmental resource in both County and local plans, including the City of Madison *Peripheral Area Development Plan*. (See Map 4)

The highest ground within the planning area is located near the Astronautics Technology Center, on the bedrock ridge running generally parallel to Interstate Highway 90. Other high ground is located farther north along this same ridge on the Holen/Brigham and Olp/Homberg properties, although there has been some alteration as a result of quarry operations. This ridge and hillside overlooking the Interstate Highway provide very attractive long views of the city and the State Capitol to the west. Most of the relatively steep slopes within the the western portion of the planning area are on the hillside around the Astronautics Technology Center, and along the natural drainage ravine carrying stormwater toward the culvert under the Interstate Highway.

In the eastern portion of the planning area, the highest elevations are the hill located on the Rodefild property, and the wooded drumlins framing the Door Creek valley. Portions of the Door Creek drumlins are characterized by very steep terrain, particularly on the eastern slope, and at several locations they provide excellent views out over the lowlands.

Most of the significant woodlands existing within the planning area are located on the hills and drumlins along Door Creek, including the wooded hills located just west of the valley on both sides of Interstate Highway 94. Smaller, isolated wooded areas also exist in other parts of the planning area, including small stands on the Doric Lodge, Astronautics, and Holen/Brigham properties, and an area around the electrical substation that is being retained by Madison Gas & Electric as a buffer.

## ***Stormwater Drainage***

Except for a small area west of the ridge parallel to Interstate Highway 90, natural surface drainage in the Sprecher neighborhood is generally to the east. In most of the planning area located west of Sprecher Road, stormwater flows northeast or east to a major drainage greenway extending through the Rustic Acres subdivision, and then almost due east to a steep, wooded ravine leading down to Door Creek. In the portion of the planning area located east of Sprecher Road, most of land north of the Buckeye Evangelical Free Church property also drains toward this same ravine. The southeastern part of the the planning area, including the lands south of the Church property and the J & S Enterprises property west of Sprecher Road, drains into Door Creek via a different route around the south end of the two major drumlins.

## ***Site Analysis***

The development plan for the Sprecher Neighborhood seeks to take advantage of the natural characteristics of the land to enhance the quality of the future neighborhood and help to make it a special place, and to use creative planning to overcome the challenges offered by the location. (See Map 5) The rolling terrain creates some of the most special attributes of the setting. In the southwest corner of the site, the high point along the western ridge is the proposed future location of a neighborhood Atown center,≡ with housing surrounding the commercial core sited to take advantage of the long views west toward the Capitol. North of this location, a proposed school and park is sited at the head of shallow valley providing another view to the northeast. Proposed local streets follow the natural contour of the valley to the point where a stormwater greenway continues eastward to Door Creek. West of Sprecher Road, this natural drainage feature ends in a wooded ravine leading down to the Door Creek lowlands. In the neighborhood plan, this feature is captured as a neighborhood amenity by incorporating it into the median of a wide boulevard street and landscaped stormwater detention area enhancing the proposed townhouse and cluster condominium development.

The wooded drumlins overlooking the Door Creek valley provide another opportunity to integrate the natural beauty of the setting into an urban neighborhood. The neighborhood park originally proposed for the saddle just west of the hill crest was shifted to a more central location, but a proposed public overlook retains the most impressive feature---the views to the east through the woods. The steep western face of the drumlins will not be developed, but will be preserved within the proposed open space corridor. At some locations, a neighborhood street will run along the edge of the public open space, offering additional opportunities for views to the valley.

A significant portion of the Door Creek lowlands and the adjacent wooded uplands will be permanently protected as public open space if the proposed City-County park and recreational development is implemented. Two small hills located on either side of Interstate Highway 94 where it crosses the Door Creek corridor are recommended for retention as open space features. Together, these Agateway≡ hills, and the Door Creek lowlands also recommended for preservation, will provide a defined edge to urban Madison, and an attractive entry to the City from the east.

The potential challenges to neighborhood development provided by the site are fewer, and many of them are related to access. The two Interstate Highways and the Door Creek corridor limit access to the neighborhood from the west, north and east to the three existing roadways---Cottage Grove Road, Sprecher Road, and Milwaukee Street. Few non-residential uses are present in the neighborhood to the south to provide focal points for neighborhood activity. To address the relative isolation of the Sprecher Neighborhood, the neighborhood plan recommends that a complete range of activities be provided within the neighborhood---including office employment opportunities, a community shopping area, neighborhood convenience centers and locations for civic and social gatherings. There is room to accommodate this in this relatively large neighborhood. Office employment is recommended south of Interstate Highway 94 in the in the northeast part of the planning area, as is a limited amount of community retail and service development. The proposed town center provides a more

compact, village-like focal point for neighborhood activity. Well-placed public parks, a centrally located school site, and locations for institutional and civic uses will provide additional elements of a complete community.

To improve external access to the neighborhood, an extension of Milwaukee Street to Gaston Road and an additional street crossing under Interstate Highway 94 to the future urban neighborhood to the north are proposed. Interior local streets are specifically planned to create good linkages between neighborhood land uses and activity areas, and to provide a choice of routes to most destinations. Although intersections with the three arterial streets are limited, neighborhood collector and local streets are aligned to facilitate future installation of traffic controls, if that becomes necessary as regional traffic increases on the arterials.

Other potential development problems found within the neighborhood have been converted to opportunities or minimized. At most locations, the gas pipeline easements transversing the neighborhood have been placed at the rear lot lines of proposed residential blocks, where they present no problem. In the northeast residential area, they will be within the median of a second wide boulevard, sweeping around the other in a dramatic curve. The deep reverse-access lots proposed adjacent to Sprecher Road will provide extra space in the rear yards for plantings or other screening of the electric transmission line. The most problematic factor in the development of the neighborhood may be need for sound attenuation in residential areas adjacent to the Interstate Highways. However, there is no reason to conclude that this cannot be achieved by providing berms or other effective sound mitigation measures, and by clustering housing developments at relatively higher densities on those parts of individual parcels where sound attenuation is least difficult.

# SPRECHER NEIGHBORHOOD DEVELOPMENT PLAN

## GENERAL DEVELOPMENT CONCEPT

The proposed development concept for the Sprecher Neighborhood reflects the opportunities and constraints created by the location and by the natural and cultural attributes of the land, the goals and expectations of area property owners and residents, and the objectives, policies and neighborhood design characteristics recommended in the City of Madison's adopted plans.

The Sprecher neighborhood planning area is a relatively large area comprising 1,425 acres. The two Interstate Highways limit connections with existing and future Madison neighborhoods to the west and north, and the Door Creek open space corridor separates the planning area from development in rural Cottage Grove to the east. Sprecher Road, a major arterial highway projected to carry significant volumes of traffic in the future as eastern Dane County continues to grow, bisects the planning area.

To address the large size, limited accessibility and bisection of the planning area, the *Sprecher Neighborhood Development Plan* recommends that a balanced neighborhood community be established both east and west of Sprecher Road. Each of these neighborhood sub-areas is planned to eventually accommodate a broad range of residential uses and residential support activities, and both include a proposed commercial activity center.

A small neighborhood town center convenience-commercial district is proposed on the high ground in the southwestern portion of the planning area, just north of Cottage Grove Road and east of Interstate Highway 90. A larger office and retail commercial district is proposed in the northeastern part of the planning area, east of Sprecher Road and north of Milwaukee Street extended. Although quite different in size and conceptually different in detail, each of the recommended commercial centers might include neighborhood-oriented retail and service uses serving the immediate area, selected community retail and service uses that could also serve residents of other nearby neighborhoods (both existing and future), civic and community facilities, and some general office development providing additional employment opportunities in the neighborhood. No regional retailing or major highway-oriented uses are recommended in either commercial center.

The recommended residential areas are planned to accommodate a broad range of housing types, residential densities, and tenure, and it is expected that this range be realized as the neighborhood is developed. Most of the medium and low-medium density housing is proposed at locations relatively close to the commercial centers or to major parks or open space, so that walking distances to neighborhood activity centers are minimized for the largest number of residents, although it is proposed that a variety of housing types and densities be provided in all parts of the neighborhood. The character and design of development is important, as is integration of individual developments into the neighborhood as a whole. The proposed public street network is designed to create relatively small blocks and a high degree of interconnection within the neighborhood. In general, it is recommended that both multi-family and single-family developments seek to work within the recommended street system rather than proposing isolated enclaves of development served by private streets.

Public parks and open spaces are strategically located throughout the neighborhood. In many cases, the recommended parks and open spaces are located where they not only provide convenient recreational opportunities and open space enjoyment to the surrounding neighborhood, but where they also enhance the visual character of the neighborhood by providing terminal views at the ends of local street segments, for example, or an open space amenity along frequently traveled routes. A community park and a major regional recreational and open space conservation area are recommended in the Door Creek valley forming the neighborhood's eastern edge.

The neighborhood development plan also recommends locations for community-based uses and institutional facilities. A proposed public school and park site is located near the center of the western half of the neighborhood, a short distance north of the proposed neighborhood commercial center. Near the center of the eastern half of the neighborhood, a large site is identified that a local church proposes to develop for a variety of religious and community functions.

The recommended system of local and collector streets is planned to create a high degree of connectivity within the neighborhood and provide multiple routes to most destinations---for pedestrians, bicycles, and motor vehicles. The basic street pattern is grid-like, and it is recommended that both commercial and residential developments maintain a strong relationship to the public street and sidewalk system. All streets include public sidewalks, and are designed to also serve as bikeways. Additional mid-block walkways are recommended when a reasonably direct street connection is not available. The alignment of the proposed collector and local streets is designed to facilitate movement between the east and west halves of the neighborhood.

The three existing arterial streets, Sprecher Road, Cottage Grove Road, and Milwaukee Street will continue to provide access to the planning area while also serving regional through traffic. Additional private access to these arterial streets should be limited, and alternative access is provided by the proposed neighborhood local street system. To improve connections to the north and east, it is recommended that Milwaukee Street eventually be extended east to connect with Gaston Road, and that another north-south street be extended under Interstate Highway 94 between Sprecher and Gaston Roads. Further investigation of the potential for an interchange with Interstate Highway 94 at this general location is also proposed.



## RECOMMENDED LAND USES

The Sprecher Neighborhood is planned primarily as a residential community, and the largest percentage of the land within the planning area, about 45 percent, is recommended for residential development. About 23 percent of the planning area is recommended for park and open space uses, including the extensive Door Creek open space corridor. Commercial uses are recommended for about 6 percent of the planning area, primarily in the two proposed commercial centers. Identified institutional uses and other specialized uses account for about 4 percent of the land, while most of the balance, about 18 percent, will be required for street rights-of-way. No proposed use is assigned to the small area (4 percent of the planning area) located east of the Door Creek corridor, at this time. Recommended land uses within the Sprecher Neighborhood are presented on the Land Use and Street Plan (Map 6) and are summarized in Table 3.

<b>Table 3 Proposed Land Use</b>		
<b>Land Use</b>	<b>Acres</b>	<b>% of Total</b>
<b>Residential</b>	<b>641.3</b>	<b>45.0</b>
Low Density Residential (< 8 du/ac)	472.2	33.1
Low-Med. Density Residential (8-11 du/ac)	80.8	5.7
Medium Density Residential (12-16 du/ac)	88.3	6.2
<b>Commercial</b>	<b>88.0</b>	<b>6.2</b>
Community Office/Commercial	69.7	4.9
Neighborhood Commercial	18.3	1.3
<b>Industrial (Electrical Substation)</b>	<b>2.7</b>	<b>0.2</b>
<b>Institutional</b>	<b>50.0</b>	<b>3.5</b>
<b>Park and Open Space</b>	<b>331.9</b>	<b>23.2</b>
Park	34.8	2.4
Open Space	276.0	19.3
Drainage and Detention	21.2	1.5
<b>No Use Assigned</b>	<b>62.5</b>	<b>4.4</b>
<b>Street Right-of-Way</b>	<b>249.0</b>	<b>17.5</b>
<b>TOTAL</b>	<b>1,425.5</b>	<b>100.0</b>

### Residential Land Uses

A total of 641.3 net acres are recommended for residential uses in the Sprecher Neighborhood, not including residential uses occurring as part of mixed-use developments in the designated commercial districts. Creation of a range of housing types, and a range of densities within each housing type, is one of the goals of the *Sprecher Neighborhood Development Plan*. This diversity is represented on the Land Use and Street Plan map by designating sub-areas within the neighborhood for low, low-medium, and medium density residential development, and by further designating locations within each density range to two or more specific average densities. The mapped locations for housing in different density ranges are illustrative of the recommended development pattern, but some flexibility in implementing the recommendations is assumed. It is not expected that every residential development will necessarily correspond exactly to the specific density range indicated---but that the general pattern and distribution of densities and housing types be consistent with the intent of the neighborhood plan recommendations.

The distribution of residential densities illustrated in the neighborhood development plan recommends about 472 acres for low density development at less than eight dwelling units per acre, about 80 acres for low-medium

density development at 8 to 11 dwelling units per acre, and about 88 acres for medium density development at 12 to 16 units per acre. Assuming that development occurred at an average net density within each range of 4, 9.2, and 13.2 units per acre, respectively, this would result in the creation of about 1,878 low density dwelling units, 743 low-medium density units, and 1,164 medium density units, or a total of 3,785 dwelling units within the neighborhood at full build-out. (See Table 4)

<b>Table 4 Proposed Dwelling Units</b>		
<b>Density Range</b>	<b>Dwelling Units</b>	<b>% of Total</b>
<b>Residential</b>		
Low Density Residential (<8 du/ac)	1,878	49.6
Low-Medium Density Residential (8-11 du/ac)	743	19.6
Medium Density Residential (12-16 du/ac)	1,164	30.8
<b>TOTAL</b>	<b>3,785</b>	<b>100.00</b>

Based on these assumed acreage allocations and average densities, about 50 percent of the projected total number of housing units would be in the low-density range, 20 percent in the low-medium density range, and 30 percent in the medium density range. Most of the low-density housing will consist of single-family units on a variety of lot sizes; and most, but not necessarily all, of the low-medium and medium density housing will consist of multi-family housing types, including duplexes, apartments, townhouses, and other forms of clustered housing---and will include both condominium and rental housing. As a general objective, it is recommended that from 50 to 60 percent of all housing units developed in the neighborhood be single-family units and that 40 to 50 percent be multi-family units, including both rental and condominium units. As the neighborhood is developed, the actual built densities should be monitored, and the density recommendations for specific locations may be adjusted to maintain this approximate ratio.

## **Residential Uses West of Sprecher Road**

West of Sprecher Road, medium and low-medium residential development is recommended on the high elevations around the proposed southwest neighborhood commercial center. As described below, this commercial center is envisioned as a relatively compact, walkable, street-oriented commercial district that will become a convenience shopping and Adestination≡ activity center for this neighborhood, and, perhaps, for surrounding neighborhoods as well. Because of the location near the proposed commercial activity center, and because of the opportunity for long views toward the city to the west, this hillside is also seen as an appropriate location for more intensive urban residential forms---including, for example, multi-story apartments and town houses. Because of the topography, there may be opportunities to place some of the necessary parking underground, thus enhancing the compact character of the development and reducing the need for the large surface parking lots often associated with higher densities. Along the north-south street linking the commercial center with the school/park site, townhouse development could extend the urban form and help establish a special identity for this segment of a primary neighborhood collector.

A recommended area for medium density residential development is also shown in the northwest portion of the neighborhood, around the site of the existing active quarry. Quarry operations are expected to continue for quite a few years, and, at this time, it is uncertain how suitable the land will be for redevelopment once the quarry is closed. The medium density designation is made primarily to indicate that the most feasible way to eventually redevelop these lands may be to cluster the development at relatively higher densities, while leaving much of the land open.

Most of the balance of the western portion of the neighborhood is recommended for low density, primarily single-family, development. The low-density range includes all densities below eight dwelling units per net acre, and it is expressly intended that a variety of lot sizes be provided within this area as it is subdivided, including the smaller lot sizes suitable for more traditional development. Varying lot widths can easily create different lot sizes, or, where varying lot widths and depths can alter the local street alignment. Similarly, low-medium density residential uses might include small-lot single-family development (lots less than about 5,500 square feet) as well as duplex and less-intensive multi-family developments.

The Rustic Acres rural subdivision is recommended for continued low density residential uses. The existing residential lots are considerably larger than is typical in an urban neighborhood, and the neighborhood plan recognizes that some of the current owners may eventually want to divide their parcels to permit additional development, while other residents will want to continue their current use unchanged. Over time, the goal is to support some increase in residential density by facilitating creation and development of additional single-family lots through further subdivision, and to connect Rustic Drive with the planned neighborhood street system by extending one or more local streets from the west and south as the opportunity arises. The amount of new development that is approved within the Rustic Acres subdivision will partly depend upon the compatibility of the proposed development with the neighborhood plan and the existing residential uses, and upon whether the additional interior streets needed to provide adequate access to new development sites can be designed and implemented.

## **Special Requirements for Residential Development Adjacent to the Interstate Highway**

Residential developments on lands adjacent to Interstate Highways 90 and 94 will be required to comply with Federal, State, and local regulations regarding mitigation of traffic noise from these roadways. Similar requirements also apply to recreational uses. In summary, these regulations provide that, before any new residential or recreational development adjacent to the Interstate Highway can be approved, the developer must demonstrate that sound levels at the site are within permissible levels, or that adequate sound attenuation measures will be incorporated to reduce sound levels to permissible levels. Preliminary sound exposure and attenuation calculations made during preparation of this neighborhood plan indicate that sound levels on lands along both Interstate Highways are significantly above permissible limits, and that berms or other appropriate attenuation measures will be needed before residential development can occur. Preliminary sound exposure modeling indicates that the estimated height of the required noise attenuation berms varies by location, but may exceed 25 feet at some locations. Generally, the estimated required berm height is greater along Interstate Highway 90 than along Interstate Highway 94, and sound attenuation may be more difficult at some locations than at other locations. The buffer zone along the Interstate Highways shown on the Land Use and Street Plan map is illustrative of the need for sound attenuation, and is not an estimation of the area required for berms or other attenuation measures.

The recommended residential uses are considered appropriate adjacent to the Interstate Highways despite the recognized need to address the noise issue. There is no reason to conclude that it will not be possible to successfully attenuate the sound to permissible levels, although there undoubtedly will be costs associated with this, as there often are when site constraints are present that make development more difficult. The alternative of locating commercial or other non-residential uses along the entire Interstate frontage just to circumvent the noise requirement is not considered reasonable. The neighborhood development plan could not accommodate such a large amount and pattern of non-residential use and still provide the type of residential environment and character being sought. There is also no perceived need for another extensive regional-scale commercial/employment district in the Sprecher Neighborhood because it is relatively close to the huge commercial/employment complex developing between East Towne and The American Center.

The information presented in the preceding paragraphs is only a summary overview. Property owners and potential developers have the responsibility to determine how the sound attenuation regulations may affect the plans or costs to develop specific properties, and to take the measures needed to attenuate the noise or otherwise comply with the regulations.

## **Residential Uses East of Sprecher Road**

East of Sprecher Road, the largest area recommended for medium and low-medium density residential development is located south of Milwaukee Street extended, across from the proposed northeast commercial/office district. Medium density development in this area could include a mix of apartment buildings and townhouses, and might also include mixed-use development associated with the small neighborhood convenience center recommended south of Milwaukee Street.

Medium density residential uses are also proposed around the large open space where three proposed boulevard streets intersect. These wide boulevards and the central open space are special features enhancing the northeast quadrant of the Sprecher Neighborhood, and are intended to function both as amenities and as part of the stormwater management system. Residential uses proposed for this area include medium density townhouse and cluster condominium development surrounding the open space area, and large lot single-family development along the boulevards.

Medium and low-medium density development is also recommended in the southeast corner of the neighborhood, with convenient access to the community park facilities proposed in the Door Creek Corridor. The low-medium density recommendation for the parcel just west of the proposed realigned segment of Sprecher Road, which must be considered preliminary, recognizes potential development constraints on this site due to its location between the electric substation and two arterial streets, and the likelihood that development will need to be clustered to allow for extensive buffering.

The balance of the residential area east of Sprecher Road is recommended for low density, primarily single-family development. As with the lands west of Sprecher Road, it is recommended that a variety of low-density lot sizes within the low-density range be provided as the land is subdivided, including the smaller lots suitable for Atraditional development.

## **Commercial Land Uses**

Recommended commercial land uses in the Sprecher Neighborhood are concentrated at two locations, a proposed 74-acre commercial district in the northeast quadrant of the neighborhood and a proposed 13-acre neighborhood commercial center in the southwest quadrant. With limited exceptions noted in the plan, it is generally recommended that additional commercial locations not be developed so that the two proposed commercial centers can become well established as focal points of community activity and commerce within the neighborhood. Commercial development along the frontages of Sprecher Road, Cottage Grove Road, and Milwaukee Street, beyond what is recommended in the neighborhood plan, would also disrupt the development pattern of the reverse-access lots intended to minimize future traffic conflicts on these major arterial roadways.

## **Northeast (Milwaukee Street) Commercial District**

The larger of the two proposed commercial use areas in the neighborhood, the northeast commercial district, is located east of Sprecher Road, between Interstate Highway 94 and a recommended eastward extension of Milwaukee Street. A small portion of the proposed district extends to the northwest corner of the Milwaukee/Sprecher intersection, and an associated small neighborhood convenience center is recommended on the south side of Milwaukee Street, at the location where the primary collector street intersects. The entire northeast commercial district consists of approximately 74 acres.

Three general types of uses are recommended in the northeast commercial district. The northern portion of the district, adjacent to Interstate Highway 94, is proposed as a location for business and professional office development. Because of its visibility from the Interstate Highway, this is an attractive location for high-quality office development, including corporate offices occupied by a single firm. Although this location is not proposed as a major regional office center, including some larger office developments in the commercial district will significantly expand the range of employment available in the neighborhood, and provide additional opportunities for neighborhood residents to work closer to their homes.

Because Interstate Highway 94 forms the gateway to Madison from the east, it is important that development visible from the highway be of the highest design quality. A detailed development plan for the commercial district will be required before development there begins, and individual project proposals will also require Plan Commission approval. It is recommended that in the review of both general and specific development plans, careful consideration be given to urban design---and particularly to the view from the Interstate Highway. Important factors to consider include ensuring that the site and building design create an attractive appearance on all sides of the development, and especially the elevations visible from the Interstate; that adequate site landscaping is provided on all sides; and that parking areas do not dominate the view.

The southern portion of the northeast commercial district is proposed as a community shopping and service center providing a range of retail goods and services to neighborhoods on Madison's east side. Expected businesses might include, for example, a large grocery store, clothing and apparel stores, a pharmacy, computer, audio and video stores, and other types of specialty shops, as well as restaurants and taverns, and similar uses. Some of the automobile service uses could also be appropriate. Because the northeast commercial district is considerably larger than the proposed southwest neighborhood commercial center, and is separated from residential uses by Milwaukee Street, it also is generally the more appropriate location for relatively larger commercial uses and uses requiring extensive parking. However, it is recommended that, to the extent feasible, the district be planned to create compact, pedestrian-friendly clusters of complementary businesses. Neither the northeast nor the southwest commercial use area is recommended as a location for large region-serving retail uses, such as discount department stores, or for highway-oriented uses, such as fast food drive-ins or automobile sales lots. Because residential development in the Sprecher Neighborhood is only just beginning, it may be several years before there is a large enough local market to support community-based retailing at this location.

The third component of the proposed northeast commercial district is a small area south of Milwaukee Street recommended for neighborhood convenience uses, such as a small grocery or specialty food shop, a laundry, hair dresser or barber, or similar uses that people patronize frequently. The proposed location at the intersection with the collector street serving the eastern half of the neighborhood provides easy, direct pedestrian access from the residential area. There may also be an opportunity for mixed-use development, with apartments above the stores. The convenience center component could be smaller than indicated on the neighborhood plan, depending on the mix of uses actually developed. Although the proposed location is preferred, a neighborhood convenience center might also be considered within the larger commercial area north of Milwaukee Street. In evaluating proposed neighborhood-scale convenience centers at either location, important factors to consider

include the proximity and ease of pedestrian access from the residential area, the range of convenience goods and services available, hours of operation, and the level of amenity provided.

More detailed planning for the northeast commercial district may determine that it would be beneficial to shift the eastward extension of Milwaukee Street slightly south from the proposed alignment shown on the neighborhood plan in order to provide adequate lot depths for better building placement and site design. This change may be approved as part of the detailed development plan for the commercial district, provided that it does not overly enlarge the size of the commercial area or adversely compromise the local street pattern farther south.

## **Southwest (Town Center) Neighborhood Commercial Center**

The proposed southwest neighborhood commercial center is located at the southern end of the proposed north-south collector street serving the western half of the Sprecher Neighborhood, at its intersection with Cottage Grove Road. This site, currently part of the grounds of the Astronautics Corporation Technology Center, has some of the highest elevations in the planning area---offering long views to the west, and to the north and south along the proposed collector street. Because of the special attributes of the site, and its potential to become a focal point for neighborhood activity, it is recommended that this neighborhood commercial center be developed as a village-like Atown center≡ closely integrated with higher-density urban residential development on the surrounding hillside. The details of the town center concept are only in the preliminary stages of consideration, but some of the elements might include:

- X An emphasis on creating an integrated neighborhood business street, as distinct from an aggregation of essentially separate business sites
- X A focus on the collector street as the primary axis for the business district. Buildings and signage should be oriented toward this street rather than Cottage Grove Road.
- X Relatively small blocks created by a public street system
- X Multi-story buildings encouraged, particularly along the collector street
- X Mixed-use development encouraged, with office or residential uses above retail uses
- X Buildings located close to the sidewalk, with parking lots to the rear or on side streets rather than in front of businesses
- X Short term parking along business streets
- X Minimum Agaps≡ in the street-level retail frontage
- X High levels of pedestrian amenity, including street trees and other plantings, street furniture, and special lighting
- X Good linkages with the surrounding residential neighborhood

Because there are no similar neighborhood commercial centers either in the Cottage Grove Neighborhood to the south or in the neighborhoods adjacent to Interstate Highway 94 to the west, the proposed town center could become a focal point for community activities and convenience and specialty shopping for several surrounding residential neighborhoods. While proposed primarily as a center providing convenience goods and services, the mix of uses in the town center might include clothing shops, hardware stores, gift shops, jewelers, specialty food stores and small specialty retailers of all kinds. Small professional and business offices (including offices above retail uses) as well as community and civic facilities such as day care centers, neighborhood centers, or branch post offices, also might be located in the town center. Another possibility for the town center would be to seek to become a location for related specialty shopping and entertainment activities, such as art galleries, antique shops, unique restaurants, brew pubs, or small theaters, for example.

Although the range of uses appropriate to the proposed town center includes many of the same types of goods and services as the northeast commercial district, the important distinctions are the much smaller size and scale

of the town center, the smaller size of the businesses, and the special urban design character of the district and the individual buildings within it. It would be difficult for large businesses, or uses requiring extensive parking, for example, to be compatible with the compact, pedestrian-oriented town center development concept.

Although the town center is not proposed as an office district, a limited amount of office development compatible with the desired town center character might be included, particularly on the side streets. For example, the lands west of the proposed commercial center are designated for residential uses in the neighborhood plan, but limited expansion of commercial uses, particularly office uses, into this area is not necessarily inconsistent with the town center concept, depending on the design. Selective placement of a few small office buildings might even be among the approaches considered to help comply with regulations limiting the allowed impact of noise from the Interstate Highway on residential uses.

Medium and low-medium density residential uses are recommended in the area surrounding the proposed neighborhood commercial center. This housing is also intended to have a more urban character and reinforce the town center development concept. Residential developments around the town center should also maintain an orientation to the public street and minimize the impact of parking areas and garages through careful planning and site design. Along the collector street and the intersecting local street segments, apartment or townhouse development with the buildings set close to the sidewalk would be most consistent with the town center theme. To the north, across from the proposed park/school site, there would be a transition to more conventional setbacks and lower densities.

Virtually all of the site recommended for future development of the neighborhood town center, and most of the area recommended for medium and low-medium density residential uses in this quadrant of the neighborhood, is located on the Astronautics property. At this time, there is no indication that Astronautics is considering redevelopment of their property, and the present use is expected to continue for the foreseeable future. If Astronautics later becomes more interested in redeveloping the property, they may elect to redevelop in stages--perhaps while continuing to use their current building. Other properties in the western half of the Sprecher neighborhood also may not be developed for many years, including the Homberg quarry site adjacent to the north. This somewhat discontinuous development pattern is not uncommon, and until the owners express an interest in redeveloping their properties, there is no reason not to continue to develop other parts of the neighborhood.

Before development of the southwest neighborhood commercial center and the adjacent residential areas begins, the town center concept has to be further articulated, and the proposed development plan will need to be refined in conjunction with specific development ideas. This is particularly true for the recommended residential development on the western slope, where the specific sound attenuation measures that will be necessary are unknown and many different types of housing could be considered. Design guidelines or standards will need to be developed to ensure that the recommended town center urban character is maintained. The fact that development in this part of the neighborhood is not imminent provides the time to complete these additional planning activities, and an opportunity to include the Astronautics Corporation and/or prospective developers in this next stage of planning when there is an expressed interest in redevelopment of these lands. Until such time as the site becomes available for redevelopment, it is important to maintain a focus on the long-term development concept and not undercut it by permitting scattered commercial development at alternative locations not recommended in the neighborhood plan.

## ***Other Commercial Locations***

The only other commercial use area designated on the Land Use and Street Plan map is a small parcel at the northwest corner of the intersection of Sprecher and Cottage Grove Roads. This parcel is only recommended for commercial use because, in this case, no other use seems practical. There is an electrical substation north of the parcel and an existing house to the west. Given expected future traffic levels on the two arterial highways, and the fact that this parcel is isolated from the planned neighborhood to the north and west, it does not seem reasonable to propose that it be used for residential development; and it is not needed or suitable for park purposes. The recommended use for this parcel, therefore, is for a small, limited, highway-oriented use, such as a gasoline service station or convenience mart---which probably could not be accommodated in the proposed southwest town center, in any case. An acceptable alternative would be an institutional or civic use, such as a fire station or precinct station, which might be interested in this type of location. (Both of those uses, however, could also be accommodated in the town center.) If Sprecher Road is eventually realigned to the east as proposed, this parcel will no longer be at the corner and the use recommendation may need to be reconsidered.

## ***Institutional Land Uses***

The largest area proposed for institutional uses within the Sprecher Neighborhood is a 32-acre site located near the center of the eastern portion of the planning area owned or being purchased by the Buckeye Evangelical Free Church. The acquisition of this property occurred in stages during the neighborhood planning process, and the neighborhood plan was modified several times as the needs of the Church evolved. This is a large parcel and it is expected that a variety of uses will eventually be developed on it in addition to the church building itself. These might include such uses as assembly halls or meeting rooms, a community center, recreational facilities and athletic fields, and other uses related to the church=s mission. Because of its prominent location and the types of uses anticipated, this facility should become an important focal point for community activity within the neighborhood. As with any large development, when detailed plans are prepared attention will need to be given to issues related to building design and siting, access, and automobile parking.

A second large area recommended for institutional use is the 22 acre combined public school and area park site near the center of the western portion of the neighborhood. The Sprecher Neighborhood is entirely within the Madison Metropolitan School District, and as this area develops, the resident school-age population will increase. Although it is not certain at this time, it is very possible that an additional school eventually will be needed east of the Interstate Highway to serve Madison=s growing east side population. School District administrators have reviewed the draft neighborhood plan and are satisfied with the location and size of the proposed school site. The recommended school/park site is located where it will become a visual focal point for the neighborhood as well as a focal point for community activity. The primary collector street serving the western portion of the neighborhood curves around the site, and the site is the terminal view for the local streets radiating to the east. In the event that it becomes desirable to enlarge the school (or park) site, an adjustment can be made between the two uses or the local street pattern at the western edges of the combined site can be modified.

The nearly six-acre site of the Doric Lodge meeting hall on Cottage Grove Road is also designated for institutional use. This type of community facility could become another activity center in the recommended neighborhood Town Center, and continued use of this site for Lodge activities is fully consistent with the objectives of the neighborhood plan. The meeting hall currently takes access from Cottage Grove Road, but opportunities for alternative access from one of the planned interior neighborhood streets can be considered as more detailed plans for development near the Town Center are prepared. Representatives of the Lodge have expressed an interest in maintaining a meeting facility in this area.



Two additional institutional use sites, not associated with specific users, are shown in the neighborhood development plan as illustrations of the type of location recommended for community centers or similar community-based activities. One of these sites is adjacent to the proposed southwest neighborhood town center, and the other is adjacent to the northeast commercial district neighborhood center. Both are on the main collector streets linking these centers with the surrounding residential area. The institutional use designation reflects the goal of integrating civic facilities into the plans for neighborhood activity centers when there is an opportunity to do so---and to place them at highly visible and easily accessible locations.

## ***Parks and Open Spaces***

A system of neighborhood parks in combination with a larger area park are recommended to provide convenient recreational opportunities and open space amenities to residents of the Sprecher Neighborhood. In addition, major park and open space facilities serving both local and regional residents are proposed within the Door Creek corridor at the eastern edge of the planning area. A major drainage greenway carrying much of the stormwater from the neighborhood to Door Creek, and an associated detention pond, will be incorporated into a proposed boulevard street and residential clustered development site, where they will become important open space amenities, greatly enhancing the eastern portion of the neighborhood.

## **Neighborhood and Area Parks**

Five recommended neighborhood parks are centrally located within neighborhood sub-areas to serve the recreational needs of the surrounding residential development. The neighborhood parks each comprise between 4 and 6 acres. A larger area park located in the combined school/park site in the western portion of the planning area is 11 acres in size (the combined site is 22 acres). In total, 34.8 acres are recommended for area and neighborhood park development.

Three of the proposed neighborhood parks are located in the western portion of the planning area, including one proposed north of Milwaukee Street, and two are located in the eastern portion of the planning area. The park distribution generally reflects the distribution of the projected residential population when the neighborhood is fully developed, with the largest parks located near the largest concentrations of higher density development. The proposed Door Creek recreational facilities will also be especially convenient to residents in the eastern portion of the neighborhood.

In developing the neighborhood plan, the placement of park and open space features in relation to the alignment of collector and local streets was given particular consideration. Wherever possible, parks are placed where they will provide terminal views at the ends of street segments, and where they will have high visibility to persons traveling along the neighborhood=s principal streets. These relationships are considered important and are among the many small attributes that collectively make a neighborhood an interesting and enjoyable place.

In addition to the area and neighborhood parks, a small overlook within the large Door Creek park is proposed at the eastern edge of the residential area to provide views over the lowlands as a neighborhood amenity. Additional opportunities to take advantage of views toward the Door Creek natural area may be created by having the public right-of-way rather than private lots located at the edge of the open space along at least some segments of the street. This concept is illustrated on several streets in the neighborhood plan, but may not necessarily be implemented at all the locations illustrated, or to the extent shown. There are important public and private cost considerations related to implementing this concept, and these will need to be addressed as specific developments are proposed.

## **Door Creek Corridor Open Space**

The Door Creek valley and the wooded drumlins that form its edges are among the most important and prominent open space features within the Sprecher neighborhood planning area. In addition to Door Creek, the lowland valley contains numerous wetlands---including several which remain close their natural state. Other former wetland areas have been altered over the years, most typically by draining them for agricultural uses. The hillside woods include several nice stands of mature trees. Together, the slopes and lowlands of the Door Creek corridor represent an exceptional opportunity to develop a significant natural and recreational amenity at the very edge of the urbanized area. The Door Creek open space corridor is identified in the *Peripheral Area Development Plan* as an area that should be considered for permanent open space preservation.

During preparation of the *Sprecher Neighborhood Development Plan*, the idea of joint development of this area by the City of Madison and Dane County as a combined recreational and natural open space complex was extensively discussed by the City and County staff. While the concept is still evolving, there is preliminary consensus on the general configuration of the open space corridor and the location of activity areas within it. These are indicated on the Land Use and Street Plan map that is part of this neighborhood development plan. The recommended open space corridor would generally include the entire width of the valley and encompass a large portion of the adjacent hillsides. (At this time, only the proposed western edge of the open space has been studied in detail. The eastern edge will be defined during later stages of planning.) A City of Madison community park is proposed in the western portion of this corridor, and would include the picnic shelters, softball diamonds and other recreational facilities usually found in this type of park. The northern portion of the corridor would contain more extensive athletic facilities, such as soccer fields or baseball diamonds. In the eastern portion of the Door valley, Dane County would develop a conservation and recreation corridor focused more on the environmental features of the location, but also including such amenities as hiking or cross country ski trails. A proposed local street provides access to the park from Cottage Grove Road, and offers a nice view of the valley as an additional amenity feature at the entrance to the neighborhood.

Development planning for the open space needs to be coordinated between the City and the County in order to create an attractive integrated complex that will be used for a wide range of outdoor recreation and conservation activities. Long-range plans should seek to link this segment of the Door Creek corridor with similar open spaces along other segments of the corridor to the north and the south. Eventually, these plans might include developing recreational hiking and bicycle trails along the entire corridor between Sun Prairie and the Village of McFarland, as also recommended in the *Peripheral Area Development Plan*, and in the *Dane County Park and Open Space Plan*.

## **Stormwater Management Facilities**

The largest open stormwater management facilities recommended within the planning area are the detention area and greenway beginning just west of the Rustic Acres rural subdivision and extending eastward to Door Creek. The recommended width of this greenway is 100 feet. The segment of this greenway located east of Sprecher Road is proposed within the median of a wide boulevard street. This concept was suggested by the owner and prospective developer of these properties as a landscaped open space feature. While the proposed boulevard would provide significant additional neighborhood amenity, until detailed construction plans are prepared it is not certain that the two functions of stormwater management and landscape feature can be successfully combined within a boulevard also meeting City safety and maintenance standards. The developer will be responsible for any additional costs associated with the concept.

A detention area in the southeast corner of the neighborhood adjacent to the Door Creek open space corridor will detain water draining from that portion of the neighborhood before releasing it to the creek. Stormwater

collected in the southwest part of the neighborhood will flow to a planned detention area on the Astronautics property adjacent to Interstate Highway 90 before continuing westward under the highway. Aside from the facilities shown on the Proposed Land Use map, it is expected that the balance of the stormwater management needs within the planning area will be accommodated either in the street or in underground storm sewers.

## **The Gateway to Madison**

Interstate Highway 94 is a major entry to the Madison urban area from the east. One of the recommendations in the 1990 *Peripheral Area Development Plan* was that a landscaped buffer strip be created along both sides of the highway between Seminary Springs and the Badger Interchange to preserve the attractiveness of this important gateway. The objectives of the recommendation were to maintain an attractive appearance along the corridor, but also to enhance the contrast with the dramatic view of the more-urban City provided just west of the interchange. The buffer strip concept was reconsidered during preparation of the *Sprecher Neighborhood Development Plan*, and a slightly different approach to maintaining an attractive gateway to the city is recommended.

It is recommended that the visual edge to the City of Madison be recognized at the point where the City's urban development actually will begin---at the western edge of the proposed Door Creek open space corridor, where Interstate Highway 94 passes between two low hills, west of Seminary Springs (See Map 5). The recommended preservation of these hills and the Door Creek corridor as open space will create a more defined edge to the urban area and enhance the contrast between urban and rural character more effectively than an effort to use roadside buffer zones to postpone the view of urban development all the way to the interchange. It is not feasible to provide sufficient landscaping to effectively screen the view of urban development in the Sprecher Neighborhood (or the lands north of the Interstate) from the highway, in any case, because of the topography of the area. The recommended approach is to ensure that the entryway to the City creates a strong first impression of Madison as a very attractive urban community by requiring all development adjacent to the Interstate Highway to maintain the highest standards of urban design. These standards might encompass such factors as building architecture, signs and graphics, site landscaping, and treatment of parking areas, as also discussed in the Commercial Land Uses section, above. Additional landscaping should still be encouraged within the right-of-way or at other selected points where the opportunity exists, but to add amenity to an urban vista rather than attempt to hide it.

## RECOMMENDED TRANSPORTATION FACILITIES

A system of arterial, collector, and local streets is recommended to provide external access and internal circulation within the Sprecher Neighborhood. (Map 6 - Land Use and Street Plan) Sidewalks are recommended along all public streets, and separate walkways and bikeways are also proposed at selected locations where needed to create more-direct connections for pedestrian and bicycle travel. Because the proposed local street system is designed to provide multiple connections within the neighborhood, most bicycle travel will be accommodated within the street rights-of-way. On heavily traveled streets, dedicated bicycle lanes or separate bikeways within the right-of-way are recommended. A neighborhood connection to the proposed regional bicycle trail in the Door Creek open space corridor is also recommended, when this facility is built. When bus service to the Sprecher Neighborhood becomes feasible, several alternative routes will be available for consideration due to the interconnected street system.

### ***Arterial Streets***

Three arterial streets provide primary access to and through the Sprecher Neighborhood. Cottage Grove Road (County Trunk Highway B) extends westward into Madison where it eventually terminates at its intersection with Monona Drive/Atwood Avenue, and eastward through the Village of Cottage Grove and beyond. In addition to serving as an arterial street in Madison=s east-side neighborhoods, Cottage Grove Road is an important regional highway serving eastern Dane County. Although currently constructed as a rural highway east of Interstate Highway 90, the segment of this roadway serving the Sprecher and Cottage Grove Neighborhoods will ultimately be reconstructed as an urban arterial street. Based on regional traffic projections, Cottage Grove Road is expected to eventually have four travel lanes and a median, similar to the design west of the Interstate Highway. Additional lanes may be provided for turning movements at key intersections. To accommodate potential future roadway needs, the recommended right-of-way is 120 feet. As is the case in the Cottage Grove Neighborhood to the south, the Sprecher Neighborhood local street system is designed to provide alternative access to properties adjacent to Cottage Grove Road, and additional private driveway access to Cottage Grove Road is generally not recommended. (Map 7 - Street Classification)

Milwaukee Street provides access to the northern portion of the Sprecher Neighborhood. This street currently begins at Sprecher Road and continues westward to its intersection with East Washington Avenue (USH 151). Although the segment of Milwaukee Street east of Interstate Highway 90 is presently classified as a collector, it is expected to function as an arterial as traffic in the area increases. It is recommended that Milwaukee Street be extended eastward to serve that part of the Sprecher Neighborhood, and eventually continue across the Door Creek corridor to Gaston Road to provide an additional link with the regional roadway network. Between Sprecher Road and Gaston Road, another north-south street is recommended, crossing under Interstate Highway 94 to provide a second connection between the Sprecher Neighborhood and the urban neighborhood that will be developed north of the Interstate at some future time. The exact recommended alignment of this roadway has not been determined, and will also be affected by decisions regarding the extension to Gaston Road and the possible interchange with Interstate Highway 94 (see below). Although currently a two-lane road throughout most of its length, at least some segments of Milwaukee Street within the Sprecher Neighborhood will eventually have four travel lanes, with additional turning lanes as required. This is most likely near the proposed northeast commercial district. The recommended right-of way is 120 feet. Except for a limited number of driveways serving the proposed commercial district, it is generally recommended that future development on properties adjacent to Milwaukee Street take access only from the interior local street system, which has been designed to provide this access.

Sprecher Road (called Reiner Road north of County Trunk Highway T) extends from the planned interchange of USH 151 with County Trunk Highway C in Sun Prairie to the intersection with East Buckeye Road (Country Trunk Highway AB), and is proposed as a major north-south arterial highway serving the east side of the Madison metropolitan area. The *Cottage Grove Neighborhood Development Plan*, adopted in 1992, recommended that the southern segment of Sprecher Road eventually be relocated to the east and pass on the east side of the drumlin adjacent to the Rambling Acres plat in that neighborhood. In order to implement this proposed Sprecher Road realignment, which continues to be recommended, the shift to the east must begin about one-third of a mile north of its intersection with Cottage Grove Road. The preliminary realignment of Sprecher Road shown in this neighborhood development plan is subject to additional revision when more detailed plans for the relocation are prepared. Regional traffic projections indicate that Sprecher Road will require at least four travel lanes in the future, plus additional turning lanes at some intersections. The recommended right-of-way is 120 feet. As with the other arterial highways, it is recommended that additional private access to Sprecher Road be limited, and alternative access for adjacent properties provided by planned local streets.

### ***Interstate Highways 90 & 94 and Interstate Highway 94 Access***

The Interstate Highway system is also an essential part of the regional circulation system---improving mobility between regional communities and helping to remove some of the regional traffic from local arterial streets. Interstate Highways 90 and 94 form the west and north boundaries, respectively, of the Sprecher neighborhood planning area. However, no interchange with either of these limited-access freeways is currently available, either in this neighborhood or elsewhere in Madison east of Stoughton Road. The nearest interchange to the east is at County Trunk Highway N, just north of the Village of Cottage Grove. In order to better-serve the regional transportation needs of the growing east side of the Madison urbanized area and provide more convenient access to the Interstate Highway system for east-side residents and businesses, an additional interchange with Interstate 94 has been proposed for consideration. Based on a preliminary evaluation, one possible location for at least a partial interchange appears to be about three-quarters of a mile east of Sprecher Road, approximately where the new roadway crossing under Interstate Highway 94 is proposed.

At this time, the Interstate Highway 94 interchange has been suggested as one possible improvement to meet future regional transportation needs. However, an Interstate Highway 94 interchange at this location is not currently a recommendation of the regional transportation plan, and a comprehensive analysis detailing the technical feasibility, projected transportation benefits and impacts, and costs of an interchange has not been prepared. Any additional access to the Interstate Highway system will require the approval of the Federal Highway Administration. City of Madison support for an interchange will also depend upon development of an acceptable cost sharing agreement. The general location for a possible Interstate Highway 94 interchange is indicated on the Land Use and Street Plan map, but at this time, there has been no commitment by the City of Madison or other government agency to support the construction of a new interchange, pending more complete analysis and evaluation.

### ***Collector and Local Streets***

The proposed network of collector and local streets is an integral component of the *Sprecher Neighborhood Development Plan*---specifically designed to link neighborhood land uses and provide multiple routes to most neighborhood destinations.

Two planned collector streets provide primary access into the neighborhood from the arterial streets, and form a continuous circulation route linking the major neighborhood activity centers. One of the collectors begins at the proposed northeast commercial district, extends south through the neighborhood past two proposed park sites,

and then swings west and continues across Sprecher Road to terminate at the southwest neighborhood commercial center. The other collector begins at Cottage Grove Road, forms the central street of the southwest neighborhood commercial center, and extends northward past the School/Park site to its intersection with Milwaukee Street. The recommended right-of-way width for both collector streets is 80 feet.

The Agriid-like local street pattern creates relatively small blocks, and it is intended that both commercial and residential developments maintain a strong relationship to the public street and sidewalk system. All streets will include public sidewalks, and additional mid-block walkways are recommended to further increase pedestrian accessibility when a reasonably direct street connection is not available. One of the proposed local streets provides a central east-west connection linking the eastern portion of the neighborhood with the proposed park/school site in the western portion. The local street system also provides for alternative access to existing or future parcels adjacent to the three arterial streets. It is recommended that lots backing up to the arterial streets be deeper (150 feet) in order to provide additional opportunity for buffering. The recommended right-of-way width for most local streets is 60 feet.

The two extra-wide boulevard streets identified in the eastern portion of the neighborhood are proposed to create amenities out of what might otherwise be considered as constraints on development. In the proposed east-west boulevard, the landscaped median is intended to also accommodate a drainage greenway and function as part of the stormwater management system for the neighborhood. The median of the proposed north-south boulevard incorporates the right-of-way easement of one of the two natural gas pipelines that cross through the neighborhood. In order to accommodate the other functions in the medians, a 100-foot width is recommended for the east-west median, and a 75-foot width (the width of the pipeline easement) is recommended for the north-south median. A 40-foot street right of way on either side of both medians is recommended. It might be possible to over-lap the pipeline easement slightly, provided no pavement is placed within the easement. (It is acceptable for streets to cross the easement at right angles, however.) In both cases, landscaping and other special features placed in the medians will be the continuing responsibility of the developer, and must not adversely affect the use for stormwater drainage or the restrictions of the pipeline easement, respectively.

## ***Transit Service and Bikeways***

A proposed transit route for future Madison Metro bus service to the Sprecher Neighborhood is illustrated in the neighborhood development plan on Map 7. Because of the interconnected street pattern, other routes would also be possible. The route shown on Map 7 serves both of the proposed commercial centers and passes within one-quarter mile of most of the recommended higher-density residential locations. As is the case with most newly developing areas, public bus service is unlikely to be extended to the Sprecher Neighborhood initially, due to the relatively higher costs and lower potential ridership characteristic of peripheral locations.

The *Sprecher Neighborhood Development Plan* recognizes the role of bicycling and walking as major modes of travel and recreation, and all of the collector and local streets are intended to also serve as bikeways. Where the street pattern does not provide a reasonably direct route to important neighborhood destinations, an alternative connection should be provided for bicycles and pedestrians. Along the arterial streets, dedicated bicycle lanes or separate paths within the right-of-way will be developed, as needed, and as the opportunity arises. Bicycle lanes are most likely to be added at the time that segments of these arterials are re-built as four-lane streets. Bicycle lanes and sidewalks should also be provided on the bridges and along the underpasses where roads cross the Interstate Highways, including the additional crossing proposed in the neighborhood development plan. A separate pedestrian/bicycle connection across Interstate Highway 90 might also be considered at some future time.

If the proposed bicycle trail in the Door Creek open space corridor is built, a connection with bicycle facilities in the Sprecher Neighborhood should also be provided. A regional bicycle trail within the Door Creek corridor

would also create a connection with the proposed extension of the Capital City State Trail that will be located in the abandoned C & NW railroad right-of-way about one mile south of Cottage Grove Road. This extension will eventually link-up with the Glacial Drumlin State Trail that currently ends at County Trunk Highway N, in the Village of Cottage Grove.

## DEVELOPMENT STAGING

The Sprecher Neighborhood encompasses the northern portion of Peripheral Planning Area E4, an Urban Expansion-A district identified in the 1990 *Peripheral Area Development Plan* as a first-priority location for future urban development and City of Madison growth. Development began in the southern portion of Planning Area E4 nearly eight years ago, following the adoption of the *Cottage Grove Neighborhood Development Plan* in April 1992. It is now time for development in the Sprecher Neighborhood to begin as well. The land use and transportation recommendations for the Sprecher Neighborhood are presented in the preceding sections of this document. This section of the *Sprecher Neighborhood Development Plan* considers where the development of the neighborhood should begin and how it should be staged.

The Sprecher Neighborhood is planned to provide convenient circulation, good linkages between land uses, and multiple routes to most neighborhood destinations---for pedestrians, bicycles, and motor vehicles. It is also planned to encourage and accommodate a variety of different housing types, densities, styles and costs---and to develop this residential diversity within a neighborhood community, rather than creating isolated enclaves of development. The two proposed commercial centers are each located along primary neighborhood collector streets to enhance their role as focal points for neighborhood activity and convenience shopping---again with strong linkages to the residential areas. The recommended housing diversity is most likely to occur if development occurs over a relatively broad area---so that many different types and styles of housing can be provided, each with its own special characteristics. And development over a relatively broad area is essential to implementing the planned system of interconnected local streets designed to link neighborhood sub-areas, features and activity centers together.

The factor most often cited when making development-staging recommendations, efficient extension of public services, does not apply so easily to lands within the Sprecher Neighborhood due to the particular characteristics of the location. While the Sprecher Neighborhood is adjacent to fully developed Madison neighborhoods on the west, it cannot be developed as an orderly, incremental expansion of those neighborhoods because the Interstate Highway limits accessibility. Although a small portion of the neighborhood can be provided with sanitary sewers draining west or south to existing Madison sewer lines, the majority of the neighborhood drains to the east, and will be served by a new sewer interceptor built in the Door Creek corridor---at the extreme eastern edge of the neighborhood. Yet, the only existing north-south road through the neighborhood, Sprecher Road, is near the center of the neighborhood, more than one-half mile from the future sewer interceptor. Public water lines in the neighborhood must be inter-connected with the existing City water system, and with a new City water reservoir to be built in the western portion of the neighborhood. These factors also mandate that at least some development probably will have to begin more-or-less simultaneously throughout relatively large areas in order to provide both the street access and the access to public sewer and water needed to serve the development.

The development staging plan for the Sprecher Neighborhood identifies five sub-areas within the neighborhood as Areas A through E. (See Map 7) The lands within each sub-area share characteristics regarding the timing of public services extension and neighborhood street access needs which make it reasonable to recommend that all of the lands within each sub-area be generally considered suitable for urban development at about the same time. The actual sequence of land development within each sub-area, however, will depend upon a variety of individual factors---including property owner interest, the budgeting and scheduling of public improvements and City services, whether the street pattern recommended in the neighborhood development plan can be implemented at that time, and the plans of adjacent property owners, to name just a few. There may be good reasons to allow some of the lands within each sub-area to develop before other lands, at any given time. The boundaries of the five designated Areas should be considered approximate---particularly boundaries that are not



roadways. The actual logical limit of development at any given time will also depend upon such factors as access to planned public streets and the ability to provide public sewer and water service to the location.

It is recommended that development within the Sprecher Neighborhood occur in phases, with the five Staging Areas described below each generally representing one phase. Areas A through E, beginning with Area A, are proposed as a reasonable sequence for beginning urban development within each Area, due, in part, to the time needed to extend sewer and water lines or make roadway improvements between one Staging Area and the next. It is not intended, however, that the start of development in any Area necessarily should be deferred until development within the preceding Areas extends to a particular location, or reaches a certain percentage of full build-out. Simultaneous development at multiple locations within the neighborhood also benefits the neighborhood by increasing choices and accessibility, as discussed above. The most appropriate time to begin development in any sub-area depends more on the availability of City infrastructure improvements and City services than on the pace of development in other Staging Areas.

## ***Development Staging Areas***

**Area A** is located in the southwest portion of the Sprecher Neighborhood, and includes the part of the planning area that could be served by sanitary sewers draining west or south into existing City of Madison sewer lines. It encompasses the Astronautics Corporation, Doric Lodge, and James and Donald Hovde properties, and the southern two-thirds of the Sandmire property. The preferred way to provide sanitary sewer service to Area A is to extend public sewer along the Heritage Prairie Greenway from its existing location west of Interstate Highway 90, across the Astronautics property to the western edge of the Sandmire property. This option would provide gravity sewer to all of Area A (as well as to some lands within Area E).

The Sandmire, Doric Lodge, and Hovde properties could also be served by a temporary lift station located near the northern edge of Area A and a force main that would pump wastewater from these properties south to the existing gravity sewer main in the Richmond Hills subdivision, south of Cottage Grove Road. This would be an interim solution until gravity sewer is available from sewer lines extended to the area from the new Door Creek Interceptor. (See Area C, below) Either of these alternatives probably could be built in 1998. If the lift station and force main are built, the Heritage Prairie extension under Interstate Highway 90 will still be needed eventually, to provide service to the Astronautics property and other lands west of the ridge.

In order to provide adequate public water service to all but the first phases of development in the Sprecher Neighborhood, a new water reservoir tower also has to be built, and connected with the existing water mains serving the Richmond Hill area. The recommended location for this new reservoir is on the high ground adjacent to the proposed school/park site, on the southern portion of the Holen/Brigham property, just north of Area A. The water mains connecting this proposed reservoir to the City water system will also have to come through the properties in Area A. This would be most efficiently done at the time that the interior streets are constructed.

**Area B** lies east of Area A and encompasses the southeast portion of the planning area, including the J & S Enterprises, Rodefeld, Underbakke, and Beck properties. Gravity sewer lines draining generally eastward to the new Door Creek Interceptor will provide public sanitary sewer service to Area B. This new Madison Metropolitan Sewerage District interceptor will extend northward along the Door Creek corridor from the Cottage Grove Extension of the Far East Interceptor. Construction will begin in 1998. Sewer lines built either by the City or by the developer will extend northwest from the Door Creek Interceptor. The J & S Enterprises property could also (perhaps more easily) be served by a planned branch interceptor coming down Sprecher Road from the north. (See discussion under Area C, below). Both a proposed collector street and the primary local street providing access to the southwest portion of the neighborhood from Sprecher Road are located on

the J & S Enterprises parcel. Neighborhood access and circulation would be enhanced if these streets could be provided at about the same time as the properties to the west were developed. The most efficient route for water lines connecting the new reservoir with properties east of Sprecher Road may also be across the J & S Enterprises property. For these reasons, the J & S Enterprises property is included in Area B, although it may turn out that it will not begin to develop until the Sprecher Road branch is available, depending upon the scheduling of sewer extensions.

**Area C** comprises the northeast portion of the planning area and includes the Buckeye Evangelical Free Church, Hovde Realty, J & H of Wisconsin, Lehr Estate, and Hoppman Estate Trust properties. Gravity sewer service to these lands will be provided by a City interceptor that will start at the northernmost of the two planned connection points to the Door Creek Interceptor and extend west up the natural drainage corridor to a point on Sprecher Road approximately one-quarter mile south of Milwaukee Street. At Sprecher Road, two smaller interceptor branches probably will be built to serve development to the northwest and the southwest. One branch will extend south along Sprecher Road, then west to serve the J & S Enterprises parcel. The other branch would most logically continue westward, following the natural drainage corridor through the Rustic Acres subdivision, and serve the entire northwest portion of the planning area. One of these branches will also provide gravity sewer service to Area A to relieve the temporary lift station and force main, if these latter facilities were built.

Area C includes most of the lands in the northeast portion of the planning area that can be provided with sanitary sewer before extending the branch interceptor through Rustic Acres. Public water service to Area C will be provided from the new reservoir, currently expected to be built during 1999. The proposed extension of Milwaukee Street, and all other proposed roads providing access to the northeast portion of the neighborhood are located within Area C.

**Area D** includes the existing Rustic Acres subdivision, the Ragan property, the northern third of the Sandmire property, and most of the Holen/Brigham property. These lands represent most of the balance of the lands in the northwest portion of the Sprecher Neighborhood, and will receive gravity sanitary sewer service from the proposed branch interceptor extending west through Rustic Acres. Not included are several properties located in the far north and northwest part of the neighborhood which are not expected to begin urban development in the foreseeable future. These properties comprise Area E. Access to the western half of the Sprecher Neighborhood from Milwaukee Street will be via streets located within Area D.

**Area E** consists of the Harold and Shirley Homburg, Homburg Equipment, Inc., and Olp/Homburg properties. Most of these lands are located near the ends of the new sewer interceptors and sewer lines that will serve the northwest portion of the Sprecher Neighborhood. The existing land uses on these properties are also expected to continue for quite a few years. Current uses within Area E include an active quarry and the office and storage yards of a construction company. At some future time, it is expected that these properties will be redeveloped to higher-intensity urban uses, but until that time, there will be no need to extend public sanitary sewer service into this area. Because of its location, adequate access to other parts of the neighborhood does not depend upon streets constructed within Area E.

## ***Development Staging Recommendation***

At this time, it is recommended that development be allowed to begin within Area A in 1998, within Area B in 1999, and within Area C in 2000, subject to the availability of all necessary public infrastructure improvements and public services. A recommendation for Area D and Area E will be made at a later time.

It is further recommended that, following the adoption of the *Sprecher Neighborhood Development Plan*, the City of Madison submit an application to the Dane County Regional Planning Commission to amend the Central Urban Service Area to include all of the recommended development land within the Sprecher Neighborhood (Staging Area A through Staging Area E).

## PLAN IMPLEMENTATION

Currently, the lands in the Sprecher Neighborhood consist primarily of large, undivided parcels; are zoned for agricultural rather than urban uses; and are all outside of the Central Urban Service Area. This section of the development plan recommends the actions needed to prepare the neighborhood for development with the full range of urban services, and to ensure that future development is consistent with the recommendations of this neighborhood development plan.

### ***Land Use Plan Amendment***

The lands within the Sprecher planning area are included in the broad growth recommendations of the adopted *Peripheral Area Development Plan*, but are not covered by a more detailed plan for the development of the neighborhood. The *Sprecher Neighborhood Development Plan* provides detailed land use and transportation recommendations to guide the area's future growth and urban development.

**It is recommended that the *Sprecher Neighborhood Development Plan* be adopted as an element of the City of Madison Master Plan. It is further recommended that the land use recommendations included in the Neighborhood Development Plan also be incorporated into the adopted *City of Madison Land Use Plan*, and that the appropriate land use designations be incorporated into the Land Use Plan Map.**

### ***Central Urban Service Area Amendment***

Lands within the Sprecher planning area are not currently within the Central Urban Service Area. In order for the City of Madison to provide public sanitary sewer and the full range of urban services to future development in the neighborhood, the lands proposed for development must first be included within the Service Area.

**Following adoption of the *Sprecher Neighborhood Development Plan* as an element of the City of Madison Master Plan, it is recommended that the City of Madison prepare and submit to the Dane County Regional Planning Commission an application to amend the *Dane County Land Use and Transportation Plan*, *Dane County Water Quality Plan*, and *Dane County Farmland Preservation Plan* to include all the recommended development land within the Sprecher Neighborhood in the Central Urban Service Area. Proposed development staging within the neighborhood is shown on Map 8.**

### ***Southwest "Town Center" Planning and Design Standards***

The neighborhood development plan recommends that the proposed neighborhood commercial center located on the Astronautics property in the southwest part of the planning area be developed as a compact, pedestrian-oriented Atown center≡ following a more urban, rather than suburban, design model. Some of the characteristics of this proposed town center are discussed in the Recommended Land Uses section of this neighborhood development plan, but the concept has not been fully articulated. Also, the City does not presently have the standards or regulations needed to implement the town center concept. The proposed location of the future town center is part of a large property that currently is the site of a research and development facility. However, it is considered likely that this property will be developed more intensively at some future time. Before development of the proposed neighborhood commercial center can begin, the more detailed plans and design and development standards needed to guide the development of the town center have to be prepared.

**It is recommended that following the adoption of the *Sprecher Neighborhood Development Plan*, and prior to the development of any portion of the lands recommended for the neighborhood commercial center in**

**the southwest portion of neighborhood, a more detailed development plan and design guidelines for the town center be prepared. The development plan and design guidelines should incorporate the standards needed to develop the neighborhood commercial center and the adjacent residential areas as a relatively compact, pedestrian-oriented development of compatible uses and structures, as described in the neighborhood development plan.**

## ***Zoning***

With a few minor exceptions, all of the land within the Sprecher Neighborhood, both in the City of Madison and in the Town of Blooming Grove, is zoned to an agricultural use district. The few exceptions are parcels zoned to allow the current non-agricultural use, in particular, the City Planned Community Development zoning reflecting the existing contractor office and yard, and the Dane County Residence and Rural Homes zoning reflecting existing residential uses in the Town. Other existing uses and undeveloped lands in the City remain under the Agriculture District zoning applied at the time of annexation. In addition to allowing agricultural uses, the City of Madison Agriculture District zoning is intended as interim zoning placed on future urban development lands.

**It is recommended that all lands within the Sprecher Neighborhood be zoned to conform to the land use recommendations of the adopted neighborhood development plan. It is further recommended that lands currently zoned Agriculture District be rezoned to another district only at such time as there is a specific subdivision and/or a specific development proposal sufficiently detailed to ensure that development within the district will be consistent with the neighborhood plan. Planned Unit Development-General Development Plan zoning should incorporate any additional standards that may be required to ensure consistency with neighborhood plan recommendations.**

**It is recommended that lands within the proposed southwest neighborhood commercial center not be rezoned from the Agricultural District until a more detailed development plan and urban design standards are prepared to guide the future Atown center development. It may be appropriate, however, to consider a limited rezoning to accommodate the operations of the existing Technology Center, if this becomes needed.**

## ***Land Subdivision Regulations***

Most of the lands in the Sprecher Neighborhood will need to be subdivided into smaller parcels before they are developed with urban uses. As these lands are proposed for development, many of the neighborhood plan recommendations can be implemented through the City of Madison's land subdivision regulations. Subdivision establishes the location of public streets, parks and stormwater management facilities, and the land required for these purposes will be acquired through dedications as provided in the subdivision regulations. The spatial relationships between the proposed streets, proposed parks, and other land uses illustrated in the *Sprecher Neighborhood Development Plan* reflect important neighborhood planning objectives, and these relationships need to be maintained as the land is developed if these objectives are to be realized. Subdivision also establishes the sizes and arrangement of individual development parcels, and proposed land divisions will be reviewed to ensure that neighborhood plan recommendations regarding provision of a variety of residential housing types, sizes, and densities, for example, are being implemented. The neighborhood development plan also recommends that building siting and design create a pedestrian-friendly, street-oriented neighborhood character, and not allow the street elevations to be dominated by driveways, garage doors and automobile parking areas. Proposed subdivisions, therefore, may be required to provide information showing how the lots may be developed with building designs that maintain the desired street character.

**It is recommended that future subdivisions within the Sprecher Neighborhood conform to the recommendations of the adopted neighborhood development plan, particularly regarding the location of arterial and collector streets, area and neighborhood parks, drainage greenways, stormwater retention and detention facilities, and the creation of building lots that will help facilitate the development of a variety of housing types and densities within the neighborhood. It is further recommended that local streets within proposed subdivisions either generally conform to the pattern of local streets shown in the neighborhood plan, or otherwise reflect the objectives illustrated in the neighborhood development plan regarding street circulation and provision of multiple routes, access to parks, orientation of streets to visual features, and stormwater drainage.**

**NOTE: To assist prospective developers in designing subdivisions that conform to the neighborhood plan, larger, 1"=200' scale Land Use and Street Plan maps are available from the Department of Planning and Development.**

### ***Official Map***

The City of Madison Official Map is used to reserve rights-of-way and other sites for specified future public uses until such time as they are acquired through dedication or other means. Currently, the City's Official Map identifies right-of-way widths for Cottage Grove Road, Sprecher Road and Milwaukee Street that are less than the 120-foot right-of-way width recommended for these roads in the *Sprecher Neighborhood Development Plan*. The proposed realigned segment of Cottage Grove Road, and proposed neighborhood collector streets, are not currently shown on the Official Map. Some segments of the recommended stormwater drainage greenways and detention and retention areas located west of Sprecher Road are identified on the Official Map, but not the proposed stormwater facilities east of Sprecher Road.

**It is recommended that the City of Madison Official Map be revised to identify the proposed alignment and right-of-way widths of the arterial and collector streets and the stormwater drainage greenways and detention and retention areas recommended in the *Sprecher Neighborhood Development Plan*.**

### ***Capital Improvements Program and Capital Budget***

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

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

## ***Annexation Policy***

About 74 percent of the land within the Sprecher neighborhood planning area is currently within the City of Madison. The orderly development of lands within the neighborhood will require extension of public utilities and improvements and provision of the full range of urban services. It is intended that the City of Madison provide the full range of urban services to developing properties within the neighborhood, as recommended in the *Peripheral Area Development Plan*.

**It is recommended that urban development on lands currently outside the City of Madison occur only following their annexation to the City of Madison. It is also recommended that no subdivision be approved by the City of Madison unless there is assurance that the full range of urban services will be provided at the time of such approval.**

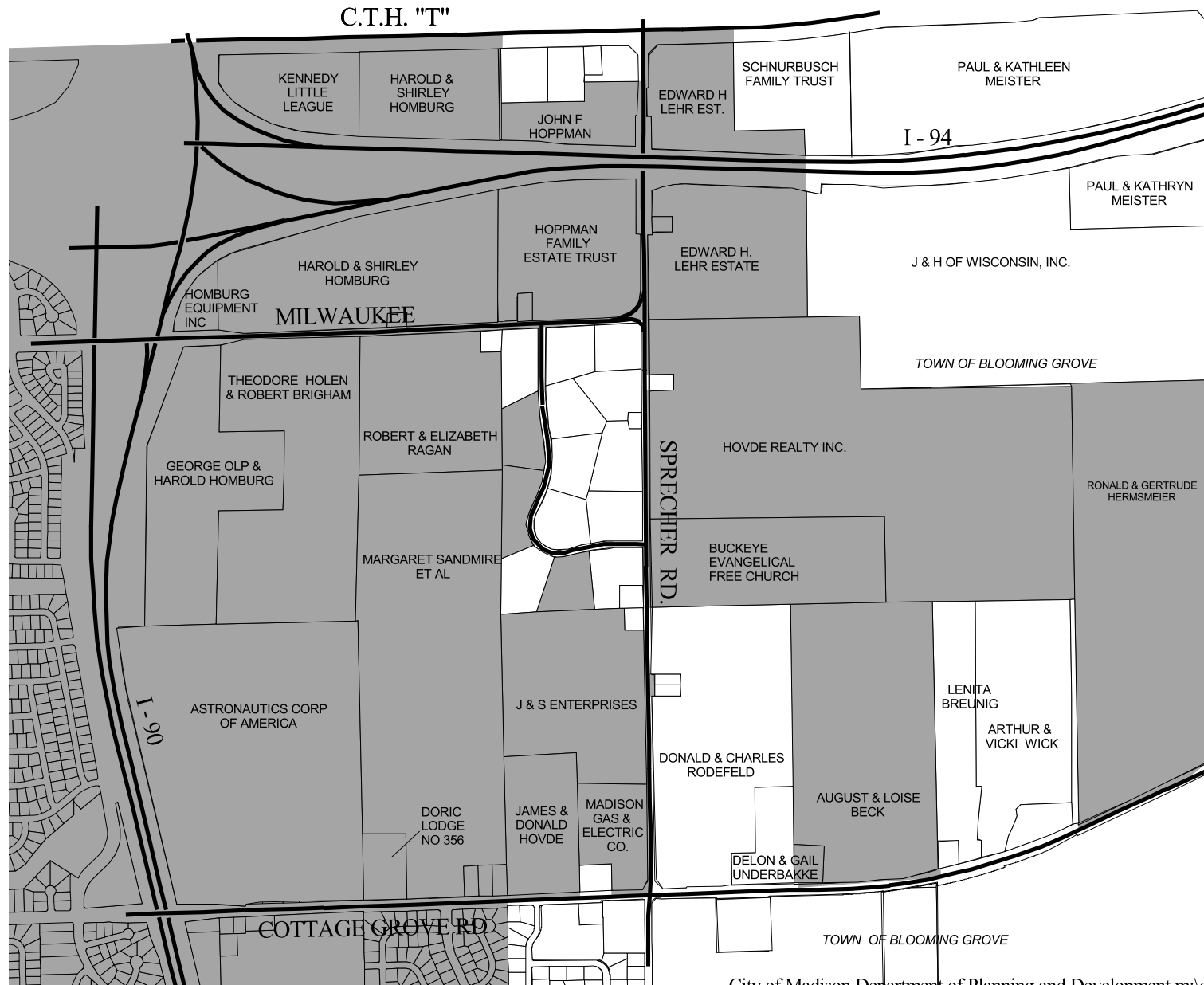
## ***Interagency Cooperation***

The proposed recreational facilities and open space amenities in the Door Creek corridor are an important element in the *Sprecher Neighborhood Development Plan*. Development of these proposed features will require continued cooperation and coordinated planning by the City of Madison Parks Division and the Dane County Parks Department.

**It is recommended that the of City of Madison work with the Dane County Parks Department and other appropriate agencies to implement the *Sprecher Neighborhood Development Plan* recommendations for development of recreational facilities and open space amenities in the Door Creek corridor that will serve both City and County residents.**

# PROPERTY OWNERSHIP

## SPRECHER NEIGHBORHOOD DEVELOPMENT PLAN



### Legend

- City of Madison
- Tn. of Blooming Grove



December 1997

Map 1



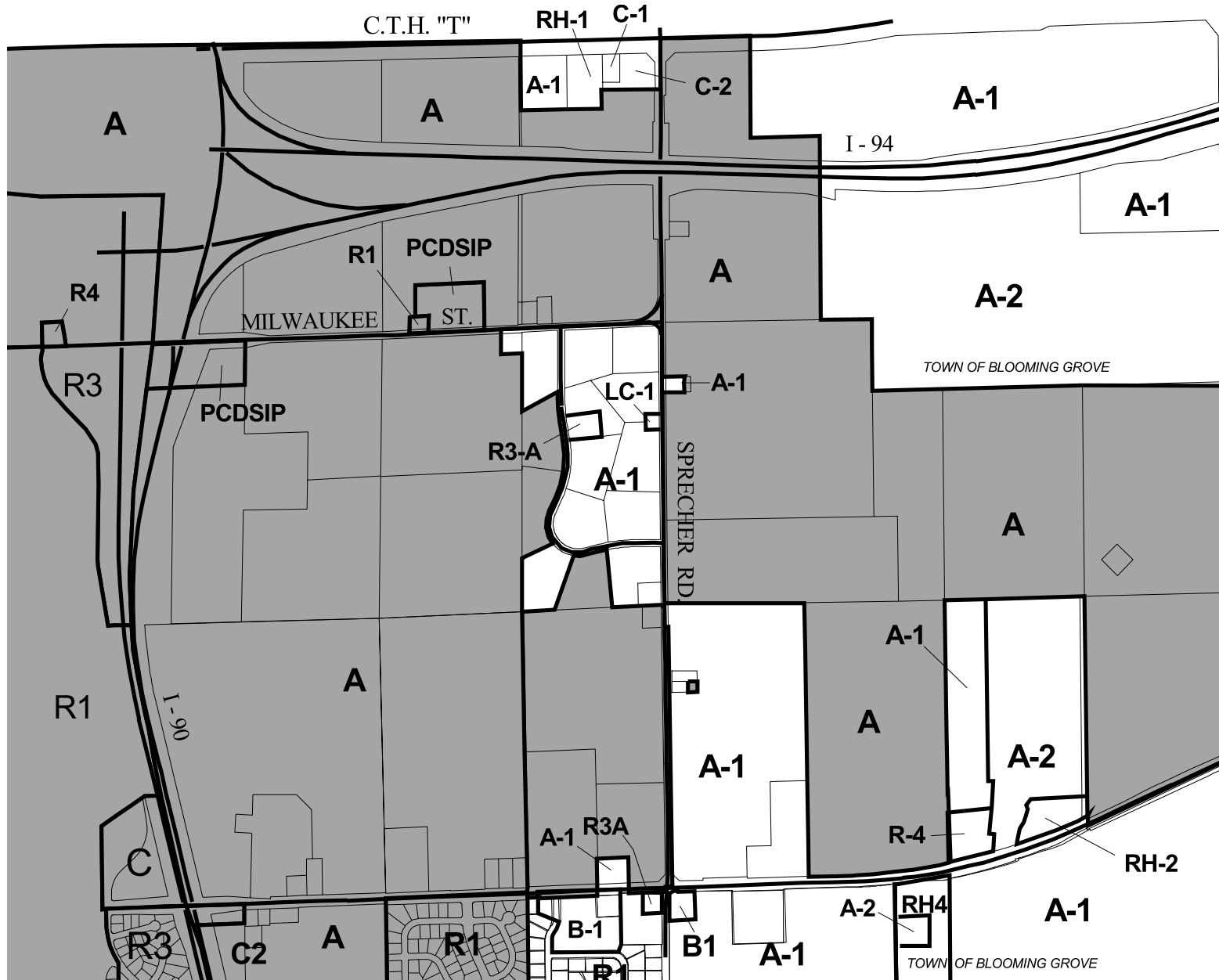
# EXISTING LAND USE

## SPRECHER NEIGHBORHOOD DEVELOPMENT PLAN



# EXISTING ZONING

## SPRECHER NEIGHBORHOOD DEVELOPMENT PLAN



### Legend

- City of Madison
- A Agriculture
- R1 Single-Family Residence
- C2 General Commercial
- PCD Planned Community Development
- Dane County Zoning
- A-1 Agriculture
- A-2 Agriculture
- R3-A Residence
- RH-1 Rural Homes
- RH-2 Rural Homes
- R4 Rural Homes
- RH-4 Rural Homes
- B-1 Local Business
- C-1 Commercial
- C-2 Commercial
- LC-1 Limited Commercial

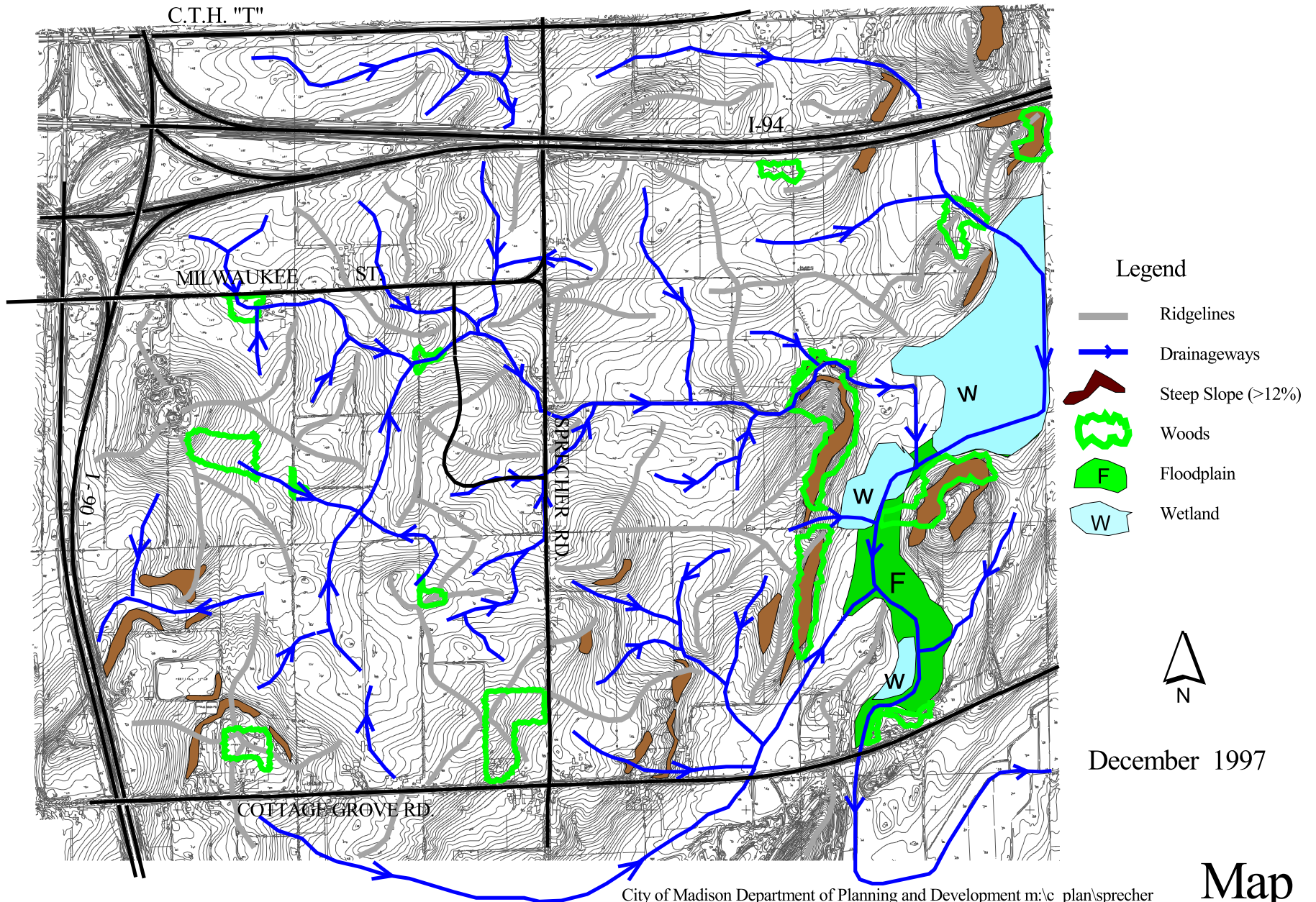


December 1997

Map 3

# NATURAL FEATURES

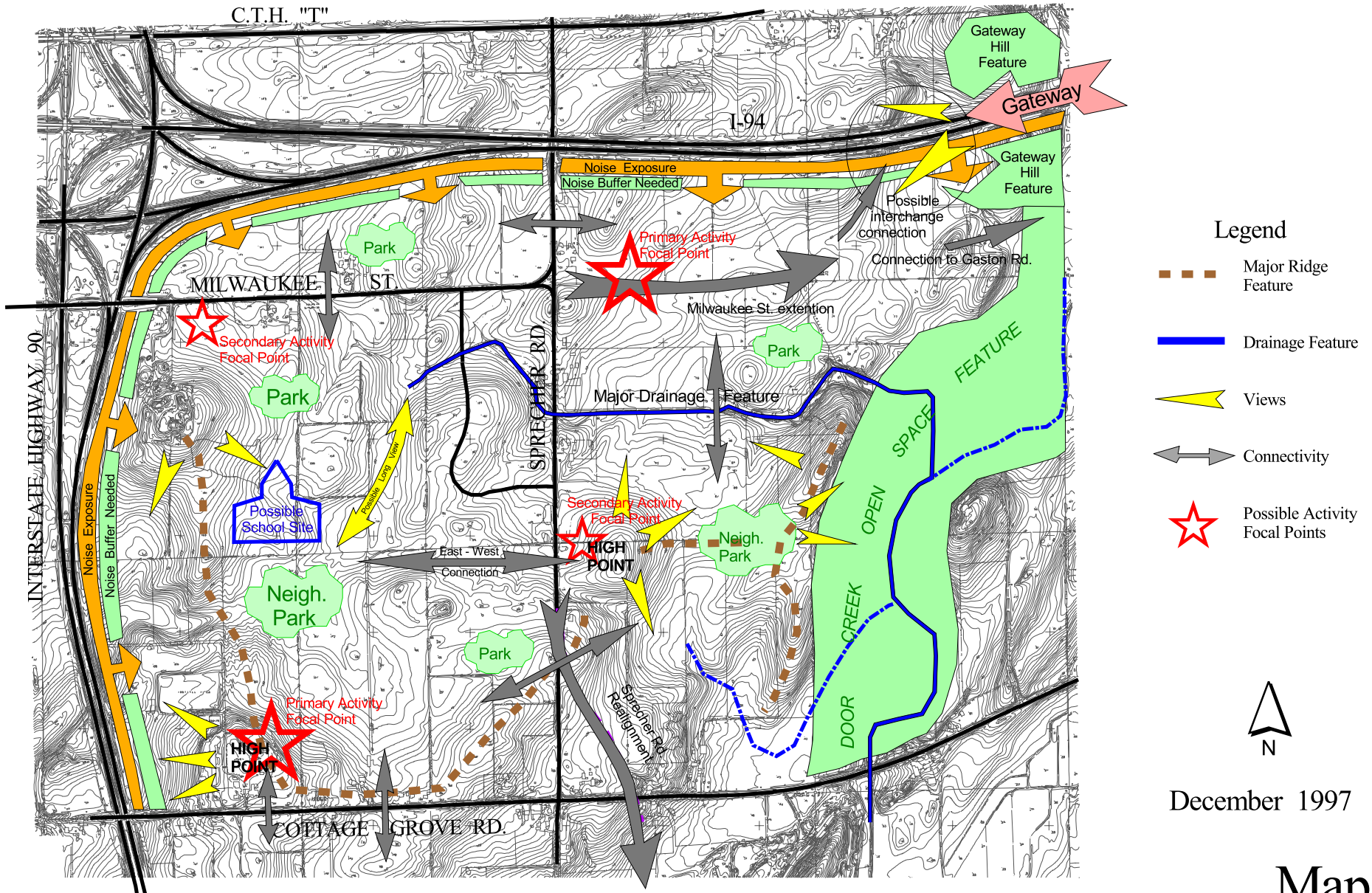
## SPRECHER NEIGHBORHOOD DEVELOPMENT PLAN





# SITE ANALYSIS

## SPRECHER NEIGHBORHOOD DEVELOPMENT PLAN



December 1997

Map 5

# SPRECHER NEIGHBORHOOD DEVELOPMENT PLAN

## LAND USE AND STREET PLAN

C.T.H."T"

Interstate Highway 90

Interstate Highway 94

Milwaukee St.

Sprecher Rd.

Cottage Grove Rd.

January 1998

### Land Use:

- Low Density Res.
- LM Density Res.
- Med. Density Res.
- Office/Commercial
- Neigh. Commercial
- Industrial
- Institutional
- Park
- Drainage & Detent.
- Open Space
- Pipeline

**12** Dwelling Units Per Acre  
(4 du/ac unless noted)

Potential Interchange



0 1000 Feet



Map 6

# STREET CLASSIFICATION

## SPRECHER NEIGHBORHOOD DEVELOPMENT PLAN

C.T.H. "T"





INTERSTATE HIGHWAY 94

MILWAUKEE ST.

SPRECHER RD.

COTTAGE GROVE RD.

### Legend

-  Arterial
-  Collector
-  Local
-  Bus Route



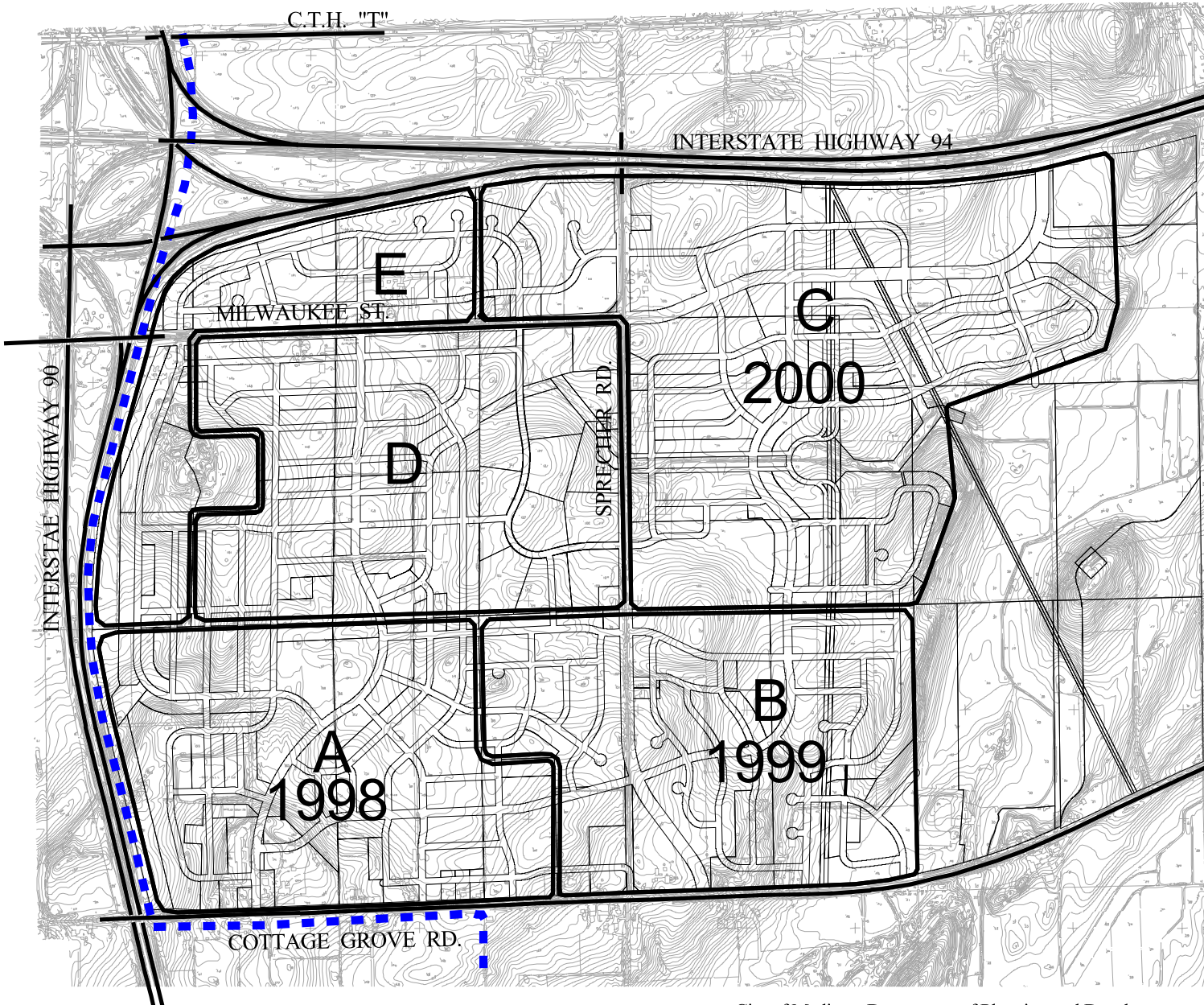
December 1997

Map 7



# DEVELOPMENT STAGING

## SPRECHER NEIGHBORHOOD DEVELOPMENT PLAN



### Legend

- Existing Central Urban Service Area
- Boundaries of Development Staging Areas
- A Staging Area Identification Letter



December 1997

**Amendments**  
**to the**  
**Sprecher**  
**Neighborhood Development Plan**  
**Adopted since January 1998**

**Amendments Dated:**

**May 1999**  
**May 2001**  
**May 2001**  
**November 2001**  
**March 2005**  
**March 2012**



# AGENDA #

Copy Mailed to Alderperson

City of Madison, Wisconsin

## A RESOLUTION

Amending the Sprecher Neighborhood Development Plan, an element of the City of Madison Master Plan, to incorporate revised land use recommendations for a portion of the Breunig property and adjacent lands, and authorizing the City's application to amend the Central Urban Service Area to include these lands.

Drafted By: Michael Waidelich, Principal Planner

Date: January 14, 1999

Fiscal Note: Local costs associated with urban development in this area will be included in future operating and capital budgets.

Sponsors: Aids. Ron Reif, Roberta Kiesow, and Napoleon Smith (request of the Plan Commission)

Presented January 19, 1999

Referred Plan Commission

Rereferred ~~Plan Comm~~ April 20, 1999

Reported Back MAY - 4 1999

Adopted ☒ POF

Rules Suspended

Public Hearing



RESOLUTION NUMBER 56189  
ID NUMBER 24880

WHEREAS the Sprecher Neighborhood Development Plan, an element of the Land Use Plan and the Master Plan of the City of Madison, was adopted by the Madison City Plan Commission on January 12, 1998 and by the Madison Common Council on January 20, 1998; and

WHEREAS the Sprecher Neighborhood Development Plan recommends that a large open space and recreational use area be established along the Door Creek corridor in the eastern portion of the neighborhood; and

WHEREAS an amendment to the Neighborhood Development Plan has been proposed to revise the recommended configuration of the open space area in the southeastern portion of the neighborhood and also to revise the land use recommendations for a portion of the Breunig property; and

WHEREAS the proposed revision would support the annexation and future development of a portion of these lands, as well as facilitate the successful acquisition by the City of a portion of these and other adjacent lands for the open space uses recommended in the Neighborhood Development Plan; and

WHEREAS information regarding the proposed amendment to the Sprecher Neighborhood Development Plan has been provided to surrounding residents and property owners and was discussed at a meeting with neighborhood residents; and

WHEREAS the Planning Unit has prepared an analysis of the proposed amendment to the Neighborhood Development Plan; and

WHEREAS the City of Madison Plan Commission has an established procedure for amending the Madison Land Use Plan; and

WHEREAS all portions of the Sprecher Neighborhood not currently within the City of Madison, including the subject lands, are also not currently within the Central Urban Service Area.

NOW THEREFORE BE IT RESOLVED that the Sprecher Neighborhood Development Plan is hereby amended to revise the land use recommendations on a portion of the Breunig property to include some residential development and revise the configuration of the recommended open space areas on this and the adjacent property, as illustrated on the attached map.

BE IT FURTHER RESOLVED that the City of Madison Plan Commission and Madison Common Council hereby authorize the City's application to amend the Dane County Land Use and Transportation Plan, Dane County Water Quality Plan, and Dane County Farmland Preservation Plan to include within the Central Urban Service Area that portion of the Breunig property that is annexed to the City of Madison, including the designation of appropriate Environmental Corridors.

# AMENDMENT TO THE SPRECHER NEIGHBORHOOD DEVELOPMENT PLAN Land Use and Street Plan

Sprecher Neighborhood Plan as Adopted, January 1998



Proposed Land Use:

- Low Density Res.
- LM Density Res.
- Med. Density Res.
- Office/Commercial
- Neigh. Commercial
- Industrial
- Institutional
- Park, Drainage & Detent
- Open Space

--- Pipeline

**12** Dwelling Units Per Acre  
(4 du/ac unless noted)

Sprecher Neighborhood Plan as Amended  
and Adopted by the Common Council May 4, 1999



0 1000 Feet

## City of Madison, Wisconsin

## A RESOLUTION \_\_\_\_\_

Amending the Sprecher Neighborhood Development Plan, an element of the City of Madison Master Plan, to provide land use recommendations for lands located on the Hermsmeier property at the eastern edge of the neighborhood where no use is presently assigned, and authorizing the City's application to amend the Central Urban Service Area to include these lands.

Drafted By: Michael Waidelich,  
Principal Planner

Date: April 10, 2001

Fiscal Note: Lands on the Hermsmeier property recommended for open space uses will be acquired by Dane County.

Future costs of extending public sewer and public water service to the proposed church development site in the amendment area will be borne by the developer.

Sponsors: Aids. Judy Compton, Roberta Kiesow, and Ken Golden (request of the Plan Commission)

WHEREAS the Sprecher Neighborhood Development Plan, an element of the City of Madison Master Plan, was adopted by the Madison City Plan Commission on January 12, 1998 and by the Madison Common Council on January 20, 1998; and

WHEREAS the Sprecher Neighborhood Development Plan did not make land use recommendations for approximately 63 acres located on the Hermsmeier property at the eastern edge of the planning area, in part because additional study was needed to identify all of the lands that should be recommended for inclusion in the proposed Door Creek open space preservation and recreational corridor; and

WHEREAS during 2000, a local church seeking to relocate from its present facility approached the City to express its interest in acquiring a 20 acre site on the Hermsmeier property for development as an expansion site; and

PRESENTED April 17, 2001  
REFERRED Plan Commission

REREFERRED \_\_\_\_\_

REPORTED BACK MAY 15 2001

ADOPTED ☒ POF \_\_\_\_\_  
RULES SUSPENDED \_\_\_\_\_  
PUBLIC HEARING \_\_\_\_\_

APPROVAL OF FISCAL NOTE IS NEEDED BY THE COMPTROLLER'S OFFICE Approved By _____ Comptroller's Office
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RESOLUTION NUMBER 58325  
ID NUMBER 29412

WHEREAS during 2000, the City of Madison Parks Division and the Dane County Parks Department conducted a detailed evaluation of the Hermsmeier property and identified those portions of the property most important for the creation of a high quality public open space corridor along the Door Creek valley; and

WHEREAS the City, the County and the owners of the Hermsmeier property cooperatively reached an agreement on recommended future land uses that would provide a 20-acre site for church development, recognize two existing single-family home sites, and recommend the entire balance of the property for inclusion in the Door Creek open space preservation area; and

WHEREAS an amendment to the Sprecher Neighborhood Development Plan has been prepared that incorporates the land use recommendations mutually agreed to; and

WHEREAS Dane County has entered an agreement with the owners of the Hermsmeier property to purchase the portion of the property recommended for park and open space uses in the proposed amended Sprecher Neighborhood Development Plan, thus ensuring that the lands needed to implement this segment of the Door Creek open space corridor will be in public ownership; and

WHEREAS the Planning Unit has prepared an analysis of the proposed amendment to the Sprecher Neighborhood Development Plan; and

WHEREAS information regarding the proposed amendment to the Sprecher Neighborhood Development Plan has been provided to surrounding residents and property owners; and

WHEREAS the City of Madison Plan Commission has an established procedure for amending elements of the Master Plan; and

WHEREAS the portion of the Sprecher Neighborhood currently designated as "no use assigned" in the neighborhood development plan is not currently within the Central Urban Service Area.

NOW THEREFORE BE IT RESOLVED that the Sprecher Neighborhood Development Plan is hereby amended to provide land use recommendations for the 63-acre portion of the Hermsmeier property at the eastern edge of the neighborhood whereon use is presently assigned, so that about 32 acres are recommended for open space uses as part of the Door Creek Corridor, about 20 acres are recommended for institutional uses for a future church development site, and about 11 acres are recommended for low-density residential uses to provide 5.5 acre sites for two existing single-family homes; and

BE IT FURTHER RESOLVED that the City of Madison Plan Commission and Madison Common Council hereby authorize the City's application to amend the Dane County Land Use and Transportation Plan and Dane County Water Quality Plan to include the amendment area within the Central Urban Service Area, and to designate the lands recommended for open space uses as an Environmental Corridor.



## Amendment to the Sprecher Neighborhood Development Plan

Adopted May 15, 2001

*This amendment to the Sprecher Neighborhood Development plan is adopted to provide land use recommendations for a 63-acre portion of the Hermsmeier property where no use is currently assigned.*

In the section of the plan titled "Recommended Land Uses" add the following paragraphs to the narrative for Parks and Open Spaces – Door Creek Corridor Open Space:

Since the adoption of the *Sprecher Neighborhood Development Plan* in January 1998, a thorough evaluation of the eastern portion of the Door Creek valley was conducted by the City of Madison Parks Division and the Dane County Parks Department. As a result of this evaluation, the recommended eastern edge of the proposed Door Creek corridor open space preservation area has been defined, and an additional 32 acres have been designated for park and open space uses to reflect this recommendation. The proposed Door Creek Corridor open space now encompasses substantial portions of the wooded hillsides along the eastern slope of the Door Creek valley, and includes all of the lands identified as most important to creation of a high-quality public open space at this location.

Cooperative planning between the City and Dane County for future development of the open space corridor has also resulted in a commitment by Dane County to acquire those portions of the Hermsmeier property recommended for park and open space uses.

In the section of the plan titled "Institutional Land Uses" add the following paragraph:

A 20-acre site on the Hermsmeier property at the eastern edge of the planning area is designated for institutional uses to provide a location for the future expansion and relocation of St. Matthew's Lutheran Church. The proposed site is on high ground adjacent to Cottage Grove Road, and is not recommended for inclusion in the Door Creek open space corridor. The institutional use designation will allow this relatively-isolated site to be developed with more intensive uses, which may also include a school and other church-related facilities, without initiating general urban neighborhood development east of the Door Creek valley at this time.

In the section of the plan titled "Residential Uses East of Sprecher Road" add the following paragraph:








On the Hermsmeier property east of the Door Creek valley, two existing home sites, each about 5.5 acres in size, are designated for low-density residential uses to recognize two existing single-family homes. One site is adjacent to Cottage Grove Road, and the other is on a wooded hill adjacent to the Door Creek valley. (The latter site is indicated with a small yellow dot on the Land Use and Street Plan to reflect its relatively low impact on the surrounding open space).

# AMENDMENT to the SPRECHER NEIGHBORHOOD DEVELOPMENT PLAN Land Use and Street Plan

Sprecher Neighborhood Plan as amended and adopted May 1999  
and implemented through land subdivision and zoning approvals.



## PROPOSED LAND USE

-  Low Density Residential
-  Low-Med Density Residential
-  Medium Density Residential
-  Neighborhood Commercial
-  Industrial (electric sub-station)
-  Institutional
-  Park and Open Space

Sprecher Neighborhood Plan as Amended  
and Adopted by the Common Council May 15, 2001



500 0 500 Feet

## City of Madison, Wisconsin

## A RESOLUTION \_\_\_\_\_

Amending the Sprecher Neighborhood Development Plan, an element of the City of Madison Master Plan, to revise the land use recommendation for approximately 24 acres located east of Sprecher Road from residential uses to institutional uses to provide an alternative location for a future public school site.

Drafted By: Michael Waidelich,  
Principal Planner

Date: April 10, 2001

Fiscal Note: No appropriation required

Sponsors: Aids. Judy Compton, Roberta  
Kiesow, and Ken Golden (request of  
the Plan Commission)

PRESENTED April 17, 2001

REFERRED Plan Commission

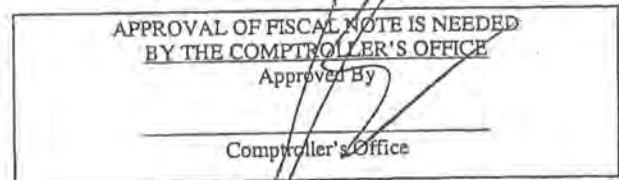
REREFERRED \_\_\_\_\_

REPORTED BACK MAY 15 2001

ADOPTED ☒ POF \_\_\_\_\_

RULES SUSPENDED \_\_\_\_\_

PUBLIC HEARING \_\_\_\_\_



RESOLUTION NUMBER 58326  
ID NUMBER 29413

WHEREAS the Sprecher Neighborhood Development Plan, an element of the City of Madison Master Plan, was adopted by the Madison City Plan Commission on January 12, 1998 and by the Madison Common Council on January 20, 1998; and

WHEREAS the Sprecher Neighborhood Development Plan identifies a recommended future public school site in the western portion of the neighborhood; and

WHEREAS the Madison Metropolitan School District wants to acquire a school site in this neighborhood at this time in order to secure a location for the future development of the additional school facilities that may be needed to serve projected population growth on the east side of the District, but has been unsuccessful to date in its efforts to purchase a suitable site at the location recommended in the neighborhood development plan; and

WHEREAS an alternative school site meeting the School District's needs is available for purchase at a location in the eastern portion of the neighborhood on lands currently recommended for residential uses in the neighborhood development plan; and

WHEREAS an amendment to the Sprecher Neighborhood Development Plan has been proposed to revise the land use recommendation for approximately 24 acres located east of Sprecher Road from residential uses to institutional uses to provide an alternative location for a future public school site; and



WHEREAS the proposed amendment specifies that as detailed planning for the school site occurs, additional public street connections may be required within the area being designated for institutional uses, and that some portions of this area may still be recommended for residential development; and

WHEREAS the Planning Unit has prepared an analysis of the proposed amendment to the Sprecher Neighborhood Development Plan; and

WHEREAS information regarding the proposed amendment to the Sprecher Neighborhood Development Plan has been provided to surrounding residents and property owners; and

WHEREAS the City of Madison Plan Commission has an established procedure for amending elements of the Master Plan;

NOW THEREFORE BE IT RESOLVED that the Sprecher Neighborhood Development Plan is hereby amended to revise the land use recommendations for approximately 24 acres located east of Sprecher Road from residential to institutional uses; and

BE IT FURTHER RESOLVED that the Plan Commission urges the Madison Metropolitan School District to attempt to utilize less than 24 acres for one or two schools on the site.

## Amendment to the Sprecher Neighborhood Development Plan

Adopted May 15, 2001

*This amendment to the Sprecher Neighborhood Development plan is adopted to provide an alternative location for future development of a public school facility for the Madison Metropolitan School District.*

In the section of the plan titled "Recommended Land Uses" add the following paragraphs to the narrative for Institutional Land Uses:

An alternative future school site location is also identified east of Sprecher Road, just south of the large institutional use site now occupied by the Door Creek Church. This alternative school site (formerly recommended for residential uses) is recommended in order to accommodate the Madison Metropolitan School District's desire to purchase this property at this time to ensure that at least one suitable site will be available at the time it is needed for a new school facility. Although the amendment designates the entire parcel bounded by Sprecher Road, Dominion Drive, Wyalusing Drive, and the proposed City park for institutional uses, additional planning and review will be required to determine how much of this property should actually be utilized for a future school facility. In order to maintain good land use relationships and accessibility within the neighborhood, it is possible that additional public street connections will be required within the area designated for institutional uses, and that some portions of this area may still be recommended for residential uses. The status of the proposed public park located at the eastern boundary of the potential school site may also be reevaluated.








The original recommended school site in the western portion of the neighborhood is still considered to be the preferred location for a future public school, and it continues to be designated for institutional uses. The School District is encouraged to consider this site as an alternative if it becomes available, or in the event that more than one school facility is needed in this neighborhood in the future.

# AMENDMENT to the SPRECHER NEIGHBORHOOD DEVELOPMENT PLAN Land Use and Street Plan

Sprecher Neighborhood Plan as amended and adopted May 1999  
and implemented through land subdivision and zoning approvals.




## PROPOSED LAND USE

-  Low Density Residential
-  Low-Med Density Residential
-  Medium Density Residential
-  Neighborhood Commercial
-  Industrial (electric sub-station)
-  Institutional
-  Park and Open Space

Sprecher Neighborhood Plan as Amended  
and Adopted by the Common Council May 15, 2001



500 0 500 Feet



Copy Mailed to Alderperson \_\_\_\_\_

City of Madison, Wisconsin

## A RESOLUTION \_\_\_\_\_

Amending the Sprecher Neighborhood Development Plan, an element of the City of Madison Master Plan, to revise the land use recommendations for the Hoppman property located west of Sprecher Road and north of Milwaukee Street

Drafted By: Michael Waidelich,  
Principal Planner

Date: October 12, 2001

Fiscal Note: City costs associated with the development and provision of urban services to serve the proposed development will need to be included in future Operating and Capital Budgets. One of the consequences of the proposed Plan amendment will be to allow land uses which generate more traffic than otherwise would have been generated under the existing plan. This additional traffic will result in existing nearby roadways, intersections, and interchanges reaching capacity more quickly than otherwise would have occurred. The additional cost to make additional improvements to these roadways, intersections, and interchanges to relieve future congestion resulting, in part, from this development proposal is not known at this time. Planning and Development Department staff and Traffic Engineering staff have recommended that any land use approvals based on this Plan amendment require the developers to commit to cover their proportional share of these future off-site road improvements, when they become necessary prematurely partially as a result of this development. This may require the establishment of a Sprecher Neighborhood Transportation Improvement Zone in accordance with Chapter 20 Impact Fee Ordinance of the M.G.O.

Sponsors: Aids. Warren Onken, Judy Compton,  
Steve Holtzman, and Ken Golden  
(request of the Plan Commission)

WHEREAS the Sprecher Neighborhood Development Plan, an element of the City of Madison Master Plan, was adopted by the Madison City Plan Commission on January 12, 1998, and by the Madison Common Council on January 20, 1998; and

PRESENTED October 16, 2001REFERRED Plan Commission

REREFERRED \_\_\_\_\_

REPORTED BACK 11-6-2001ADOPTED ☒ POF \_\_\_\_\_

RULES SUSPENDED \_\_\_\_\_

PUBLIC HEARING \_\_\_\_\_

APPROVAL OF FISCAL NOTE IS NEEDED  
BY THE COMPTROLLER'S OFFICE

Approved By \_\_\_\_\_

Comptroller's Office

RESOLUTION NUMBER 58855ID NUMBER 30502

WHEREAS the Sprecher Neighborhood Development Plan includes land use recommendations that the Hoppman property located west of Sprecher Road and north of Milwaukee Street be developed primarily with low-medium density residential uses and a limited amount of office/commercial uses; and

WHEREAS an alternative development concept for this property has been proposed in a Planned Unit Development-General Development Plan known as Metrotech that would include a significantly larger area of office/commercial development and office/retail/residential mixed-use development than is recommended in the neighborhood development plan, with a relatively small area of residential development at the upper end of the medium-density range; and

WHEREAS the Planning Unit and other City agencies have prepared a comprehensive analysis of the proposed Metrotech General Development Plan, including a comparison of the proposed development concept with the land use recommendations in the adopted Sprecher Neighborhood Development Plan; and

WHEREAS the Planning Unit recommends and the Plan Commission concurs that the Metrotech development concept is sufficiently different from the adopted neighborhood development plan that an amendment to the plan would be needed for the project to be consistent with the plan; and

WHEREAS information regarding the proposed Metrotech development has been provided to surrounding property owners and residents; and

WHEREAS after considering the information regarding the proposed Metrotech development, the analysis of the proposal prepared by the Planning Unit and other City agencies, and the testimony at the public hearing, the Plan Commission recommends approval of the Metrotech General Development Plan and adoption of a corresponding amendment to the Sprecher Neighborhood Development Plan.

NOW THEREFORE BE IT RESOLVED that the Sprecher Neighborhood Development Plan is hereby amended to incorporate revised land use recommendations for the Hoppman property located west of Sprecher Road and north of Milwaukee Street as presented in the attached map and narrative.



Amendment to the Sprecher Neighborhood Development Plan

Adopted November 6, 2001

*This amendment to the Sprecher Neighborhood Development plan is adopted to provide revised land use recommendations for the future development of the Hoppman property located west of Sprecher Road and north of Milwaukee Street.*

In the section of the plan titled "Commercial Land Uses" make the following revisions to the narrative under "Northeast (Milwaukee Street) Commercial District":

*Revise the first paragraph to read:*

The larger of the two proposed commercial use areas in the Sprecher Neighborhood, the northeast commercial district, is primarily located east of Sprecher Road, between Interstate Highway 94 and a recommended eastward extension of Milwaukee Street. A portion of the proposed commercial use area extends west of Sprecher Road and includes an office development area south of Interstate Highway 94 and a office/retail/residential mixed-use development area along the Sprecher Road frontage. A small neighborhood convenience center is recommended east of Sprecher Road on the south side of Milwaukee Street, at the location where the primary collector street intersects.

*Revise the second sentence of the second paragraph to read:*

The northern portion of the district, adjacent to Interstate Highway 94 on both sides of Sprecher Road, is proposed as a location for business and professional office development.

*Revise the first sentence of the fourth paragraph to read:*

The southern portion of the northeast commercial district east of Sprecher Road is proposed as a community shopping and service center providing a range of retail goods and services to neighborhoods on Madison's east side.

*Revise the fourth paragraph to insert the following new sentence between the fifth and sixth sentence:*

The small office/retail/residential mixed-use area located along the west frontage of Sprecher Road is recommended to include only a limited amount of small-scale retail uses aimed primarily at meeting the convenience needs of employees and residents from the surrounding office and residential developments.

In the section of the plan titled "Residential Land Uses" add the following sentences to the second paragraph of the narrative under "Residential Uses West of Sprecher Road":

A limited amount of medium-density residential development is also recommended in the northwest quadrant of the Milwaukee Street/Sprecher Road intersection, south of the office development area along the south frontage of Interstate Highway 94. The recommended development concept for this area is to create a pedestrian-oriented environment with an "urban" character complementing the development east of Sprecher Road. Residential building types would include multi-story office/retail/residential mixed-use buildings adjacent to the Sprecher Road frontage and residential condominium and apartment buildings farther west toward the proposed neighborhood park.

[Proposed Dwelling Units table is on the preceding page]

Based on these assumed acreage allocations and average densities, about 50 percent of the projected total number of housing units would be in the low density range, 20 percent in the low-medium density range, and 30 percent in the medium density range. Most of the low-density housing will consist of single-family units on a variety of lot sizes; and most, but not necessarily all, of the low-medium and medium density housing will consist of multi-family housing types, including duplexes, apartments, townhouses, and other forms of clustered housing---and will include both condominium and rental housing. As a general objective, it is recommended that from 50 to 60 percent of all housing units developed in the neighborhood be single-family units and that 40 to 50 percent be multi-family units, including both rental and condominium units. As the neighborhood is developed, the actual built densities should be monitored, and the density recommendations for specific locations may be adjusted to maintain this approximate ratio.

#### Residential Uses West of Sprecher Road

West of Sprecher Road, medium and low-medium residential development is recommended on the high elevations around the the proposed southwest neighborhood commercial center. As described below, this commercial center is envisioned as a relatively compact, walkable, street-oriented commercial district that will become a convenience shopping and "destination" activity center for this neighborhood, and, perhaps, for surrounding neighborhoods as well. Because of the location near the proposed commercial activity center, and because of the opportunity for long views toward the city to the west, this hillside is also seen as an appropriate location for more intensive urban residential forms---including, for example, multi-story apartments and town houses. Because of the topography, there may be opportunities to place some of the necessary parking underground, thus enhancing the compact character of the development and reducing the need for the large surface parking lots often associated with higher densities. Along the north-south street linking the commercial center with the school/park site, townhouse development could extend the urban form and help establish a special identity for this segment of a primary neighborhood collector.

A recommended area for medium density residential development is also shown in the northwest portion of the neighborhood, around the site of the existing active quarry. Quarry operations are expected to continue for quite a few years, and, at this time, it is uncertain how suitable the land will be for redevelopment once the quarry is closed. The medium density designation is made primarily to indicate that the most feasible way to eventually redevelop these lands may be to cluster the development at relatively higher densities, while leaving much of the land open.

Most of the balance of the western portion of the neighborhood is recommended for low density, primarily single-family, development. The low-density range includes all densities below eight dwelling units per net acre, and it is expressly intended that a variety of lot sizes be provided within this area as it is subdivided, including the smaller lots sizes suitable for more "traditional" development. Different lot sizes can easily be created by varying lot widths, or, where the local street alignment can be altered, by varying lot widths and depths. Similarly, low-medium density residential uses might include both small-lot single-family development (lots less than about 5,500 square feet) as well as duplex and less-intensive multi-family developments.

The Rustic Acres rural subdivision is recommended for continued low density residential uses. The existing residential lots are considerably larger than is typical in an urban neighborhood, and the neighborhood plan recognizes that some of the current owners may eventually want to divide their parcels to permit additional development, while other residents will want to continue their current use unchanged. Over time, the goal is to support some increase in residential density by facilitating creation and development of additional single-family lots through further subdivision, and to connect Rustic Drive with the planned neighborhood street system by extending one or more local streets from the west and south as the opportunity arises. The amount of new development that is approved within the Rustic Acres subdivision will partly depend upon the compatibility of the proposed development with the neighborhood plan and the existing residential uses, and upon whether the additional interior streets needed to provide adequate access to new development sites can be designed and implemented.

#### Special Requirements for Residential Development Adjacent to the Interstate Highway

Residential developments on lands adjacent to Interstate Highways 90 and 94 will be required to comply with Federal, State, and local regulations regarding mitigation of traffic noise from these roadways. Similar requirements also apply to recreational uses. In summary, these regulations provide that, before any new residential or recreational development adjacent to the Interstate Highway can be approved, the developer must demonstrate that sound levels at the site are within permissible levels, or that adequate sound attenuation measures will be incorporated to reduce sound levels to permissible levels. Preliminary sound exposure and attenuation calculations made during preparation of this neighborhood plan indicate that sound levels on lands along both Interstate Highways are significantly above permissible limits, and that berms or other appropriate attenuation measures will be needed before residential development can occur. Preliminary sound exposure modeling indicates that the estimated height of the required noise attenuation berms varies by location, but may exceed 25 feet at some locations. Generally, the estimated required berm height is greater along Interstate Highway 90 than along Interstate Highway 94, and sound attenuation may be more difficult at some locations than at other locations. The buffer zone along the Interstate Highways shown on the Land Use and Street Plan map is illustrative of the need for sound attenuation, and is not an estimation of the area required for berms or other attenuation measures.



The recommended residential uses are considered appropriate adjacent to the Interstate Highways despite the recognized need to address the noise issue. There is no reason to conclude that it will not be possible to successfully attenuate the sound to permissible levels, although there undoubtedly will be costs associated with this, as there often are when site constraints are present that make development more difficult. The alternative of locating commercial or other non-residential uses along the entire Interstate frontage just to circumvent the noise requirement is not considered reasonable. The neighborhood development plan could not accommodate such a large amount and pattern of non-residential use and still provide the type of residential environment and character being sought. There is also no perceived need for another extensive regional-scale commercial/employment district in the Sprecher Neighborhood because it is relatively close to the huge commercial/employment complex developing between East Towne and The American Center.

The information presented in the preceding paragraphs is only a summary overview. Property owners and potential developers have the responsibility to determine how the sound attenuation regulations may affect the plans or costs to develop specific properties, and to take the measures needed to attenuate the noise or otherwise comply with the regulations.

#### Residential Uses East of Sprecher Road

East of Sprecher Road, the largest area recommended for medium and low-medium density residential development is located south of Milwaukee Street extended, across from the proposed northeast commercial/office district. Medium density development in this area could include a mix of apartment buildings and townhouses, and might also include mixed-use development associated with the small neighborhood convenience center recommended south of Milwaukee Street.

Medium density residential uses are also proposed around the large open space where three proposed boulevard streets intersect. These wide boulevards and the central open space are special features enhancing the northeast quadrant of the Sprecher Neighborhood, and are intended to function both as amenities and as part of the stormwater management system. Residential uses proposed for this area include medium density townhouse and cluster condominium development surrounding the open space area, and large lot single-family development along the boulevards.

Medium and low-medium density development is also recommended in the southeast corner of the neighborhood, with convenient access to the community park facilities proposed in the Door Creek Corridor. The low-medium density recommendation for the parcel just west of the proposed realigned segment of Sprecher Road, which must be considered preliminary, recognizes potential development constraints on this site due to its location between the electric substation and two arterial streets, and the likelihood that development will need to be clustered to allow for extensive buffering.

The balance of the residential area east of Sprecher Road is recommended for low density, primarily single-family development. As with the lands west of Sprecher Road, it is recommended that a variety of low-density lot sizes within the low density range be provided as the land is subdivided, including the smaller lots suitable for "traditional" development.

➔ ADDITIONAL ¶ AMENDED 5/15/01 RE: HERMSMEIER HOMESITES

### Commercial Land Uses

Recommended commercial land uses in the Sprecher Neighborhood are concentrated at two locations, a proposed 74-acre commercial district in the northeast quadrant of the neighborhood and a proposed 13-acre neighborhood commercial center in the southwest quadrant. With limited exceptions noted in the plan, it is generally recommended that additional commercial locations not be developed so that the two proposed commercial centers can become well-established as focal points of community activity and commerce within the neighborhood. Commercial development along the frontages of Sprecher Road, Cottage Grove Road and Milwaukee Street, beyond what is recommended in the neighborhood plan, would also disrupt the development pattern of the reverse-access lots intended to minimize future traffic conflicts on these major arterial roadways.

#### Northeast (Milwaukee Street) Commercial District

The larger of the two proposed commercial use areas in the neighborhood, the northeast commercial district, is located east of Sprecher Road, between Interstate Highway 94 and a recommended eastward extension of Milwaukee Street. A small portion of the proposed district extends to the northwest corner of the Milwaukee/Sprecher intersection, and an associated small neighborhood convenience center is recommended on the south side of Milwaukee Street, at the location where the primary collector street intersects. The entire northeast commercial district consists of approximately 74 acres.

Three general types of uses are recommended in the northeast commercial district. The northern portion of the district, adjacent to Interstate Highway 94, is proposed as a location for business and professional office development. Because of its visibility from the Interstate Highway, this is an attractive location for high-quality office development, including corporate offices occupied by a single firm. Although this location is not proposed as a major regional office center, including some larger office developments in the commercial district will significantly expand the range of employment available in the neighborhood, and provide additional opportunities for neighborhood residents to work closer to their homes.

Because Interstate Highway 94 forms the gateway to Madison from the east, it is important that development visible from the highway be of the highest design quality. A detailed development plan for the commercial district will be required before development there begins, and individual project proposals will also require Plan Commission approval. It is recommended that in the

REVISE ¶

ADD TEXT

review of both general and specific development plans, careful consideration be given to urban design---and particularly to the view from the Interstate Highway. Important factors to consider include ensuring that the site and building design create an attractive appearance on all sides of the development, and especially the elevations visible from the Interstate; that adequate site landscaping is provided on all sides; and that parking areas do not dominate the view.

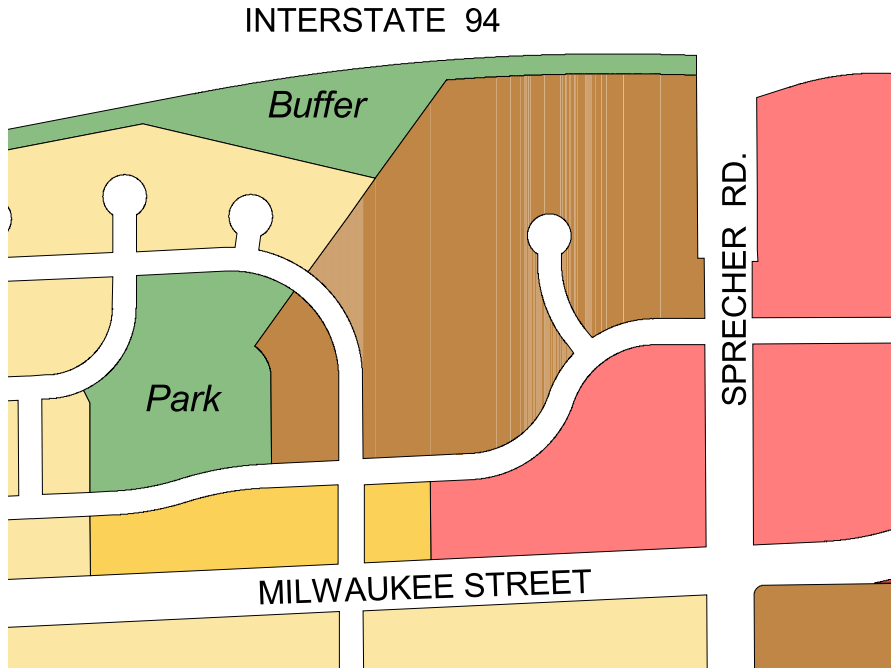
The southern portion of the northeast commercial district is proposed as a community shopping and service center providing a range of retail goods and services to neighborhoods on Madison's east side. Expected businesses might include, for example, a large grocery store, clothing and apparel stores, a pharmacy, computer, audio and video stores, and other types of specialty shops, as well as restaurants and taverns, and similar uses. Some of the automobile service uses could also be appropriate. Because the northeast commercial district is considerably larger than the proposed southwest neighborhood commercial center, and is separated from residential uses by Milwaukee Street, it also is generally the more appropriate location for relatively larger commercial uses and uses requiring extensive parking. However, it is recommended that, to the extent feasible, the district be planned to create compact, pedestrian-friendly clusters of complementary businesses. Neither the northeast nor the southwest commercial use area is recommended as a location for large region-serving retail uses, such as discount department stores, or for highway-oriented uses, such as fast food drive-ins or automobile sales lots. Because residential development in the Sprecher Neighborhood is only just beginning, it may be several years before there is a large enough local market to support community-based retailing at this location.

The third component of the proposed northeast commercial district is a small area south of Milwaukee Street recommended for neighborhood convenience uses, such as a small grocery or specialty food shop, a laundry, hair dresser or barber, or similar uses that people patronize frequently. The proposed location at the intersection with the collector street serving the eastern half of the neighborhood provides easy, direct pedestrian access from the residential area. There may also be an opportunity for mixed-use development, with apartments above the stores. The convenience center component could be smaller than indicated on the neighborhood plan, depending on the mix of uses actually developed. Although the proposed location is preferred, a neighborhood convenience center might also be considered within the larger commercial area north of Milwaukee Street. In evaluating proposed neighborhood-scale convenience centers at either location, important factors to consider include the proximity and ease of pedestrian access from the residential area, the range of convenience goods and services available, hours of operation, and the level of amenity provided.

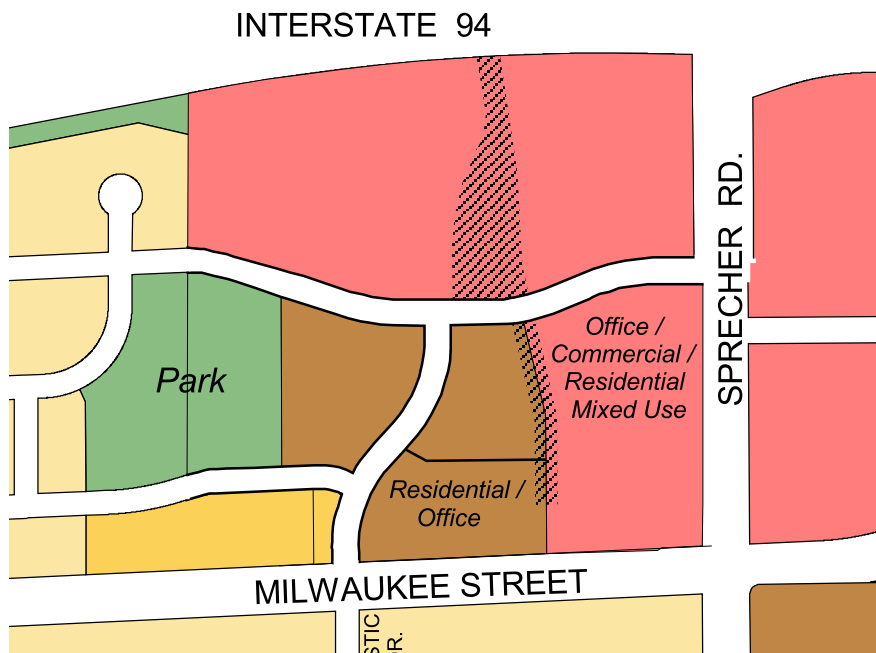
More detailed planning for the northeast commercial district may determine that it would be beneficial to shift the eastward extension of Milwaukee Street slightly south from the proposed alignment shown on the neighborhood plan in order to provide adequate lot depths for better building placement and site design. This change may be approved as part of the detailed development plan for the commercial district, provided that it does not overly enlarge the size of the commercial area or adversely compromise the local street pattern farther south.

# AMENDMENT to the SPRECHER NEIGHBORHOOD DEVELOPMENT PLAN Land Use and Street Plan

Sprecher Neighborhood Plan as amended and adopted May 2001  
and implemented through land subdivision and zoning approvals.



Sprecher Neighborhood Plan as Amended  
and Adopted by the Common Council November 6, 2001



## PROPOSED LAND USE

-  Low Density Residential
-  Low-Med Density Residential
-  Medium Density Residential
-  Office / Commercial
-  Park and Open Space
-  Stormwater Management



300 0 300 Feet



## **City of Madison**

### **Legislative File Number 00640 (version 1)**

#### **Title**

Amending the Sprecher Neighborhood Development Plan, an element of the City of Madison Master Plan, to revise the recommendations for the Rustic Acres subdivision area located south of Milwaukee Street and west of Sprecher Road. 3rd Ald. Dist.

#### **Body**

WHEREAS the Sprecher Neighborhood Development Plan, an element of the City of Madison Master Plan, was adopted by the Madison City Plan Commission on January 12, 1998, and by the Madison Common Council on January 20, 1998; and

WHEREAS the Sprecher Neighborhood Development Plan included only a general land use recommendation of Low-Density Residential for the existing Rustic Acres rural subdivision located south of Milwaukee Street and west of Sprecher Road, due to the existing very large oddly-configured lots, an internal street system poorly designed to support more-intensive development, and lack of current property owner development interest; and

WHEREAS the neighborhood development plan included the goal of supporting an increase in residential densities within the Rustic Acres subdivision, and recognized that as owners eventually wanted to subdivide their parcels to permit additional development, additional planning would be needed to design a more complete and interconnected street and determine the appropriate amount of new development; and

WHEREAS the recently approved intergovernmental agreement between the City of Madison and the Town of Blooming Grove provides that future development within the majority of the Rustic Acres subdivision area will be limited to low-density single-family housing, but that future development densities along the Milwaukee Street and Sprecher Road frontages will be guided by the recommendations of the Sprecher Neighborhood Development Plan as it may be amended by the City from time to time; and

WHEREAS Planning Unit and other City of Madison staff have been working with the owners of two recentlyannexed properties located just south of Milwaukee Street to prepare a development concept that would provide additional access and allow those properties to be developed at more appropriate urban densities; and

WHEREAS in association with this effort, Planning Unit staff have also prepared an amendment to the Sprecher Neighborhood Development Plan for the entire Rustic Acres subdivision area that recommends additional local street connections and revises the land use recommendations to include a limited amount of low-medium and medium density residential uses closest to Milwaukee Street and Sprecher Road and low density residential uses at other locations; and

WHEREAS City agencies have reviewed the proposed plan amendment and have concluded that it meets City standards and is consistent with the goals of the neighborhood development plan; and  
WHEREAS information regarding the proposed Sprecher Neighborhood Development Plan amendment has been provided to the Town of Blooming Grove, and to surrounding property owners and residents; and

WHEREAS the Madison Plan Commission has held a public hearing on t he proposed amendment and recommends approval.

NOW THEREFORE BE IT RESOLVED that the Sprecher Neighborhood Development Plan is hereby amended to incorporate revised recommendations for the Rustic Acres subdivision area located south of Milwaukee Street and west of Sprecher Road, as presented in the attached map and narrative.

**Fiscal Note**

Local costs associated with urban development in this area will be included in future operating and capital budgets.

## **Amendment to the Sprecher Neighborhood Development Plan**

Adopted March 21, 2005

*This amendment to the Sprecher Neighborhood Development plan is adopted to provide revised land use recommendations for the future development of the Rustic Acres Subdivision area located south of Milwaukee Street and west of Sprecher Road.*

In the section of the plan titled “Residential Land Uses” make the following revisions to the narrative under “Residential Uses West of Sprecher Road”:

*Revise and expand the fourth paragraph to read:*

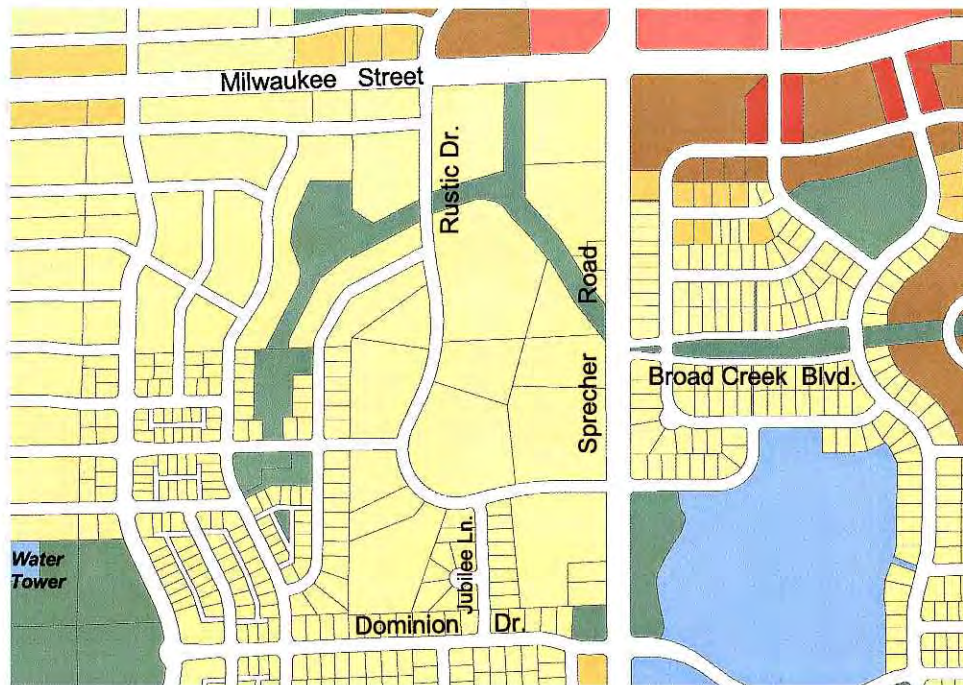
The Rustic Acres rural subdivision is recommended primarily for continued low density residential uses. The existing residential lots are considerably larger than is typical in an urban neighborhood, and the neighborhood plan recognizes that some of the current owners may eventually want to divide their parcels to permit additional development, while other residents will want to continue their current use unchanged. Over time, the goal is to support some increase in residential density by facilitating creation and development of additional single family lots through further subdivision and development of the existing large lots, and to create a more-complete internal street system connect Rustic Drive with the planned neighborhood street system by extending one or more local streets from the west and south as the opportunity arises.

The majority of the Rustic Acres area is recommended for future development with additional single-family housing in the low density range (less than 8 units per net acre). Some existing residences will likely be incorporated into new subdivisions with smaller lot sizes, while others may continue on their current, relatively large lots. Along the Milwaukee Street frontage and at the corner of Milwaukee Street and Sprecher Road, residential uses in the low-medium (8 to 11 units per acre) and medium density (12 to 16 units per acre) range are recommended in order to establish a stronger urban presence at this major intersection, and create a good design relationship with more-intensive developments planned to the north and east. Building types on these frontages should be limited to relatively-small, two-story structures, however, to maintain a smooth transition to the predominantly low density uses to the south and west. Buildings along Milwaukee Street and the northern segment of Sprecher Road also should maintain strong design relationships with these streets, and should have entrances and direct pedestrian access to these streets, even if the properties also have access via an internal neighborhood street. To create a visually attractive and engaging pedestrian environment along the Milwaukee Street and Sprecher Road frontage, it is important that developments not “turn their back” to these streets, particularly near their intersection.

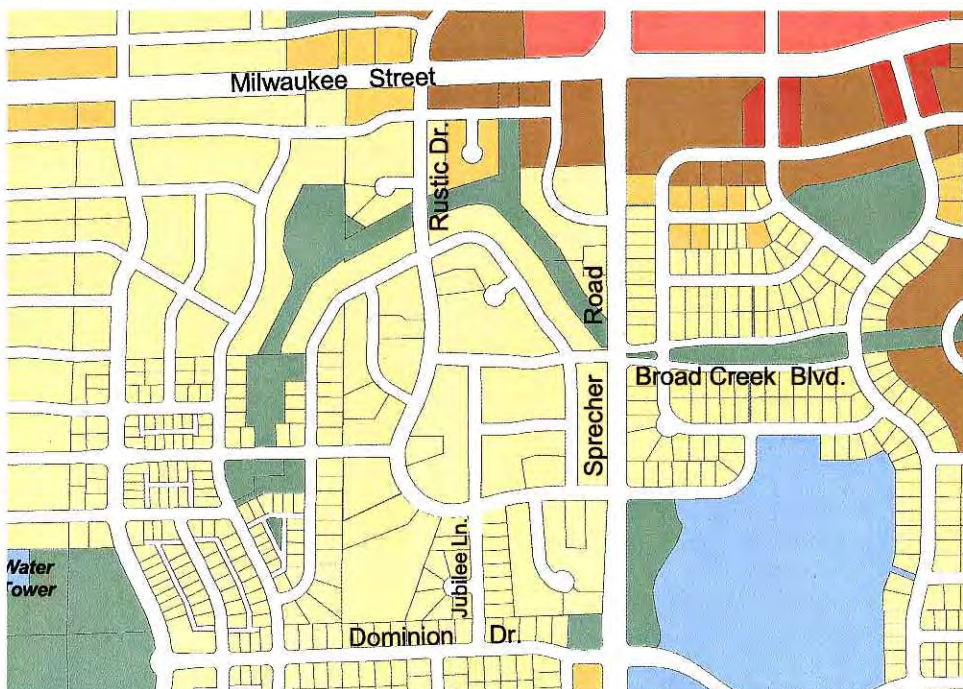
The amount of new development that is approved within the Rustic Acres subdivision will partly depend upon the compatibility of the proposed development with the neighborhood plan and the existing residential uses, and upon whether the additional interior streets needed to provide adequate access to new development sites can be designed and implemented.

# AMENDMENT to the SPRECHER NEIGHBORHOOD DEVELOPMENT PLAN Land Use and Street Plan

Sprecher Neighborhood Plan as amended and adopted May 2001  
and implemented through land subdivision and zoning approvals.



Sprecher Neighborhood Plan as amended  
and adopted by the Common Council March 29, 2005



## PROPOSED LAND USE

-  Low Density Residential
-  Low-Med Density Residential
-  Medium Density Residential
-  Neigh. Commercial
-  Office / Commercial
-  Park, Drainage and Open Space



500 0 500 Feet







## Legislation Details (With Text)

<b>File #:</b>	24357	<b>Version:</b>	1	<b>Name:</b>	Amending the Sprecher Neighborhood Development Plan
<b>Type:</b>	Resolution	<b>Status:</b>	Passed		
<b>File created:</b>	10/25/2011	<b>In control:</b>	PLAN COMMISSION		
<b>On agenda:</b>	3/20/2012	<b>Final action:</b>	3/20/2012		
<b>Enactment date:</b>	3/23/2012	<b>Enactment #:</b>	RES-12-00211		
<b>Title:</b>	Amending the Sprecher Neighborhood Development Plan to revise the land use recommendations for lands located within and adjacent to the Grandview Commons Neighborhood Center Mixed Use District.				
<b>Sponsors:</b>	Lauren Cnare				
<b>Indexes:</b>					
<b>Code sections:</b>					
<b>Attachments:</b>	1. Sprecher Amendment Text and Map.pdf, 2. Current Sprecher NDP March 2005.pdf, 3. Memo to PBMVC on Sprecher.pdf, 4. no cul-de-sac section of MGO.pdf, 5. Registrants PBMVC 11.22.11.pdf, 6. Link to Compiled Public Comments, 7. Draft PBMVC Minutes for 11-22-11.pdf, 8. Link to Grandview Commons Project Information, 9. Comment Cards from 1-12-12 Neigh Mtg.pdf, 10. Link Grandview PP File 25091, 11. Link Grandview PUD File 24620, 12. Link Ord 24356 to Amend Comp Plan, 13. Link PC Reso 25098 to Amend Comp Plan, 14. Link UDC Grandview File 24689, 15. Staff Comments 021612.pdf, 16. LaGro WSJ comment 030212.pdf, 17. Sprecher East NA comment 030512.pdf, 18. Opitz-Middleton Hills history 030512.pdf, 19. Opitz-Middleton Hills exhibit 030512.pdf, 20. Opitz-Middleton Hills photos 030512.pdf, 21. deFelice exhibit 030512.pdf, 22. Registration Forms Common Council Meeting 3-20-12.pdf, 23. Petition.pdf				

Date	Ver.	Action By	Action	Result
3/20/2012	1	COMMON COUNCIL	Adopt	Pass
3/5/2012	1	PLAN COMMISSION	RECOMMEND TO COUNCIL TO ADOPT - REPORT OF OFFICER	Pass
2/28/2012	1	COMMON COUNCIL	Re-refer	Pass
2/20/2012	1	PLAN COMMISSION	Refer	Pass
2/7/2012	1	COMMON COUNCIL	Re-refer	Pass
1/23/2012	1	PLAN COMMISSION	Refer	Pass
12/15/2011	1	LONG RANGE TRANSPORTATION PLANNING COMMITTEE (ended 6/2018)	Return to Lead with the Recommendation for Approval	Pass
11/22/2011	1	PEDESTRIAN/BICYCLE/MOTOR VEHICLE COMMISSION (ended 6/2018)	Return to Lead with the Following Recommendation(s)	Pass
11/1/2011	1	PLAN COMMISSION	Refer	
11/1/2011	1	PLAN COMMISSION	Refer	
11/1/2011	1	COMMON COUNCIL	Referred	
10/25/2011	1	Department of Planning and Community and Economic Development	Referred for Introduction	

City costs associated with urban development and the provision of urban services in this area will be included

in future operating and capital budgets subject to Common Council approval.

Amending the Sprecher Neighborhood Development Plan to revise the land use recommendations for lands located within and adjacent to the Grandview Commons Neighborhood Center Mixed Use District.

WHEREAS the Sprecher Neighborhood Development Plan was adopted by the Madison Common Council on January 20, 1998; and

WHEREAS the Neighborhood Development Plan as adopted proposed the creation of a neighborhood commercial center at the southern end of the proposed north-south collector street serving the western half of the neighborhood, at its intersection with Cottage Grove Road; and

WHEREAS the land use recommendations for this Southwest (Town Center) Neighborhood Commercial Center emphasized the creation of an integrated neighborhood business district as distinct from an aggregation of separated business sites, mixed-use development with office or residential uses above retail uses, multi-story buildings located close to the sidewalk with parking to the rear or on side streets rather than in front of the businesses, short-term parking on business streets, minimum gaps in the street-level retail frontage, high levels of pedestrian amenities, and good linkages to the surrounding residential neighborhood; and

WHEREAS the land use and design recommendations for the Southwest Town Center described in the Sprecher Neighborhood Development Plan were substantially reflected in the development concept, zoning text and design standards established for the Neighborhood Center Mixed Use district component of the Grandview Commons General Development Plan as initially approved in February 2002, and further refined and detailed through subsequent Specific Implementation Plan approvals and General Development Plan revisions; and

WHEREAS the Sprecher Neighborhood Development Plan narrative discusses the relatively smaller scale and size of businesses proposed for the Southwest Neighborhood Commercial Center and specifically notes that it would be difficult for large businesses or uses requiring extensive parking to be compatible with the special urban design character of the district and the compact, pedestrian-oriented town center development concept; and

WHEREAS the General Development Plan zoning for the Grandview Commons Neighborhood Center Mixed Use district includes limits on the total amount of commercial development and on the maximum size of individual business establishments that generally reflect the recommendations for relatively small-scale development in the Neighborhood Development Plan; and

WHEREAS after more than ten years of effort, Veridian Homes, the developer of Grandview Commons, has concluded that future development of a wider array of smaller-scale neighborhood-serving businesses in the Neighborhood Center Mixed Use district will only be possible if the district is anchored by a large grocery store that can provide a full range of convenience goods to neighborhood residents and also make the district an attractive retail shopping destination for a wider market area; and

WHEREAS Rollie Winter & Associates has proposed the development of a 58,000 square foot grocery store as a free-standing establishment on lands adjacent to the Neighborhood Center that are currently recommended for Institutional uses and Low-Density Residential uses in the Sprecher Neighborhood Development Plan, and for Medium Density and Low Density Residential uses in the City of Madison Comprehensive Plan; and

WHEREAS an amendment to the Comprehensive Plan and to the Sprecher Neighborhood Development Plan would be required for the proposed large grocery store use to be consistent with the land use recommendations in those plans; and

WHEREAS an amendment to the Comprehensive Plan to accommodate the proposed grocery store use was

requested by Veridian Homes as part of the 2010-2011 Comprehensive Plan review process, and an amendment has been prepared by Planning Division staff for evaluation and consideration concurrently with the corresponding proposed amendment to the Sprecher Neighborhood Development Plan and the application for a revision to the Grandview Commons General Development Plan; and

WHEREAS an amendment to the Sprecher Neighborhood Development Plan has been prepared to expand the Mixed Use Commercial/Residential use area eastward to encompass additional lands currently designated for Institutional and Low-Density Residential uses, to re-designate the balance of the current Institutional use area for Low-Density Residential uses, to designate the proposed public library site for Institutional uses, to revise the recommendations for the Mixed-Use Commercial/Residential area to allow the potential development of a large anchor grocery store as part of an integrated mixed-use center with specified characteristics, and to make other related modifications to the recommended land use and street plan for this portion of the neighborhood; and

WHEREAS the proposed Sprecher Neighborhood Development Plan amendment was circulated to City agencies for their review; and

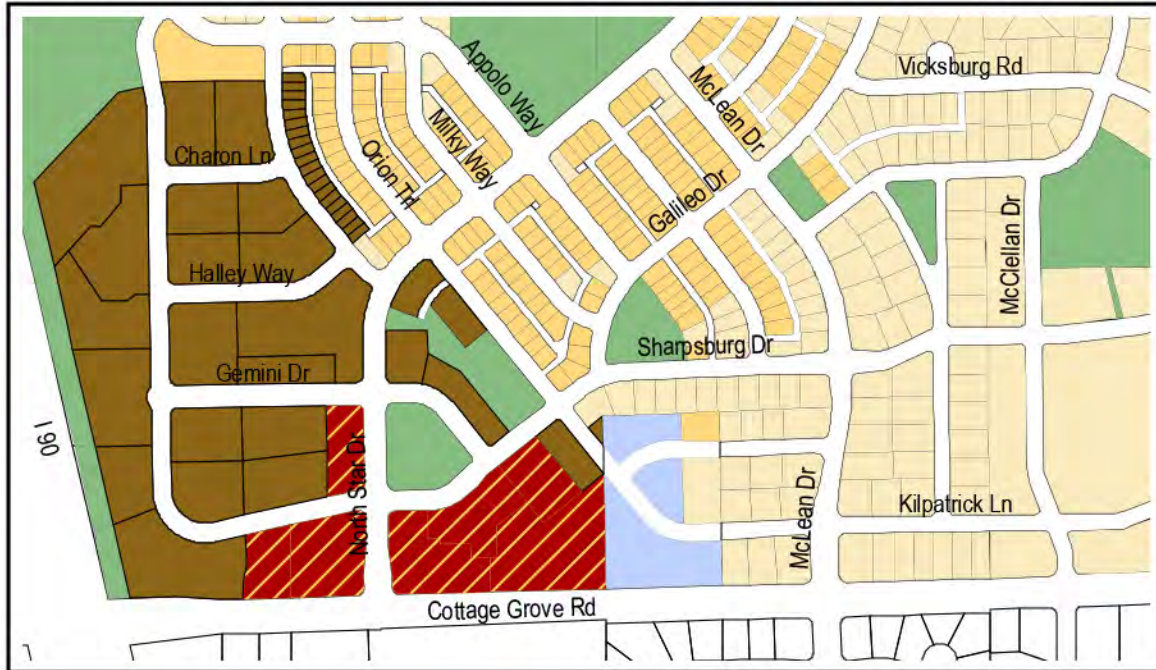
WHEREAS a public meeting was held in the neighborhood to present information, answer questions and hear comments on the proposed Neighborhood Development Plan amendment; and

WHEREAS written comments received on the proposed Neighborhood Development Plan amendment were compiled and provided to the Plan Commission and Common Council for consideration.

NOW THEREFORE BE IT RESOLVED that the Sprecher Neighborhood Development Plan, a supplement to the City of Madison Comprehensive Plan, is hereby amended to revise the land use recommendations for lands located within and adjacent to the Grandview Commons Neighborhood Center Mixed Use district, as illustrated and described in the amended Land Use and Street Plan map and plan narrative.

# AMENDMENT to the SPRECHER NEIGHBORHOOD DEVELOPMENT PLAN Land Use and Street Plan

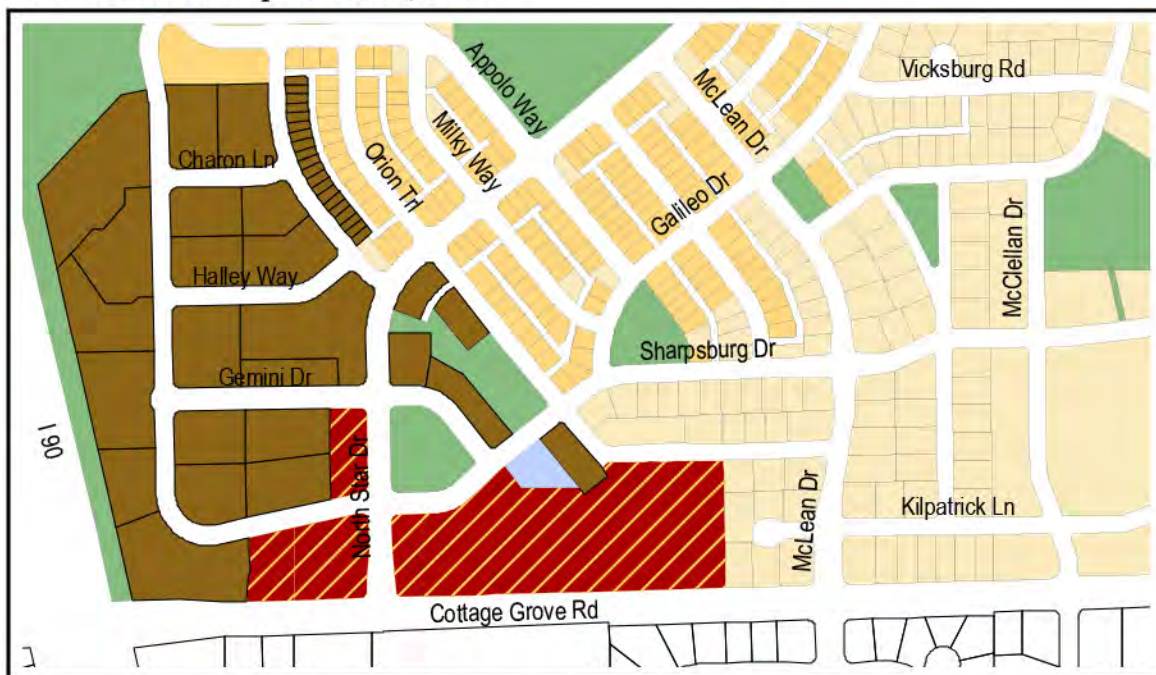
Sprecher Neighborhood Plan as adopted January 1998, and amended May 1999, May 2001, November 2001 and March 2005 and implemented through subdivision and zoning approvals.



- |                       |                                    |                               |
|-----------------------|------------------------------------|-------------------------------|
| Low Density Res.      | Med. Density Res.                  | Institutional                 |
| Low-Med. Density Res. | Mixed Use - Commercial/Residential | Park, Drainage and Open Space |

Sprecher Neighborhood Development Plan  
Amendment as adopted March, 2012

0 500 Feet



# AMENDMENT TO THE SPRECHER NEIGHBORHOOD DEVELOPMENT PLAN GRANDVIEW COMMONS TOWN CENTER

## INTRODUCTION AND OVERVIEW

This amendment to the *Sprecher Neighborhood Development Plan* is adopted to provide revised land use recommendations for the southwest neighborhood commercial center located generally north of Cottage Grove Road at the southern end of North Star Drive, the north-south collector street serving the western half of the neighborhood. The amendment area is within and adjacent to the Neighborhood Center Mixed Use district defined in the Grandview Commons General Development Plan, which provides the detailed development concept, zoning regulations and design standards to guide the development of the center. The neighborhood plan recommendations for the southwest neighborhood commercial center emphasize the creation of an integrated, walkable neighborhood business district featuring mixed-use development, multi-story buildings located close to the sidewalk with parking at the rear or on side streets, minimum gaps in the street-level retail frontage, high levels of pedestrian amenities, and good linkages to the surrounding residential neighborhood. Consistent with the vision for a compact, pedestrian-oriented district, the plan also recommends a much smaller size of businesses and scale of development in the southwest neighborhood commercial center, compared to the proposed northeast commercial district. This amendment revises the applicable recommendations for the southwest neighborhood commercial center to accommodate the potential development of a large grocery store as an anchor business that can provide a wide range of convenience goods to neighborhood residents and also help make the center an attractive retail shopping destination for a wider market area. The amendment also enlarges the southwest neighborhood commercial center to incorporate most of the former Doric Lodge site on Cottage Grove Road, identifies the proposed site for a future Madison Public Library branch, and makes associated adjustments to the local street pattern.

## PLAN TEXT REVISIONS

In the section of the Plan titled “Commercial Land Uses” make the following revisions to the narrative under “Southwest (Town Center) Neighborhood Commercial Center”:

*Revise the second paragraph to read:*

Although the range of uses appropriate to the proposed town center includes many of the same types of goods and services as the northeast commercial district, the important distinctions are the much smaller size and scale of the town center, the generally smaller size of the businesses, and the special urban design character of the district and the individual businesses within it. ~~It would be difficult for large businesses, or uses requiring extensive parking, for example, to be compatible with the compact, pedestrian-oriented development concept.~~ Consideration may be given to the development of a large scale grocery store as part of an overall master plan for the southwest town center, however, in order to provide the opportunity to develop a retail anchor that will help make the center an attractive shopping destination for a wider market area. A large anchor grocery may only be considered as part of an integrated, comprehensively-planned mixed use center that utilizes shared parking, provides good pedestrian connectivity and amenity, and features unique architectural treatments, durable, high quality building materials and dense landscaping and screening. This development should occur under design guidelines established to create the southwest town center as a diverse, walkable neighborhood activity center. An anchor grocery store developed as part of the southwest town center should not exceed 60,000 square feet in size, and development of other types of large-scale retail uses is not intended.



**In the section of the Plan titled “Institutional Land Uses” make the following revision:**

*Delete the paragraph regarding the Doric Lodge site:*

~~The nearly six-acre site of the Doric Lodge meeting hall on Cottage Grove Road is also designated for institutional use. This type of community facility could become another activity center in the recommended neighborhood Town Center, and continued use of this site for Lodge activities is fully consistent with the objectives of the neighborhood plan. The meeting hall currently takes access from Cottage Grove Road, but opportunities for alternative access from one of the planned interior neighborhood streets can be considered as more detailed plans for development near the Town Center are prepared. Representatives of the Lodge have expressed an interest in maintaining a meeting facility in this area.~~

**PLAN MAP REVISIONS**

Expand the Mixed-Use Commercial/Residential use area eastward and re-designate most of the former Doric Lodge site from Institutional to Mixed-Use Commercial/Residential.

Re-designate part of the Low-Density Residential area and the small Low-Medium Density Residential area just east of the former Doric Lodge site to Mixed-Use Commercial/Residential.

Re-designate the proposed site of the Madison Public Library branch south of Sharpsburg Drive from Mixed Use Commercial/Residential to Institutional.\*

Modify the proposed local street alignments in the eastern part of the expanded Mixed-Use Commercial/Residential use area as indicated on the revised Land Use and Street Plan.

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\* A branch library would also be consistent with the Mixed-Use Commercial/Residential designation.



**2010 - 2011 Comprehensive Plan Review**  
**Proposed Map Amendment (Track 2)**  
**Grandview Commons / Sprecher Neighborhood**

**Proposed Land Use Change:** NMU, MDR and LDR to NMU and CMU


**Reason for Proposed Amendment:** To expand and reconfigure the area recommended for mixed use development and to allow the potential for development of a larger grocery store on the eastern part of the site designated CMU (the NMU designation limits grocery stores to not more than 25,000 square feet).

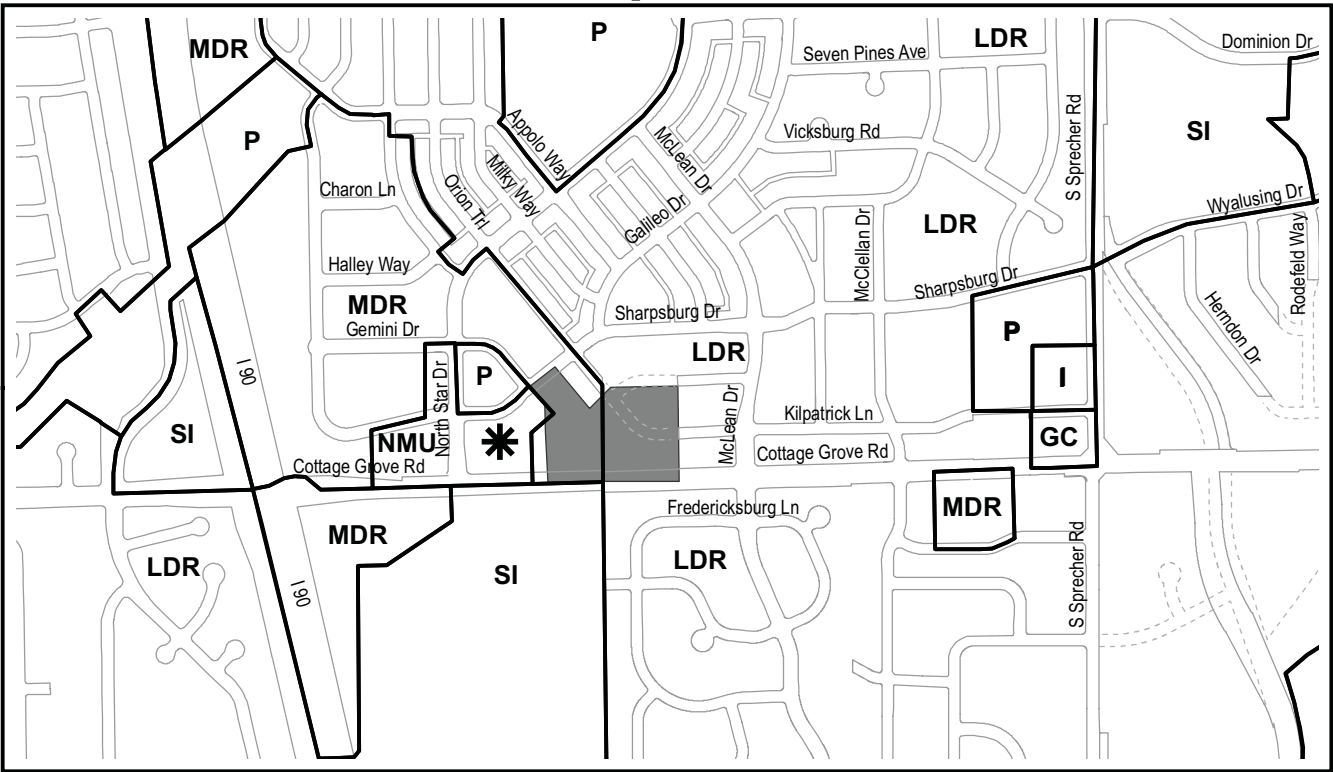
**Comments:** Add the following new Map Note to the CMU designated area:

“The Community Mixed Use designation is applied to this area to allow the potential to develop a large grocery store of not more than 60,000 square feet at this location, provided that it is part of an integrated, comprehensively-planned mixed-use center and utilizes shared parking, provides good pedestrian connectivity and amenity, and features unique architectural treatments, durable, high-quality building materials, and extensive landscaping. Development of other types of large-scale retail uses in this area is not intended.”

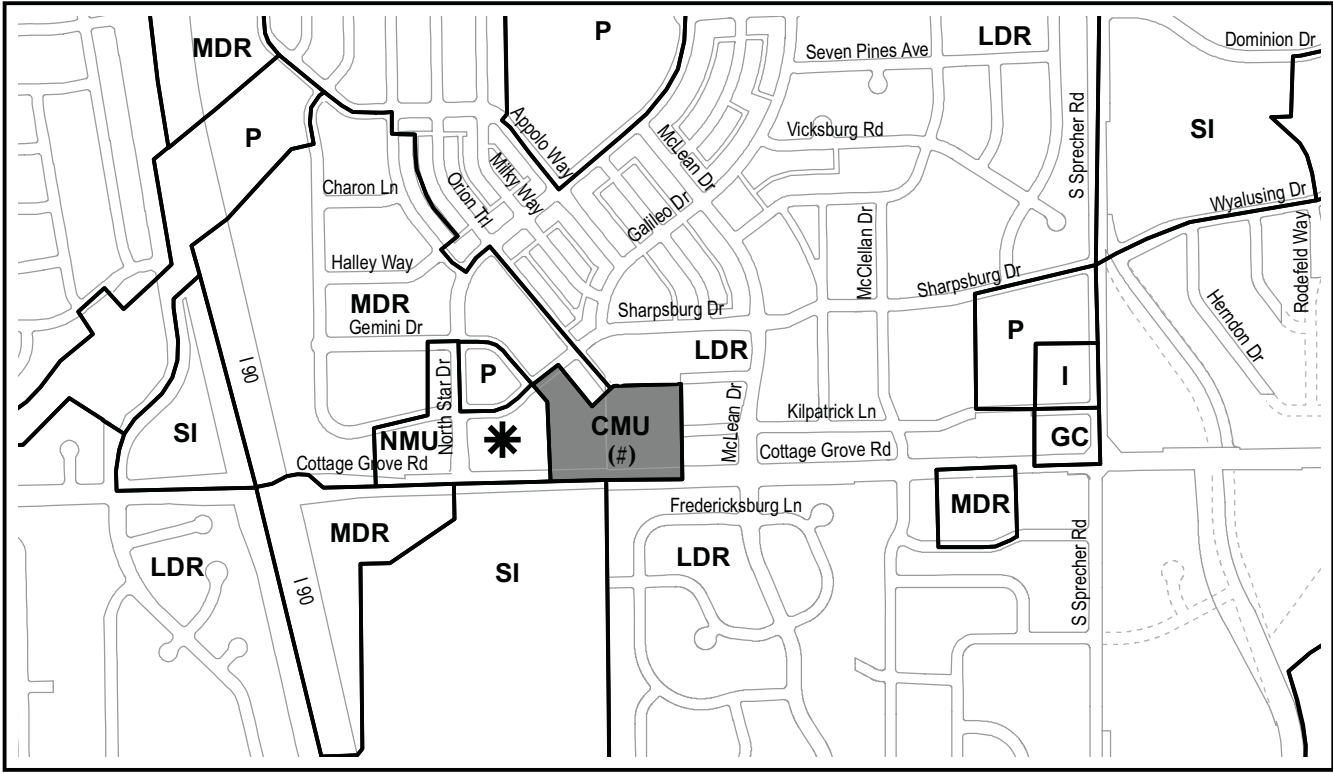
# 2010 - 2011 Comprehensive Plan Review Proposed Map Amendment (Track 2) Grandview Commons / Sprecher Neighborhood

Current Generalized Future Land Use Plan Map

 Proposed change



Proposed Amendment:



# **PLANNING DIVISION REPORT to the PLAN COMMISSION**

**February 16, 2012**

## **Proposed Amendments to the:**

**City of Madison Comprehensive Plan (Legistar ID 24356 and ID 25098)**  
**Sprecher Neighborhood Development Plan (Legistar ID 24357)**

**Prepared by: Michael Waidelich, Principal Planner**

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## **Introduction and Reason for the Requested Amendments**

The proposed amendment to the General Development Plan (GDP) for Grandview Commons and the Preliminary Plat of Town Center Addition to Grandview Commons discussed in an accompanying Planning Division Report to the Plan Commission would require concurrent amendments to both the City of Madison Comprehensive Plan and the Sprecher Neighborhood Development Plan (NDP) for it to be approved because the eastward expansion of the town center and 58,000 square foot grocery store proposed in the amended GDP would not be consistent with the recommendations in either plan as currently adopted. As part of the process established for the 2010-2011 Comprehensive Plan review, the GDP amendment applicant, Veridian, also requested consideration of amendments to the two adopted City plans that would make the amended Grandview Commons GDP consistent with their recommendations.

Because the proposed Comprehensive Plan and Sprecher NDP amendments are entirely driven by the proposed changes to the Grandview Commons planned development and the proposed grocery store, the Plan Commission directed that they be considered concurrently with consideration of the amendment to the Grandview Commons GDP. Accordingly, the ordinance amending the Generalized Future Land Use Plan map in the City of Madison Comprehensive Plan (ID 24356), a Plan Commission resolution recommending adoption of the Comprehensive Plan amendment (ID 25098), and a resolution amending the Sprecher Neighborhood Development Plan (ID 24357) have been scheduled to coincide with consideration of the Grandview Commons General Development Plan rezoning application and preliminary plat (ID 24620 and ID 25091, respectively).

**Note:** The City has received a large number of public comments regarding the two proposed plan amendments and the proposed grocery store development. Rather than including hard copies of this large volume of correspondence with the Plan Commission materials, Planning staff have created a website where all correspondence received since May 7, 2011 is posted in chronological order. Plan Commission members are encouraged to review these comments online at:  
[http://www.cityofmadison.com/planning/grandview\\_comments.html](http://www.cityofmadison.com/planning/grandview_comments.html).

## **Summary Description of Current Plan Recommendations and Proposed Amendments**

### City of Madison Comprehensive Plan

The Comprehensive Plan currently recommends lands within the existing Grandview Commons Neighborhood Center-Mixed Use District (as defined in the present GDP) for Neighborhood Mixed-Use (NMU) development. A potential Transit-Oriented Development node is also identified at the North Star Drive-Cottage Grove Road intersection. East of the existing NMU area, the subject site is recommended for Medium-Density Residential (MDR) development; and east of that, the former Doric Lodge property and the platted single-family area extending east to McLean Drive is recommended for Low-Density Residential (LDR) development.



Neighborhood Mixed Use districts are the recommended locations for clusters of relatively small convenience shopping and service uses that serve as activity centers and gathering places for the surrounding neighborhoods. Recommended commercial land uses are primarily intended to serve the adjacent neighborhoods, but may also include specialty businesses serving wider markets, provided the size and scale of the building is consistent with the character of the district and the surrounding neighborhood. Gross square footage of commercial buildings (including multi-tenant buildings) generally should not exceed 10,000 square feet, except for neighborhood-serving grocery stores, which should not exceed 25,000 square feet. Residential uses in NMU districts generally should not exceed 40 dwelling units per acre. Buildings in NMU districts should generally be between two and four stories in height, although this, as well as intensity of use and residential densities can be modified by the recommendations established in an adopted neighborhood or special area plan. Design characteristics of Neighborhood Mixed Use districts include buildings located close to the sidewalk and street, parking located primarily behind buildings or underground, on street parking, and pedestrian-friendly amenities such as decorative paving and lighting, plazas, benches and landscaping.

The proposed Comprehensive Plan amendment would expand the recommended mixed-use area eastward to encompass the enlarged Town Center defined in the proposed amendment to the Grandview Common GDP under concurrent consideration. The plan amendment would also change the land use designation for the portion of the enlarged mixed-use area located east of the southerly extension of Gemini Drive to Community Mixed-Use (CMU) from Neighborhood Mixed Use (the portion within the current Town Center) and Low Density Residential (the portion on the former Doric Lodge property).

In general, Community Mixed Use districts are the recommended locations for a relatively high-density mix of residential, retail, office, institutional and civic uses in a compact urban setting; and are typically larger than NMU districts and include a wider range of non-residential activities. Unlike NMU districts, there are no fixed limits on the gross square footage of commercial buildings or establishments in CMU districts, except as may be defined in an adopted neighborhood or special area plan. Residential densities in CMU districts generally should not exceed 60 units an acre, but this may also be modified by the recommendations in a neighborhood or special area plan. Design recommendations are similar to those in the NMU district regarding building placement, parking and pedestrian amenities, although the scale of development is typically larger.

In the subject case, the only reason the requested amendment is necessary is to accommodate the potential development of the proposed 58,000 square grocery store. The mapped mixed-use area would also be enlarged, but the overall potential intensity of use is arguably lower, since essentially the same amount of allowed development is distributed over a greater area. Because its intent is only to allow one large grocery store and not to re-characterize the Grandview Commons town center as a general location for large-scale commercial development, the proposed Comprehensive Plan amendment includes a map note to be placed on the Generalized Future Land Use Plan map specifying that:

"The Community Mixed Use designation is applied to this area to allow the potential to develop a large grocery store of not more than 60,000 square feet at this location, provided that it is part of an integrated, comprehensively-planned mixed-use center and utilizes shared parking, provides good pedestrian connectivity and amenity, and features unique architectural treatments, durable, high-quality building materials, and extensive landscaping. Development of other types of large-scale retail uses in this area is not intended."



## Sprecher Neighborhood Development Plan

The Sprecher Neighborhood Development Plan (NDP) map currently designates the existing Grandview Commons neighborhood mixed-use center on both sides of North Star Drive for Mixed-Use Commercial/Residential land uses. This general location at the southern end of the primary planned north-south collector street through the neighborhood (now North Star Drive) is called the Southwest Neighborhood Commercial Center in the plan narrative; and the mixed-use center defined in the Grandview Commons planned development essentially reflects the neighborhood plan recommendation. Several minor revisions to the size and shape of the designated Mixed-Use district have been made since the neighborhood plan was first adopted in 1998, reflecting incremental revisions to the Grandview Commons general development plan. The Sprecher NDP currently recommends the former Doric Lodge property for Institutional uses; and recommends the platted single-family lots east of this property for Low-Density Residential uses.

The Sprecher NDP does not include quantified or especially detailed recommendations regarding its designated commercial land use areas. However, the plan narrative discussion of the proposed Southwest (Town Center) Neighborhood Commercial Center, which is generally located where the Grandview Commons town center is planned, emphasizes creation of a compact, walkable, "village like" business district characterized by mixed-use development, multi-story buildings located close to the street with parking to the rear or on side streets, high levels of pedestrian amenity, and good linkages to the surrounding neighborhood. The plan also recommends a much smaller scale of development in the Southwest Neighborhood Commercial Center compared to the proposed Northeast Commercial District located north of Milwaukee Street, and offers the specific observation that "it would be difficult for large businesses, or uses requiring extensive parking, for example, to be compatible with the compact, pedestrian-oriented development concept." In general, the land use and design recommendations for this mixed-use area have been well reflected, and in significantly greater detail, in the Grandview Commons General Development Plan for the mixed-use area.

As with the Comprehensive Plan amendment, the proposed amendment to the Sprecher NDP would expand the designated Mixed-Use district eastward to encompass most of the former Doric Lodge property, and change the land use recommendation for the small portion of that property located north of realigned and joined Kilpatrick Lane/Big Dipper Drive from Institutional to Low Density Residential. The City-owned future public library site would be designated Institutional (although the library would also be consistent with the current Mixed-Use designation). A more significant part of the proposed amendment is a revision to the plan narrative to allow the potential development of a large retail grocery store within the Mixed-Use district under specified conditions. The added narrative is similar in intent to the Map Note for the corresponding Comprehensive Plan amendment:

"Consideration may be given to the development of a large scale grocery store as part of an overall master plan for the southwest town center, however, in order to provide the opportunity to develop a large retail anchor that will help make the center an attractive shopping destination for a wider market area. A large anchor grocery may only be considered as part of an integrated, comprehensively planned mixed use center that utilizes shared parking, provides good pedestrian connectivity and amenity, and features unique architectural treatments, durable, high quality building materials and dense landscaping and screening. This development should occur under design guidelines established to create the southwest town center as a diverse, walkable neighborhood activity center. An anchor grocery store developed as part of the southwest town center should not exceed 60,000 square feet in size, and development of other types of large-scale retail uses is not intended."



The proposed Sprecher Neighborhood Development Plan amendment would also remove narrative regarding the Doric Lodge site that is no longer relevant since the site has been sold and continued institutional use is not intended.

**Note:** Copies of the proposed Comprehensive Plan and Sprecher Neighborhood Development Plan amendments, and agency comments received to date are attached to this report.

### **Evaluation of the Proposed Plan Amendments**

The proposed amendments to the Comprehensive Plan and the Sprecher Neighborhood Development Plan are essentially similar in substance, with differences primarily reflecting the different structure, context, and level of detail in the two plans. Both amendments are also proposed solely to allow consideration of the proposed expansion of the Grandview Commons town center and the associated development of a 58,000 square foot grocery store on the eastern end of that expanded site; and both will be considered concurrently with the specific General Development Plan amendment that includes the grocery store proposal. Accordingly, this evaluation considers the two plan amendments together, and under the assumption that the potential impacts of the proposed plan amendments are those that might result from future development of the Grandview Commons town center as specifically proposed in the current proposed GDP amendment.

Please note that a more detailed description of the proposed grocery and other changes to the Town Center is provided in the Planning Division Report on the GDP amendment, and in the application materials submitted by the applicant. In general, this level of detail is not repeated here, except by reference, but the information and analyses in both reports should be considered together since the issues to be considered are substantially similar.

### Criteria for Evaluating Proposed Plan Amendments

The February 15, 2011 staff paper titled "Process for Considering Limited Amendments to the Comprehensive Plan" identified five criteria that could be used as a basis for considering proposed Comprehensive Plan map amendments:

1. The proposed change would correct an inaccuracy in the original Generalized Future Land Use Plan map as adopted in January 2006.
2. The proposed change would be more consistent with the recommendations of an adopted neighborhood plan, special area plan or neighborhood development plan.
3. The proposed change would be more consistent with the Comprehensive Plan's overall goals, objectives and policies as applied in the context of the amendment area.
4. The proposed change would better fit with the predominant uses and development pattern in the surrounding area.
5. Conditions in the area have changed sufficiently to warrant the proposed amendment.

The first two criteria are not applicable to the subject case. The third and fourth criteria are primarily directed at reevaluating mapped Comprehensive Plan land use recommendations in situations where there is no neighborhood plan, although they touch on issues relevant to any plan review. In the subject case, however, the proposed plan amendments are not generated by doubts about whether the Grandview Commons town center as reflected in the current GDP is consistent with the goals, objectives and policies in the Comprehensive Plan, or by a belief that the proposed changes to the



town center development concept in the proposed amendment to the GDP would be more consistent with Comprehensive Plan's overall recommendations, or provide a better fit with the predominant land uses and development pattern in the surrounding area. The plan for the town center in the current GDP, and reflected in the current recommendations for the area in both City plans, is a good plan with a very engaging vision of what the town center could become---and one that fits well with the existing and planned surrounding uses and development pattern.

The principal reason for requesting consideration of the Grandview Commons GDP amendment and the two corresponding City plan amendments is that applicant has concluded that the town center as originally and currently conceived cannot be implemented; and that the requested changes to the GDP development concept (and corresponding changes to the City plans) are necessary if the town center is ever to be successful. The essential basis for the requested amendments is that conditions have changed (the fifth criterion), and that the development potential assumed when the Sprecher NDP was adopted, and when the Grandview Commons town center was approved, will not be realized unless plans for the center are also changed to adapt. So one relevant question to be addressed becomes:

***Have conditions in the Grandview Commons town center area changed sufficiently to warrant the proposed plan amendments?***

The staff paper cited above notes that "changed conditions" can include changes resulting from recent development trends and physical improvements in the area, as well as changes in public interest, objectives, and expectations regarding the future potential of the area. As described in the application materials, the applicant has concluded after nearly a decade of effort that further development of retail uses in the Grandview Commons town center is not possible unless an anchor use is established that can provide a wide range of convenience goods to neighborhood residents and also help make the center an attractive retail destination for a wider market area. The applicant believes that in the present situation, small businesses are simply not interested in the Grandview Commons location. Approval was received in 2006 for a two-story retail/office development on the east frontage of North Star Drive at the Sharpsburg Drive corner, but this project did not proceed due to inadequate demand for the space.

Recognizing that groceries are one of the primary convenience goods, the applicant has contacted potential food store operators over the past decade to promote Grandview Commons and explore their interest in locating a relatively small-scale store in the town center that would be consistent with current plan recommendations---including major grocery companies, specialty food stores and cooperatives. To date, none have expressed interest. Successful development of the town center would clearly benefit the overall Grandview Commons development, and staff have no reason to doubt the applicant's efforts to locate suitable businesses to locate there.

Experience has also led to increased recognition by planners that implementing the non-residential and mixed-use components of Traditional Neighborhood Development can be more challenging than was perhaps fully realized when TND was first included in City plans as the preferred development concept for new neighborhoods. This experience is not unique to Madison. There are many other benefits from TND development, but creation of a successful mixed-use center may not be possible in every neighborhood---or may be possible only if plans for the center are sensitive to market realities.

It has been suggested that the reason the town center has been unable to attract neighborhood-scale retail uses is that population is still too small---that the town center will happen later when the neighborhood is more fully built-out. This might be at least partially true; but it is also an unknown. While more "rooftops" do create more potential market demand, the expected intensity of development in the Sprecher Neighborhood still might not be sufficient by itself to support the desired uses---and it has always been expected that the town center would offer goods and services to



several surrounding neighborhoods. Many specialty businesses serve community-wide rather than neighborhood-scale market areas; but they still prefer locations near other activities that can provide exposure and potential synergies.

While future neighborhood growth (or a recovering economy) might eventually lead to increased business interest in the town center as a location, staff believe it is at least equally likely that the current undeveloped condition could continue for a long time. While it is to some extent a judgment call, Planning staff can accept that conditions related to the Grandview Commons town center (including changes in perceived market conditions and possibilities) may have changed sufficiently to warrant consideration of amending the recommendations for the center in adopted City plans to better reflect current expectations.

#### Other Issues to Consider in Evaluating Proposed Plan Amendments

Even if a conclusion is reached that conditions affecting the Grandview Commons town center have changed sufficiently to warrant consideration of amending the Comprehensive Plan and Sprecher NDP recommendations for the area, however, evaluation of the proposed plan amendments must carefully consider other issues related to the proposed changes, including:

- Will adopting the proposed plan amendments, and approving the amendment to the Grandview Commons GDP being considered concurrently, lead to successful development of the town center?
- Will the amended town center development concept retain most of the desirable attributes of a compact, pedestrian-oriented mixed-use center incorporated in the current GDP development concept?
- Will the revised town center concept, and particularly the potential impacts of the proposed 58,000 square foot grocery with its extensive parking field, have unacceptable impacts that would more than offset the potential benefits?

Planning staff believe that the most important considerations in evaluating the proposed changes to the town center, including the proposed grocery, and their potential impacts include:

- ***Will a large full-service grocery store be an effective “anchor” that really does make the town center a more attractive location for the development of additional smaller-scale, commercial uses that will help the center become an engaging, pedestrian-oriented, mixed-use neighborhood activity center as envisioned in the Sprecher Neighborhood Development Plan and Grandview Commons general development plan?***

This is an important question since the town center is a key component of the neighborhood development plan's recommendations for this area, and a key component of the Grandview Commons planned development. Much of the support for the 58,000 square foot grocery is based on an assumption that it will make the town center a more attractive location for other neighborhood-supporting businesses; but whether or not this will turn out to be true is unknown. At this time, the grocery store is the only project being proposed, except for the library, which is included in the Capital Improvement Program for design in 2014 and construction in 2015.

The proposed location of the grocery at the eastern edge of the site could make completion of the town center more challenging, since it places more than one-half of the total allowed commercial use a significant distance from other potential town center developments. Staff believe that effectively tying the town center together as a coherent mixed-use district and neighborhood destination will require development of the two proposed retail buildings along the east frontage of



extended Gemini Drive, as well as significant ground floor retail presence in the three proposed buildings along Sharpsburg Drive west of the library. Suitable active uses on the ground floors of the other buildings defining the pedestrian plaza are also important. This is a lot of development for a location that has had limited success to date in attracting suitable businesses. The wide array of goods and services that will be offered by the proposed grocery may also make future development of small businesses offering similar goods services elsewhere in the town center even less likely. It is also understood that Roundy's will require a non-compete deed restriction that prohibits certain businesses elsewhere in the center.

While it is not unreasonable to believe that the proposed grocery may provide increased visibility and potential customers that would make the town center more attractive to other small businesses than presently (particularly businesses that do not compete directly with the grocery), whether this will be sufficient to support full implementation of the town center concept cannot be determined at this time. If this vision is to be realized, however, it is essential that future developments within the town center be consistent with the concept outlined in the proposed amended General Development Plan. The Planning Division Report on the proposed GDP amendment includes several recommended conditions of approval aimed at strengthening the commitment to the amended development concept.

- ***What may happen in the town center if the proposed grocery is not approved?***

This cannot be predicted with any certainty. The applicant has concluded that the town center cannot be implemented unless a retail anchor is provided to help establish the location as a neighborhood shopping destination, and experience to date tends to support that conclusion. In time, as the neighborhood builds-out and the economy improves, conditions may change again to an extent that the town center can be developed as initially planned—but there is currently nothing to substantiate that view. If the present grocery store proposal is not approved, one possibility is that the property could continue to sit vacant in hopes that a more acceptable anchor proposal, or smaller-scale neighborhood retail development proposals, will eventually come along. Another possibility is that the applicant might propose residential-only development here as an alternative to the town center. In order to develop only residential uses throughout the mixed-use town center, staff believe revisions would be required to the General Development Plan and the two adopted City plans for the area at least as significant as the current proposed amendments, since it would essentially mean abandoning the goal of developing a mixed-use neighborhood activity center.

- ***Does the proposed development plan for the enlarged town center, including the proposed grocery, create the strong building relationships, pedestrian connections, and activity areas needed to tie the grocery and other future developments together as a coherent whole, rather than a collection of individual uses that happen to be in the same general area?***

Planning staff believe that if all of the provisions in the amended GDP regarding building placements and orientation, enhanced pedestrian corridors and plazas, and shared parking arrangements are implemented; and if sufficient additional neighborhood-serving uses are developed to create the necessary level of pedestrian activity, then the town center could become a coherent and engaging neighborhood destination and gathering place. If these provisions are not implemented, or if other neighborhood-serving uses cannot be attracted, the outcome would likely be different. The importance of implementing the balance of the town center is discussed in more detail in the Planning Division Report on the proposed GDP amendment being considered concurrently.



- ***Do the plans for the grocery provide safe, convenient vehicular access and circulation both for customers and delivery/service vehicles, without creating unacceptable traffic or congestion impacts?***

Development of the proposed grocery and other elements of the town center will certainly generate additional traffic on some of the streets leading to the town center, as well as increased turning movements into and out of the center. The design of the town center seeks to direct the majority of this traffic to site entrances off Cottage Grove Road and off Gemini Drive from the south. In the case Cottage Grove Road and other major roadways, Planning staff believe the projected traffic volumes are well within the planned capacity of these streets, which is based on the long-term development projections in adopted plans. Because of its size, the proposed grocery will create a sudden jump in local traffic to the town center; but at a community scale, the traffic generated by a town center fully built-out under the proposed amended development concept, including the grocery, is probably not much different than it would be from a town center fully built out under the current town center development concept. Cottage Grove Road has always been planned as a multi-lane divided roadway, and in the long-run, the town center will generate a relatively small proportion of the anticipated total traffic on this arterial highway, with or without the grocery. Delays in implementing planned roadway improvements may create (and have created) less-than-ideal traffic conditions at some locations until they are eventually constructed, but this situation is not unique to this proposal. If this project is approved, near-term improvements needed to handle traffic movements generated by the grocery or address any safety concerns will be required as conditions of approval. Detailed recommendations are found in the Traffic Engineering Division comments included in the Planning Division Report on the proposed amendment to the Grandview Commons GDP.

Traffic on local streets serving town center will also increase if the grocery is developed, although again, not necessarily more than might occur under the current development concept. The "grid like" street pattern characteristic of Traditional Neighborhood Development is designed to provide multiple routes to most neighborhood destinations and the Grandview Commons town center is planned as an important neighborhood activity center, so traffic increases on the local streets closest to it is an expected consequence as the center builds out. The town center is largely undeveloped and current traffic volumes are relatively low, so it is not surprising that some residents have expressed concern with the expected increases. Although traffic increase is inevitable as the town center develops, measures are available that can help address unacceptable conditions that may develop on local neighborhood streets, such as speeding or excessive non-local "cut through" traffic, for example. The conditions of approval on the Grandview Commons GDP recommended by the Traffic Engineering Division include setting aside funds for potential "traffic calming" improvements if these become needed.

One of the consequences of the proposed project is that rather than extending west and north to connect with Orion Drive as currently planned, Kilpatrick Lane would become a cul-de-sac, and Big Dipper Drive would be connected with Orion. The resulting street plan provides no potential for access to the town center from the east, although it is not certain that access would have been provided in any case, since no detailed plans for development of the former Doric Lodge property have been approved.

The traffic report provided by the applicant indicates that the planned street system can accommodate the projected traffic, although specific responses may be needed to address needs along specific street segments or at specific intersections. Vehicular access and circulation plans for the proposed grocery are still being refined and may be modified both in the final GDP and through approval of subsequent Specific Implementation Plans for this project. This is also discussed in the companion Planning Division Report on the proposed GDP amendment, and the City



Engineering and Traffic Engineering Division comments compiled in that report indicate some of the issues being considered. Planning staff believe that subject to modifications recommended by the reviewing agencies, the proposed access and circulation arrangements could be acceptable.

- ***Do the plans for the proposed grocery and the town center provide safe convenient access to and within the site for pedestrians and bicycles?***

As described in the Planning Division Report on the GDP amendment, the proposed grocery will have direct pedestrian-bicycle access from Sharpsburg Drive and Cottage Grove Road, as well as a pedestrian walkway from the Kilpatrick Lane cul-de-sac. In addition, a major enhanced pedestrian corridor through the town center is planned between the front of the grocery and Gemini Drive, and extending west to a public plaza fronting on North Star Drive. Buildings will be located close to the abutting public streets, and all retail uses will have primary entrances on these streets in addition to secondary entrances that may face the shared parking areas and the pedestrian corridor and plaza. Planning staff believe that the town center development concept proposed in the amended General Development Plan will provide safe and reasonably convenient pedestrian and bicycle access and circulation, although the less-compact site means that everything is more spread out. This issue will also be considered as part of future Specific Implementation Plan approvals and may lead to additional pedestrian-bicycle recommendations.

Public comments on the proposed grocery have included statements questioning its consistency with the concept of a "walkable" town center because most customers will drive to the store. Although walking is generally encouraged in City plans, recommendations in the Sprecher NDP for a walkable, pedestrian-oriented town center are principally directed toward creating the town center as a destination that, once there, encourages and enables users to move between the various activities on foot, as contrasted with driving from one relatively-separated activity to the next. As noted above, staff believe that this pedestrian-friendly environment can be created in the town center if the proposed development concept is fully implemented. Walking to the town center is a slightly different issue. It is true that most users of the proposed grocery will drive to it rather than walk. This probably is true as well for many smaller businesses that might locate in the town center (including a smaller grocery). Whether or not one chooses to walk to a destination depends primarily on distance, the quality of the pedestrian connections to the destination, whether the destination itself is pedestrian-friendly, and the purpose of the trip. Because of its larger market area, most customers of the proposed grocery probably will drive to it, but the store would also provide an important convenience shopping opportunity that is not presently available to neighborhood residents who do live within typical walking distance. Trends in the grocery industry strongly suggest that not every neighborhood is likely to have a food store within walking distance, and the proposed grocery would provide this opportunity to much of this neighborhood. For residents who do drive, a full-line grocery in the neighborhood would still offer a shorter-distance alternative.

- ***What effects will the large grocery store have on neighborhood character, and is the visual appearance of the proposed grocery, including building design, site amenities, signage and lighting attractive for that type of use and consistent with the vision of the neighborhood as a whole?***

As discussed above and in the Planning Division Report on the General Development Plan, the size of the proposed grocery and its location at the eastern end of an enlarged town center represents a significant change to the town center development concept. This is the reason amendments to the Comprehensive Plan and the Sprecher Neighborhood Development Plan, as well as to the Grandview Commons GDP, need to be approved if this project is to proceed.



The amended Grandview Commons development concept plan places the large grocery at the far eastern end of the site, and seeks to partially offset this by shifting more of the other development eastward, toward the grocery---creating the large public plaza on North Star Drive. The resulting town center would be more spread-out, with central shared parking areas that are more visible as a consequence of increased exposure along the Cottage Grove frontage and adjacency to the prominent pedestrian corridor connecting the grocery with the public plaza. However, the amended concept plan continues to require that buildings be oriented to the public streets, and includes provisions intended to encourage development of these streets as active, pedestrian-friendly elements of the town center, not just a means of access. While the amended town center development concept differs in meaningful ways from the original concept, staff does not consider it inherently inconsistent with the neighborhood vision for an engaging center---provided that the amended plan is implemented as proposed, and acknowledging that the proposed "mixed-use" center will include a free-standing, one-story, large format retail use, the grocery store.

The proposed grocery is a large building and would be located on high ground farther east than the town center was expected to extend. As a result, the proposed grocery and its parking area would undoubtedly have a greater visual impact on some adjacent properties than would be the case under the current development concept, which anticipated residential uses on the former Doric Lodge property. This concern has been expressed by many neighborhood residents---including residents of the Richmond Hills neighborhood south of Cottage Grove Road. The new access driveways and traffic movement in and out of the grocery site would also be a significant change from what might have been expected. On the other hand, Cottage Grove Road is an arterial roadway, and the Grandview Commons town center was planned adjacent to it to provide visibility and convenient highway access to this relatively more-intensive mixed-use development.

Staff do not dispute that the expanded town center site and larger grocery will change the character and "look" of the center, or that it will have greater visual and other impacts on some nearby properties, compared to the current development concept. It is also appreciated that there is considerable opposition to the proposed plan amendments because of these impacts. However, staff do not consider the expanded town center location necessarily inherently inappropriate for the proposed grocery development, or the potential impacts incompatible with creating and maintaining the surrounding neighborhoods as attractive and desirable places to live. Based on the site plans included with the General Development Plan, staff believe the visual impact of the proposed grocery probably can largely be mitigated through sensitive site design and visual buffering, particularly on properties to the east and north; perhaps less so directly to the south. At all locations, success in minimizing negative impacts on adjacent properties depends to a large degree on detailed site and building design, lighting and signage, landscaping, and other project details. Review of the current proposed Grandview Commons GDP amendment and subsequent future Specific Implementation Plan applications needs to carefully consider these factors.

Other potential impacts that have been suggested as possible negative consequences of the proposed revisions to the town center and/or the proposed grocery, such as noise, odor, lights, or hours of operation, are very project-specific and depend heavily on design and operational details. Consideration of these issues is more appropriately done as part of the review of the proposed amendment to the Grandview Commons General Development Plan and/or future Specific Implementation Plan applications.

### **Commission and Committee Recommendations**

On November 22, 2011, the Pedestrian/Bicycle/Motor Vehicle Commission passed a motion that the resolution to adopt the proposed amendment to the Sprecher Neighborhood Development Plan be returned to the Plan Commission with a recommendation to **deny approval** of the amendment; but in



the event that the amendment is approved, the PBMVC recommends that the Kilpatrick cul-de-sac be connected to Big Dipper Drive, and that a traffic impact study be completed and reviewed by staff and the PBMVC that specifically addresses median cuts and driveways on Cottage Grove Road, the mitigation and dispersal of neighborhood traffic, and pedestrian and bicycle access and impact.

On December 15, 2011, the Long Range Transportation Planning Committee passed a motion that the ordinance to adopt the proposed amendment to the City of Madison Comprehensive Plan and the resolution to adopt the proposed amendment to the Sprecher Neighborhood Development Plan be returned to the Plan Commission with a recommendation of **approval**. The LRTPC motion also included the Traffic Engineering recommendations contained in its November 16, 2011 memorandum.

## ***Conclusion***

The decision whether or not to approve proposed amendments to the City of Madison Comprehensive Plan and the Sprecher Neighborhood Development Plan to change the land use recommendations applicable to the Grandview Commons town center is essentially a policy decision. Both plan amendments are offered in order to accommodate the development of a 58,000 square foot grocery in an expanded and changed town center, as proposed in an amendment to the Grandview Commons General Development Plan that is being considered concurrently with the two City plan amendments. If these amendments are all approved and the project proceeds, there will be a fairly substantial near-term change in the neighborhood compared to what is envisioned in current adopted plans when the grocery is developed; and a longer-term, but harder to evaluate, change in the long-term development of the balance of the town center.

The current planning recommendations for the town center have been in place for more than a decade, and to date, no development has occurred in the portion of the center east of North Star Drive despite continued effort by the Grandview Commons developer. The developer has concluded that establishment of a anchor retail store is necessary to provide the additional "draw" needed for the town center to become a more attractive location for additional neighborhood-serving businesses and successful development of the town center as an engaging mixed-use activity center. At this time, there is an active proposal for development of a 58,000 square foot grocery store, but no other town center developments are currently proposed. Whether or not the original town center concept might be implemented if more time were allowed is unknown. The developer believes not. Whether or not the anchor grocery will be sufficient to generate additional development proposals and complete the town center is also unknown, but it may be at least as likely as it is in the current situation. Planning staff believe the mixed-use neighborhood commercial center recommended at this location in both the Comprehensive Plan and the Sprecher Neighborhood Development Plan is a very important component of the vision for this neighborhood, and that this should be a key consideration in evaluating the proposed plan amendments.

The development concept for the Grandview Commons town center included in the current General Development Plan is a very appealing concept, fully consistent with the current recommendations for the area in the two adopted City plans. But this concept is not being implemented, and no evidence has been offered to indicate that this situation might change in the foreseeable future. The revised development concept for the town center proposed in the amended Grandview Commons GDP and reflected in the subject amendments to the Comprehensive Plan and Sprecher NDP is a different concept, particularly in including the large single-story, single-use grocery, but much of the original town center concept is otherwise retained. Although it would be different from the original concept, staff feel that if completed as proposed in the amended GDP development concept, the town center could become the engaging neighborhood activity center and gathering place envisioned in the neighborhood plan. However, there are no assurances that this will happen. Partly because little



progress has been made in implementing the original town center concept, it is not unreasonable to think that the revised concept with the large anchor grocery may be more likely to lead to additional development in the town center---although that certainly is not assured either.

While appreciating neighborhood concerns with some aspects of the proposed grocery and changes to the original town center concept, staff feel that most, but not all, potential negative impacts of the amended proposal can be adequately addressed, and that, on balance, the proposed changes may be an appropriate trade-off with the original vision if it leads to eventual development of a successful mixed-use neighborhood center as recommended in both the current and the proposed amended Comprehensive Plan and Sprecher Neighborhood Development Plan.

### ***Recommendation***

The Planning Division believes that the Plan Commission should approve the proposed plan amendments if it finds that the proposed changes to the Grandview Commons town center development concept, including the proposed 58,000 square foot grocery store, may significantly increase the likelihood that the town center can and will be successfully implemented, and that the known or likely impacts of the proposed development on adjacent properties and the surrounding neighborhoods are acceptable or could be adequately mitigated. If, after considering the application materials for the related General Development Plan amendment, the evaluation in this Report, the comments from City commissions, committees and reviewing agencies, the extensive public comments, and the input at the public hearing, this finding is made, the Planning Division recommends that the Plan Commission take the following actions:

- The Plan Commission should **adopt** the Plan Commission resolution recommending approval of the proposed amendment to the City of Madison Comprehensive Plan (ID 25098); and
- The Plan Commission should forward the ordinance to amend the City of Madison Comprehensive Plan (ID 24356) to the Common Council with a recommendation of **approval**; and
- The Plan Commission should forward the resolution to amend the Sprecher Neighborhood Development Plan (ID 24357) to the Common Council with a recommendation of **approval**.

If, in the alternative, the Plan Commission cannot find that the proposed changes to the Grandview Commons town center development concept will increase the likelihood that the town center can and will be successfully implemented; or finds that the likely impacts of the proposed development on adjacent properties and the surrounding neighborhoods are unacceptable and cannot be adequately mitigated, then the Planning Division recommends that the Plan Commission resolution recommending approval of the ordinance to amend the City of Madison Comprehensive Plan (ID 25098) be **placed on file**; and that the ordinance to amend the City of Madison Comprehensive Plan (ID 24356) and the resolution to amend the Sprecher Neighborhood Development Plan (ID 24357) be forwarded to the Common Council with a recommendation to **deny approval**.

**Note:** Approval of the amendments to the City of Madison Comprehensive Plan and to the Sprecher Neighborhood Development Plan will allow favorable consideration of the corresponding proposed amendment to the Grandview Commons zoning and the preliminary plat of Town Center Addition to Grandview Commons. If the related GDP amendment and preliminary plat are approved, specific conditions of approval recommended by the Planning Division and other reviewing agencies will be included, as required.