

**PLANNING DIVISION REPORT
DEPARTMENT OF PLANNING AND COMMUNITY
AND ECONOMIC DEVELOPMENT
of December 17, 2007**

RE: ID#08165 Zoning Map Amendment I.D. 3332, rezoning 12003 Mineral Point Road from Temp A to R1 and R4 and ID# 07267, approval of the preliminary plat of "Tormey Ridge"

1. Requested Actions: Approval of a request to rezone 81.26 acres located at 12003 Mineral Point Road from Temporary Agriculture to R1 (Single-Family Residence District) and R4 (General Residence District); and approval of a preliminary plat creating 162 single-family lots, three (3) multi-family lots and five (5) outlots.
2. Applicable Regulations: Section 28.12 (9) provides the process for zoning map amendments; the subdivision process is outlined in Section 16.23 (5)(b) of the Subdivision Regulations.
3. Report Prepared By: Kevin Firchow, AICP, Planner

GENERAL INFORMATION

1. Applicant: Joseph Gallina, Mineral Point Road Holdings, LLC., 8500 Greenway Blvd. Suite 200, Middleton, WI 53562

Project Contact: Craig Enzenroth, Mineral Point Road Holdings, LLC., 8500 Greenway Blvd. Suite 200, Middleton, WI 53562

Surveyor: Michelle L. Burse, Burse Surveying and Engineering, Inc., 1400 E, Washington Avenue. Suite 158, Madison, WI 53703

2. Development Schedule: Development of this subdivision is planned to commence in Fall 2008 with an estimated completion of Fall 2011.
3. Parcel Location: The final plat area encompasses approximately 81 acres south of Mineral Point Road and adjacent to Silicon Prairie Business Park.
4. Existing Conditions: The site is currently vacant/undeveloped.
5. Proposed Land Uses: 162 single-family residential lots, three multi-family lots, and five outlots for detention and park purposes.
6. Surrounding Land Use and Zoning:

North: Several large rural residential lots, currently in the Town of Middleton, are located adjacent to the northeast corner of the subject property. Unplatted agricultural lands zoned A-1 by Dane County are zoned north of Mineral Point Road in the Town of Middleton.

South: Undeveloped agricultural land in the Town of Middleton, currently zoned A-1 by Dane County.

East: Silicon Prairie Business Park, currently under development. The property is zoned SM (Specific Manufacturing) and RPSM (Research Park Specialized Manufacturing).

West: Vacant land, currently zoned A-1 by Dane County, in the Town of Middleton.

7. Adopted Land Use Plan: The Pioneer Neighborhood Development Plan recommends a combination of low-density residential, low-medium density residential, and public park for this property. This Plan has been adopted as a portion of the City Comprehensive Plan.
8. Environmental Corridor Status: The site of this plat is not located in a mapped environmental corridor.
9. Public Utilities & Services: The property will be served by a full range of urban services, however, not all services are immediately available. This is detailed in the staff report from the City Engineer.

STANDARDS FOR REVIEW

This application is subject to the standards for zoning map amendments and the standards for preliminary and final plats.

REVIEW AND ANALYSIS

Project Status

The applicant originally submitted the "Tormey Ridge" development for preliminary plat and rezoning approval in June 2007. The applicant asked to be referred to allow time to address staff concerns with the original development plans. The applicant has held several meetings with various City agencies and has submitted the revised documents for review. The Planning Division believes that a majority of its conditions have been met, with exceptions noted in this report. The applicant has included a list of the revisions made in "Addendum A," attached to the revised letter of intent.

Site Analysis

The site is approximately 81 acres in size and is currently undeveloped. The southern portion of the site is primarily wooded and contains slopes in excess of 12%. This portion of the site contains not only the high point for the subject property, but also one of the three highest points identified for the planned Pioneer Neighborhood. The site is bounded on the north by Mineral

Point Road and several rural residences. The area north of Mineral Point Road is within the City of Madison's planned Elderberry Neighborhood. The Silicon Prairie Business Park lies directly to the east of the subject property but most lots are still unimproved at this time. Undeveloped lands are found to the west and south of the property.

Development Requests

The applicant requests two approvals. The first request is a zoning map amendment to rezone the subject property from A (Temporary Agriculture District) to R1 (Single-Family Residence District) and R4 (General Residence District). The proposed amendment would create:

- 162 lots zoned "R1-Single Family District" (Lots #1-26, 28-34, 36-164)
- 3 lots zoned "R4-General Residence District" (Lots #27,35,165)
- 5 outlots zoned "R1-Single Family District" (O.L. #1-5)

The applicant's second request is for approval of the Preliminary Plat of Tormey Ridge.

The Pioneer Neighborhood Development Plan

The Pioneer Neighborhood Development Plan was adopted in 2004 as a detailed component of the City's Comprehensive Plan. A majority of this property is recommended for "Low-Density Residential" development with a density under eight (8) units an acre. The high point of the site, is recommended for "Private Open Space". Most easterly areas adjacent to the Silicon Prairie Business Park are recommended for "Low-Medium Density Residential" with a density of 8-15 units per acre. Finally, the plan recommends that "public park" space be included on the southeast corner of this property.

Layout

The locations of the proposed land uses are generally consistent with those recommended in the neighborhood development plan.

A majority of the site is reserved for single-family residential development. Proposed lot sizes have some variation with most lots falling between 9,000 and 12,000 square feet.

The single-family residential areas along the property's high point are recommended in the plan as "private open space that is publicly accessible." This point is one of three high points in the Pioneer Neighborhood Planning area. The plan recommends that large home sites be considered along this ridge, provided that public access to the high point is maintained. This arrangement was recommended assuming the large lot development would take the form of half-acre or greater size lots on the hilltop.

From the preliminary plat submitted, the developer proposes to develop the ridge top with lots similar in size to other lots on the property and the ridge will be in private lot ownership. The

proposed subdivision plat reflects a suburban lot size and development pattern. Due to existing vegetation, staff believe there will be minimal views from this highpoint. Additionally, public maintenance on top of the ridge is deemed by the Parks Division to be difficult. Therefore, staff do not believe that maintaining public open space on this site is necessary. If a larger lot pattern were to be considered on the ridge, planning staff would revisit the recommendation to maintain public access.

Three large multi-family lots are proposed as a transition between the Silicon Prairie Business Park and the single-family residences located on the remainder of the property. Multi-family lot 165 is 6.4 acres and is located south of the intersection of "F Avenue" and Silicon Prairie Parkway. The lot has nearly 1,200 feet of street frontage. Similarly, multi-family lot 35 has an area of 3.8 acres and is located north of the same intersection. This lot has 1,114 feet of street frontage. Multi-family Lot 27 is approximately 5.7 acres in area and has limited street frontage along the "Hunters Gate Road" cul-de-sac.

The applicant indicates that there will be five outlots. Four outlots are identified on the plat for park and stormwater detention purposes. Outlot 1, at the far northwestern corner of the plat, is identified as a greenway for pedestrian and bicycle access. This corner is identified in the neighborhood development plan as part of the regional stormwater drainage/detention system and is a general location for a greenway underpass beneath Mineral Point Road to connect to areas to the north. The proposed development appears to be consistent with these recommendations. Outlot 2 is adjacent to Outlot 1 and is proposed for stormwater detention purposes.

Outlot 4, in the far southwestern corner of the plat, includes over 7.7 acres for public park purposes. The neighborhood development plan identifies this general area as part of a larger community park that would include lands on adjacent properties. Residential development currently backs onto the park along the proposed "B Street". Under this plat, the park has only 209 feet of frontage along "B Street". The neighborhood development plan shows larger areas of street access will be required on the adjacent Chang Property. Outlot 5 is located adjacent to Outlot 4 and proposed for detention purposes. There is no Outlot 3 labeled on the preliminary plat.

Access, and Circulation

Access to this site is provided at Mineral Point Road to the north and Silicon Prairie Parkway to the East. The proposed preliminary plat is similar to the layout recommended in the neighborhood development plan.

The proposed plat identifies "F Avenue" as a minor north-south collector street. The alignment of the street is similar to the alignment recommended in the neighborhood development plan. The plan calls for this minor collector to generally run north-south, eventually connecting the Elderberry Neighborhood to the Mid-Town Neighborhood. The Plan specifically identifies this collector as a northern extension of Sugar Maple Lane. Sugar Maple Lane currently terminates

at Valley View Road, over 3,000 feet southeast of the Tormey Property. The applicant has revised the plans to provide the recommended 80 feet of right-of-way. The plan further recommends that on-street bike lanes be accommodated on this minor collector. Portions of this collector, south of Silicon Parkway, are identified as potential future transit routes. No other collectors or arterials are recommended on the subject property. The applicant expresses his desire to name this street "Tormey Ridge Trail" recognizing the original property owners. Staff recommend that this name be utilized elsewhere in the plat to maintain consistency in street naming for this minor collector as it moves through multiple neighborhoods.

There are limited direct east-west connections made across the property. This is primarily due to the steep ridge found at the middle of the site. This condition was anticipated in the neighborhood development plan that shows similar east-west connectivity. The streets currently proposed as "Hunters Gate Road," "C Street," and "B Street" will provide east-west connections to future development on the adjacent Chang Property to the west, consistent with the neighborhood development plan. All local streets are proposed with a right-of-way width of 60 feet, with the exception of "C Street" that has a proposed right-of-way of 66 feet.

The applicant has worked with Engineering, Traffic Engineering, and the Parks Division to identify the most feasible and best-suited bicycle connections across this site, recognizing the importance of providing connections between residential areas and likely destinations such as the community park or Silicon Prairie Business Park.

Block lengths are varied throughout the proposed plat. Steep topography on the southern portion of the property provides some limitations on block layout, resulting in several blocks with large perimeters. However, the block pattern in the proposed plat is similar to the pattern recommended in the neighborhood development plan for this area.

Density & Zoning

The applicant proposes R1 zoning on lots 1-26, 28-34, 36-164, and all outlots. The R1 district is the City's lowest-density residential zoning designation with a minimum lot size of 8,000 square feet. The resulting density for R1 lots would be 2.72 units per acre and would fit within the range of 0-8 units per acre recommended in the neighborhood development plan.

The applicant proposes R4 zoning on lots 27, 35, and 165. These lots are approximately 15.9 acres in area and all are adjacent to the Silicon Prairie Business Park. Lots 165 and 35 generally match the locations recommended for "Low-Medium Density Residential" in the Neighborhood Development Plan. A density of 15 dwelling units per acre is requested, which represents the maximum amount of density recommended in the plan for these areas. If approved, the Planning Division will require that a note is recorded on this plat noting this is the maximum density for these lots.

Lot 27 has been added to the plat since the original submittal. Unlike the other two lots designated for R4 zoning, the neighborhood development plan recommends "Low Density

Residential” development for this part of the property with a maximum density of eight units per acre. This was done, in part, to limit potential conflicts with existing adjacent large lot single-family homes on Mineral Point Road. In discussions with staff, the applicant has indicated that he believes the location and topography of the site makes it desirable for multi-family and condominium-type development. In consideration of these potential conflicts, the developer proposes an alternative to limit the density on this lot to 10 units per acre or 56 maximum units. With this reduction, the developer further proposes that he be allowed to increase the density on the two other multi-family parcels to 17.66 units per acre. The applicant has not submitted detailed site plans or building elevations for staff to further evaluate this portion of the request.

Inclusionary Zoning

The applicant has previously submitted an Inclusionary Dwelling Unit Plan (IDUP) indicating his intent to comply with the Inclusionary Zoning provisions of the Zoning Ordinance. The applicant has been working with CDBG staff on meeting these requirements. As part of this submittal, the applicant proposes to provide six IZ units and pay a fee in lieu of \$249,096. The applicant proposes this based on the city allowing a total of 237 multi-family units as described above.

The neighborhood development plan recommends the site for low density and low-medium density residential development. Low density residential development, in this case, has a density of 0-8 units per acre, which results in a midpoint of four units per acre. This would result in a base density of 238 units in these areas (59.46 acres). In considering the low-medium density component, the midpoint would be 11.5 dwelling units per acre. Considering an estimated net acreage of 10.246, there would be a base density of 118 units per acre in these areas.

The applicant proposes a total of 399 units on 69.71 net acres. This results in a net density of 5.7 units per acre for the site and 2.72 units per acre for the proposed R1 component. Staff calculated an overall base density of 356 dwelling units using mid-point density ranges described above. Approval of the project, as proposed, would thus result in a density bonus of 44 units.

The CDBG office is currently reviewing the IZ request and their comments are attached. Approval of this plan is required prior to approval of the plat or rezoning.

CONCLUSION

The applicant’s revised submittal addresses most of the concerns and issues raised by the Planning Division in its staff report dated August 20, 2007. The proposed rezoning and preliminary plat are generally consistent with the development concepts recommended in the neighborhood development plan. The proposed mix of uses and layout generally conform to these recommendations.

The areas proposed for R1 rezoning are generally consistent with the neighborhood development plan density range, although a range of lot sizes that included some smaller-sized lots would be more consistent with recommendations to incorporate a variety of housing types and lot sizes.

The applicant has reduced the proposed density on the R4 parcels from 20 units per acre to 15 units per acre, compared to the previous submittal. In meetings with the applicant, staff expressed a concern with the proposed density of 15 units per acre on Lot 27. The neighborhood development plan recommends a maximum density of eight units per acre on this part of the property, recognizing that large-lot single-family homes lie directly to the north. To address this conflict, the applicant has proposed an alternative that would cap the density of this lot at 10 units per acre. This would occur provided that the City allows the applicant to shift this density to the multifamily lots 165 and 35. Under such a proposal, Lots 165 and 35 would have a density of 17.66 units per acre. Staff is not opposed to increasing the density on Lots 165 and 35 as proposed, however, staff remains concerned about a proposed density of 10 units per acre in Lot 27.

Staff recommend that Lot 27 has a maximum density of 8 units per acre, and the additional units (11 as estimated by staff) be accommodated elsewhere on the plat. These units can take the form of twin homes, town houses, row houses, or other potential arrangement. The reduction of lot sizes in certain areas would also be acceptable to staff. Staff believes that such a solution would allow the applicant to maintain the same number multi-family units and potentially address concerns about complying with IZ standards. Further staff believe that this would meet the neighborhood development plans goals of providing a variety of housing types.

The Planning Division believes that the proposed preliminary plat is in general conformance with the adopted neighborhood development plan and that the proposed street locations, park locations, and general layout are consistent with applicable recommendations. Staff believe that the rezoning would be consistent with review standards, with the exception of Lot 27 as noted.

RECOMMENDATION

The Planning Division recommends that the Plan Commission forward Zoning Map Amendment I.D. 3332, rezoning 12003 Mineral Point Road from A (Agriculture) to R1 (Single-Family Residence District) and R4 (General Residence District) to the Common Council with a recommendation of **approval**. The Planning Division also recommends that the Plan Commission forward the preliminary plat of Tormey Ridge to the Common Council with a recommendation of **approval**. Both approvals are recommended subject to input at the public hearing and the conditions listed below. In the alternative, the Plan Commission could refer the application to allow the following changes to be made:

1. Comments from reviewing agencies.
2. That the Planning Division staff approve site plans and general building elevations to

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further evaluate development requests for the proposed development on Lot 27 prior to the recording of the final plat.

3. That the applicant include the following notations on the preliminary plat:
 - a. The density on Lots 165 and 35 shall not exceed 17.66 units per acre (a density of greater than 15 units per acre is allowed if the applicant transfers the number of developable multi-family units from Lot 27 to these lots, as discussed on this report. If this transfer does not occur, the maximum density shall remain at 15 units per acre).
 - b. The density on Lot 27 shall not exceed eight (8) units per acre.
4. That the applicant name F Avenue "Sugar Maple Lane" to bring it in compliance with the neighborhood development plan.
5. That a final Inclusionary Development Plan be approved by CDBG office and a Land Use Restriction Agreement be executed against the entire plat and each individual lot containing residential dwelling units as part of the recording of the final plat of Tormey Ridge as required by the Community Development Block Grant Office.