

# **Hanson Road Neighborhood Development Plan**

**City of Madison  
Planning Division**

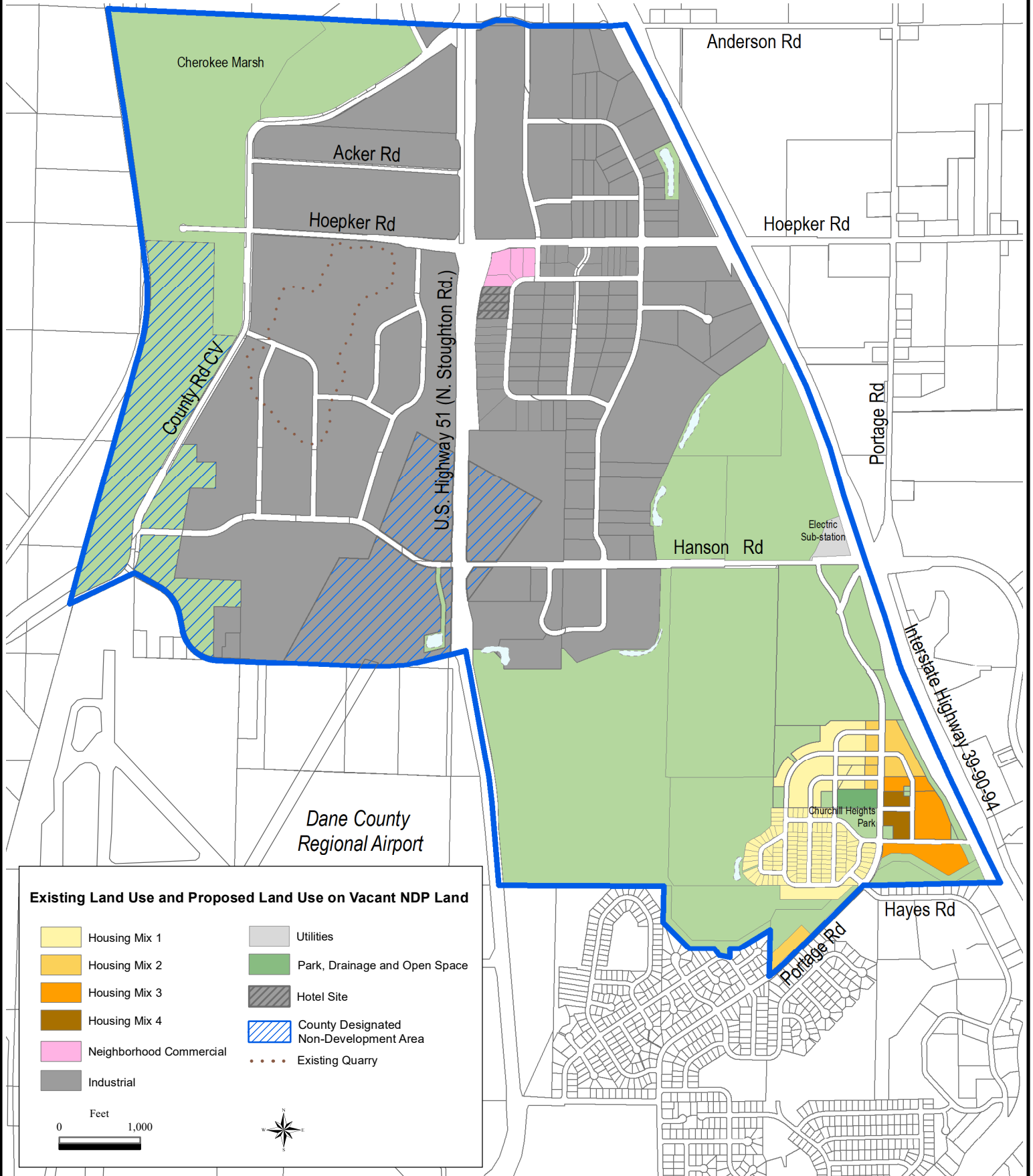
**August 2000**

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July 2021**

# Hanson Neighborhood Development Plan

As Adopted August 2000 and implemented through subdivision and zoning approvals  
Amended July 2021



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## Introduction

### The Hanson Road Neighborhood Development Plan

The *Hanson Road Neighborhood Development Plan* has been prepared to guide the future growth and urban development of a new neighborhood located on the north edge of the City of Madison, north and east of the Dane County Regional Airport and west of Interstate Highway 90-94. 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. To the extent possible, the plan reflects the needs and preferences of the parties, while remaining true to a comprehensive vision of a neighborhood planned as a coherent community.

The *Hanson Road Neighborhood Development Plan* is the twelfth in a series of neighborhood development plans prepared since the adoption of the *Peripheral Area Development Plan* in December 1990 as an element of the City's Master Plan. The *Peripheral Area Development Plan* considered a variety of factors, including the relative efficiency of providing urban services, and identified those areas most appropriate for long-term urban growth and City of Madison expansion. The *Peripheral Area Development Plan* recommended that a detailed neighborhood development plan be prepared and adopted for each designated growth area 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. All or part of three Peripheral Planning Areas are located within the Hanson Road Neighborhood planning area.

Peripheral Planning Area N9, identified as a Transition Reserve district, is located entirely within the Hanson Road Neighborhood. The *Peripheral Area Development Plan* recognized that the area's highway accessibility and location near the Dane County Regional Airport would make much of the land attractive for storage/distribution or light industrial uses. The Transition Reserve district designation also indicated that before additional development was approved in Area N9, more information was needed regarding the potential impact of urban development on surface and groundwater systems important to Cherokee Marsh and the Yahara River-Token Creek wetlands and the Madison Lakes. A small portion of the southeast corner of Peripheral Planning Area N6, identified as a Permanent Open Space district, is included in the study area. Peripheral Planning Area N6 includes lands which are part of the Cherokee Marsh and Yahara River-Token Creek wetlands. The Marsh wetlands and environs are not recommended for urban development. The study area also includes a small amount of land in the southern portion of Peripheral Planning Area N7, south of Anderson Road. The *Peripheral Area Development Plan* designated Peripheral Planning Area N7 as Unincorporated Urban Use in recognition of the limited amount of highway-oriented development that exists in the Town of Burke near the Interstate 90-94 / USH 51 interchange.

The *Hanson Road Neighborhood Development Plan* is the document resulting from the closer examination of the above-mentioned Peripheral Planning Areas. The plan designates the types, locations, and amounts of land recommended for different types of land uses (such as industrial, commercial, parks and open space, and residential) and provides for compact, logical, efficient expansion of the City. It provides a general description of the expected character of the neighborhood once it is developed and recommends implementation measures to help achieve that character. This document lays out the parameters of acceptable development, and once adopted as an element of the City's Master Plan, will serve as the plan against which development proposals are evaluated. It ensures that future development of any parcel will occur in a manner which relates well to what is planned for the surrounding lands and for the area as a whole. *The Hanson Road Neighborhood Development Plan* facilitates planning for the design and construction of infrastructure such as streets, pedestrian and bicycle trails, sanitary sewer service, water systems, and stormwater management facilities. Provisions for the protection of environmentally sensitive features are also incorporated into the plan.

## **Existing Conditions**

### **The Hanson Road Neighborhood Planning Area**

The Hanson Road neighborhood planning area is bounded by the Soo Line Railroad (Canadian Pacific Rail System) tracks on the west, Anderson Road (extended) on the north, Interstate Highway 90-94 on the east, and the Dane County Regional Airport and existing residential development (Village Green/Village Green Woods, Westchester Park, and Sun Gardens Subdivisions) on the south. The planning area boundaries are shown on Map 1 (all maps are at the back of the report). The neighborhood is adjacent to the current urbanized edge of the City of Madison.

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

The planning area comprises approximately 1,839 acres. At the present time, about 590 acres, or 32 percent of the planning area, are within the City of Madison and about 1,249 acres, or 68 percent, are in the Town of Burke. While the majority of land in the planning area is located in the DeForest School District, some of the lands are located in the Madison Metropolitan and Sun Prairie School Districts.

Most of the planning area consists of relatively large holdings of unplatted land. These larger holdings tend to be devoted to agricultural uses, quarry activities, natural open space, or are considered vacant. A concentration of smaller parcels in the northwest quadrant of the planning area accommodates a mix of residential, commercial, and industrial uses.

Municipal jurisdiction and property ownership in the planning area are shown on Map 2 and Table 1.

**Table 1: Property Ownership**

Jurisdiction/Ownership	Acres <sup>1</sup>
<b>City of Madison</b>	
City of Madison	287.4
Dane County	141.1
B. Karow & Rigney	37.5
M. Diloreto	37.2
Berntsen, Inc.	21.7
Parcels < 10 acres & street ROW	65.4
<b>City of Madison Sub-Total</b>	<b>590.3</b>
<b>Town of Burke</b>	
Dane County	250.6
M. Diloreto & D.Turman	67.7
L. Burcalow	67.2
E. Hoffman, et.al.	63.2
M. Diloreto & L. Fry	58.9
Hooper Construction Corp.	55.8
Yahara Materials Inc.	50.6
B. Hoel	47.7
P. & R. Fischbeck	45.3
Wisconsin DNR	43.9
D. Boe	38.4
<i>(continued at top of next column)</i>	

Jurisdiction/Ownership	Acres
<i>(continued)</i>	
G. & H. Hanson	28.3
M. Lynch	25.8
L. Kurt-Manhart	25.2
B. & M. Wilson Trust	19.9
M. Diloreto & L. Fry & O. Onsgard	19.6
J. & L. Hall	19.2
P. & S. Olp	15.9
M. Diloreto	15.5
Madison Company of Jehovah's Witnesses, Inc.	15.5
Rice Associates, et.al.	15.3
L. Nelson	15.2
Madison Block Co.	15.1
A. & D. Boehm	14.7
E. Hoffman	12.8
Parcels < 10 acres & street ROW	201.6
<b>Town of Burke Sub-Total</b>	<b>1,248.9</b>
<b>TOTAL</b>	
	<b>1,839.2</b>

<sup>1</sup>Source: City of Madison. Street rights-of-way (ROW) are estimated.



## **Existing Land Use**

There are currently a variety of land uses within the Hanson Road Neighborhood planning area. Most of the lands within the area (approximately 74 percent) are in agricultural uses, vacant, or in various forms of natural open space. Approximately 11 percent of the neighborhood is in industrial uses (including the quarry site); 3 percent is devoted to airport uses; 2 percent is in residential uses (excluding farm houses); 2 percent is occupied by commercial and institutional uses; and the remaining 8 percent is occupied by street or railroad rights-of-way. Map 3 and Table 2 show existing land uses in the planning area. Some of the more prominent existing land uses are discussed below.

[Table 2: Existing Land Use is on the following page]

### **Dane County Regional Airport:**

Most of the Dane County Regional Airport is situated outside of the study area to the south. However, a portion of the airport, and lands owned by Dane County which are associated with the airport (such as required clear zones), fall within the boundaries of the planning area. Recent expansion of the airport included the construction of a runway which has an approach area over the center of the planning area.

### **Open Space:**

Significant amounts of natural open space exist within and adjacent to the planning area. These lands include property associated with the Cherokee Marsh and the west branch of Starkweather Creek, and are discussed further in the Natural Features section.

### **Yahara Materials Quarry:**

Yahara Materials operates a limestone quarry in the western half of the planning area. Lands devoted to current or future quarry uses total approximately 181 acres. Mining began near Hoepker Road and is progressing to the south and southwest.

### **Acker Road Area:**

The Acker Road area lies east and south of CTH CV, west of USH 51, and north of Hoepker Road. Lands in this area have generally been developed with a low-intensity mix of uses ranging from residential to industrial. Approximately 15 parcels fronting on Acker Road have been created. Although these lots average approximately 1 ½ acres in size, other parcels in this vicinity are as large as 15 acres. This area is not presently served with public sanitary sewer or public water.

**Table 2: Existing Land Use<sup>2</sup>**

<b>Jurisdiction/Land Use</b>	<b>Acres</b>	<b>% of Total</b>
<b>City of Madison</b>		
Residential: 1-2 units	0.5	0.1
Industrial	7.8	1.3
Park and Open Space	136.8	23.2
Vacant or Agricultural	390.3	66.1
Street rights-of-way	54.9	9.3
<b>City of Madison Total</b>	<b>590.3</b>	<b>100.0</b>
<b>Town of Burke</b>		
Residential: 1-2 units	42.4	3.4
Institutional and Utilities	15.7	1.3
Commercial	16.6	1.3
Industrial	199.0	15.9
Park and Open Space	92.0	7.4
Vacant or Agricultural	738.5	59.1
Airport	54.2	4.3
Railroad rights-of-way	6.0	0.5
Street rights-of-way	84.6	6.8
<b>Town of Burke Total</b>	<b>1,248.9</b>	<b>100.0</b>

**Existing Zoning**

The City of Madison exercises zoning jurisdiction over land that is in the City of Madison. Dane County exercises zoning jurisdiction over land that is in the Town of Burke. Map 4 shows the existing zoning.

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<sup>2</sup>Source: City of Madison. Acreages are rounded to the nearest tenth of an acre and street rights-of-way are estimated.

**City of Madison:**

Most of the land in the City is zoned Temporary M1 (Limited Manufacturing District). Temporary zoning classifications are often assigned to property upon annexation to the City and are made permanent when specific development proposals are approved. Some of the land south of Hanson Road is zoned A (Agriculture). While Farming and other agricultural uses are allowed as permitted uses, the City's zoning ordinance states that the purpose of the Agriculture District is to preserve, in agricultural uses, lands suited to future urban development pending proper timing and economical provision of public utilities and community facilities to ensure compact and orderly land use development.<sup>3</sup> The remainder of the land in the City is zoned W (Wetland District) or C (Conservancy District).

**Town of Burke:**

A majority of the land in the Town is zoned A-1 (Agriculture District). In addition, a smaller area along Portage Road is zoned A-2 (Agriculture District). Concentrations of C-2 (Commercial District) are located along the west side of USH 51, and near the intersection of USH 51 and CTH CV. Other pockets of C-2 are located along CTH CV at Hoepker Road and Acker Road; at Hoepker Road and Interstate 90-94; and at Hanson Road and Portage Road. Smaller areas along CTH CV and USH 51 are zoned B-1 (Local Business District) or C-1 (Commercial District). The only lands currently zoned for residential use are small areas along Portage Road zoned R-3A (Residence District) and R-4 (Residence District).

**Natural Features**

The eastern half of the study area is relatively flat and contains large areas of lowlands and wetlands. The western half of the study area is higher, but tapers off to a vast marsh toward the west. Map 5 illustrates the area's drainage patterns and other natural features.

Environmental corridors are delineated only within Urban Service Areas. At the present time, only the southernmost portion of the planning area east of USH 51 is in the Central Urban Service Area. A substantial amount of this area is designated as an environmental corridor encompassing the wetlands and 100-year floodplain associated with the upper west branch of Starkweather Creek.<sup>4</sup> Environmental Corridor Maps also identify proposed parks, greenways, or conservancy lands outside of Urban Service Areas. These lands are potential environmental corridors once they are included in an Urban Service Area. In the Hanson Road Neighborhood, such lands are mostly associated with existing wetland areas.

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<sup>3</sup>City of Madison Zoning Ordinance. Sec. 28.07(3)(a).

<sup>4</sup>*Environmental Corridors of the Central Urban Service Area*. Dane County Regional Planning Commission. December 1988.

**Cherokee Marsh:**

Although a majority of Cherokee Marsh is located just to the west of the planning area, some marshland extends into the neighborhood. Cherokee Marsh and the Yahara River-Token Creek wetlands form the largest remaining wetland complex in Dane County. In addition to providing a large area of natural open space at the edge of the city, the marsh wetlands and their environs provide natural vegetation and wildlife habitat of statewide scientific significance. This resource also provides many year-round recreational and educational opportunities.

Situated at the head of the Madison Lakes, the marsh complex is an essential factor in maintaining the water quality of the lakes. The Marsh filters upland runoff, using excess fertilizer to grow marsh plants, and slowly releases cleaner water to the lakes below. During times of high water, the entire marsh serves as a natural flood storage basin.

**Starkweather Creek:**

The majority of the planning area lies within the Starkweather Creek watershed-- Madison's largest urban watershed. The upper west branch of the creek, and its associated wetlands, occupy a wide swath through the southern and eastern portions of the neighborhood. Where the creek passes through the planning area, fairly large marsh areas provide dry-weather baseflow maintenance, peak flow reduction, sediment reduction, and wildlife habitat protection.<sup>5</sup>

**Soils:**

The Soil Survey of Dane County indicates the presence of soils series in some areas which may have some development limitations related to the water table and wetness. The largest concentration of these soils is in the southeast half of the planning area and includes the following soil types: Houghton, Adrian, Wacousta, Marshan, Colwood, Palms, and Virgil. A smaller concentration of these soils can be found in the northwest corner of the neighborhood and includes the following soils types: Houghton, Wacousta, Marshan, Palms, and Radford.

**Site Analysis**

Many characteristics associated with lands in and around the planning area were considered when creating this neighborhood development plan proposal. Some of these characteristics limited the types or extent of land uses that could be considered or where streets could be located. Others were identified as assets which could be incorporated into the design of the area. Whether they presented obstacles or opportunities, all needed to be addressed during the planning process. Many of these factors are illustrated on the Site Analysis Map (Map 6).

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<sup>5</sup>*A Water Quality Plan for Starkweather Creek.* Dane County Regional Planning Commission. December 1983.

**Dane County Regional Airport:**

The Dane County Regional Airport is one of the dominant land use influences in the vicinity. Federal regulations governing airport operations impact the development potential of surrounding property in several ways. One regulation prohibits development within the clear zones required at the end of each runway. However, streets passing through these clear zones may be considered. Two clear zones fall within the Hanson Road planning area-- one in the southwestern portion, and one in the south central portion.

Noise regulations associated with the airport also influence land use in the area. These regulations limit the establishment of certain types of land uses which are considered to be sensitive to noise impacts. Generally, residential uses are not considered compatible with noise levels at or above an Average Day-Night Sound Level (DNL) of 65 decibels.<sup>6</sup> However, commercial and industrial land uses are considered compatible with higher sound levels. With the approach area for the Airport's newest runway (runway 3-21) running through the middle of the neighborhood, the DNL 65 decibel contour covers a significant amount of the planning area. Thus, much of the neighborhood is not available for residential uses. Since the entire neighborhood is in the Airport Affected Area, the airport will likely require that new residential development provide avigation easements which will include a provision prohibiting the property owners from suing the airport for noise impacts.

Regulations also limit the height of structures in proximity to the airport. Although these limitations apply to all of the land in the planning area, they should generally not have an impact on the types of development proposed. However, these requirements may be an issue for certain taller structures, such as communications towers.

Dane County acquired land to accommodate the recent expansion of the airport, including property needed to provide the necessary clear zones. Now that this expansion has occurred, there are some remnant parcels owned by the County which could potentially be developed for other purposes.

**Cherokee Marsh:**

The importance of the Cherokee Marsh (including the Yahara River-Token Creek wetlands) to the region has long been realized. Because of its importance, it has also been the subject of a number of studies and related conservation efforts. The *Cherokee Marsh Long Range Open Space Plan* was adopted in 1981 by the City of Madison, Dane County, and the Towns of Westport, Burke and Windsor. The plan calls for preventing further development within the designated open space boundary.<sup>7</sup> Since its adoption, several public entities (including the State of Wisconsin, City of Madison, and Dane County) have purchased much of the land within the recommended protection area. Preservation of this vital resource has also been provided for in the *Peripheral Area Development Plan*. Peripheral Planning Area N6 designates slightly more territory as

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<sup>6</sup>*Final Environmental Impact Statement-- Dane County Regional Airport*. US Department of Transportation and Federal Aviation Administration. April 1996. p. 3-35.

<sup>7</sup>*Cherokee Marsh-- Revised Long Range Open Space Plan*. The Cherokee Marsh Advisory Committee. September, 1981.

Permanent Open Space than does the *Cherokee Marsh Plan*. In particular, it includes more upland at the Marsh's edges. As the lands surrounding the Marsh come under pressure for more intensive development, an expansion of the Cherokee Marsh protected area is considered as important as securing open space in areas with less environmental significance. The City of Madison considers protecting the quality of Cherokee Marsh and the Madison lakes as a highest priority objective.<sup>8</sup>

Not only is this resource valued for its functional attributes, but for its aesthetic ones as well. The *Peripheral Area Development Plan* also notes that: "The diverse complex of river, wetlands and the surrounding uplands provides a large natural area of high scenic value right at the edge of a major urban area. To really preserve this aesthetic quality, the marsh area must be protected from the visual impact of excessive development on the surrounding high ground, and public viewpoints and access points to the marsh must be provided."<sup>9</sup>

### **Starkweather Creek:**

Another important natural resource in the study area has also been the subject of previous studies. In 1983, *A Water Quality Plan for Starkweather Creek* was prepared to coordinate the preservation and improvement of Starkweather Creek. This plan was adopted by the Dane County Regional Planning Commission and the City of Madison.

The drainageway for Starkweather Creek, and its associated wetlands, occupies a wide path through the southern and eastern portions of the neighborhood. Development of lands within this watershed needs to provide for the protection of this resource. The importance of preserving the function of this natural system-- particularly its flood control role-- has increased as the more urbanized downstream segments have been channelized. In 1998, the City of Madison commissioned a wetland study covering much of the area bordered by USH 51, Hoepker Road, Interstate 90-94, and Hanson Road.<sup>10</sup> The study included a field delineation of the western edge of these wetlands, which is reflected on the Site Analysis Map. The Site Analysis Map also shows the results of a floodplain study commissioned by the City for this same area.<sup>11</sup>

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<sup>8</sup>*Peripheral Area Development Plan*. City of Madison. December 4, 1990. p. 142.

<sup>9</sup>*Peripheral Area Development Plan*. p. 141.

<sup>10</sup>*Wetland Delineation Report-- Northeast Madison Planning Area*. STS Consultants, Ltd. October 7, 1998.

<sup>11</sup>*Madison NE Quadrant Hydraulics-Hydrology Review Floodplain Delineation*. Resource Engineering Associates, Inc. October 1998.

**Yahara Materials Quarry:**

Much of the land between USH 51 and CTH CV, south of Hoepker Road is under the control of Yahara Materials and is devoted to current or future quarry operations. The operators plan to continue mining the site for at least the next 15 to 20 years. It is expected that the proposed final grades after the quarry operations cease will meet existing elevations at the south and southeast quarry limits, and at some locations along CTH CV. This will provide an opportunity to reclaim much of the quarried lands for the establishment of new land uses as an integral part of development to the south and east.

**Acker Road Area:**

The Acker Road area is located at the northwestern edge of the planning area. Although this area possesses a fairly low-intensity mix of land uses, the current developed pattern does not limit what may be developed on adjacent lands to the south or east. While the area could be developed more intensively, such development would likely require the provision of public sanitary sewer and public water.

**Soils:**

The Soil Survey of Dane County indicates the presence of soils series in some areas which could pose problems for shallow excavations, dwellings with basements, and roadway development. While it is anticipated that some of the soils constraints can be overcome through the development of a regional stormwater management system and applied engineering practices, the actual limitations will be identified as better information is obtained in conjunction with specific development proposals. Portions of properties containing these soils may be incorporated within drainage and open space features.

**Adjacent Land Uses:**

In addition to those mentioned above, a number of other land uses adjacent to the study area were considered when preparing this plan. Existing residential subdivisions that contain a mix of single-family and multi-family housing are located off Portage Road, south of the planning area. Developable land in this portion of the neighborhood is constrained by Interstate 90-94 on the east and wetlands on the west which isolate it from the rest of the study area.

Highway-oriented commercial uses are located around the USH 51 / Interstate 90-94 interchange in the Town of Burke, adjacent to the northern edge of the planning area. This area is part of a Limited Service Area that was established so that sanitary sewer service could be provided to existing development. Public water service is now available to much of the area as well.

East of the planning area, across Interstate 90-94, is primarily agricultural and vacant land and land owned by American Family Insurance which is currently being developed as The American Center office park.

## **General Development Concept**

### **Overview**

The general development concept proposed for the Hanson Road Neighborhood accommodates mostly light industrial uses while preserving significant amounts of natural open space. The concept reflects the opportunities and constraints inherent in the neighborhood's location. The presence of the Dane County Regional Airport, existing development, and natural features were major factors in organizing and defining logical land use relationships and street patterns.

A light industrial area serves as the core of the neighborhood. Situated between the two open space corridors, this area is proposed to accommodate mainly light manufacturing, assembly, and warehouse/distribution facilities. Several attributes of this area make light industrial a logical choice for future land use. These attributes include: convenient access to the Interstate Highway system and airport, limitations on land uses due to airport regulations, relatively large tracts of suitable land, and compatibility with existing development.

The extensive natural open space corridors are incorporated into the neighborhood design to provide amenity on several levels. These resources serve many ecological functions, such as stormwater management, flood control, and the provision of habitat. They serve aesthetic functions, such as providing view corridors, and a transition between industrial and residential land uses. The corridors also have the potential for limited recreational uses. The concept also provides for the protection of key natural resources located mostly outside of the planning area by limiting development along their edges.

A small amount of residential development is proposed in the extreme southeast corner of the planning area. This basically accommodates expansion of the existing pattern of residential uses from the south to fill in the limited amount of developable land remaining along Portage Road.

The transportation plan incorporated into the development concept recognizes the roles of automobiles, mass transit, bicycles, and pedestrians in the transportation network. The proposed transportation system seeks to enhance linkages to areas outside of the planning area and to create connectivity within the neighborhood.

The Hanson Road Neighborhood is an important gateway to the city. It is situated adjacent to Interstate Highway 90-94, and is bisected by USH 51. Its edge location means this neighborhood will be among the first urbanized areas encountered when entering the city from the north on these roadways. It is important to take advantage of this opportunity to make a positive first impression. Sensitive urban design along these corridors, augmented by a landscaped open space along the Interstate, will enhance this gateway.

The following sections describe the recommended land uses, the recommended transportation facilities, and the development staging components of this development concept.



### Recommended Land Uses

The planning area encompasses approximately 1,840 acres. The two major types of land uses recommended in the proposed development plan include light industrial and parks and open space. Light industrial uses comprise approximately 39.8 percent of the area and are generally located in the northern two-thirds of the planning area. Parks and open space total approximately 39.7 percent of the area. Dane County Regional Airport lands occupy approximately 4.9 percent. Residential uses comprise approximately 3.2 percent of the area and are located in the southeastern portion of the neighborhood along Portage Road. Institutional uses total approximately 0.2 percent. The remaining 12.2 percent of the neighborhood will be required for street and railroad rights-of-way. A small amount of neighborhood serving commercial use is accommodated in a portion of the industrial area, at the intersection of USH 51 and Hoepker Road, but not specified in the table below. The general land use concept is discussed below. Recommended land uses within the Hanson Road Neighborhood are presented on the Land Use and Street Plan (Map 7) and are summarized in Table 3.

**Table 3: Proposed Land Use**

Land Use	Acres	% of Total
<b>Industrial</b>	<b>732.7</b>	<b>39.8</b>
<b>Park and Open Space</b>	<b>729.2</b>	<b>39.7</b>
Park	3.3	0.2
Stormwater Drainage and Detention	24.1	1.3
Other Open Space	701.8	38.2
<b>Airport</b>	<b>90.8</b>	<b>4.9</b>
<b>Residential</b>	<b>57.9</b>	<b>3.2</b>
Low Density Residential (< 8 du/ac)	44.2	2.4
Low-Medium Density Residential (8-11 du/ac)	2.6	0.2
Medium Density Residential (12-16 du/ac)	11.1	0.6
<b>Institutional</b>	<b>3.7</b>	<b>0.2</b>
<b>Street and Railroad Right-of-Way</b>	<b>224.9</b>	<b>12.2</b>
<b>Total</b>	<b>1,839.2</b>	<b>100.0</b>

## **Industrial Land Uses**

A total of 732.7 net acres is recommended for industrial uses in the Hanson Road Neighborhood. Appropriate uses in the industrial area include light manufacturing/assembly and warehousing/distribution. A number of conditions are present which make this area particularly well-suited for light industrial land uses. As described in the Site Analysis section, regulations associated with airport operations limit the types of uses which may be established on much of the land in the neighborhood. Most of the land targeted for industrial uses consists of relatively large, flat parcels which can be easily developed. The area has excellent access to Interstate Highway 90-94 via the interchange at USH 51, approximately one-half mile north of the planning area. The area also has excellent access to other highways, with USH 51 running through the center of the area and CTH CV running along its western edge. Excellent access to air freight terminals is also available at the adjacent Dane County Regional Airport.

The *City of Madison Industrial Land Study*, published in January 1994 and updated in January 1996, concluded that virtually no vacant sites for light industrial and warehouse uses were available within the city. In adopting the resolution accepting that report, the Madison Common Council included a recommendation “that the City acquire and hold significant-sized parcel(s) for future industrial growth sufficient to accommodate existing and new business needs.” In 1996, the City acquired approximately 265 acres in the planning area (the former Chase Farm) for the purpose of developing an industrial park.

There are some zoning-related issues that need to be addressed to ensure that the development plan is realized. As land in the proposed industrial area is annexed to the City, an appropriate zoning district needs to be assigned. To date, annexed lands have been given a Temporary M1 (Limited Manufacturing District) designation. The M1 classification allows a number of uses-- including many commercial uses-- which are not targeted for this industrial area. The recently-created SM (Specific Manufacturing) District is based on the M1 District, but does not allow the commercial uses and many of the other non-manufacturing uses permitted in the M1 District. However, the SM District does not allow for some uses which may also be appropriate for this area, such as warehousing not associated with on-site manufacturing. Despite this limitation, the SM District is generally seen as the more appropriate for zoning for this area. When the SM District was being developed, this area was considered a prime candidate for this designation to ensure its development as an industrial park and prevent the scarce industrial parcels from being consumed by commercial or other unintended uses. The SM District also requires site and design review for all new development, which would provide a vehicle for encouraging attractive developments at this important gateway location.

The following discussion describes some of the specifics of the two proposed industrial areas which are separated by USH 51.

**East of USH 51:**

This area is proposed to be developed as a cohesive industrial park. Although there are several property owners, the largest is the City of Madison, which owns approximately 48 percent of the proposed industrial land east of USH 51. This gives the City the opportunity to control how the core of this area will look once it is developed. An attractive, high quality development on this land will encourage similar development on adjacent parcels. Approximately 60 percent of the gross acreage proposed for industrial uses east of USH 51 is currently in the City and zoned Temporary M1.

One factor in the success of this development will be its appearance from the perimeter. As discussed in the Gateway to Madison section later in this document, special attention should be paid to the streetscape and building/site design along USH 51 and Interstate 90-94.

Complementary treatment should be provided along Hoepker Road and Hanson Road.

Development of design criteria will not only make it attractive, but will establish an identity for the neighborhood.

Design criteria should be applied to the interior of the area as well to help convey that this is a unified industrial park. In preparing design guidelines, it should be recognized that the area is proposed to accommodate industrial-type uses and the guidelines need to balance the appearance objectives with the nature of these activities.

The area south of Hoepker Road is designed to utilize the land to its fullest potential while retaining development flexibility. The airport acquired a parcel in the southwest corner of this area for a clear zone. However, not all of this parcel is part of the required clear zone, and a portion of it could, in theory, be developed should the County or a subsequent property owner decide to do so. Therefore, a diagonal street is shown across the northeast corner which would allow for the platting of this area. Should the owner decide not to develop the parcel, the absence of this street would not negatively impact the development potential of surrounding properties.

Some of the land north of Hoepker Road is located in the Town of Burke's Limited Service Area, and most of the frontage along Anderson Road has been developed with industrial-type uses. The proposed layout of this area includes a new street running north to Anderson Road.

**West of USH 51:**

Development in the area south of Hoepker Road and west of USH 51 is seen as an extension of what is developed east of USH 51. While much of this land is, or will be, utilized for quarry purposes for some time to come, the land use patterns and street layout proposed for this area considered the anticipated final grading plan for the quarry. The quarry is expected to "daylight out" to existing grade elevations on the south and southeast and at points along CTH CV. This proposed development plan incorporates the reclaimed quarry lands as part of the overall industrial development with an orientation toward the east, instead of toward CTH CV. Since quarry operations are anticipated to continue for a number of years, the reclamation and

development of this area is seen as occurring after the industrial area east of USH 51 is substantially complete.

The USH 51 frontage south of Hoepker Road is expected to mirror the type of development proposed for the east side of this highway. Provisions are made to incorporate development of this land with the proposed development pattern for the quarry land. This land is currently vacant and the urban services required to support development are not presently available. This area is not recommended for development until development of the industrial area east of USH 51 is well under way.

The same design principles applicable to the east side of USH 51 apply to the area west of USH 51. The perimeter streetscape and building/site design treatments should be applied along USH 51 and CTH CV. The complementary treatment started on Hanson and Hoepker Roads east of USH 51 should be continued into this area as well.

Preserving the integrity of Cherokee Marsh includes protecting views to and from the Marsh. To address this issue, this plan proposes that no buildings be allowed to front on CTH CV and that no parcel have direct access to CTH CV. In addition, a buffer is proposed along CTH CV. Treatment of this edge should include berms and landscaping sufficient to screen the view of development from the Marsh.

No changes are proposed for the Acker Road area north of Hoepker Road. The existing businesses in this vicinity are generally considered compatible with the proposed industrial uses in the vicinity. However, given the relatively low intensity nature of this area, it may become more attractive for redevelopment as the rest of the neighborhood develops. Prior to approving any proposals to further subdivide or redevelop land in this area, the City's policy should be reexamined to determine if additional infrastructure such as streets, public sanitary sewer, stormwater management facilities, or public water should be provided.

### **Dane County Regional Airport**

The northern portion of the Dane County Regional Airport and associated clear zones are included in the planning area and total approximately 90.8 acres. The neighborhood development plan includes a proposed street (Hanson Road extended) which would pass through required clear zones near CTH CV and USH 51.

### **Commercial Land Uses**

A small amount of neighborhood-serving commercial development is considered compatible with the proposed industrial park. The area east of USH 51 near the Hoepker Road intersection is targeted for such uses, as shown by an oval on the proposed Land Use and Street Plan (Map 7).

A specific recommended location and the amount of commercial land are not identified in the Plan because it is considered an ancillary use to the surrounding industrial development. However, the general location indicated is proposed primarily because of its accessibility from all parts of the neighborhood.

It is recommended that the types of commercial uses established here be restricted to those focused on meeting the daily needs of those working in the immediate area. Regional destination retailing is not recommended. Likewise, this area should not be interpreted as being available for general commercial development that could potentially lead to additional commercial uses in this vicinity. Restaurants, gas stations (not truck stops) and convenience-type retail and service establishments are examples of uses which may be considered appropriate for this location.

Because the commercial area is located at a highly visible location, particular attention should be paid to the design of the site(s) and the building(s). Direct access from USH 51 and Hoepker Road should be prohibited. Allowing access only from internal streets will reinforce the neighborhood-oriented nature of the development, and will also move turning traffic further from the USH 51/Hoepker Road intersection. Signage should be limited so that it does not target traffic traveling on Interstate 90-94.

### **Parks and Open Space**

A total of 729.2 acres of parks and open space are planned within the neighborhood. The park and open space system is designed to preserve the functional and aesthetic qualities of the vast natural areas while incorporating them into the overall design of the neighborhood.

### **Resource Protection Areas:**

The proposed plan recognizes the importance of Cherokee Marsh and Starkweather Creek and their environs. These are natural resources of regional significance and the plan provides for their protection on several levels. The functional attributes of these areas are maintained through the preservation of the resources themselves, and through the protection of adjacent upland areas from inappropriate development. In addition to their functional attributes, the aesthetic qualities of these natural open spaces are also important. The plan proposes preserving the view sheds to and from these areas. Limited recreational opportunities also exist in these areas.

The Plan proposes that no additional development occur west and north of CTH CV. The proposed "no development area" also extends to some of the parcels east of CTH CV, as recommended in the *Cherokee Marsh Plan*. Prohibiting additional development in these areas will help reduce stormwater runoff into the marsh and preserve the aesthetic values of this resource. The State of Wisconsin, Dane County and the City of Madison already own much of the land in this vicinity. Public ownership of additional parcels in this area for conservation purposes should be sought as opportunities arise.

The Plan also includes the preservation of the Starkweather Creek wetlands which provide a large natural open space and a logical transition between the industrial uses proposed to the north and the residential uses proposed to the south. As discussed in the following section, stormwater management facilities are proposed to protect these wetlands from increased stormwater runoff due to development. Dane County and the City of Madison have also acquired some of these lands and additional public ownership should be sought as opportunities arise.

Significant woodlands within the resource protection areas should be preserved. Specifically, a wooded hill southwest of the proposed residential development provides particular amenity to the neighborhood.

**Stormwater Management Facilities:**

Cherokee Marsh and Starkweather Creek are key natural resources which serve stormwater management functions for the area. As the area develops, steps will need to be taken to ensure that they are protected. A series of regional stormwater detention basins is incorporated into the neighborhood development plan at strategic locations to accommodate stormwater runoff from the developed land.

Stormwater management facilities within 3,000 feet from the end of a runway may be subject to federal guidelines. Airport officials should be consulted during the design of these facilities.

Aside from the facilities shown on the Proposed Land Use and Street Map (Map 7), 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.

**Parks:**

A neighborhood park of approximately 3.3 acres in size is proposed near the center of the proposed residential area. The central location is intended to help unify the relatively isolated residential areas on either side of Portage Road.

**Gateway to Madison:**

Interstate Highway 90-94 and U.S. Highway 51 serve as gateways to the Madison urban area from the north. It is recommended that lands adjacent to these roadways be developed in a manner which enhances the attractiveness of these important entry points into the community. The recommended approach is to require that development adjacent to these roadways maintain the highest standards of urban design, through zoning as an SM District, adoption of restrictive covenants, codifying design standards, or creation of an Urban Design District. These standards may encompass such factors as building architecture, signs and graphics, site landscaping, and treatment of parking and storage areas.

A 30-foot setback is required along Interstate 90-94. This area should be augmented with landscaping and berming along the edge of the industrial lands to substantially screen the view from the Interstate.

**Residential Land Uses**

A total of 57.9 net acres is recommended for residential uses in the Hanson Road Neighborhood. The land use plan provides for a variety of housing opportunities by designating proposed residential locations for either low, low-medium, or medium density development. The mapped locations within each density range 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 indicated-- but that the general pattern and distribution of densities and housing types are consistent with the intent of the neighborhood plan recommendations.

The distribution of residential densities illustrated in the neighborhood development plan provides approximately 44.2 acres for low density development, approximately 2.6 acres for low-medium density development, and approximately 11.1 acres for medium density development. Most of the low density housing will consist of single-family units on a variety of lot sizes. The low-medium density housing will mostly consist of small-lot single-family development, duplexes, townhouses, and small apartment buildings. The medium density housing will consist of multi-family housing types, including townhouses, apartments and other forms of clustered housing, other than large apartment complexes. It is anticipated that multi-family housing could include both condominium and rental units.

A total of approximately 332 new dwelling units could be constructed within the neighborhood at full build-out. This estimate assumes average net densities of 4, 8, and 12 dwelling units per acre, respectively, for low, low-medium, and medium density development areas. This would yield approximately 177 units of low density, 21 units of low-medium density, and 134 units of medium density housing (See Table 4).

**Table 4: Proposed Dwelling Units**

<b>Residential Density Range</b>	<b>Dwelling Units</b>	<b>% of Total</b>
Low Density Residential (<8 du/ac)	177	53.3
Low-Medium Density Residential (8-11 du/ac)	21	6.3
Medium Density Residential (12-16 du/ac)	134	40.4
<b>Total</b>	<b>332</b>	<b>100.0</b>

Residential land uses are limited to a relatively small area in the southeast corner of the neighborhood along Portage Road. This residential area is separated from industrial uses in the neighborhood by the large wetland area bordering it on the west and north. With Interstate 90-94 forming the area's eastern boundary, the proposed residential uses are the logical extension of adjacent residential land uses from the south. Because this area is somewhat small and isolated, the plan has made a specific effort to unify the portions on either side of Portage Road and promote a sense of neighborhood. The orientation and connectivity of the street system coupled with the centralized location of the neighborhood park are utilized to achieve this unity.

The streetscape is an important factor in establishing the physical character of a neighborhood. In general, it is recommended that both multi-family and single-family developments seek to work within the recommended street system. It is also recommended that residential structures be oriented toward the street and that street frontages not be dominated by garages protruding from the front of the house.

**Noise Requirements for Residential Development Adjacent to Interstate 90-94:**

Residential development on lands adjacent to Interstate 90-94 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. The buffer zone along the Interstate shown on the Land Use and Street Plan Map (Map 7) is illustrative of the need for sound attenuation, and is not an estimation of the area required for berms or other attenuation measures. This information is provided only as 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.**

**Institutional Land Uses**

One institutional site is included in the development plan which recognizes an existing institutional use. The Jehovah's Witnesses church is located along the west side of Portage Road and is surrounded by the proposed residential area. The facility occupies approximately 3.7 acres of a 15.5-acre parcel. The plan accommodates the site as presently developed and proposes residential uses be ultimately developed on the remaining portions of the lot. This recommendation is consistent with the owners' current plans for the property.



## **Recommended Transportation Facilities**

The *Hanson Road Neighborhood Development Plan* recommends a comprehensive system of transportation facilities to accommodate motor vehicle, bicycle, and pedestrian travel (see Maps 7 and 8). The Plan recognizes the role of each in the regional transportation network, as well as the importance of bicycling and walking as recreational activities. The following discussion describes the transportation aspects of the development concept.

### **Connectivity**

The proposed development plan emphasizes connectivity of transportation routes both to areas outside of the neighborhood, and between areas within the neighborhood. However, as is often the case in peripheral areas, there are a number of barriers to achieving these goals. In the Hanson Road Neighborhood, several factors severely limit the potential for additional external linkages. For instance, the vast Cherokee Marsh blocks access to the west. To the east, Interstate Highway 90-94 and extensive wetlands severely limit connections. Both Hoepker Road and Hanson Road have overpasses crossing the Interstate. While Hoepker Road continues east toward Sun Prairie, Hanson Road is proposed to connect to a future street on the American Family Insurance property which generally extends easterly and terminates at American Parkway. The convergence of Cherokee Marsh and the Interstate Highway, coupled with existing development in the Town of Burke, leaves only USH 51 to connect northward. To the south, the Airport, extensive wetlands, and existing development patterns limit connection opportunities. Despite these limitations, several improvements to external connectivity are proposed, and are described in the following sections.

Several of the same factors that limit external connectivity also deter internal connectivity. For example, the Starkweather Creek wetlands essentially cut-off connections from the industrial area to parts of the neighborhood to the south and east. The presence of USH 51 bisecting the neighborhood is an obstacle to east-west connections. Existing development in the Acker Road area and the extreme topography in the vicinity of the quarry limit both north-south and east-west connections west of USH 51.

### **Streets**

The development concept includes a recommended system of arterial, collector, and local streets. The major goals of the proposed street layout in the non-residential portions of the neighborhood are to provide multiple routes to most destinations and to ensure that the necessary street connections from parcel to parcel are accommodated. Proposed streets in the residential portions are laid out in a manner which places priority on the connectivity and cohesiveness of the

residential segments. It is recommended that future development in all areas maintain a strong relationship to the street and sidewalk system.

#### **Arterial Streets:**

Two north-south arterial streets are located within the Hanson Road Neighborhood. The first is **U.S. Highway 51** (Stoughton Road) which runs through the center of the planning area. It extends to the south through Madison, and north through other portions of the County. In this vicinity, U.S. Highway 51 was recently improved as a divided four-lane roadway. USH 51 has an interchange at Interstate Highway 90-94 north of the planning area. The other arterial, **County Trunk Highway CV** (CTH CV), is a two-lane County highway near the western edge of the neighborhood that intersects with USH 51 at the northern boundary of the planning area, and extends southwesterly into Madison, ultimately connecting to Packers Avenue and Northport Drive. Dane County has plans to upgrade this two-lane facility by straightening out some of the severe curves and making improvements at some intersections. There is the potential for additional lanes to be added in the future depending on the intensity of future development in the region. Dane County proposes that a 120-foot wide right-of-way be reserved to accommodate this eventuality. No direct access from individual parcels to either of these arterial streets should be granted.

#### **Collector Streets:**

Three collector streets currently serve the neighborhood and are proposed to be upgraded as the area is developed-- Portage Road, Hoepker Road, and Hanson Road.

**Portage Road** serves as a north-south collector street at the eastern edge of the neighborhood and extends south into Madison terminating near the East Towne commercial area. It extends north to CTH V, northeast of DeForest. This street runs through the proposed residential portion of the neighborhood.

**Hoepker Road** is an east-west collector which runs from CTH CV east toward Sun Prairie. This street crosses Interstate 90-94 and provides the only direct link to the east.

**Hanson Road** is another east-west street running between USH 51 and Portage Road. The plan proposes that Hanson Road be extended westward from USH 51 to CTH CV. This would reestablish the east-west connection that was lost when most of Messerschmidt Road was removed to accommodate construction of the new runway. Currently, there is a distance of three miles separating the streets which extend west of USH 51 (Hoepker Road and Anderson Street). The design of the Hanson Road / Portage Road intersection should be reviewed to determine the appropriateness of reconfiguring it so that Hanson Road continues straight east and Portage Road intersects it at a 90-degree angle, as shown on Maps 7 and 8. The feasibility of this enhancement will be influenced by the angle and location of the existing overpass and the final location of a possible connecting road through The American Center east of the Interstate.

All three collector streets are proposed to be improved to City standards as development occurs. The recommended right-of-way width for collector streets is generally 80 feet, but additional

width may be required along some segments or near certain intersections. Direct access from individual parcels to collector streets should be limited.

### **Local Streets:**

The local street pattern recommended for the majority of the neighborhood anticipates a need to accommodate a variety of lot sizes for the proposed industrial land uses, while providing essential access and connectivity. The design intent is to provide a street pattern that allows for typically-sized industrial lots which could be aggregated to provide larger lots and flexibility in accommodating interested end users. Additional streets could be added to facilitate the additional subdivision of larger parcels. The recommended right-of-way for local industrial streets is typically 66 feet.

In the residential area, a modified grid street pattern creates relatively small blocks. The street pattern proposed for the residential area provides for internal circulation with a looped street that begins and ends at Portage Road. Rights-of-way in the residential area should be provided according to City policy. It is expected that most of the residential development in this area will meet the City's guidelines for providing a 56-foot wide right-of-way. In such areas, this should be the standard.

### **Bikeways and Walkways**

Streets, sidewalks, and off-street trails are recommended to accommodate bicyclists and pedestrians. Because the proposed local street system is designed to provide multiple connections within the neighborhood, most bicycle travel will be accommodated within the street right-of-way. All of the collector and local streets are intended to 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 CTH CV, Portage Road, Hanson Road and Hoepker Road dedicated bicycle lanes or separate paths within the right-of-way should 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 reconstructed. The design for the proposed extension of Hanson Road between USH 51 and CTH CV should also incorporate bicycle facilities. The regional transportation plan includes a recommendation for such a connection in this vicinity.<sup>12</sup> Consideration should also be given to providing for pedestrian and

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<sup>12</sup>*Dane County Land Use and Transportation Plan*. Dane County Regional Planning Commission. June 1997. p. 55.

bicycle facilities along USH 51. A pedestrian/bicycle connection is proposed in the extreme southeastern corner of the neighborhood over Interstate 90-94. This will link the residential neighborhoods west of the Interstate to the areas to the east. This connection has been provided for in the platting of the American Family property east of the Interstate. An additional pedestrian/bicycle overpass should be evaluated to connect Anderson Road across the Interstate.

The City's subdivision ordinance requires sidewalks along all public streets. In addition, separate walkways and bikeways are encouraged at select locations to enhance an amenity or to create more-direct connections for pedestrian and bicycle travel. Additional mid-block walkways are recommended when a reasonably direct street connection is not available. Greenways and natural open space areas will also provide opportunities for future trail development. Sidewalks are important in the industrial area since it has the potential to generate a large number of potential transit users and recreational walkers.

### **Transit Service**

While Madison Metro currently provides bus service near the southerly edge of the neighborhood in the Portage Road vicinity, as the area develops, several opportunities will exist to extend bus service to the north to serve the non-residential portions of the neighborhood. A street layout is recommended that will provide several viable transit route alternatives. As is the case with most newly-developing areas, public bus service is unlikely to be extended to the Hanson Road Neighborhood initially, due to the relatively higher costs and lower potential ridership characteristic of peripheral locations.

## **Development Staging**

The Hanson Road Neighborhood is proposed to be developed in three general phases (see Map 9). The first phase involves the lands east of USH 51. The second phase includes the lands west of USH 51 south of Hoepker Road. The third phase includes the lands west of USH 51 north of Hoepker Road. The majority of development of the neighborhood is proposed to be phased in over a ten to twenty-year period, with some parcels not expected to be developed for some time after that. The exact timing of development throughout the neighborhood will depend upon property owner interest, the City's ability to extend services to the area, and the market demand for industrial sites and housing within the area.

Phase I includes lands that are closest to the current urban edge and existing development in the City of Madison. Much of the land in this phase is currently in the City of Madison. The City is currently conducting the planning and design work necessary for extending sanitary sewer and water services into the industrial portions of the neighborhood. Sanitary sewer and water are already in close proximity to the proposed residential area along Portage Road. The residential area and some of the nearby wetlands are currently in the Central Urban Service Area. It is expected that industrial and residential uses will develop concurrently.

Phase II includes land adjacent to the airport, which is now in the Town of Burke. A significant portion of the lands in Phase II are part of the quarry which is expected to continue operating for the next fifteen to twenty years. At that time, quarried lands are expected to be reclaimed for industrial uses. Phase II also includes a tract of land owned by Dane County with frontage along the west side of USH 51.

Phase III includes land in the remaining portion of the study area, which is also in the Town of Burke. This area is comprised of smaller lots currently devoted to a mix of lower-intensity land uses. However, as other lands in the neighborhood develop, pressure to redevelop these parcels may emerge. At that time, the full range of urban services should be provided.

## Plan Implementation

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 this area are included in the broad growth recommendations of the adopted *Peripheral Area Development Plan*. In addition, some of the land in the southern tier, east of USH 51, is generally covered in the City's adopted *Land Use Plan*. The *Hanson Road 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 *Hanson Road Neighborhood Development Plan* be adopted as an element of the City of Madison Master Plan. It is also 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. It is further recommended that any substantial changes proposed in land use boundaries or in the alignment of major streets be reviewed as potential amendments to this plan prior to the consideration of such development proposals.**

### Central Urban Service Area Amendment

Most of the lands within the Hanson Road planning area are not currently within the Central Urban Service Area. Lands currently within the Central Urban Service Area total approximately 248 acres. These lands include portions of the southeast corner of the neighborhood. 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 Central Urban Service Area.

**Following adoption of the *Hanson Road 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 Phase I of the Hanson Road Neighborhood in the Central Urban Service Area. It is further recommended that prior to development of lands in Phases II and III of the neighborhood, a request to amend the Central Urban Service Area to include these phases**

**be submitted detailing how the full range of urban services will be provided by the City of Madison. Map 9 shows the development phasing plan for the neighborhood.**

### **Zoning**

Significant portions of the neighborhood are currently zoned for industrial or commercial uses. The vast majority of the remaining lands, primarily in the Town of Burke, are zoned for agricultural uses.

**It is recommended that all lands within the Hanson Road 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 this neighborhood plan. Development zoning should not be considered until the lands are within an Urban Service Area and the full range of urban services is available. It is further recommended that amendments to the City's zoning ordinance be explored which would allow for free-standing warehouse/distribution facilities in the SM (Specific Manufacturing) District.**

### **Land Subdivision Regulations**

Most of the lands in the Hanson Road 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 the 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 *Hanson Road 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 are being implemented. The neighborhood development plan also recommends that building siting and design create a pedestrian-friendly, street-oriented neighborhood character. 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 Hanson Road Neighborhood conform to the recommendations of the adopted neighborhood development plan,**

particularly regarding the location of arterial and collector streets, parks and open space areas, 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 residential area. 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.

### **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. Some of the street segments and stormwater drainage greenways proposed in this plan are currently shown on the Official Map. However, as a result of this planning process, numerous additions to the Official Map are needed to reflect the proposed neighborhood design.

**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 *Hanson Road Neighborhood Development Plan*.**

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

The *Hanson Road Neighborhood Development Plan* proposes several types of public improvements and facilities for which public funds may be required. Public improvements and facilities which 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 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 *Hanson Road 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**

Approximately 32% of the land within the Hanson Road 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 development.**

### **Interagency Cooperation**

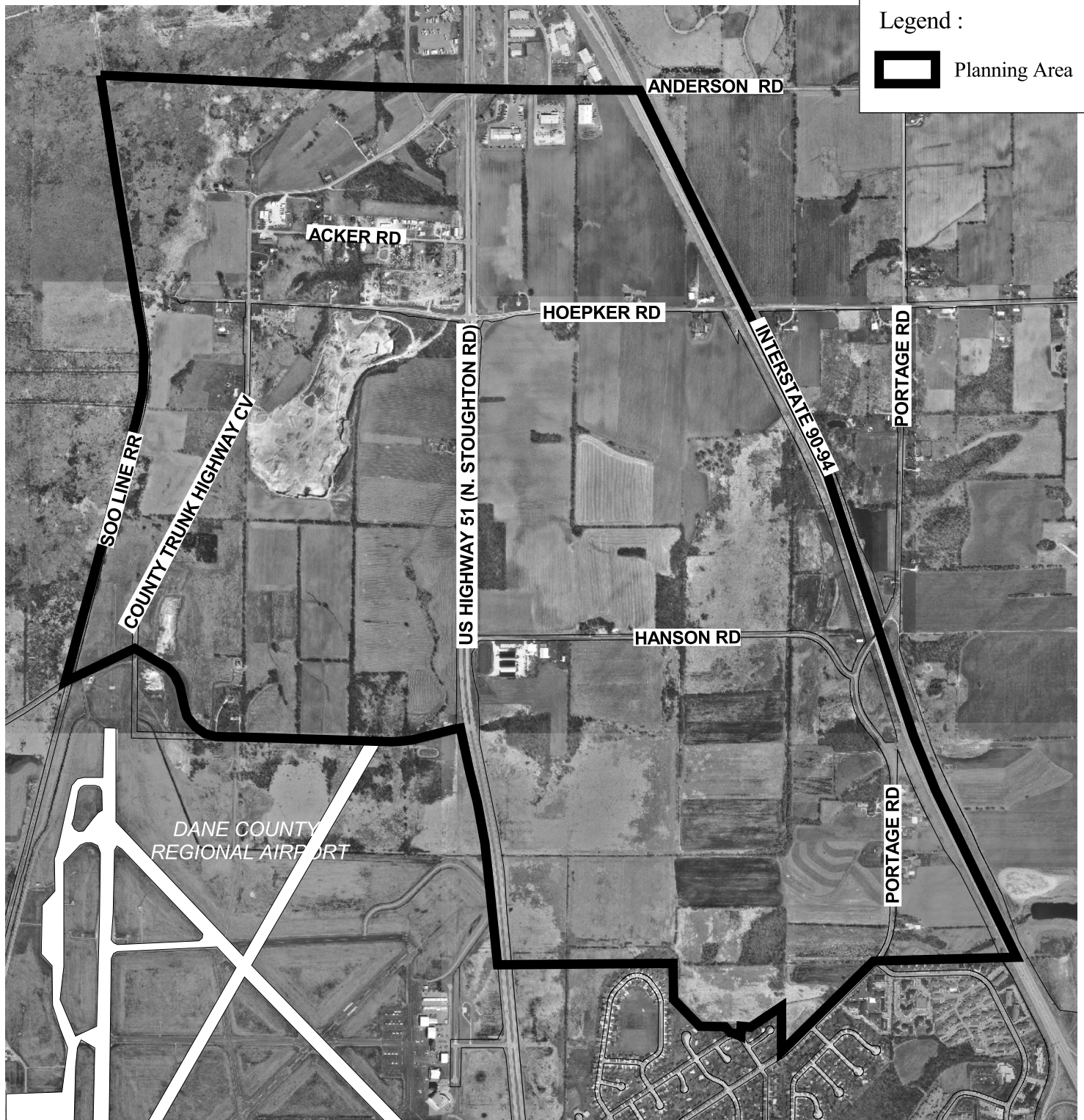
The *Hanson Road Neighborhood Development Plan* will provide a mechanism to coordinate the activities of various City agencies and other units of government in the implementation of this concept. One successful example in this area of interagency cooperation can be found in the creation and implementation of the *Cherokee Marsh Long Range Open Space Plan*, which was adopted by the City of Madison, Dane County, and the Towns of Westport, Burke and Windsor.

**It is recommended that the City of Madison work with appropriate agencies and other units of government to fully implement the *Hanson Road Neighborhood Development Plan*.**

# PLANNING AREA

## HANSON ROAD NEIGHBORHOOD DEVELOPMENT PLAN

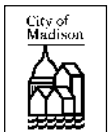
Map 1



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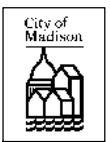
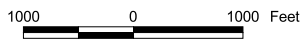
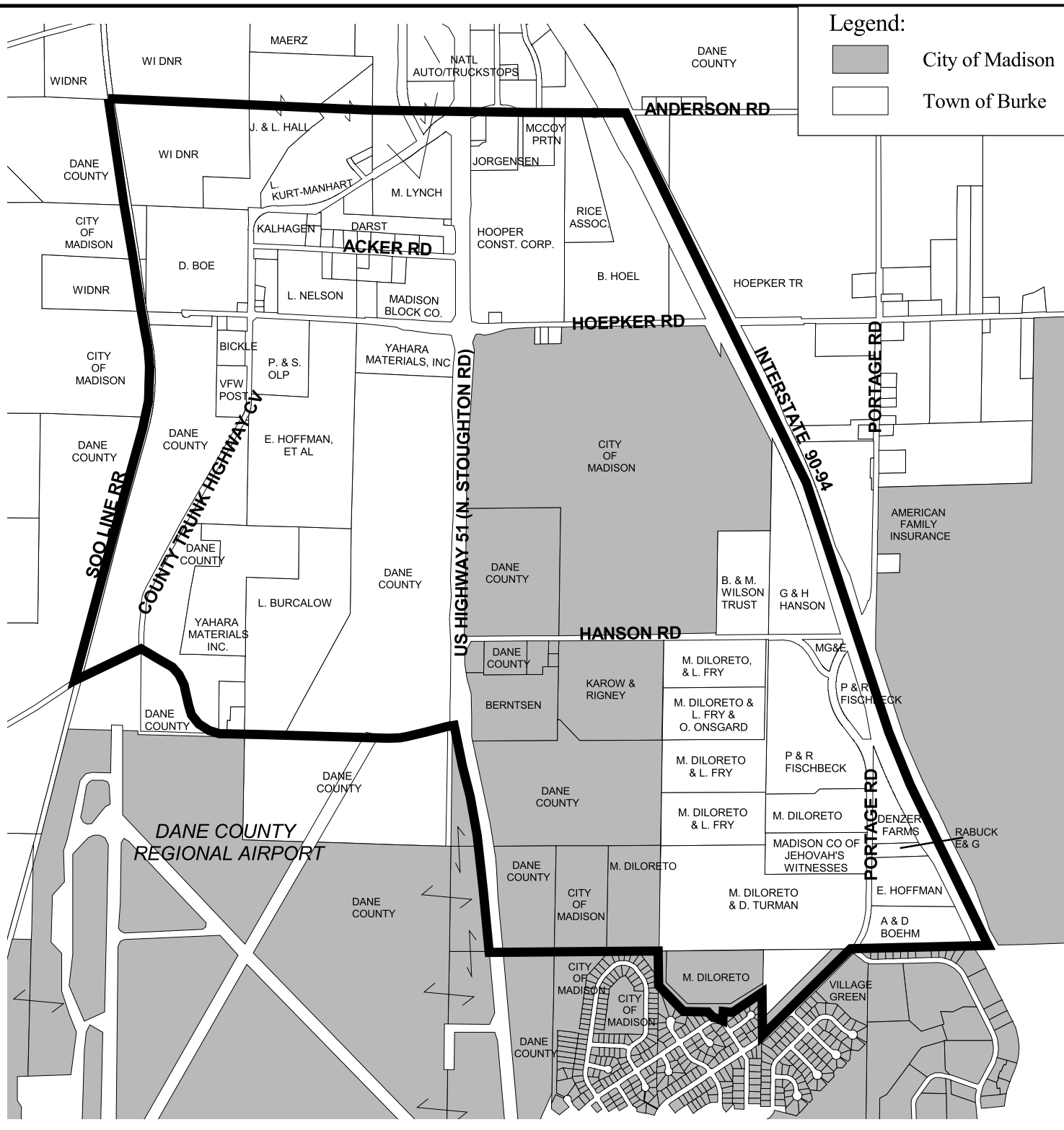
\*Ortho photo from April, 1997

Department of Planning and Development, Planning Unit, 8/28/2000  
M: arc/avdata/c\_plan/Hanson\_rd/final ndp maps/letter size report maps hanson 8\_28\_00.apr



# PROPERTY OWNERSHIP

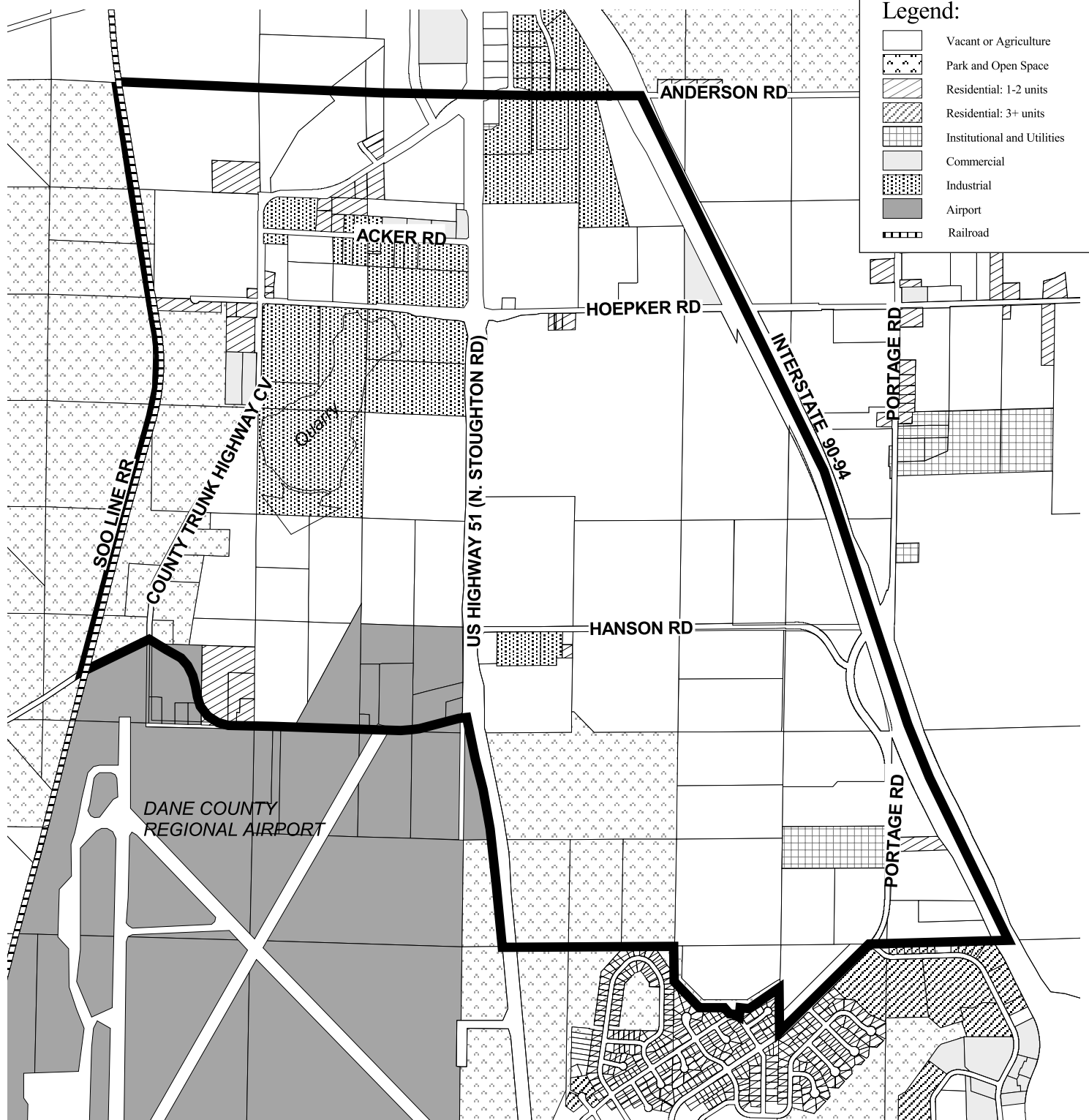
## HANSON ROAD NEIGHBORHOOD DEVELOPMENT PLAN



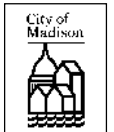
# EXISTING LAND USE

## HANSON ROAD NEIGHBORHOOD DEVELOPMENT PLAN

Map 3



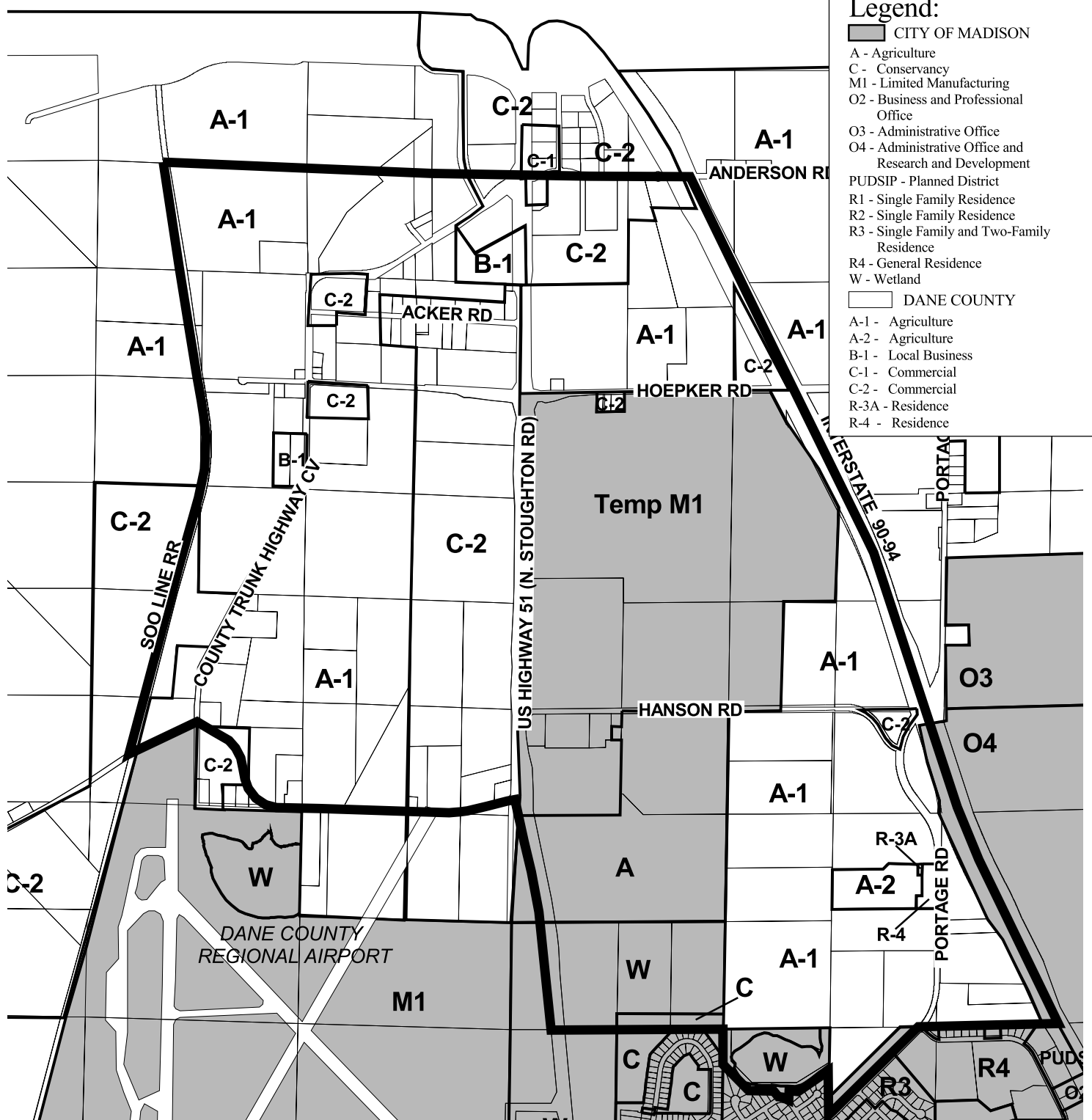
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# EXISTING ZONING

## HANSON ROAD NEIGHBORHOOD DEVELOPMENT PLAN

Map 4



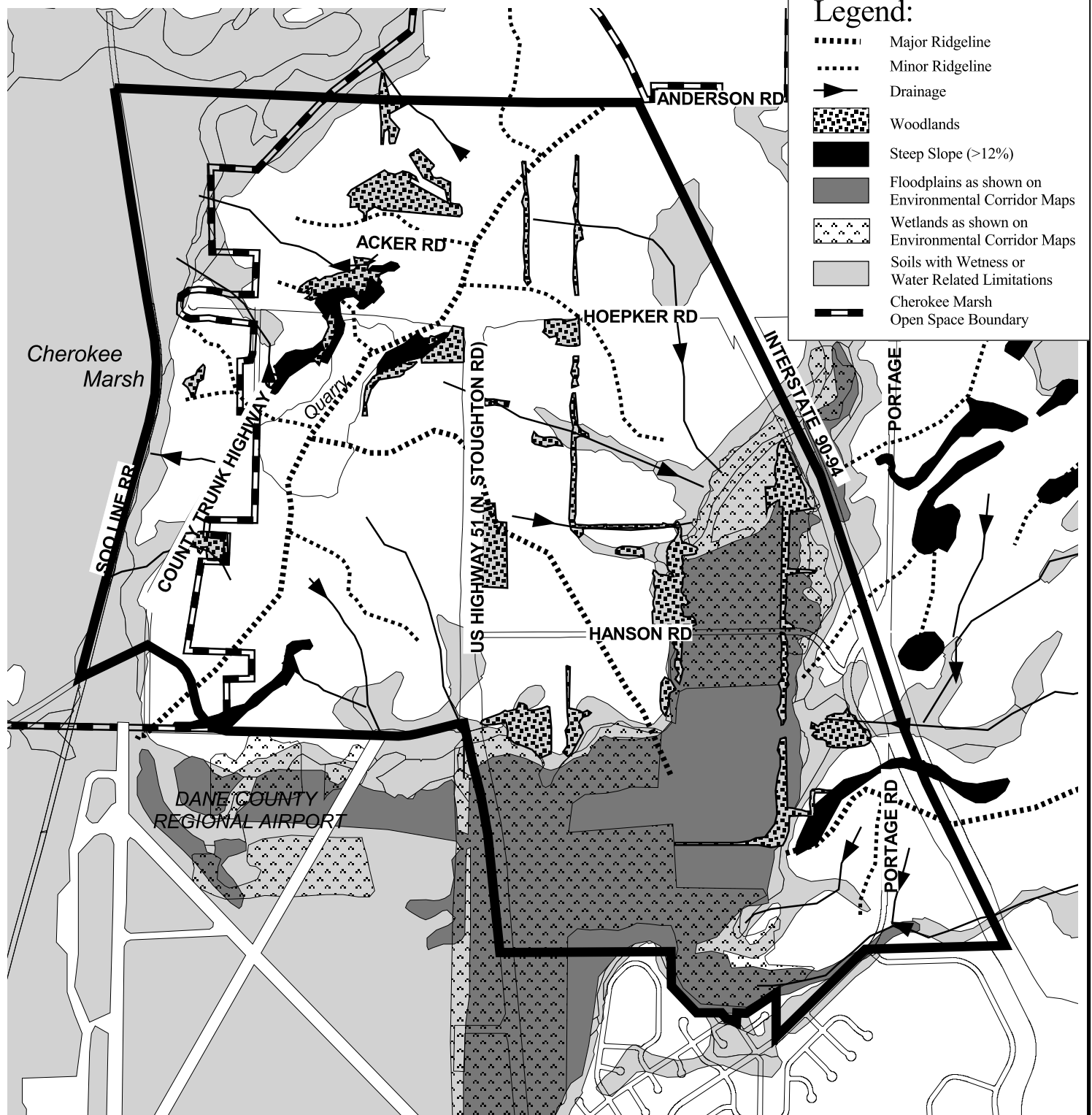
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# NATURAL FEATURES

## HANSON ROAD NEIGHBORHOOD DEVELOPMENT PLAN

Map 5

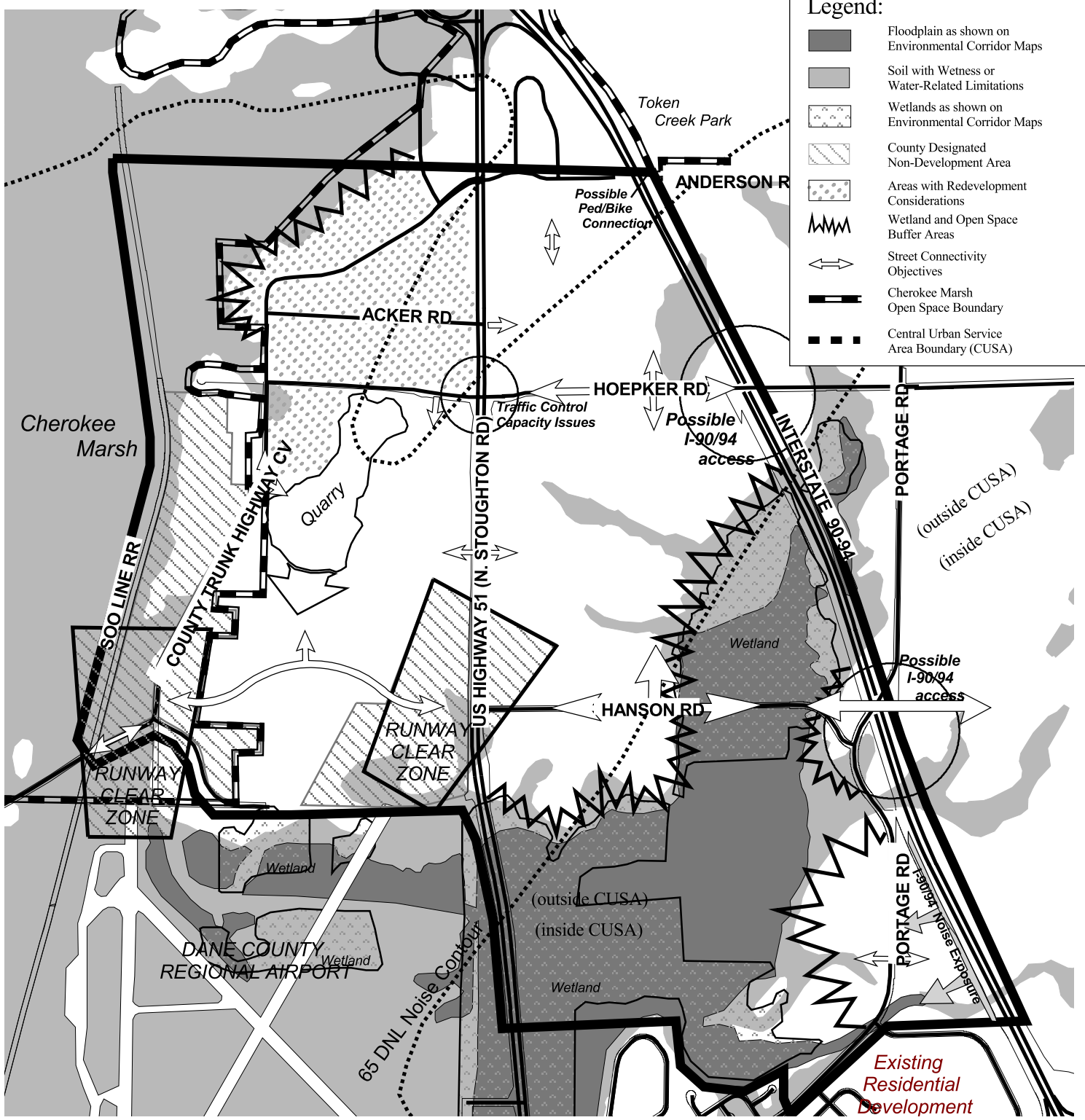


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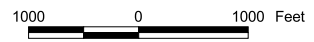


# SITE ANALYSIS

## HANSON ROAD NEIGHBORHOOD DEVELOPMENT PLAN



- Legend:**
- Floodplain as shown on Environmental Corridor Maps
  - Soil with Wetness or Water-Related Limitations
  - Wetlands as shown on Environmental Corridor Maps
  - County Designated Non-Development Area
  - Areas with Redevelopment Considerations
  - Wetland and Open Space Buffer Areas
  - Street Connectivity Objectives
  - Cherokee Marsh Open Space Boundary
  - Central Urban Service Area Boundary (CUSA)

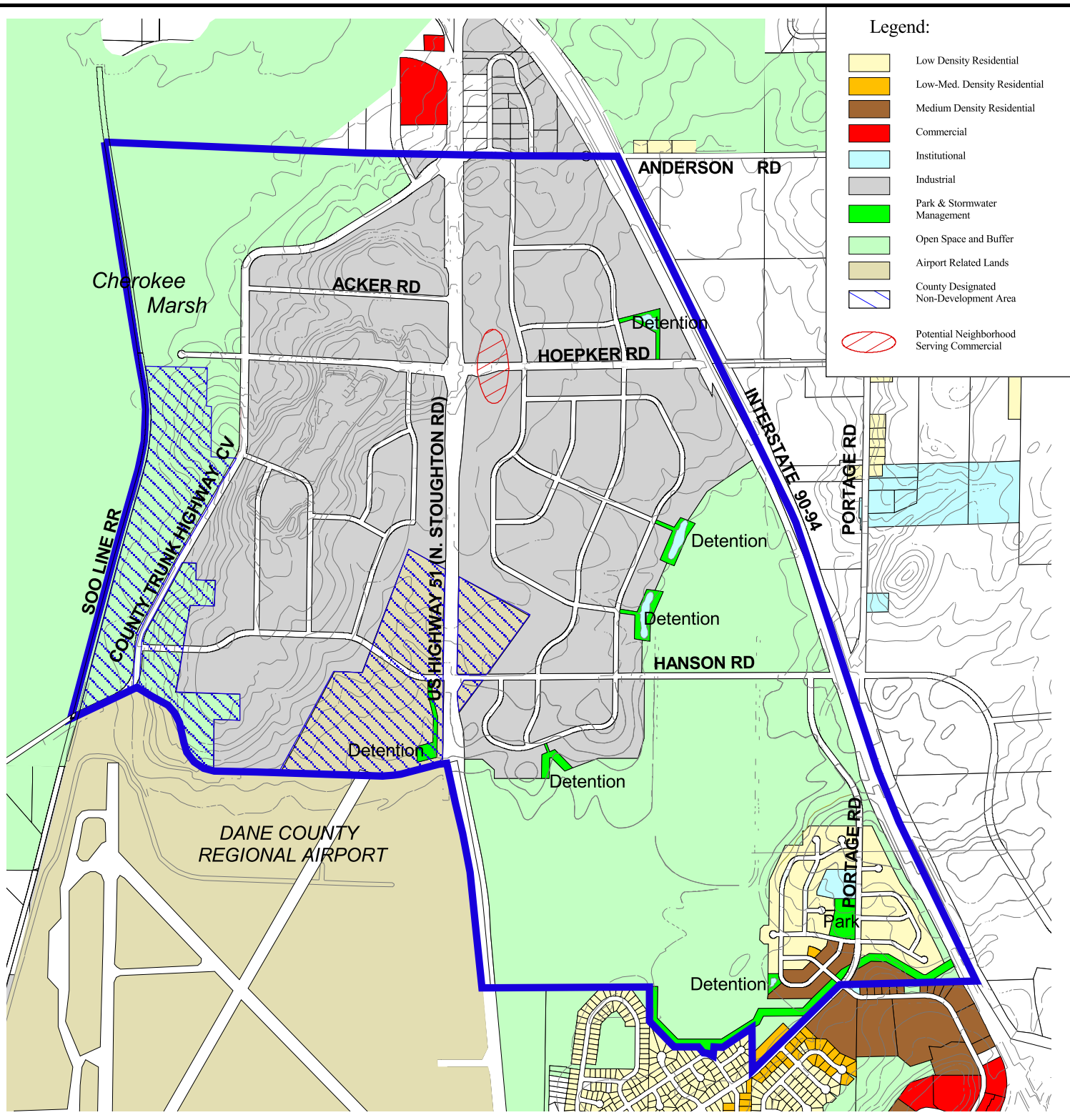




# LAND USE AND STREET PLAN

## HANSON ROAD NEIGHBORHOOD DEVELOPMENT PLAN

Map 7

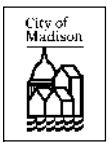


Legend:

- Low Density Residential
- Low-Med. Density Residential
- Medium Density Residential
- Commercial
- Institutional
- Industrial
- Park & Stormwater Management
- Open Space and Buffer
- Airport Related Lands
- County Designated Non-Development Area
- Potential Neighborhood Serving Commercial



NOTE: Existing land uses are shown outside the planning area.

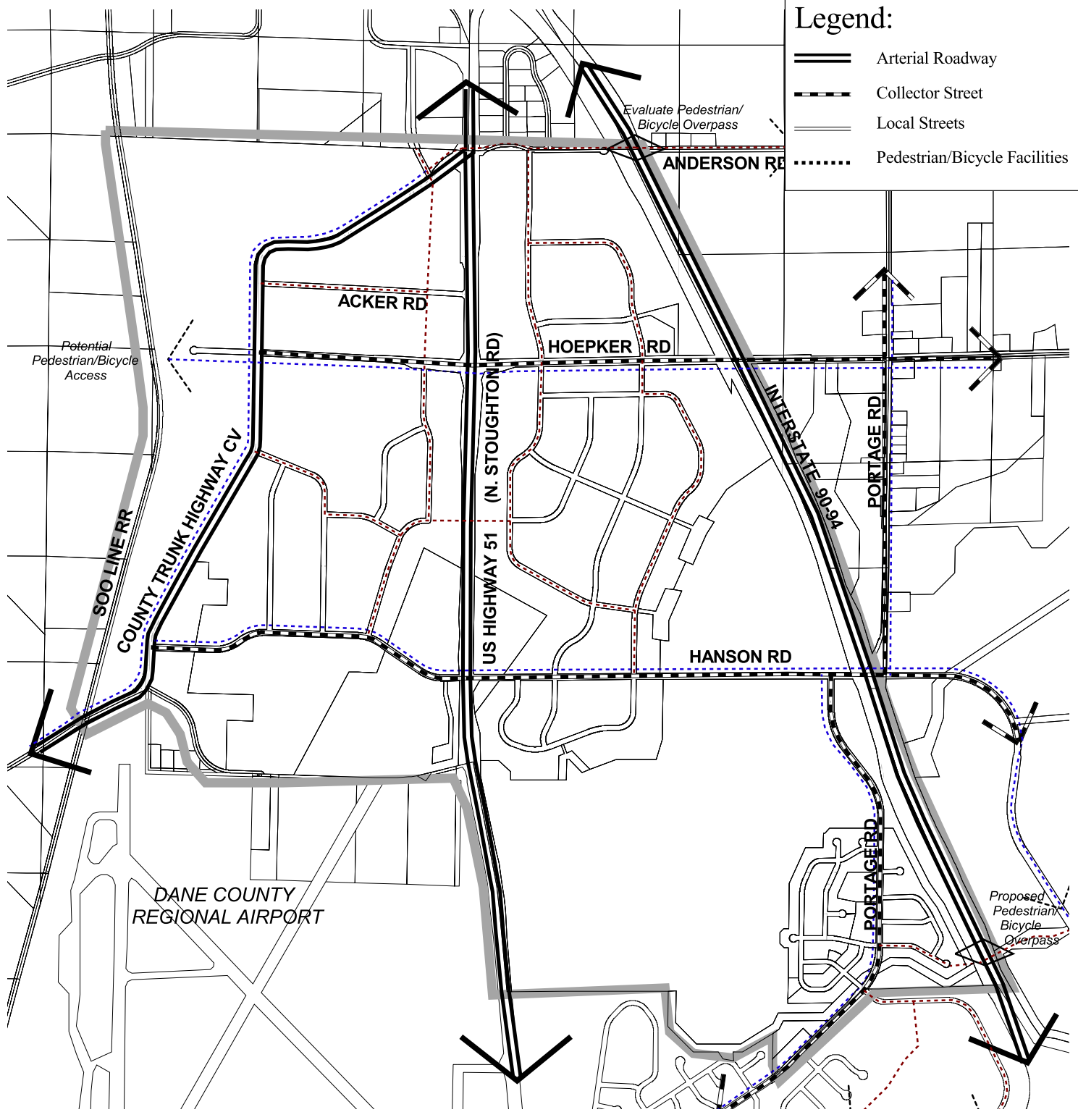




# TRANSPORTATION FACILITIES

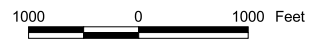
## HANSON ROAD NEIGHBORHOOD DEVELOPMENT PLAN

Map 8



**Legend:**

- Arterial Roadway
- Collector Street
- Local Streets
- Pedestrian/Bicycle Facilities



Department of Planning and Development, Planning Unit, 8/28/2000  
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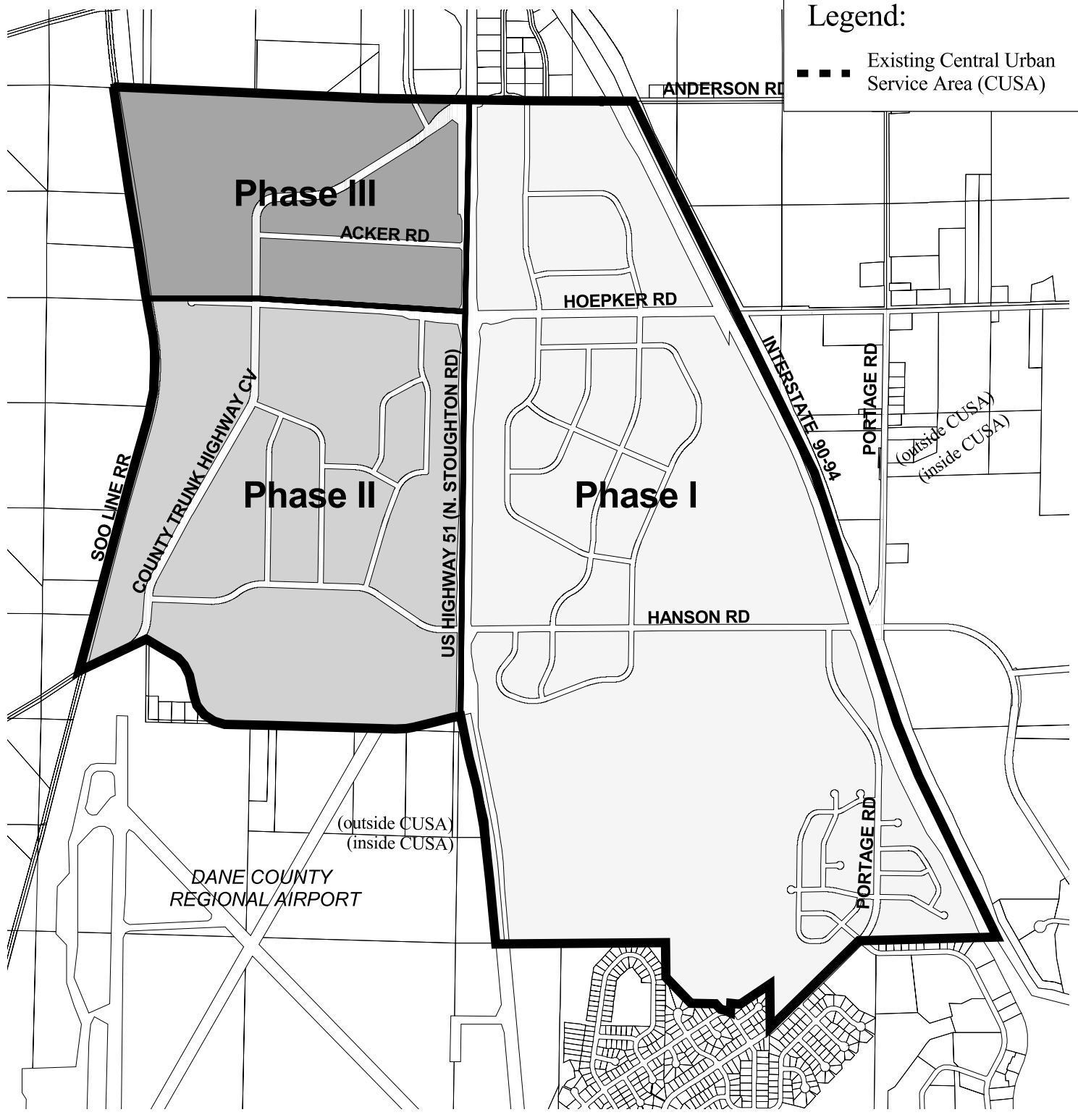
**\*\*Note:** Local streets are intended to also serve as bikeways. Pedestrian/Bicycle Facilities are shown on local streets to illustrate connectivity.



# DEVELOPMENT STAGING

## HANSON ROAD NEIGHBORHOOD DEVELOPMENT PLAN

Map 9



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AGENDA ITEM # \_\_\_\_\_

Copy Mailed To Alderperson \_\_\_\_\_

City of Madison, Wisconsin

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

Adopting the Hanson Road Neighborhood Development Plan as an element of the Master Plan for the City of Madison to be used as a guide for community planning and development, and amending the City of Madison Land Use Plan to incorporate its recommendations, and authorizing the City's application to amend the Central Urban Service Area to include lands within the Hanson Road Neighborhood.

Presented February 15, 2000

Referred Plan Commission; Long Range

Transportation Planning Commission;

Pedestrian/Bicycle/Motor Vehicle Commission;

Transit and Parking Commission

Referred PLC (4-11) PLC, CC 1-16-01(5-16)

Reported Back APR 11 2000 MAY 16 2000  
AUG 01 2000

Adopted  POF

Rules Suspended \_\_\_\_\_

Public Hearing \_\_\_\_\_

Drafted By: William A. Fruhling, Principal Planner  
Planning Unit

Date: February 10, 2000

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

APPROVAL OF FISCAL NOTE IS NEEDED  
BY THE COMPTROLLER'S OFFICE  
Approved By  
*Carla Durkin*

ID NUMBER 27008  
RESOLUTION NUMBER 57500

Sponsors: Ald. Rosas (District 17)

WHEREAS, the adopted City of Madison Peripheral Area Development Plan presents recommendations for land use and long-term development in the peripheral area beyond the current edge of urban development; and

WHEREAS, the Peripheral Area Development Plan assesses the relative priority for future urban expansion and long-term City of Madison growth; and

WHEREAS, the Hanson Road Neighborhood planning area is bounded by the Soo Line Railroad (Canadian Pacific Rail System) tracks on the west, Anderson Road (extended) on the north, Interstate Highway 90-94 on the east, and the Dane County Regional Airport and existing residential development (Village Green/Village Green Woods, Westchester Park, and Sun Gardens Subdivisions) on the south; and

WHEREAS, all or part of Peripheral Planning Areas N9 (a Transition Reserve District), N6 (a Permanent Open Space District), and N7 (an Unincorporated Urban Use District) are located within the Hanson Road Neighborhood planning area; and

WHEREAS, the Peripheral Area Development Plan also recommends that detailed neighborhood development plans be prepared and adopted for lands designated as the locations for future urban expansion and long-term City of Madison growth prior to approval of urban developments on these lands, and prior to seeking expansion of the Central Urban Service Area to include these lands; and

WHEREAS, land use studies have been conducted, and the Hanson Road Neighborhood Development Plan has been prepared which makes detailed recommendations for land uses and urban development; and

WHEREAS, the adopted City of Madison Land Use Plan currently does not include detailed land use recommendations for the Hanson Road Neighborhood; and

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

WHEREAS, a majority of the lands in the Hanson Road Neighborhood are currently outside of the Central Urban Service Area.

NOW, THEREFORE, BE IT RESOLVED, that the Hanson Road Neighborhood Development Plan is hereby adopted as an element of the Master Plan for the City of Madison to be used as a guide for community planning and development; and

BE IT FURTHER RESOLVED, that the City of Madison Land Use Plan is hereby amended to incorporate the recommendations of the Hanson Road Neighborhood Development Plan; and

BE IT FINALLY 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 all of the land located within Phase I of the Hanson Road Neighborhood.



## Legislation Details (With Text)

**File #:** 65260      **Version:** 1      **Name:** Amending the Hanson Neighborhood Development Plan

**Type:** Resolution      **Status:** Passed

**File created:** 4/28/2021      **In control:** Department of Planning and Community and Economic Development

**On agenda:** 5/4/2021      **Final action:** 7/6/2021

**Enactment date:** 7/12/2021      **Enactment #:** RES-21-00478

**Title:** Amending the Hanson Neighborhood Development Plan, a supplement to the City of Madison Comprehensive Plan, to provide updated recommendations for the area located along Portage Road between Hanson Road and DiLoreto Avenue.

**Sponsors:** Gary Halverson, Charles Myadze

**Indexes:**

**Code sections:**

**Attachments:** 1. Revised\_document\_sections.pdf, 2. Hanson\_Amendment\_Maps.pdf, 3. Staff\_Report.pdf, 4. Staff\_Report\_addendum.pdf, 5. Hanson\_NDP\_Amendment\_PC\_Summary.pdf, 6. Public\_Comments\_06-21-21.pdf, 7. Ald. Halverson Comments\_06-21-21.pdf, 8. Public\_Comment\_07-6-21.pdf, 9. 2107096\_Common Council Registrants Report.pdf

Date	Ver.	Action By	Action	Result
7/6/2021	1	COMMON COUNCIL	Adopt	Pass
6/21/2021	1	PLAN COMMISSION	RECOMMEND TO COUNCIL TO ADOPT - REPORT OF OFFICER	Pass
6/14/2021	1	TRANSPORTATION POLICY AND PLANNING BOARD	Return to Lead with the Recommendation to Place on File	Pass
5/24/2021	1	PLAN COMMISSION	Refer	Pass
5/17/2021	1	TRANSPORTATION POLICY AND PLANNING BOARD	Refer	Pass
5/4/2021	1	PLAN COMMISSION	Refer	
5/4/2021	1	COMMON COUNCIL	Refer	Pass
4/28/2021	1	Department of Planning and Community and Economic Development	Referred for Introduction	

The proposed resolution amends the Hanson Neighborhood Development Plan. No City appropriation is required with the adoption of this amendment. City costs associated with urban development in this area will be included in future operating and capital budgets subject to Common Council approval

Amending the Hanson Neighborhood Development Plan, a supplement to the City of Madison Comprehensive Plan, to provide updated recommendations for the area located along Portage Road between Hanson Road and DiLoreto Avenue.

WHEREAS the Hanson Neighborhood Development Plan was adopted by the Common Council on August 1, 2000; and

WHEREAS the City has received development inquiries for properties in the amendment area, including the pending Overlook Residences proposal (Legistar ID# [63216](#)) for the property at the northeast corner of DiLoreto Avenue and Portage Road which was recently attached to the City; and

WHEREAS City staff drafted a proposed amendment that updates the land use and transportation recommendations for the amendment area; and

WHEREAS these updated recommendations will guide the City's review of the pending development proposal and better inform future development concepts; and

WHEREAS a virtual public meeting on the proposed Plan amendment was held on March 31, 2021 to provide information, answer questions, and obtain feedback on the proposed amendment.

NOW THEREFORE BE IT RESOLVED that the Hanson Neighborhood Development Plan, a supplement to the City of Madison Comprehensive Plan, is hereby amended to revise the plan recommendations for the area located along Portage Road between Hanson Road and DiLoreto Avenue.

BE IT FURTHER RESOLVED that the eventual update to the Comprehensive Plan's Generalized Future Land Use (GFLU) Map reflect the Hanson Neighborhood Development Plan Housing Mix 2 areas as Low-Medium Residential in the GFLU Map and Housing Mix 3 and 4 areas as Medium Residential.

***The following text replaces the text on page 19 titled Residential Land Uses.***

### **Residential Land Uses**

The land use plan provides for a variety of housing opportunities by designating proposed residential locations for either Housing Mix 1, Housing Mix 2, Housing Mix 3, or Housing Mix 4 development. The mapped locations within each housing mix are illustrative of the recommended development pattern. Some flexibility in implementing the recommendations is assumed.

#### **Housing Mix 1:**

The predominant housing type in the Housing Mix 1 designation is detached single-family housing on individual lots, but limited areas may be developed with other lower-intensity housing types such as duplexes or townhouses at appropriate locations.

#### Housing Types

- Single-family detached homes with a wide range of house and lot sizes
- Duplexes
- Four units
- Townhouses

#### Density Ranges

- Individual developments: 8 dwelling units or less per net acre
- District average density: 6 dwelling units per net acre

#### Height & Lot Layout

- Buildings up to two stories in height
- Building lots generally provide front, side and rear yards

Single-family housing developments should include a range of house types and lot sizes, with buildings up to two stories in height. Duplexes, four units and townhouses integrate housing options into streets and can be appropriate at some limited locations. In general, larger groupings of these housing types should be located closer to Housing Mix 2 areas, where they will help provide a transition to the higher intensity development. Individual duplexes or small groups of townhouses might be interlaced within areas primarily comprised of single-family homes, but careful site and building design is important in order to maintain compatibility and consistency with the character of surrounding development.

#### **Housing Mix 2:**

Housing Mix 2 may still include smaller-lot single-family development, however there is a greater share of other housing types compatible with single-family homes including duplexes, four units, townhouses and small-scale multifamily buildings.

#### Housing Types

- Single-family detached houses on small lots
- Duplexes
- Four units
- Townhouses
- Small multifamily buildings (generally  $\leq 20$  units in a building)

#### Density Range

- Individual developments: 8-20 dwelling units per net acre
- District average: 15 dwelling units per net acre

#### Height & Lot Layout

- Buildings one to three stories in height
- Building lots generally provide front, side and rear yards
- Main entrances to units should face the public street

Dwelling unit types in Housing Mix 2 areas should be varied. Large areas of one housing unit type should be avoided. Detached single-family, duplexes and four units should generally be developed on relatively small lots consistent with the higher average density recommended for the category. Townhouses may be more predominant than in Housing Mix 1 and could be developed along an entire block face, or mixed with multi-unit buildings or detached housing. Buildings should have a primary or secondary orientation toward Portage Road to help frame the street.

#### **Housing Mix 3:**

Housing types within Housing Mix 3 areas should consist of a mix of townhouses, condominiums, and apartment buildings. Buildings will likely be larger and taller than in Housing Mix 2 areas but should retain a neighborhood scale.

#### Housing Types

- Duplexes
- Four units
- Townhouses
- Multifamily buildings

#### Density Range

- Individual developments: 20-40 dwelling units per net acre
- District average: 30 dwelling units per net acre

#### Height & Lot Layout

- Buildings generally two to three stories in height
- Limited side yards when buildings are located along standard streets
- Buildings may include front plazas or be grouped around courtyards to create defined common space
- Ground floor units in multifamily buildings that front a public street should have direct entrances to the unit accessible from the sidewalk. Other ground-level units are encouraged to have direct unit access from courtyards, private streets/drives, etc.

Multifamily residential buildings may be larger and closer together compared to those buildings in Housing Mix 2. Parking should be provided behind or beneath buildings, minimizing its visual impact on the neighborhood. Buildings in Housing Mix 3 areas can vary between two and three stories tall, depending on the context, size, and scale of surrounding developments. Multi-unit developments should include a mix of unit sizes, including larger two and three-bedroom units suitable for families with children.



Buildings should be oriented to and front on adjacent streets and be designed to help define and enhance the public realm along the street edge. The design of these complexes should incorporate interior access drives and walkways that establish direct connections across the site in order to prevent isolated islands of development. Courtyards and other defined open spaces are potential methods of organizing buildings within Housing Mix 3 areas.

#### **Housing Mix 4:**

Housing Mix 4 areas are intended to include multifamily residential buildings, but could also include limited townhouse development at higher intensities.

#### Housing Types

- Townhouses at relatively high densities
- Multifamily residential

#### Density Range

- Individual developments: up to 70 dwelling units per net acre
- District average: 40 dwelling units per net acre

#### Height & Lot Layout

- Buildings generally two to five stories in height
- Larger building forms
- Limited side yards when buildings are located along standard streets
- Buildings may include front plazas or be grouped around central courtyards to create defined space
- May include more formal entry plazas, patios, roof gardens and balconies
- Ground floor units in multifamily buildings that front a public street should have direct entrances to the unit accessible from the sidewalk. Other ground-level units are encouraged to have direct unit access from courtyards, private streets/drives, etc.

Multifamily residential buildings may be larger and closer together compared to those buildings in Housing Mix 3. Parking should be provided behind or beneath buildings, minimizing its visual impact on the neighborhood. Buildings in Housing Mix 4 areas can vary between two and five stories tall, depending on the context, size, and scale of surrounding developments. Multi-unit developments should include a mix of unit sizes, including larger two and three-bedroom units suitable for families with children.

Buildings should be oriented to and front on adjacent streets and be designed to help define and enhance the public realm along the street edge. The design of these complexes should incorporate interior access drives and walkways that establish direct connections across the site in order to prevent isolated islands of development. Courtyards and other defined open spaces are potential methods of organizing buildings within Housing Mix 4 areas.

*Estimated Amount of Future Residential Development*

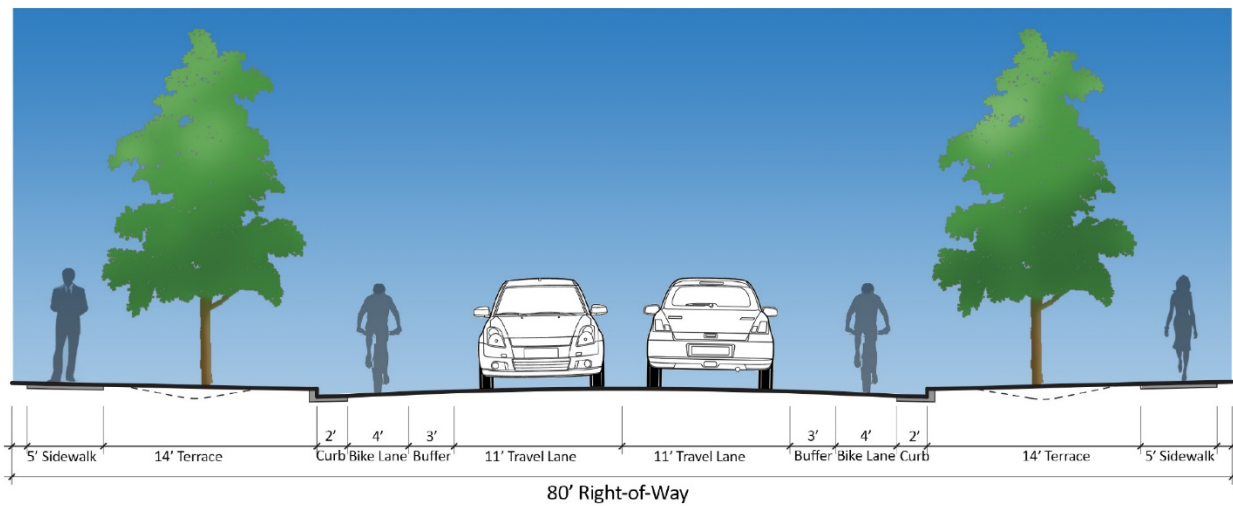
**Table: Estimated Dwelling Units**

Land Use	Existing Units	Acres Undeveloped	Density (units/acres)	Additional Units	Total Units
Housing Mix 1	8	14.4	6	86	94
Housing Mix 2	0	7.0	15	105	105
Housing Mix 3	0	7.3	30	219	219
Housing Mix 4	0	3.4	40	136	136
<b>Total</b>	<b>8</b>	<b>32.1</b>		<b>546</b>	<b>554</b>

***The following text and graphics shall be added to the plan text at the end of the collector street section at the top of page 23.***

**Portage Road Cross Section**

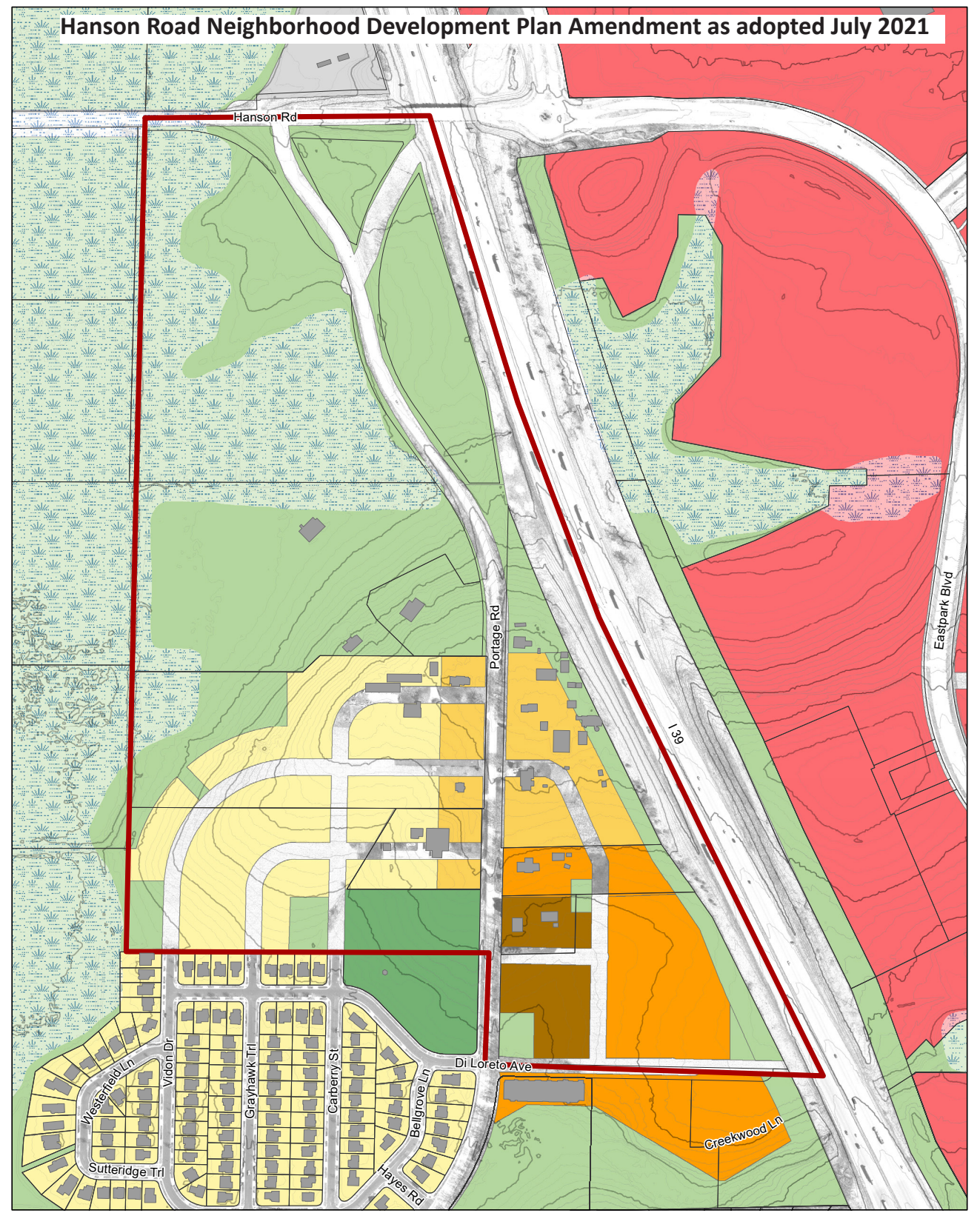
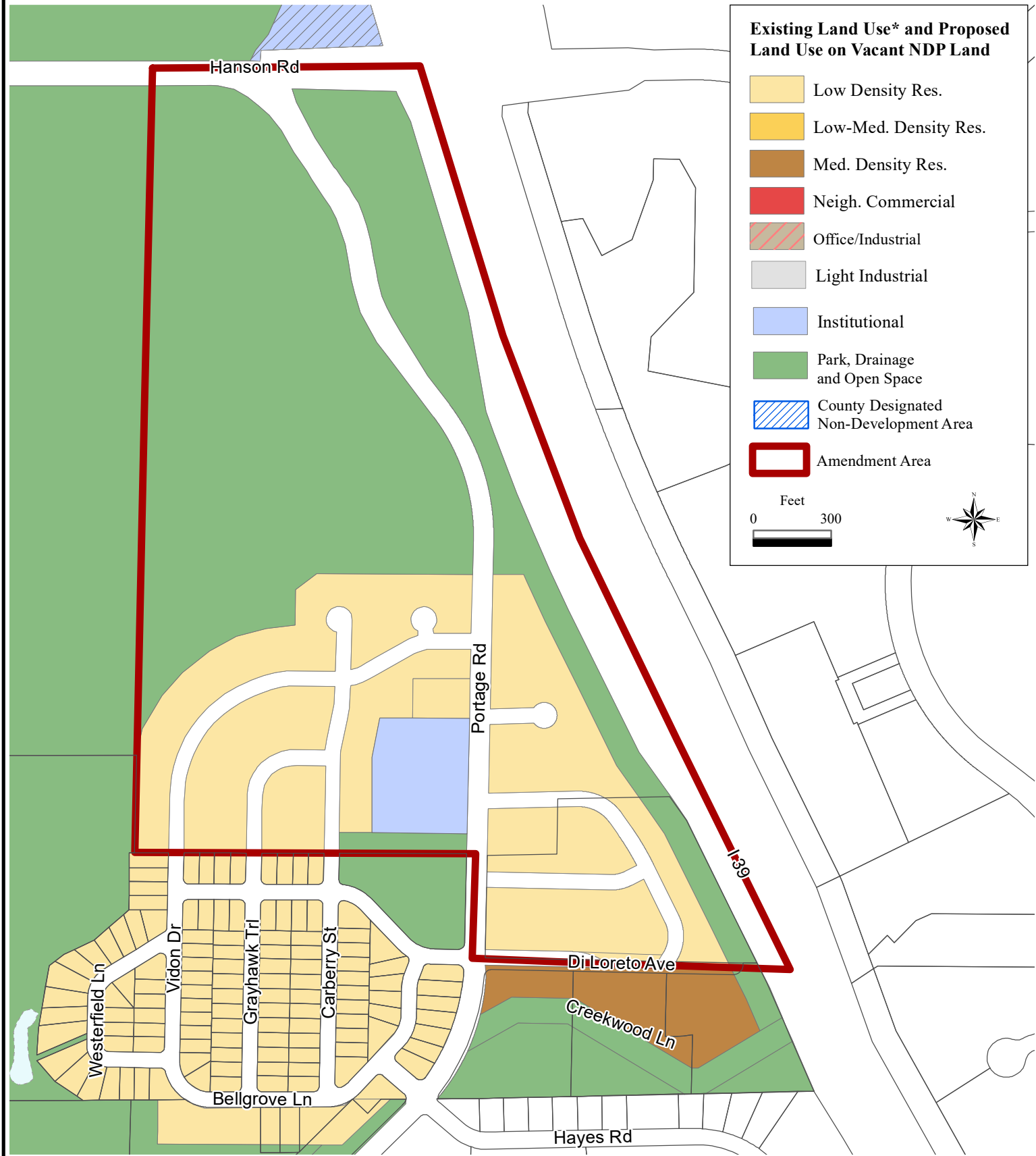
Portage Road is proposed to have an 80 foot right-of-way with two 11 foot travel lanes, buffered bike lanes, and 5 foot sidewalks on each side of the street. In the northern half of the amendment area where intensive development is not anticipated, the need for sidewalk on both sides of Portage Road should be evaluated at the time of any improvements to Portage Road. To address neighborhood concerns, the City should explore potential safety measures on Portage Road such as reducing posted speed limits, installing suggested speed limit signs prior to curves and installing rapid flashing beacons at pedestrian crossings.





# Hanson Neighborhood Development Plan

As Adopted August 2000 and \*implemented through subdivision and zoning approvals



**Map 5: Future Land Use and Street Plan**  
Hanson Neighborhood Development Plan - Amendment

