



## Report to the Plan Commission

June 21, 2010

**Legistar I.D. #18880**

**2300 S. Park Street**

**Demolition Permit & Conditional Use**

Report Prepared By:

Timothy M. Parks, Planner

Planning Division

---

**Requested Action:** Approval of a demolition permit to allow demolition of a retail building at 2300 S. Park Street to create permanent parking lot for The Villager, and approval of a conditional use for a temporary parking lot at northwestern corner of S. Park Street and Hughes Place.

**Applicable Regulations & Standards:** Section 28.09(3)(d) identifies temporary parking lots for a period not to exceed three years as a conditional use in the C2 General Commercial District. Section 28.12(11) provides the guidelines and regulations for the approval of conditional uses. Section 28.03(2) defines the demolition or removal of any street-facing façade as a demolition for the purposes of requiring Plan Commission approval under the guidelines and regulations found in Section 28.12(12).

**Summary Recommendation:** The Planning Division recommends that the Plan Commission find the standards met and **approve** a demolition permit to allow demolition of a retail building at 2300 S. Park Street to create permanent parking lot for The Villager and approval of a conditional use for a temporary parking lot at northwestern corner of S. Park Street and Hughes Place, subject to input at the public hearing and the conditions from reviewing agencies beginning on page 4 of this report.

### Background Information

---

**Applicant & Property Owner:** Mark A. Olinger, Executive Director, Community Development Authority of the City of Madison.

**Agent:** John Lichtenheld, Schreiber Anderson Associates; 717 John Nolen Drive; Madison.

**Proposal:** The Community Development Authority proposes to demolish the approximately 21,500 square-foot "South Building" of The Villager to allow construction of 105 permanent parking stalls between the new south wall of the Villager Atrium and Hughes Place. In addition, the CDA is requesting conditional use approval of a 51-stall temporary parking lot at the northwestern corner of Hughes Place and S. Park Street on the site of a previously demolished gas station. The project will commence construction as soon as all regulatory approvals have been granted, with completion scheduled for 2011.

**Parcel Location & Existing Conditions:** The Villager occupies an approximately 9-acre parcel that extends along the west side of S. Park Street from Ridgewood Way on the north and Hughes Place on the south and is primarily developed with an approximately 161,830 square-foot multi-tenant commercial building occupied by a variety of retail, office, educational and institutional uses generally surrounded by surface parking, especially between the building and S. Park Street. A two-story, 32,000 gross square-foot building housing the new home of the South Madison Branch Public Library and offices for the Urban League and Planned Parenthood was recently completed in front of The Villager on the south side of the site entrance opposite Buick Street. The subject site is located in Aldermanic District 14 (Bruer); Urban Design District 7; Madison Metropolitan School District.

**Land Use and Zoning Surrounding Villager Mall:**

North: Auto repair business, zoned C1 (Limited Commercial District); single-family residences on the north side of Ridgewood Street the Town of Madison;

South: Madison Police – South District, Centro Hispano and McDonald’s, zoned C2 (General Commercial District);

East: Walgreens, Citgo/ Open Pantry and Park Bank, zoned C2; Park Village Apartments, zoned R4 (General Residence District);

West: Multi-family residences, zoned R4 and R5 (General Residence District).

**Adopted Land Use Plan:** The Comprehensive Plan recommends The Villager site for future community mixed-use and transit oriented development.

**Environmental Corridor Status:** The subject site is not located within a mapped environmental corridor.

**Public Utilities and Services:** This property is served by a full range of urban services.

**Zoning Summary:** Existing C2 (General Commercial District) zoning:

Requirements	Required	Proposed
<b>Note:</b> The subject site and existing buildings are grandfathered with regard to bulk requirements.		
No. Parking Stalls	As shown on plans	166
Accessible Stalls	6	TBD (see cond. #20a, page 6)
Loading	Existing	Adequate
No. Bike Parking Stalls	17	TBD (see cond. #22, page 7)
<b>Other Critical Zoning Items</b>		
Yes:	Urban Design (UDD #7), Utility Easements, Barrier Free, Wellhead Protection (Zone B – WP 18)	
No:	Floodplain, Historic District, Landmark Building, Adjacent to Park	
<i>Prepared by: Pat Anderson, Asst. Zoning Administrator</i>		

**Project Review**

---

The City’s Community Development Authority (CDA) is requesting approval of a demolition permit to raze the approximately 21,500 square-foot “South Building” at The Villager to allow construction of 105 permanent parking stalls to be located between the new south wall of the multi-tenant commercial Villager building and Hughes Place. The CDA is also requesting approval of a conditional use for a 51-stall temporary parking lot to be located at the northwestern corner of Hughes Place and S. Park Street on the site of a previously demolished Mobil gas station.

The portion of the multi-tenant building to be demolished is a two-story masonry structure with first floor retail entrances along the easterly façade facing S. Park Street and southerly façade facing Hughes Place, with office space on a partial second story. The building was most recently occupied by Yue Wah Oriental Foods and by a satellite office of the Dane County Department of Health and Human Services, the latter of which has relocated within the Villager complex. Parking for approximately 42

cars is scattered on three sides of the building to be razed, with a loading dock located along the northerly portion of the rear, westerly facade.

In addition to creating the 105-stall parking area between the new southern wall of The Villager and Hughes Place, the CDA is exploring two scenarios for the new south wall following the proposed demolition. The first scenario proposes making the atrium building's south firewall the southern façade of the center, while the second scenario calls for preserving approximately 50 feet of the south building and creating first floor retail space between the new parking area and the south wall of the atrium building. Conceptual plans for both scenarios call for the new southern façade of the center to be constructed of tan-colored masonry materials with contrasting vertical masonry columns and a storefront window system to wrap the southeasterly corner of the building.

The temporary parking lot proposed will occupy a grassy area located at the southeastern corner of the Villager property adjacent to the corner of Hughes Place and S. Park Street, which was previously occupied by a Mobil gas station. The gas station formerly addressed as 2342 S. Park Street and related site improvements were demolished by the CDA in 2008. The temporary parking area will be organized around a central landscaped area, and both the temporary and permanent lots will be substantially landscaped according to the landscaping plan included in the submittal.

## **Analysis & Conclusion**

---

The CDA completed the acquisition of The Villager property in 2004 and shortly thereafter in March 2005, the Common Council empowered the Ad Hoc Villager Mall Master Plan Oversight Committee to lead the preparation of a master plan to guide redevelopment activities at the center. Those planning efforts resulted in the Villager Site Development and Master Plan, which was adopted by the Common Council in February 2006 following review by the Urban Design and Plan commissions. The plan called for the acquisition of the former Mobil gas station site and a second gas station located at 2200 S. Park Street, which were acquired by the CDA in 2008 and 2007, respectively, and included a master site plan for the larger Villager site, which included a recommendation calling for the demolition of the south building to create additional surface parking to serve the shopping center (see attached plan). The Villager Site Development and Master Plan was adopted as a supplement to the 2005 South Madison Neighborhood Plan, which identified the redevelopment of The Villager as a key objective of that plan.

While the Planning Division does not typically support the demolition of buildings to create surface parking, staff believes the proposed demolition of the south building and the creation of the 105 permanent surface parking stalls substantially conforms to the adopted master plan for the site. The additional permanent parking proposed will also help to address a chronic shortage of parking the CDA has documented in recent months. Information provided by the CDA to supplement its application suggests that the existing approximately 425 parking stalls available on the site are heavily used, particularly the stalls located between the main Villager building and S. Park Street. Staff believes that the additional permanent parking, as well as the 51 temporary stalls proposed, should aid in the long-term viability of The Villager redevelopment.

Staff also believes that the Plan Commission can find the standards met to allow the temporary parking lot proposed at the southeastern corner of the Villager site to be approved for a three-year period as provided in the Zoning Ordinance. The Villager Site Development and Master Plan identifies that portion of the larger Villager site for future development with a three-story health-oriented building, which, when completed, will continue the transformation of the site from a suburban-style shopping center into a more urban center with buildings and activity along the S. Park Street frontage begun with

the Library-Urban League building to the north. However, in the interim, staff believes that use of the former Mobil gas station site as temporary parking for the center is appropriate until the new building shown on the master plan can be constructed, and that the temporary parking lot is well designed and landscaped.

The proposed demolition and site improvements continue the significant investment the City and CDA have made to transform The Villager property from a moribund 1960's-era commercial center into a vibrant neighborhood commercial and institutional center and attractive gateway development for South Madison. The new south wall of the atrium building and proposed permanent parking area will follow the recent construction of a two-story, 32,000 gross square-foot building housing the new home of the South Madison Branch Public Library and offices for the Urban League and Planned Parenthood along the S. Park Street frontage of the mall on the south side of the site entrance opposite Buick Street, and the interior and exterior renovation of the atrium building.

The Villager is located in Urban Design District 7. The Urban Design Commission reviewed the proposed demolition and site improvements and granted final approval on June 2, 2010 (see attached reports).

### **Staff Recommendations, Conditions of Approval & General Ordinance Requirements**

Major/Non-Standard Conditions are shaded

---

#### **Planning Division Recommendation** (Contact Timothy M. Parks, 261-9632)

The Planning Division recommends that the Plan Commission find the standards met and **approve** a demolition permit to allow demolition of a retail building at 2300 S. Park Street to create a permanent parking lot for The Villager and approval of a conditional use for a temporary parking lot at northwestern corner of S. Park Street and Hughes Place, subject to input at the public hearing and the conditions from reviewing agencies:

#### **City Engineering Division** (Contact Janet Dailey, 261-9688)

1. Delete the drive apron shown on Hughes Place at same location as existing hydrant. The driveway does not exist and won't be installed.
2. Show all existing and proposed private utilities. Properly abandon all unused facilities, including existing storm sewer.
3. The plan set shall be revised to show a proposed private internal drainage system on the site. This information shall include the depths and locations of structures and the type of pipe to be used.
4. The applicant shall demonstrate compliance with Section 37.07 and 37.08 of the Madison General Ordinances regarding permissible soil loss rates. The erosion control plan shall include Universal Soil Loss Equation (USLE) computations for the construction period. Measures shall be implemented in order to maintain a soil loss rate below 7.5-tons per acre per year.
5. Effective January 1, 2010, the Department of Commerce's authority to permit commercial sites, with over one acre of disturbance for stormwater management and erosion control has been transferred to the Wisconsin Department of Natural Resources (WDNR). The WDNR does not have an authorized local program transferring this authority to the City of Madison. The City of Madison has

been required by the WDNR to continue to review projects for compliance with NR-216 and NR-151, but a separate permit submittal is now required from the WDNR for this work as well.

As this site is greater than one acre, the applicant is required by State Statute to obtain a Water Resources Application for Project Permits (WRAPP) from the DNR, prior to beginning construction. This permit was previously known as a Notice of Intent Permit (NOI). Please contact Eric Rortvedt of the WDNR at 273-5612 to discuss this requirement.

6. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to: control 40% TSS (20 micron particle) off of new paved surfaces; provide oil & grease control from the first 1/2" of runoff from parking areas, and; complete weekly self-inspection of the erosion control practices and post these inspections to the City of Madison website as required by Chapter 37 of the Madison General Ordinances.
7. The plan set shall be revised to show more information on proposed drainage for the site. This shall be accomplished by using spot elevations and drainage arrows or through the use of proposed contours. It is necessary to show the location of drainage leaving the site to the public right of way. It may be necessary to provide information off the site to fully meet this requirement.
8. The applicant shall submit, prior to plan signoff, a digital CAD file (single file) to the Engineering Program Specialist in the Engineering Division (Lori Zenchenko). The digital CAD file shall be to scale and represent final construction. The single CAD file submittal can be either AutoCAD (dwg) Version 2001 or older, MicroStation (dgn) Version J or older, or Universal (dxf) format and contain only the following data, each on a separate layer name/level number: building footprints; internal walkway areas; internal site parking areas; other miscellaneous impervious areas lot lines; lot/ plat lines, dimensions and labels; right-of-way lines; street names, stormwater management facilities and; detail drawings associated with stormwater management facilities (including if applicable planting plans).
9. The applicant shall submit, prior to plan sign-off, digital PDF files to the City Engineering Division. The digital copies shall be to scale, shall have a scale bar on the plan set, and shall contain the following items: building footprints; internal walkway areas; internal site parking areas; lot lines and right-of-way lines; street names, stormwater management facilities and; detail drawings associated with stormwater management facilities (including if applicable planting plans).
10. The applicant shall submit prior to plan sign-off, electronic copies of any Stormwater Management File including: SLAMM DAT files; RECARGA files; TR-55/HYDROCAD/etc., and; sediment loading calculations. If calculations are done by hand or are not available electronically the hand copies or printed output shall be scanned to a PDF file and provided.
11. Prior to final approval of the conditional use and demolition permit applications, the owner shall obtain a permit to plug each existing sanitary sewer lateral that serves a building that is proposed for demolition. For each lateral to be plugged the owner shall deposit \$1,000 with the City Engineer in two separate checks in the following amounts: (1) \$100 non-refundable deposit for the cost of inspection of the plugging by City staff; and (2) \$900 for the cost of City crews to perform the plugging. If the owner elects to complete the plugging of a lateral by private contractor and the plugging is inspected and approved by the City Engineer, the \$900 fee shall be refunded to the owner.

**Traffic Engineering Division** (Contact John Leach, 267-8755)

12. When the applicant submits final plans for approval, the applicant shall show the following: items in the terrace as existing (e.g., signs and street light poles), type of surfaces, existing property lines, addresses, one contiguous plan (showing all easements, all pavement markings, building placement, and stalls), adjacent driveway approaches to lots on either side and across the street, signage, percent of slope, vehicle routes, dimensions of radii, aisles, driveways, stalls including the 2-foot overhang, and a scaled drawing at 1" = 20'.
13. The applicant shall increase the easterly driveway approach to 30 feet in width with 5-foot flares to accommodate turning vehicles at this access point.
14. When site plans are submitted for approval, the developer shall provide recorded copies of the joint driveway ingress/egress and easements.
15. A "Stop" sign shall be installed at a height of 7 feet at all driveway approaches. All signs at the approaches shall be installed behind the property line. All directional/regulatory signage and pavement markings on the site shall be shown and noted on the plan.
16. The intersection shall be so designed so as not to violate the City's sight-triangle preservation requirement, which states that on a corner lot no structure, screening, or embankment of any kind shall be erected, placed, maintained or grown between the heights of 30 inches and 10 feet above the curb level or its equivalent within the triangle space formed by the two intersecting street lines or their projections and a line joining points on such street lines located a minimum of 25 feet from the street intersection in order to provide adequate vehicular vision clearance.
17. The developer shall post a deposit and reimburse the City for all costs associated with any modifications to traffic signals, street lighting, signing and pavement marking, and conduit and handholes, including labor, engineering and materials for both temporary and permanent installations.
18. Public signing and marking related to the development may be required by the City Traffic Engineer for which the developer shall be financially responsible.

**Zoning Administrator** (Contact Pat Anderson, 266-5978)

19. Since a "temporary parking lot" is a conditional use, future approvals on this site will be subject to major or minor alterations to an existing conditional use review per Section 28.04(3)(m) of the Zoning Ordinance until the temporary parking lot is removed.
20. Parking requirements for persons with disabilities must comply with MGO Section 28.11(3)6.(m) which includes all applicable State accessible requirements, including but not limited to:
  - a.) Provide the minimum required accessible stalls striped per State requirements. A minimum of one of the stalls shall be a van accessible stall 8' wide with an 8' striped out area adjacent.
  - b.) Show signage at the head of the stalls. Accessible signs shall be a minimum of 60" between the bottom of the sign and the ground.
  - c.) Show the accessible path from the stalls to the buildings.
21. Provide landscaping for the temporary parking lot per 28.04(12) as deemed appropriate for a temporary parking lot. The landscape plans shall be stamped by a registered landscape architect.

22. Bike parking shall comply with MGO Section 28.11. Provide required bike parking stalls in a safe and convenient location on an impervious surface to be shown on the final plan. The bike racks shall be securely anchored to the ground or building to prevent the racks from moving. Note: A bike-parking stall is 2 feet by 6 feet with a 5-foot access area. Note: Provision of not more than 50% of the bike parking can be deferred. Land area required for provision of deferred bicycle parking spaces shall be maintained in reserve.
23. Lighting is required and shall comply with City of Madison outdoor lighting standards, section 10.085. Lighting will be limited to .10 watts per square foot. (See City of Madison Lighting Ordinance).
24. Provide a reuse/recycling plan, to be reviewed and approved by the City Recycling Coordinator prior to a demolition permit being issued. Sec 28.12(12)(e) of the Zoning Ordinance requires the submittal of documentation demonstrating compliance with the approved reuse and recycling plan. Please note, the owner must submit documentation of recycling and reuse within 60 days of completion of demolition.

**Parks Division** (Contact Ray Rutledge, 266-4714)

25. Park dedication and development fees for any future residential uses on The Villager site will be determined when final plans are submitted for a residential project (by separate application). Park impact fees will be due prior to signoff of such future land use approvals and/or the issuance of building permits.

**Fire Department** (Contact Bill Sullivan, 261-9658)

26. The Madison Fire Department supports the demolition of this portion of the building. MFD requests that in lieu of capping and abandoning the 6-inch water lateral, please consider using the lateral to supply a new private fire hydrant.

**Water Utility** (Contact Dennis Cawley, 261-9243)

27. The northern portion of the 2300 S. Park Street Villager Mall property is in a Wellhead Protection District. The proposed uses are permitted in this district. Any proposed change of use shall be reviewed by the Madison Water Utility General Manager or his representative. All wells located on this property shall be abandoned if no valid well operation permit has been obtained from the Madison Water Utility. The Water Utility will not need to sign off the final plans, nor need a copy of the approved plans.

**Metro Transit** (Contact Tim Sobota, 261-4289)

This agency did not submit comments for this request.

**Police Department** (Contact Frank Chandler, 266-4238)

This agency did not submit comments for this request.