

**PLANNING DIVISION REPORT
DEPARTMENT OF PLANNING AND COMMUNITY
AND ECONOMIC DEVELOPMENT
May 30, 2008**

RE: I.D. # 10123: Zoning Map Amendment I.Ds. 3350 and 3351, Rezoning of 1723 Waldorf Blvd. from PUD-SIP to Amended PUD-GDP-SIP

1. Requested Actions: Approval to rezone the property from Planned Unit Development Plan-Specific Implementation Plan (PUD-SIP) to Amended Planned Unit Development-General Development Plan (PUD-GDP) and Amended Planned Unit Development Plan-Specific Implementation Plan (PUD-SIP) to allow for the construction of three multifamily buildings with 74-79 apartments and 5,200 square feet of “flex space”.
2. Applicable Regulations: Section 28.12 (9) provides the process for zoning map amendments. Section 28.07 (6) of the Zoning Ordinance provides the requirements and framework for Planned Unit Developments.
3. Report Prepared By: Heather Stouder, AICP, Planner and Kevin Firchow, AICP, Planner

GENERAL INFORMATION

1. Applicant: J. Randy Bruce; Knothe & Bruce Architects, LLC; 7601 University Ave. Suite 201; Middleton, WI 53562

Agent: Terrence Temple; Barrow Ridge LLC; 120 E. Wilson St.; Madison, WI 53703
2. Development Schedule: The applicant estimates construction would begin in summer 2008 with project completion scheduled for 2010.
3. Location: Approximately 65,200 square foot (1.5 acre) lot at the northeast corner of Mayor Drive and Waldorf Boulevard; Aldermanic District 1; Madison Metropolitan School District.
4. Existing Conditions: The site is undeveloped at this time.
5. Proposed Land Use: The applicant proposes to construct three multifamily buildings with 79 apartments. The first floor of one of the buildings would be constructed as “flex space”, which would initially be utilized as five residential units, but would allow for up to 5,200 square feet of space for neighborhood commercial uses.
6. Surrounding Land Use and Zoning: Current zoning and land use are summarized as follows:

North: 10 residential units in two 2-story buildings, zoned PUD-SIP

South: Future mixed use with commercial and residential buildings, zoned PUD-GDP

East: 75 residential units in one 4-story building, zoned PUD-SIP

West: Unimproved parkland owned by City of Madison (Waldorf Park), zoned PUD-

GDP

7. Adopted Land Use Plans: The Comprehensive Plan recommends “neighborhood-serving commercial uses, mixed use buildings, housing types similar to low-density residential districts but with no maximum number of units per building, and non-commercial residential support uses. Net residential densities should not exceed 40 dwelling units per acre, although higher densities may be allowed if compatible with the scale and character of the neighborhood. The original draft of the High Point-Raymond Neighborhood Development Plan recommended medium density residential development (26-40 units per acre). The subject property has further been designated for a mixed-use development, including commercial, retail, and office space and up to 60 dwelling units within the underlying approved Mid-Town Commons General Development Plan.
8. Environmental Corridor Status: The property is not located within a mapped environmental corridor.
9. Public Utilities & Services: The property is served by a full range of urban services.

STANDARDS FOR REVIEW

This application is subject to the standards for zoning map amendments and planned unit development districts.

PREVIOUS APPROVALS

In September 1999, the Common Council approved a request to rezone approximately 79.1 acres located a quarter-mile east of CTH M on the north side of Midtown Road from Temporary A (Agriculture District) to PUD-GDP for the initial General Development Plan for the Midtown Commons “traditional neighborhood development.” The PUD-GDP was amended on September 5, 2000 in conjunction with a preliminary plat for the development. The overall development concept called for up to 708 dwelling units to be provided in a mix of residential and mixed-use buildings, with a commercial core identified along Midtown Road.

On December 5, 2000, the Common Council approved the final plat of Midtown Commons creating 64 lots for approximately 58 single and two-family units and 283 multi-family units, though actual unit counts in the development have varied by individual specific implementation plans. The plat was recorded on June 6, 2001.

On July 20, 2004, the Common Council approved the final plat of Second Addition to Midtown Commons creating five lots for mixed and flex-use development and multi-family development, two lots for park and open space and civic uses, and one outlot for stormwater detention. The PUD-GDP was amended at that time and called for between 631 and 708 dwelling units throughout the development, and 11 units on this specific lot with first floor commercial. The plat was recorded on June 9, 2005.

On July 5 2005, the Common Council approved an amendment to the PUD-GDP and PUD-SIP to increase the number of dwelling units on the lot from 11 to 60 and to construct three multifamily buildings with 60 condominium units and 5,700 square feet of ground floor retail and office space.

PLAN REVIEW

The applicant requests approval to rezone the project from PUD-SIP to amended PUD-GDP-SIP to allow construction of three multifamily buildings with 74-79 apartment units and 5,200 square feet of ground floor “flex space” in one building. The main changes sought are threefold: the change from condominium ownership to rental units, an increase in the number of dwelling units from 60 to 79, and change in the use designation from “commercial” to “flex space” for a portion of “Building 2”. Therefore, amendments to both the PUD-GDP and the PUD-SIP are necessary to complete the project as proposed.

Surrounding Context and Existing Conditions

The subject site is located at the northeast corner of Waldorf Boulevard and Mayo Drive in the Mid Town Commons development. The site is surrounded by multifamily residential development ranging in height from two to four stories, a City park, and vacant lands approved for mixed-use development.

Site Plan

The site plan is similar to that approved in 2005. While the size and placement of buildings is nearly identical, the applicant proposes some changes to surface parking and onsite green space areas. Vehicle access to the site is provided from both Waldorf Blvd. and Mayo Drive. Entry to underground parking areas for “Building 2” and “Building 3” is provided from the Mayo Drive entrance.

“Building 1”, a four-unit building with south facing at-grade garages, is located in the northern corner of the site. “Building 2” located in the southwest portion of the site, defines the corner frontage on both Waldorf Blvd and Mayo Drive. “Building 3” lies in the southeast portion of the site with frontage on Mayo Drive.

Compared to the approved plans, the current proposal includes a larger surface parking area with 31 surface stalls, in addition to the on-site underground and garage parking described below. The central green space / bioretention basin, has also been reconfigured. The current proposal substitutes the previously approved formal plaza treatments with a reconfigured planting area. A private sidewalk along the parking lot side remains and connects Buildings 2 and 3.

Building Plans

The exteriors of the three proposed buildings are similar to those approved in July 2005. The street-facing facades are clad in masonry with siding used as an accent material. Siding is the primary material along the rear and side elevations, per the attached drawings. Each of the buildings includes a prairie stone concrete masonry unit (CMU) base.

“Building 1” is a tall two-story structure and includes four (4) “townhouse” units, each with entrances on the structure’s north side. Garages are located beneath this structure, accessed from the rear (south) side of the structure. “Building 2” is four stories in height and includes between 38 and 43 rental units and 5,200 square feet of “flex space” in five (5) ground floor units. This flex space fronts and opens onto Waldorf Boulevard and Mayo Drive and could be reconfigured and utilized in the future for neighborhood commercial uses, but otherwise would be used as rental units. Ground floor units opposite the flex space have exterior patio doors, however, in reviewing the site plan, it appears these units would take primary access from the interior hall. Staff note this building’s ground floor exterior has been revised from the previously approved plans and is now more residential in character. “Building 3” is a smaller four-story structure with 32 proposed units. Plans show that the eight (8) ground floor units have outdoor entrances or patios, while additional entrances from Mayo Drive and the rear parking lot provide access to a common hallway and upper stories.

Landscape Plan

The perimeter of each building includes a series of ornamental trees consisting of lilacs, crab apple, and hawthorn trees, in addition to smaller shrubs and perennials. Shade trees in the parking lot include linden and honey locust. River birch trees and ornamental crab apple trees line the green space / bioretention area at the property’s center. The central green space / bioretention area includes small plantings and would be covered in bark mulch. This differs from the original landscape plan that a more formal treatment with additional sidewalks, sod, and tree plantings in this area.

Open Space

The previously adopted version of this project included a central courtyard. In the current submittal, the configuration of this area has changed and the area is now proposed as a planting area with sod and sidewalk perimeter. A sub-neighborhood public park will be provided across the street from the proposed development. In addition, a large neighborhood park will be located approximately two blocks north of the subject property.

Parking

The applicant proposes a total of 108 vehicle-parking stalls including 61 underground stalls, eight (8) at-grade garage stalls, and 39 surface parking stalls. Bicycle parking is well-distributed throughout the site and includes 18 underground stalls, four (4) stalls in the at-grade garage, and 43 outdoor stalls.

Dwelling Unit Mix

The applicant proposes a mix of rental dwelling unit types. Over 55% of the units are two-bedroom units. The mix also includes five units that could be used as live/work space or converted entirely to commercial units. The specific dwelling unit mix includes the following:

- 7 efficiency units
- 26 one-bedroom units
- 2 one-bedroom or live/work-commercial units
- 37 two-bedroom units
- 4 two-bedroom townhouse units
- 3 two-bedroom or live/work commercial units

Zoning Text

The zoning text lists permitted uses as multi-family residential buildings and commercial/office uses allowed in C1 district. Live/work units, defined as combinations of the aforementioned, would also be permitted. Design and density considerations would be consistent with that shown on approved plans.

Inclusionary Zoning

The proposed buildings included in this proposed planned unit development will consist entirely of rental units, so the project is not subject to inclusionary zoning regulations.

ANALYSIS

Conformance with Comprehensive and Neighborhood Development Plan

The Comprehensive Plan includes two land use recommendations for the site. The primary recommendation is for “Neighborhood Mixed Use” which includes residential and mixed-use buildings between two and four stories in height. The recommendation further states that densities in this area should not generally exceed 40 dwelling units per acre, but a higher density may be allowed if it is compatible with the scale and character of surrounding neighborhood. The second recommendation is to include this general area as part of a “Transit-Oriented Development.” Adopted policies related to Transit-Oriented Developments encourage a mix of

residential, civic, retail, and office uses. Policy also encourages Transit-Oriented Developments to have buildings oriented toward the street with minimal or no setbacks from the sidewalk.

The original draft of the High Point-Raymond Neighborhood Development Plan recommended medium density residential development (26-40 units per acre) for this property. The subject property has further been designated for a mixed-use development, including commercial, retail, office space, and up to 60 dwelling units within the underlying approved Mid-Town Commons General Development Plan.

Staff believe that the site and building design are generally consistent with the recommendations of both the Comprehensive Plan and High Point-Raymond Neighborhood Development Plan. In regards to use, staff note that the previously approved SIP included a more definitive mix of retail and office uses. The current proposal replaces the specific retail and office component to a “flex space” concept that will allow live/work units or future ground floor retail or office, as market conditions change. The applicant notes that the current demand for commercial uses is limited and staff believe it is likely the demand for neighborhood-serving commercial uses will improve as the surrounding area develops. Finally, staff note that while the proposed density range of 49.3 - 52.7 dwelling units per acre slightly exceeds that recommended in adopted plans, the current proposal is consistent with the physical design previously approved. Staff does not believe the project is inconsistent with the existing and planned character of surrounding neighborhood and note the applicant has made corresponding changes to the plans allowing increases to the structured and surface parking onsite.

If approved, the applicant would be required to update the GDP text to reflect the revisions proposed in this amendment.

Design Considerations

The design of the project is similar to that approved for the unrecorded SIP in 2005. Planning staff note, however, that the ground floor exterior of “Building 2” has been changed from the previously approved plans, with the modified exterior more residential in character in the areas now designated for “flex space” to accommodate residential or live/work units. Commercial uses are permitted, although the current elevations don’t necessarily reflect a traditional “storefront” aesthetic. The previously approved plans specifically designated commercial uses in these areas and the building’s exterior reflected such a use.

The Urban Design Commission (UDC) granted final approval on April 23, 2008 and a copy of their report is attached. Their final approval was conditioned on having the applicant substitute the proposed vinyl siding with cement board siding or alternative wood composite material. Staff believes this is a well-designed project and agrees with the recommendation of the UDC.

CONCLUSION

The proposed amended General Development Plan and Specific Implementation Plan includes three primary changes from the project approved in 2005. These changes include a conversion from condominium ownership to rental units, an increase in the number of dwelling units from 60 to 74-79, and the reallocation of approximately 5,200 square feet of commercial space to “flex space”. The project was granted final approval from the Urban Design Commission and staff believe it to be well-designed and note the design is similar to the previously approved SIP. Although the project slightly exceeds the density recommended in the Comprehensive Plan, staff does not believe that the additional 14-19 units proposed in this submittal will result in an impact greater than that which was envisioned at the time of the approval of the underlying General Development Plan. Staff further believe the size and scale of the development to be consistent with the existing and planned development patterns in the neighborhood.

RECOMMENDATION

The Planning Division recommends that the Plan Commission find that the standards for zoning map amendments and planned unit developments met and forward Zoning Map Amendments 3350 and 3351 rezoning 1723 Waldorf Boulevard from Planned Unit Development-Specific Implementation Plan (PUD-SIP) to Amended Planned Unit Development-General Development Plan & Specific Implementation Plan (PUD-GDP-SIP) with a recommendation of **approval**, subject to input at the public hearing and the conditions listed below.

1. Comments from reviewing agencies.
2. That the applicant shall prepare a revised table showing the number of dwelling units approved on all lots within the Mid-Town Commons developments for which a Specific Implementation Plan has been adopted, and the minimum and maximum number of dwelling units allowed by the General Development Plan on all lots for which a Specific Implementation Plan has not been adopted. This table shall be reviewed by Planning Unit staff and included in the revised General Development Plan.
3. That the siding materials be revised per recommendations of the Urban Design Commission.