

PLANNING UNIT REPORT  
DEPARTMENT OF PLANNING AND DEVELOPMENT  
December 29, 2005

**ZONING MAP AMENDMENT, I.D. 02455 TO REZONE 33 SOUTH BROOM STREET  
FROM UNRECORDED PUD-SIP TO AMENDED PUD-GDP-SIP:**

1. Requested Action: Approval to rezone property from Unrecorded PUD-SIP to Amended PUD-GDP-SIP for the construction of a 23-unit condominium building as a component of the “Capitol West” development.
2. Applicable Regulations: Section 28.07 provides the framework and guidelines for Planned Unit Development Districts. Section 28.01 provides the process for zoning map amendments.
3. Report Drafted By: Bill Roberts, Planner IV.

**GENERAL INFORMATION:**

1. Applicant: Capitol West, LLC – The Alexander Company, Inc., 145 East Badger Road, Suite 200, Madison, WI 53713.
2. Status of Applicant: Contract purchaser.
3. Development Schedule: Begin 2006.
4. Parcel Location: Southeast side of West Washington Avenue along the northeast side of South Broom Street, Madison Metropolitan School District, 4<sup>th</sup> Aldermanic District.
5. Parcel Size: Approximately .32 acre.
6. Existing Zoning: Unrecorded PUD-SIP.
7. Existing Land Use: Vacant land adjacent to the former Physicians Plus UW Health Clinic.
8. Proposed Use: Condominium development.
9. Surrounding Land Use and Zoning (See map): This site is surrounded by a mix of predominantly residential uses, office uses and commercial uses along West Washington Avenue, West Main Street, South Henry Street and Broom Street.
10. Adopted Land Use Plan: The adopted overall Land Use Plan for the City of Madison shows this entire block as SI Special Institutional District. The adopted Bassett Neighborhood Master Plan, January 1997 indicated among the redevelopment recommendations for this block:

*Block 51 redevelopment: Redevelopment of the former Methodist Hospital and Jackson Clinic for mixed-use that may include office, residential and retail uses. Possible enclosed walkways to connect uses with the former Jackson Clinic parking ramp. Possible skywalk to connect Block 51 with the Capital Square and Meriter Senior Health Care and Retirement Center on Block 50.*

11. Environmental Corridor Status: This property is not located within a mapped environmental corridor.

### **PUBLIC UTILITIES AND SERVICES:**

The full range of urban services are available to the site.

### **STANDARDS FOR REVIEW:**

This project is subject to the Planned Unit Development District standards.

### **ANALYSIS AND EVALUATION:**

This application is for the next component of the Phase 1 development of the “Capitol West” project on the site of the former Meriter Hospital Medical Center-Block 51. The Common Council, at their July 19, 2005 meeting approved the underlying PUD-GDP-SIP for this entire block. As part of that approval, the Common Council granted conceptual approval for this component of the development to be known as the “Broom Street Lofts.” This approval provided that the applicant to return to the Urban Design Commission, Plan Commission, and Common Council for review and final approval once specific plans were prepared for the condominium building on this portion of the block.

### **Existing Site Characteristics**

The specific location for this development is along the northeast side of Broom Street at West Washington Avenue adjacent to the former clinic, now office building. This portion of Block 51 is presently a landscaped buffer area adjacent to the former clinic. The approximate size of this building site is about 1/3 acre.

### **Proposed Development**

The application before the Plan Commission and Common Council at this time is to approve an amendment to the PUD-GDP-SIP that provides additional final design detail for the development of the proposed condominiums at this location. This proposed building is actually the final component of the Phase 1 portion of the overall Capitol West development. The proposal submitted for City staff review is for a 23-unit, 4-story condominium building. The size of the proposed units will range from 475 square feet up to 1,230 square feet, with a mix of one and two-bedroom units. There will be ten 1-bedroom market-rate units, eleven 2-bedroom market-rate units, one 2-bedroom inclusionary zoning unit, and one 1-bedroom inclusionary zoning unit. A total of 30 off-street parking spaces to serve the condominium units will be designated in the existing Main Street parking ramp.

The development of 23 condominium units on this 1/3 acre site results in an overall residential density of about 70 dwelling units per acre. As noted above, this component of Block 51 was approved as part of the overall PUD-GDP-SIP for the Capitol West project. The understanding was that once detailed plans were prepared for this component of Phase 1 that a formal amendment to the PUD-GDP-SIP would be required and require full City review.

### **Off-Street Parking Facilities**

As noted above, it is the developer's intent to provide 30 off-street parking stalls for this development in the adjacent existing former clinic and hospital parking ramp. Access to this parking ramp will continue to be from West Main Street.

### **Demolition of Buildings**

There are no proposed demolition of structures required for this condominium building. The demolition of nearby buildings on this block have already been approved.

### **Consistency With Adopted Plans**

The reuse of this entire block for the elements noted is generally consistent with the recommendations in the Bassett Neighborhood Master Plan of 1997. Earlier land use plans and neighborhood plans anticipated the continued use of this block as a medical facility. All of that changed upon the merger of Methodist Hospital, Jackson Clinic, Madison General Hospital, Physicians Plus and UW Health Clinic. The Bassett Neighborhood Plan did not provide detailed design recommendations for this site.

### **Planned Unit Development Standards**

Section 28.07(6) of the Zoning Code includes the following provisions regarding Planned Unit Developments:

The Zoning Code Sec. 28.07(6) includes the following provisions regarding Planned Unit Developments:

- (a) Statement of Purpose. The Planned Unit Development District is established to provide a voluntary regulatory framework designed to encourage and promote improved environmental and aesthetic design in the City of Madison by allowing for greater freedom, imagination and flexibility in the development of land while insuring substantial compliance to the basic intent of the zoning code and the general plan for community development. To this intent, it allows diversification and variation in the bulk and relationship of uses, structures and spaces in developments conceived as comprehensive and cohesive unified plans and projects. It is further intended to encourage developments consistent with coordinated area site planning.
- (f) Criteria for Approval. As a basis for determining the acceptability of a Planned Unit Development District application, the following criteria shall be applied with specific consideration as to whether or not it is consistent with the spirit and intent of this ordinance and has the potential for producing significant community benefits in terms of environmental and aesthetic design. For Planned Unit Development Districts with Residential Components in Downtown Design Zones, the Design Criteria adopted by the Common Council shall be used as guidelines for determining whether the following criteria are met.

1. Character and Intensity of Land Use. In a Planned Unit Development District, the uses and their intensity, appearance and arrangement shall be of a visual and operational character which:
  - a. Are compatible with the physical nature of the site or area.
  - b. Would produce an attractive environment of sustained aesthetic desirability, economic stability and functional practicality compatible with the general development plan.
  - c. Would not adversely affect the anticipated provision for school or other municipal service unless jointly resolved.
  - d. Would not create a traffic or parking demand incompatible with the existing or proposed facilities to serve it unless jointly resolved. A traffic demand management plan and participation in a transportation management association may provide a basis for addressing traffic and parking demand concerns.
2. Economic Impact. Planned Unit Development District shall not adversely affect the economic prosperity of the City or the area of the City where the Planned Unit Development is proposed including the cost of providing municipal services.
3. Preservation and Maintenance of Open Space. In a Planned Unit Development District, adequate provision for the improvement and continuing preservation and maintenance of attractive open space shall be made.
4. Implementation Schedule. A Planned Unit Development District shall include suitable assurances that each phase could be completed in a manner which would not result in an adverse effect upon the community as a result of termination at that point.

It is staff's belief that this more detailed PUD-GDP-SIP can comply with the Planned Unit Development standards contained in the ordinance.

### **Inclusionary Dwelling Unit Plan**

The applicant has provided information that two of the units in this development will be designated as IZ dwelling units. The designation of the two units in this 23-unit proposal is consistent with the overall conceptual inclusionary dwelling unit plan provided and approved as part of the overall GDP-SIP (see attached comments from CDBG staff). The inclusionary dwelling unit components of this entire development are linked with the Tax Increment Financing assistance, which is part of a larger agreement negotiated between the developer and the City's TIF team.

### **Broom Street Building Setback**

At the time of the approval of the underlying PUD-GDP-SIP, there was considerable discussion about the potential setback for this new building along the Broom Street. The Urban Design Commission, Plan Commission and Common Council, agreed that a 13-foot Broom Street right-of-way reservation would be established in this block and the adjoining blocks along the northeast side of South Broom Street. Resolution I.D. 02190 was introduced by the City Engineer that provided for a change on the official map which would add this proposed public street reservation of 13-feet. This resolution is expected to be approved by the Common Council at their January 3, 2006 meeting. This resolution follows an approved substitute resolution I.D.

01509 that formally established as official City policy the need to provide a 13-foot setback along the northeast side of Broom Street from Wilson Street through State Street.

The specific building proposal submitted for staff review for this development show a number of balconies that will encroach up to four feet up to the established 13-foot Broom Street setback. The neighborhood, at the suggestion of the District Alderperson, formed a steering committee that has been meeting with the developer throughout the fall of 2005. The most significant issue being discussed has been the proposed encroachment of the balconies into the Broom Street setback. As a result of the meetings between the neighborhood and the applicant, a revised plan was submitted to the Urban Design Commission. It was reported to the Urban Design Commission that there was an agreement between the applicant, the Capitol West Steering Committee, the Bassett District, Capitol Neighborhoods, Inc. relative to the projection of the proposed balconies. The agreement as presented to the Urban Design Commission included the following:

1. The developer agreed to remove the mezzanine (fifth story).
2. The developer agreed that the proposed balconies on the West Washington Avenue elevation would not extend across the existing property line.
3. That two of the five total "balcony stacks" along the Broom Street elevation would not encroach into the 13-foot setback.
4. Three remaining "balcony stacks" along the Broom Street elevation would encroach 4-feet within the 13-foot setback.

There were several other minor points that were approved by the Urban Design Commission. The Urban Design Commission, at their November 16, 2005 meeting granted final approval of the revised building plans with the changes noted above (see attached report).

### **CONCLUSION:**

The Planning Unit's evaluation of this application concludes that it is consistent with the underlying previously approved PUD-GDP and SIP. Staff feels that the agreement reached between the neighborhood and the developer, regarding the building's balconies as approved by the Urban Design Commission, is acceptable to Planning Unit staff. Staff feels that the ordinance standards can be met.

### **RECOMMENDATIONS:**

Subject to the input at the public hearing, the comments from the reviewing departments and the Urban Design Commission's recommendation, Planning Unit staff recommends that the Plan Commission forward this zoning map amendment to the Common Council with a favorable recommendation, subject to the following:

1. All applicable conditions of approval of the December 14, 2004 Common Council approval are required unless specifically amended by the Plan Commission.
2. The final Inclusionary Dwelling Unit Plan (IDUP) shall be approved and signed off by CDBG staff and Community and Economic Development staff consistent with the provisions of the Tax Increment Financing for this development.