



**Project Address:** 2620 Monroe Street & 665 Knickerbocker Street  
**Application Type:** Demolition Permit and Conditional Use  
**Legistar File ID #** [30334](#)  
**Prepared By:** Timothy M. Parks, Planning Division  
Report includes comments from other City agencies, as noted.

## Summary

**Applicant:** Fred Rouse, Rouse Management; 2428 Perry Street; Madison.

**Property Owners:** Kathleen Madison, 665 Knickerbocker Street, Madison and; Tom Rice, 2620 Monroe Street, Madison.

**Contact Person:** J. Randy Bruce, Knothe & Bruce Architects, LLC; 7601 University Avenue, Suite 201; Middleton.

**Requested Action:** Approval of a demolition permit and conditional use to allow demolition of an auto repair shop at 2620 Monroe Street and a single-family residence at 665 Knickerbocker Street and construction of a mixed-use building containing approximately 2,300 square feet of first floor retail space and 21 apartments.

**Proposal Summary:** The applicant wishes to demolish the existing one-story Town & Country auto repair shop and former gas station located at the northeasterly corner of Monroe and Knickerbocker streets, and the 1.5-story bungalow located on the parcel next north at 665 Knickerbocker. Following demolition, a four-story (3 full stories plus loft), 27,532 gross square-foot mixed-use building is proposed primarily along the Monroe Street frontage of the site, which will include fully or partially enclosed parking for 21 automobiles accessed from a driveway from Knickerbocker Street. The applicant wishes to begin demolition and construction of the new building this fall, with completion anticipated in summer 2014.

**Applicable Regulations & Standards:** Section 28.065(3) of the Zoning Code states that any building over 3 stories and 40 feet in height in the TSS (Traditional Shopping Street) zoning district requires approval of a conditional use. Section 28.065(4)(a) states that any mixed-use or multi-tenant building over 25,000 square feet of gross floor area in the TSS district requires approval of a conditional use. Section 28.183 provides the process and standards for the approval of conditional use permits. Section 28.185 provides the process and standards for the approval of demolition and removal permits.

**Review Required By:** Plan Commission.

**Summary Recommendation:** The Planning Division recommends that the Plan Commission find the standards met and **approve** a demolition permit and conditional use to allow an auto repair shop at 2620 Monroe Street and a single-family residence at 665 Knickerbocker Street to be demolished and a mixed-use building to be constructed, subject to input at the public hearing and the conditions from reviewing agencies beginning on page 12 of this report.

## Background Information

**Parcel Location:** The subject site is an approximately 120-foot by 120-foot parcel (0.33-acres) located at the northeasterly corner of Monroe and Knickerbocker streets; Aldermanic District 13 (Ellingson); Madison Metropolitan School District.

**Existing Conditions and Land Use:** 2620 Monroe Street is a 9,600 square-foot parcel developed with the one-story, 1,370 square-foot Town & Country auto repair shop, which was constructed in 1951 and features 2 service bay doors facing Monroe Street and a short metal canopy located between the building and street overhanging what was previously a gas dispensing island. The site also contains a shed located along the northerly property line west of the repair shop. The single-family residence at 665 Knickerbocker Street is a 1.5-story bungalow that was constructed in 1915 and includes 3 bedrooms, 1 bath, a front porch and a detached one-car garage. The single-family residence occupies a 40-foot wide and 120-foot deep parcel. Both properties are zoned TSS (Traditional Shopping Street District).

**Surrounding Land Use and Zoning:**

- North: Single-family residences along Knickerbocker Street, zoned TR-C2 (Traditional Residential–Consistent 2 District);
- South: Knickerbocker Place multi-tenant retail center, zoned TSS (Traditional Shopping Street District); two-story commercial buildings and Wingra Shores Apartments, zoned PD (Planned Development District);
- East: Mixed-use and commercial buildings along Monroe Street and a three-family residence on Sprague Street, all zoned TSS;
- West: Luedtke-Storm-Mackey Chiropractic Clinic/ Monroe Street Family Dental, zoned TSS; single-family residence, zoned TR-C2.

**Adopted Land Use Plans:** The Comprehensive Plan generally identifies the section of Monroe Street from Pickford Street to Commonwealth Avenue, including the subject site, for Neighborhood Mixed-Use (NMU) development.

The 2620 Monroe Street property is also included in Area 25 of the Monroe Street Commercial District Plan, which recommends residential/commercial mixed-use development of the Monroe Street frontage between Knickerbocker and Sprague streets. Buildings in this area should be 2-4 stories tall, with the third and/or fourth stories stepped back from the front façade. Buildings should step down toward the rear of the site in order to make a “comfortable transition to the residential neighborhood behind.” The plan recommends that new buildings in this area be built to the sidewalks, including the sidewalks of the side streets. Among the design recommendations for Area 25, new buildings are recommended to have masses that emphasize verticality rather than horizontality, include projecting bays or recessed entrances on corners, and feature primary entrances from Monroe Street. Additional design considerations will be discussed in the following sections of this report.

**Zoning Summary:** The property is zoned TSS (Traditional Shopping Street District):

Requirements	Required	Proposed
Minimum/ Maximum Front Yard	0’ Minimum, 25’ Maximum	2’ from Monroe Street
Side Yards	6’ for two-story buildings or taller	5’ (See Zoning conditions)
Rear Yard	Lesser of 20% of lot depth or 20’	20’
Usable Open Space	N/A in TSS District	As shown on plans
Floor Area Ratio	N/A	---
Building Height	3 stories and 40’ except as cond. use	4 stories, 43 feet

Requirements	Required	Proposed
No. of Parking Stalls	1 space per dwelling unit minimum = 21 plus 1 per 400 sq. ft. floor area = 5, unless restaurant, which is 15% of capacity	21 (See Zoning conditions)
No. of Accessible Parking Stalls	1	1 (See Zoning conditions)
Maximum Lot Coverage	85%	Less than 85%
No. Bike Parking Stalls	1 per dwelling unit + 1 visitor stall per 10 res. units + parking for ground floor retail (TBD) = Minimum of 24	14 in garage, 4 on surface, and 6 wall-hung (See Zoning conditions)
Building Form	Commercial Block Building	Complies with requirements
<b>Other Critical Zoning Items</b>		
Yes:	Utility Easements, Barrier Free	
No:	Urban Design, Wellhead Protection, Floodplain, Landmarks, Waterfront Development	
<i>Prepared by: Matt Tucker, Zoning Administrator</i>		

**Environmental Corridor Status:** The property is not located within a mapped environmental corridor (Map D9).

**Public Utilities and Services:** The site is served by a full range of urban services, including seven-day Metro Transit service.

## Project Description

The applicant is requesting approval of a demolition permit and conditional use to allow an auto repair shop and adjacent single-family residence to be demolished and a 27,532 gross square-foot mixed-use building containing 2,300 square feet of ground floor commercial space and 21 apartments to be constructed on a 0.33-acre parcel zoned TSS (Traditional Shopping Street District) at the northeasterly corner of Monroe and Knickerbocker streets.

The proposed retail space will extend along the Monroe Street façade of the building, with 2 retail entries shown on the plans. A lobby for the proposed residential units, located on the second and third floors, will be located at the eastern end of the Monroe Street façade. Parking for 21 automobiles will be provided at the rear of the first floor of the new building with access provided by a single driveway from Knickerbocker Street. Sixteen of the proposed stalls will be located within a secured garage beyond 2 open-air stalls located adjacent to the Knickerbocker Street sidewalk and 3 partially enclosed stalls located under the second floor of the building.

The new building will be 4 stories in height, with 3 full stories along Monroe and Knickerbocker streets and a loft level proposed above the third floor. The building measures 37 feet to the top of the parapet above the third floor. The proposed loft level, which is proposed as additional living space for the third floor apartments, is considered a floor by the Zoning Code. The loft level will be recessed 16-18 feet on all four sides from the parapet walls above the third floor to limit the visibility of the loft from surrounding streets and properties. With the addition of the proposed loft level, the building will stand approximately 43 feet in height as measured to the top of the loft roof. The proposed building will include a number of stepbacks and wall plane variations to create visual interest and provide spaces for balconies for the residential units.

A 20-foot setback is proposed between the northernmost wall of the building and residential property to the north, with a stepback proposed above the second floor in accordance with the TSS district standard requiring a rear yard height transition to residential districts (this is part of the dimensional requirements). Five of the second floor units at the rear of the building will have outdoor space provided on a terrace located above the first floor parking garage, while on the third floor, 2 north-facing units will share a terrace created by the stepback above the second floor and 4 units will have balconies located above the second floor terrace. The building will be set back up to 2 feet from Monroe Street and 5 feet along Knickerbocker Street near the corner of Monroe before increasing to 15 feet in an effort to transition the mass to the single-family residences north of the site.

Brick is proposed as the primary material on the lower two floors of the building in an effort to match the facades of the two-story brick buildings east of the site along Monroe Street and extend that character around the corner onto Knickerbocker Street. Metal siding is proposed along the Monroe Street façade of the third floor and along the southerly portion of that floor façade above Knickerbocker Street before transitioning into a horizontal fiber cement or wood composite siding for the remainder of the building, including the cladding of the proposed loft level.

The landscape plan submitted with the development plans indicates that the 20-foot rear yard of the new building will largely be a passive greenspace planted with 3 deciduous trees and lawn, with the exception of an electrical transformer, which will be located 10 feet from the northern property line and approximately 25 feet from Knickerbocker Street.

## Analysis

As noted in the first section of this report, in addition to approving a demolition permit for the existing auto repair shop and residence, the Plan Commission is required to approve conditional uses for the proposed mixed-use building, which exceeds both the three-story and 40-foot height and 25,000 square-foot gross floor area allowance for the building to be a permitted use in the TSS (Traditional Shopping Street) zoning district.

Staff traces the proposed building exceeding the 25,000 square-foot threshold for permitted buildings in the TSS district to two primary factors: the 2,457 square feet of floor area on the loft level above the third floor, and the 4,943 square feet of floor area of the first floor devoted to either fully or partially enclosed parking. The Zoning Administrator has determined that any portion of the building located either fully or partially within the envelope formed by the outermost limits of the exterior walls of the building to count towards the floor area of the building, including the space where the 3 surface stalls are proposed between the enclosed garage and the 2 surface stalls located outside the building and open to the sky adjacent to Knickerbocker Street. For reference, the Zoning Code defines “floor area” as “the sum of the gross horizontal areas of the several floors of a building, measured from the exterior faces of the exterior walls.”

The proposed building has elicited a significant amount of correspondence from area residents, which has been provided for the Plan Commission’s consideration as part of its review of the demolition permit and conditional use requests. In some of those comments, the correspondents expressed concern that the height and floor area of the proposed building are not allowed in the TSS district. Staff wishes to clarify that the proposed building may be allowed under the existing zoning of the two subject properties if the Plan Commission finds the standards are met and approves the conditional use requests.

In order for the demolition of the existing buildings to be approved, the Plan Commission is required to find that both the requested demolitions and the proposed use are compatible with the purpose of Section 28.185 of the Zoning Code and the intent and purpose for the zoning district in which the property is located. The proposed use of the property following the demolitions should also be consistent with the Comprehensive Plan and any adopted neighborhood plans. When making its decision, the Commission may consider and give decisive weight to any relevant facts including but not limited to the effects the demolition and proposed use of the subject property following demolition would have on the normal and orderly development and improvement of surrounding properties, the reasonableness of efforts to relocate the building(s), including the costs of relocation and the structural soundness of the building(s), and the limits that the location of the building(s) would place on relocation efforts.

Similarly, the Plan Commission may not approve an application for a conditional use unless it can find that all of the standards found in Section 28.183(6)(a), Approval Standards for Conditional Uses, are met. That section states: "The City Plan Commission shall not approve a conditional use without due consideration of the recommendations in the City of Madison Comprehensive Plan and any applicable, neighborhood, neighborhood development, or special area plan, including design guidelines adopted as supplements to these plans. No application for a conditional use shall be granted by the Plan Commission unless it finds that all of the following conditions are present."

The demolition standards recommend that a proposed reuse of a property following demolition be compatible with the statement of purpose of the zoning district of the subject property, or the TSS-Traditional Shopping Street District in this case. In addition, conditional use standard #9 requires the Plan Commission to "bear in mind the statement of purpose for the zoning district" when reviewing any new construction of a building or an addition to an existing building. The Statement of Purpose for the TSS District states that the district "...is established to encourage and sustain the viability of Madison's mixed-use corridors, which sustain many of the City's traditional neighborhoods. The district is also intended to:

- a. Encourage pedestrian, bicycle and transit use as a means of accessing and moving through these corridors.
- b. Encourage diversification of uses, including residential, commercial, and civic uses, in order to enhance the vitality and appeal of these areas.
- c. Maintain the viability of existing residential buildings located within or adjacent to these corridors.
- d. Encourage appropriate transitions between higher-intensity uses within TSS districts and adjacent lower-density residential districts.
- e. Facilitate preservation, development or redevelopment consistent with the adopted goals, objectives, policies, and recommendations of the Comprehensive Plan and of adopted neighborhood, corridor or special area plans."

Planning staff has analyzed the proposed development for its conformance with each of the conditional use standards that apply. [The standards that are not applicable to this request are so noted.]

1. *The establishment, maintenance or operation of the conditional use will not be detrimental to or endanger the public health, safety, or general welfare.*

The comments from the reviewing City departments, in addition to any information provided by residents or the neighborhood at the Plan Commission public hearing usually provides the basis for the Plan Commission to determine whether this standard has been met or not. Based solely upon the attached comments received from the reviewing departments, there is nothing to indicate that the proposed building would endanger the public

health, safety or general welfare. However, significant concern has been expressed by residents of the adjacent neighborhood regarding the height and mass of the proposed mixed-use building, its impact on the character of both Monroe and Knickerbocker streets, and traffic and parking impacts that may be created by the project, which are noted in the attached correspondence.

- 2. The City is able to provide municipal services to the property where the conditional use is proposed, given due consideration of the cost of providing those services.*

The comments and recommended conditions of approval received from reviewing departments and included in the last section of this report, including conditions from the City Engineering Division, Traffic Engineering Division, and Madison Fire Department, suggest nothing out of the ordinary in providing municipal services to this property as a result of the proposed building.

- 3. The uses, values and enjoyment of other property in the neighborhood for purposes already established will not be substantially impaired or diminished in any foreseeable manner.*

This standard is often the most difficult standard for the Plan Commission to address in the process of reviewing conditional use applications. Information provided by residents or property owners in the neighborhood at the Plan Commission hearing usually provides additional information for the Plan Commission to use to determine whether this standard has been met or not. As noted above, concern has been expressed by the adjacent neighborhood that the proposed mixed-use building will have a negative effect on other properties in the neighborhood, including the two-story single-family residence next door to the project. The Plan Commission will need to weigh the application materials, the reviewing department's staff reports and input from the neighborhood to determine whether this standard is adequately addressed. Both the applicant and the neighborhood have provided specific comments and materials on how this proposal will or will not address this standard, as noted in the packet of materials for the project.

- 4. The establishment of the conditional use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district.*

Staff does not believe that construction of the new building will impede the normal and orderly development or improvement of surrounding properties in this long-established near-west side neighborhood, which has been fully developed since the 1930s. While the proposed building represents a significantly different building form compared to what currently exists on the subject site, staff does not foresee how construction of the new mixed-use building will cause the surrounding neighborhood of retail, mixed-use, and medium-density residential buildings on Monroe Street and single-family residences along Knickerbocker Street to not continue in much the same fashion as the area has functioned historically.

- 5. Adequate utilities, access roads, drainage, parking supply, internal circulation improvements, including but not limited to vehicular, pedestrian, bicycle, public transit and other necessary site improvements have been or are being provided; and*
- 6. Measures, which may include transportation demand management (TDM) and participation in a transportation management association have been or will be taken to provide adequate ingress and egress, including all off-site improvements, so designed as to minimize traffic congestion and to ensure public safety and adequate traffic flow, both on-site and on the public streets.*

Planning and Traffic Engineering Division staff have closely reviewed the proposed development and concluded

that these two standards are met despite correspondence provided by area residents to the contrary. As is frequently the case when an infill redevelopment such as the one proposed for the subject site is brought forward, concerns are raised about the impact the new development will have on the existing transportation network, as is noted in many of the comments submitted in opposition to the subject project.

While it is reasonable to conclude that the proposed mixed-use building may generate an increase in the number of vehicle trips over the existing uses on the site, staff does not believe that such an increase will create an increase in traffic congestion along Monroe Street, dramatically increase traffic along Knickerbocker Street or in the surrounding neighborhood, or negatively impact public safety. Traffic Engineering staff has reviewed the proposed development and has not requested any modifications to the project's access or parking layout.

Staff also believes that potential traffic impacts from the new building will be mitigated by the availability of other transport modes to serve future residents and retail patrons of the project. The site and surrounding area are well-served by a variety of transportation modes, including seven-day Metro Transit service between downtown, the University of Wisconsin-Madison campus and West Transfer Point, as well as the Southwest Commuter Path located 800 feet north of the site. The proximity of the building to a variety of established neighborhood-serving uses should also lessen to a degree the reliance of project tenants on personal automobiles to serve their daily needs.

Planning and Traffic Engineering staff also feel that the project will be adequately parked, with approximately one parking stall provided per dwelling unit, including stalls that may be used by patrons of the 2,300 square feet of ground floor retail space. Some of the correspondence submitted for this project references the impacts that parking for the approximately 3,000 square-foot Gates & Brovi Restaurant located on the first floor of the Parman Place mixed-use development at Monroe and Glenway streets has had on that surrounding neighborhood as a basis for concern or opposition to the proposed development. However, staff believes that the context of the two projects is different, with a much higher concentration of commercial square-footage present near the subject site compared to the historically smaller node at Glenway Street. The existing commercial uses located along this section of Monroe Street near the subject site already create a demand for existing on-street parking, and staff does not believe that the additional ground floor retail proposed in this project will dramatically increase demand for that parking compared to any demand that could be created by the reuse of the existing buildings with other uses permitted in the TSS zoning district.

Further, in an effort to prevent parking demand from the proposed building from spilling into the residential neighborhood generally north of Monroe Street, the Traffic Engineering Division is proposing a condition of approval that would preclude residents of the 21 apartments proposed from requesting residential parking permits in the future should that program ever be established on nearby streets. However, at the present time, no such parking restrictions exist. The applicant has verbally indicated that he is amenable to this condition.

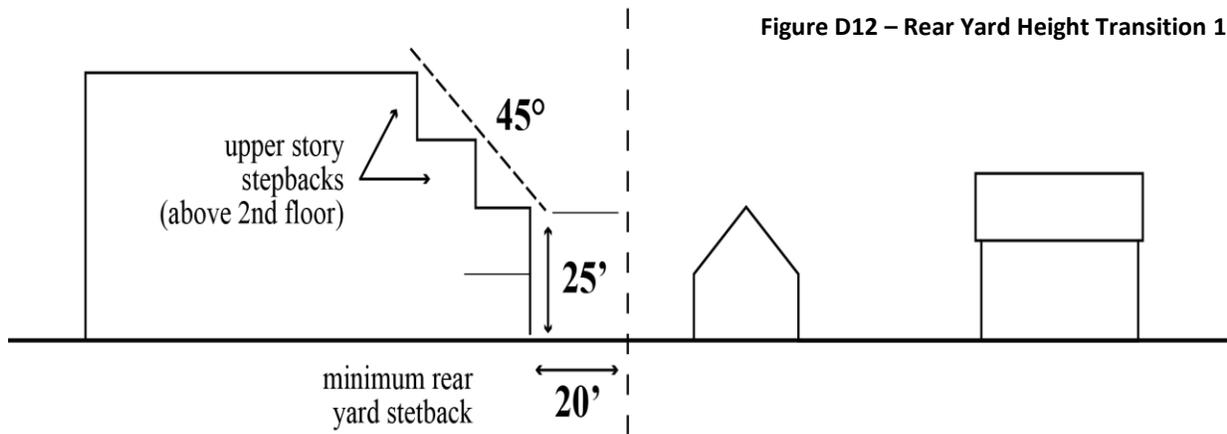
*7. The conditional use conforms to all applicable regulations of the district in which it is located.*

Staff believes that the proposed development will comply with the various bulk requirements of the TSS district and the design standards in the commercial and mixed-use zoning districts in Section 28.060 of the Zoning Code.

The façade of the mixed-use building will have a distinct top, middle and base, a well-articulated façade with greater than 60% of door or window openings along Monroe Street, and variation in the roofline. Along Knickerbocker Street, the storefront along that façade will transition to an arcade-like treatment where the building steps back adjacent to the building's parking. The building form and material palette also comply with the commercial and mixed-use design standards, and staff agrees with the applicant's assertion that the two-

story tall brick-clad portion of the building relates to the character of the adjacent two-story brick building to the east along Monroe Street before stepping up and changing materials at the third floor. The building will also generally maintain the existing street wall along Monroe Street, though it will be stepped back 2 feet from the front of the adjacent building, which is built to the right of way line.

The building will also comply with the TSS district requirement that new buildings that abut a residential zoning district at the rear lot line provide a transition such that a building not exceed two stories and 25 feet at the 20-foot rear setback line. The rear wall of the proposed building will stand two stories and 25 feet along the western half of the rear wall closest to Knickerbocker Street before stepping down to one story along the remainder of that façade at the setback line. The stepback of the building will meet the 45-degree requirement illustrated in Figure D12 of the Zoning Code.



The TSS district does not contain parking minimums except for buildings uses or additions exceeding 10,000 square feet for an individual establishment, or 25,000 square feet of floor area for a mixed-use or multi-tenant building. Because the mixed-use building will exceed 25,000 square feet of floor area, it is required to provide the parking stipulated in Table 28I-3 in Section 28.141 of the Zoning Code. The project is required to provide one parking space per dwelling unit, or 21 in this case. The Zoning Administrator has determined that 5 parking stalls are required to serve the 2,300 square feet of first floor commercial space based on a general ratio of 1 parking stall per 400 square feet of unspecified retail space, for a total of 26 required automobile stalls. However, the project is eligible for a reduction in the minimum number of parking spaces required for non-residential uses as stipulated in Table 28I-4 in Section 28.141 of the Zoning Code, which allows the applicant to reduce the parking requirement by the greater of 5 parking spaces or 10% of the required parking.

[Standard 8 does not apply to this request.]

9. *When applying the above standards to any new construction of a building or an addition to an existing building the Plan Commission:*
  - a. *Shall bear in mind the statement of purpose for the zoning district, and*
  - b. *May require the applicant to submit plans to the Urban Design Commission for comment and recommendation.*

The statement of purpose for the TSS district is provided earlier in this section, and as noted, is a key consideration in the review of any demolition permit and conditional use application. While Planning staff acknowledges the substantial correspondence that suggests otherwise, staff believes that the Plan Commission can find that the subject demolition permit and conditional use application meets the statement of purpose of

the TSS district. The proposed mixed-use building should enhance and sustain the viability of the Monroe Street mixed-use corridor. The proposed development will provide additional housing choice in the greater neighborhood while adding a modest amount of additional retail space along the ground floor, which should add to the mix of neighborhood-serving retail and service opportunities along this section of Monroe Street. The project should not impede the walkability of the street or surrounding neighborhood, has access to transit service throughout Metro's operating hours, and will provide adequate bike parking for residents and visitors of the development, all in accord with the multi-modal transport options encouraged by the district.

Although some nearby residents are concerned that the proposed building will affect the viability and enjoyment of their neighborhood north of Monroe Street, staff does not believe that the project will significantly impact the neighborhood or residential buildings located nearby. While staff acknowledges that the new building will be significantly larger than the two buildings that currently occupy the site, staff believes that the building has been designed to comply with the bulk requirements of the TSS district, which were developed to create proper transitions from streets like Monroe Street to residential streets like Knickerbocker Street.

Staff also believes that the proposed development is consistent with the adopted goals, objectives, policies, and recommendations of the Comprehensive Plan and of adopted neighborhood, corridor or special area plans.

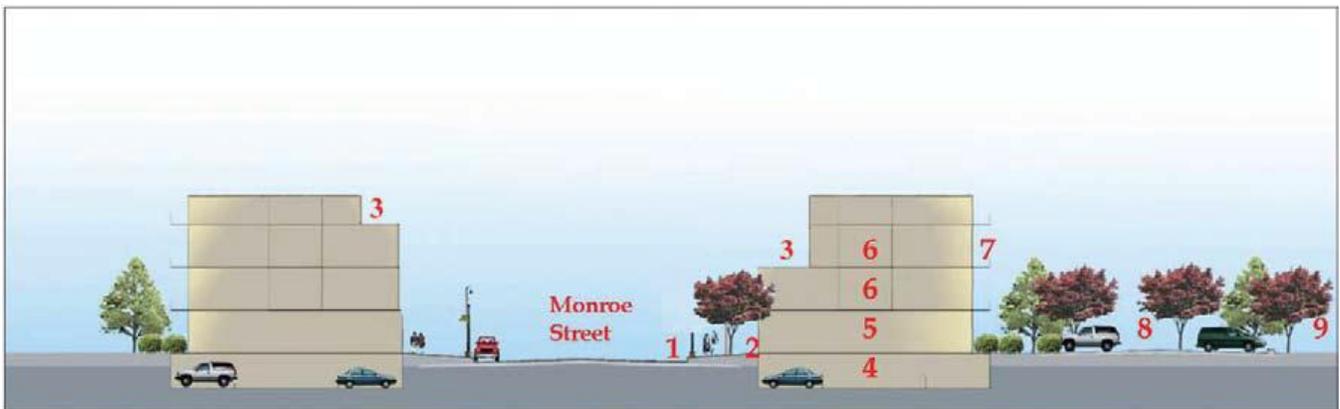
The Comprehensive Plan recommends the entire site and nearby commercial properties along Monroe Street for Neighborhood Mixed-Use (NMU) development. In general, NMU areas are intended to include commercial spaces primarily geared towards serving the surrounding neighborhoods, with any residential uses in NMU areas generally not to exceed 40 dwelling units per acre. The scale of buildings in neighborhood mixed-use areas should generally be between two and four stories in height, though building heights, as well as intensity of use and residential densities can vary as established in an adopted neighborhood or special area plan.

The Monroe Street Commercial District Plan was adopted 2007 to serve as a guide for development activities along Monroe Street from Glenway Street to Regent Street, including the subject site. Most of the subject site is included in Area 25 of the plan, which identifies the Monroe Street blockface bounded by Knickerbocker Street on the west and Sprague Street on the east as an opportunity for residential/commercial mixed-use in the medium-term. The residence at 665 Knickerbocker Street is located outside of the area recommended for redevelopment. Development in Area 25 is recommended to include new buildings constructed up to the existing sidewalks as established by current patterns, with buildings on the corners of the block built to the sidewalks along Knickerbocker and Sprague streets.

Buildings in Area 25 are recommended to be 2-4 stories in height, with the third and/or fourth floors to be set back from the front facade line. Buildings should step down in height toward the rear of the site in order to make a comfortable transition to the residential neighborhood behind. The mass of new buildings should respect the overall pattern of the street by emphasizing verticality rather than horizontality, and should be visually broken into smaller subunits that replicate the sense of scale along the street. Facades along Monroe Street are recommended to have storefronts with architectural details to be attractive to pedestrians. Storefronts or windows are also encouraged for facades along the side streets. Buildings on the corners should include a projecting bay, recessed entrance, or porch at the corner of the structure, and principal entrances are recommended to be off Monroe Street, especially on street corners. The rear facades of new buildings should be built with high quality materials such as brick rather than concrete block and have window openings or other fenestration details. A landscape buffer should also be provided along this edge. Lastly, parking and service are recommended to be to the rear of the site, with all service areas visually screened by walls, fences, or landscape materials that are appropriate to the architectural character of the building. [Pages 66-67]

The residence at 665 Knickerbocker Street is not included in the development recommendations for Area 25. However, the site has been commercially zoned since the 1920s and is included in the area recommended for NMU development in the Comprehensive Plan. As such, staff believes that the various standards and recommendations of the Monroe Street Commercial District Plan should be applied across the entire site as though the entire site was included within the boundaries of the plan.

The Monroe Street Commercial District Plan also includes a number of general development standards, many of which were incorporated into the new Zoning Code as requirements for new buildings and significant additions in the commercial and mixed-use zoning district. Those standards are found on Pages 48-54 of the plan.



**Figure J-5: Street Section Diagram**

Figure J-5 represents a prototypical application of some of the general design guidelines for a mixed-use building with ground floor retail and residential uses above. The diagram portrays a building constructed up to a build-to line (1), with setbacks permitted for sidewalk cafes or other outdoor seating areas (2). Top floor setbacks from the main facade line is shown a (3) on the diagram. Retail/commercial uses (5), residential uses (6), and parking located underground or within building (4) are as shown. Residential balconies are encouraged (7), including those located along the rear of new buildings. Area (8) calls for landscaped parking and service areas screened and at the rear of the site.

Planning staff believes that the proposed mixed-use building conforms to most of the design standards and guidelines contained in the Monroe Street Commercial District Plan. The new building adheres to the building placement, orientation, and architectural recommendations in the plan, including the transition in the rear to the residential neighborhood to the north.

Regarding standard 9b, Planning staff does not believe that review of the proposed mixed-use building by the Urban Design Commission is necessary. Staff believes that the new building is generally well designed and substantially conforms to the design standards of the TSS zoning district, the general design requirements for the commercial and mixed-use zoning districts, and the design requirements in the Monroe Street Commercial District Plan. However, if the Plan Commission felt that it would benefit from an advisory recommendation from the Urban Design Commission before acting on the proposed redevelopment, it should refer the demolition permit and conditional use accordingly.

[Standards 10 and 11 do not apply to this request.]

12. *When applying the above standards to an application for height in excess of that allowed in the district, the Plan Commission shall consider recommendations in adopted plans; the impact on surrounding properties, including height, mass, orientation, shadows and view; architectural quality and amenities; the relationship of the proposed building(s) with adjoining streets, alleys, and public rights of ways; and the public interest in exceeding the district height limits.*

Staff believes that the 2,457 square-foot loft level, which is considered a story and exceeds the 40-foot height threshold for permitted buildings, should be the primary consideration for the Plan Commission in determining if this standard is met.

In reviewing the project against this standard, the Planning Division believes that the Commission can find this standard met. The development standards in Section J of the Monroe Street Commercial District Plan note that four-story buildings would generally be out of character with the traditional street and residential neighborhoods. However, in order to gain support, buildings higher than three stories would require consideration of contextual impacts, proximity to other building forms, setbacks, stepbacks, and effective prior consultation with neighborhoods. The additional height proposed for the loft level will be recessed on all four sides from the building below, which staff believes will limit the loft level's visibility and shadowing impacts on surrounding properties and streets similar to the condition the proposed building would create if it did not contain the loft level above the third floor.

[Standards 13-15 do not apply to this request.]

## Conclusion

Over the last 20 years, the City has adopted a number of neighborhood, corridor and special area plans that have included recommendations and guidelines for urban infill redevelopment projects, especially in older, established areas. Many of those recommendations and guidelines, including those included in the Monroe Street Commercial District Plan, have informed various land use policy decisions in recent years, including many of the goals, objectives and policies espoused in the Comprehensive Plan and the district requirements and design standards included in more recent Urban Design Districts and the new Zoning Code. Many of the provisions of the TSS-Traditional Shopping Street zoning district were developed with the intention of having direct applicability along sections of Monroe Street, Williamson Street and Atwood Avenue, all of which abut lower-density residential areas. Secondly, the development of the district requirements and design standards for commercial and mixed-use districts were developed with the goal of reducing the friction that occasionally accompanied redevelopment proposals proposed under the former Zoning Code in these same areas. The 1966 code was far less progressive in its accommodation of urban building forms and often required Planned Unit Development zoning in order for the development forms encouraged in the City's plans to be constructed. The new Zoning Code was developed with the goal of achieving similar urban redevelopment without relying upon the heavily negotiated Planned Development (PD) zoning district, which is the successor to the PUD district.

The Planning Division believes that the Plan Commission can find that the mixed-use building proposed to replace the auto repair shop and single-family residence currently occupying the subject site meets the standards for approval of demolition permits and conditional use standards. Nearby residents have submitted considerable correspondence to the Commission, district alder and Mayor raising concerns with the height and mass of the new building as well as concerns over the amount of traffic the project may generate, with most expressing concern in one form or another that the proposal will have a detrimental impact on the uses, values, and enjoyment of their properties. Conditional use standard #3 is often difficult to completely address to the

satisfaction of all parties, and depending on a party's point of view, a project may have a greater or lesser impact on nearby properties. Staff acknowledges that the new building represents a dramatically different building form than what currently exists on the site. However, it cannot conclude that the proposed development does not meet the applicable standards subject to the conditions included in the following section.

On May 13, 2013, the Landmarks Commission informally reviewed the demolition of the auto repair business at 2620 Monroe Street and expressed concern and regret for the continued loss of the historic character and fabric of Monroe Street, as each area and style of gas station design contributes to the narrative of the neighborhood. The Commission has not offered comments on the demolition of the single-family residence.

## Recommendation

### 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 and conditional use to allow an auto repair shop at 2620 Monroe Street and a single-family residence at 665 Knickerbocker Street to be demolished and a mixed-use building to be constructed, subject to input at the public hearing and the following conditions:

### **Recommended Conditions of Approval** Major/Non-Standard Conditions are Shaded

1. Revise the plans prior to final staff approval and issuance of demolition and building permits to clearly identify the window materials to be used on each elevation and to show the distant mass of the building in shadow on the side elevations where applicable.
2. Provide a screening plan for the project be submitted for approval that shows how all mechanical equipment and utility equipment located above ground will be screened in accordance with the requirements of the Zoning Code, including the location, size and placement of all rooftop-, building- and ground-mounted mechanical equipment.

**The following conditions of approval have been submitted by reviewing agencies:**

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

3. The proposed building will cross underlying platted lot lines. Current City enforcement of State building codes requires the underlying platted lot lines be dissolved by Certified Survey Map (CSM) prior to issuance of a building permit. The related CSM for this property shall be completed and recorded with the Dane County Register of Deeds prior to issuance of building permits.
4. The address of 2620 Monroe Street is being retired with the demolition of the existing building. The base address for the proposed apartments is 2624 Monroe Street. The commercial space will have an address of 2630 Monroe Street.
5. A pumping and groundwater management plan shall be submitted to the City Engineering Division for approval both for pumping during construction and for permanent pumping of the building.

6. The construction of this building will require removal and replacement of sidewalk, curb and gutter and possibly other parts of the City's infrastructure. The applicant shall enter into a City / Developer agreement for the improvements required for this development. The applicant shall be required to provide deposits to cover City labor and materials and surety to cover the cost of construction. The applicant shall meet with the City Engineer to schedule the development of the plans and the agreement. The City Engineer will not sign off on this project without the agreement executed by the developer. The developer shall sign the Developer's Acknowledgement prior to the City Engineer signing off on this project.
7. In accordance with 10.34 MGO – Street Numbers: When site plans are final, submit a PDF of each floor plan to Lori Zenchenko in Engineering Mapping (Lzenchenko@cityofmadison.com) so that an interior addressing plan can be developed. If there are any changes pertaining to the location of a unit, the deletion or addition of a unit, or to the location of the entrance into any unit, (before, during or after construction) the addresses may need to be changed. The interior address plan is subject to the review and approval of the Fire Marshal.
8. The applicant shall close all abandoned driveways by replacing the curb in front of the driveways and restoring the terrace with grass.
9. The approval of this development does not include the approval of the changes to roadways, sidewalks or utilities. The applicant shall obtain separate approval by the Board of Public Works and the Common Council for the restoration of the public right of way including any changes requested by developer. The City Engineer shall complete the final plans for the restoration with input from the developer. The curb location, grades, tree locations, tree species, lighting modifications and other items required to facilitate the development or restore the right of way shall be reviewed by the City Engineer, City Traffic Engineer, and City Forester.
10. The applicant shall provide the City Engineer with a survey indicating the grade of the existing sidewalk and street. The applicant shall hire a Professional Engineer to set the grade of the building entrances adjacent to the public right of way. The applicant shall provide the City Engineer the proposed grade of the building entrances. The City Engineer shall approve the grade of the entrances prior to signing off on this development.
11. The applicant shall replace all sidewalk and curb and gutter abutting the property, which is damaged by the construction, or any sidewalk and curb and gutter that the City Engineer determines needs to be replaced because it is not at a desirable grade regardless of whether the condition existed prior to beginning construction.
12. All work in the public right of way shall be performed by a City-licensed contractor.
13. All street tree locations and tree species within the right of way shall be reviewed and approved by City Forestry. Please submit a tree planting plan (in PDF format) to Dean Kahl, of the Parks Division - [dkahl@cityofmadison.com](mailto:dkahl@cityofmadison.com) or 266-4816. Approval and permitting of any tree removal or replacement shall be obtained from the City Forester and/or the Board of Public Works prior to the approval of the site plan.
14. All damage to the pavement on Monroe Street and Knickerbocker Street adjacent to this development shall be restored in accordance with the City's Pavement Patching Criteria.
15. 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.

16. 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.
17. For commercial sites less than 1 acre in disturbance, the City of Madison is an approved agent of the Department of Commerce and Wisconsin Department of Natural Resources (WDNR). As this project is on a site with disturbance area less than one acre and contains a commercial building, the City of Madison is authorized to review infiltration, stormwater management, and erosion control on behalf of the Department of Commerce. No separate submittal to Commerce or the WDNR is required.
18. Prior to approval, this project shall comply with MGO Section 37 regarding stormwater management. Specifically, this development is required to: reduce TSS off of the proposed development by 80% when compared with the existing site, and; complete an erosion control plan 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 MGO.
19. The applicant shall submit, prior to plan sign-off, digital CAD files to the Land Records Coordinator in the City Engineering Division. (Lori Zenchenko) [lzenchenko@cityofmadison.com](mailto:lzenchenko@cityofmadison.com). The digital copies shall be drawn to scale and represent final construction including: building footprints, internal walkway areas, internal site parking areas, lot lines/ numbers/ dimensions, street names, and other miscellaneous impervious areas. All other levels (contours, elevations, etc) are not to be included with this file submittal. E-mail file transmissions are preferred. The digital CAD file shall be to scale and represent final construction. Any changes or additions to the location of the building, sidewalks, parking/pavement during construction will require a new CAD file. The single CAD file submittal can be either AutoCAD (dwg) Version 2001 or older, MicroStation (dgn) Version J or older, or Universal (dxf) format. Please include the site address in this transmittal.
20. 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.
21. The applicant's utility contractor shall obtain a connection permit and excavation permit prior to commencing the storm sewer construction.
22. The site plan shall be revised to show all existing public sanitary sewer facilities in the project area as well as the size, invert elevation, and alignment of the proposed service.
23. Prior to final approval of the demolition permit, the owner shall obtain a permit to plug each existing sanitary sewer and/ or storm sewer lateral that serves a building that is proposed for demolition. Prior to approval, the owner or owner's representative shall obtain a permit to plug each existing lateral that serves a building which is proposed for demolition. For each lateral to be plugged, the owner shall complete a sewer lateral plugging application and pay the applicable permit fees. Note: New plugging procedures and permit fees are in effect as of January 1, 2013.

24. City of Madison Environmental Projects staff has reviewed the subject site and determined that a Phase I ESA **will** be required of the applicant. The applicant shall provide one digital and two hard copies of an ASTM Phase I ESA prepared by an environmental professional. Staff review of this Phase I ESA will determine if a further investigative Phase II ESA is also required. Please submit any relevant Phase I and Phase II ESAs to Brynn Bemis (267-1986, bbemis@cityofmadison.com) for further review.

**Traffic Engineering Division** (Contact Eric Halvorson, 266-6527)

25. A condition of approval shall be that no residential parking permits shall be issued for 2620 Monroe Street, as would be consistent with other projects in the area. In addition, the applicant shall inform all tenants of this facility of the restriction in their apartment leases. The applicant shall submit a copy of the lease for the project noting this condition in the lease when submitting plans for City approval.

26. The applicant shall provide a deposit for the installation of overhead pedestrian signage on Monroe Street to provide improved pedestrian crossing for the additional pedestrians generated by the development. The timeframe of installation will be determined by the City Traffic Engineer.

27. When the applicant shall submit 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 and proposed 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, semitrailer movements and vehicle routes, dimensions of radii, aisles, driveways, stalls including the 2 feet overhang, and a scaled drawing at 1" = 20'. Contact City Traffic Engineering if you have questions.

28. 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.

29. 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)

30. Provide a reuse/recycling plan, to be reviewed and approved by the City's Recycling Coordinator, George Dreckmann, prior to a demolition permit being issued. Section 28.185(7)(a)5 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.

31. Off street parking requirements shall comply with Section 28.141(5) of the Zoning Code: The submitted plans reflect that the proposal is 5 parking spaces deficient of the required number of spaces for the non-residential uses; however, that number is within the administrative parking adjustment approval range.

32. Provide the minimum side yard setback of 6 feet from the northeastern property line on the final set of plans.

33. Signage approvals are not granted by the Plan Commission. Signage must be reviewed for compliance with MGO Section 31, Sign Code prior to sign installations.
34. Bike parking shall comply with MGO Section 28.141(4)(g), Table 28I-3: Provide required bike parking stalls in a safe and convenient location on an impervious surface to be shown on the final plan. Note: A bike-parking stall is 2 feet by 6 feet with a 5-foot access area. Structures that require a user-supplied locking device shall be designed to accommodate U-shaped locking devices. Provide details of bike rack on final plan sets.
35. Provide landscape plans pursuant to Sec. 28.142, Landscape Plan and Design Standards. The plans should include but are not limited to: Landscape plans for zoning lots greater than 10,000 square feet in size must be prepared by a registered landscape architect. Screening shall be provided alongside and rear property boundaries between commercial, mixed use or industrial districts and residential districts. Screening shall consist of a solid wall, solid fence, or hedge with year-round foliage, between 6 and 8 feet in height, except that within the front yard setback area, screening shall not exceed 4 feet in height. Height of screening shall be measured from natural or approved grade.
36. Parking requirements for persons with disabilities must comply with Section 28.141(4)e of the Zoning Code. The provisions contained in Wis. Stat. §§ 101.12, 346.503, and 346.56 and any related Wisconsin Administrative Code sections are hereby adopted by reference in the Zoning Code and made applicable to all parking facilities whenever constructed.

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

37. Provide fire apparatus access as required by IFC 503 2009 edition, MGO Section 34.503, as follows:
  - a. The site plans shall clearly identify the location of all fire lanes.
  - b. IFC 503 Appendix D105: Provide an aerial apparatus access fire lane that is at least 26 feet wide, with the near edge of the fire lane within 30 feet and not closer than 15 feet from the structure, and parallel to one entire side of the structure, if any part of the building is over 30 feet in height.

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

38. The Madison Water Utility shall be notified to remove the water meter prior to demolition. All wells located on this property shall be abandoned if no valid well operation permit has been obtained from the Madison Water Utility.

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

39. The developer shall pay \$ 49,421.40 in park impact fees (2013 fees in lieu of parkland dedication and for park development) for the 21 multi-family units proposed less a credit of \$3,687.96 for the existing single-family residence to be demolished. The developer must select a method for payment of the **\$ 45,733.44** of park fees due before signoff on the new building. This development is within the Vilas-Brittingham park impact fee district (SI27). Please reference ID# 13136 when contacting Parks Division staff about this project.
40. Approval of the plans for this project does not include any approval to prune, remove or plant trees in the public right of way. Permission for such activities must be obtained from the City Forester, 266-4816. All proposed street tree removals within the right of way shall be reviewed by City Forestry. Please submit an existing inventory of trees (location, species, & DBH) and a tree removal plan (in PDF format) to Dean Kahl –

[dkahl@cityofmadison.com](mailto:dkahl@cityofmadison.com). Approval and permitting of street tree removals shall be obtained from the City Forester and/or the Board of Public Works prior to the approval of the site plan.

41. Additional street trees are needed for this project. All street tree planting locations and trees species with the right of way shall be reviewed by City Forestry. Please submit a tree planting plan (in PDF format) to Dean Kahl – [dkahl@cityofmadison.com](mailto:dkahl@cityofmadison.com). Approval and permitting of tree planting shall be obtained from the City Forester and/or the Board of Public Works prior to the approval of the site plan. Tree planting specifications can be found in Section 209 of *City of Madison Standard Specifications for Public Works Construction*.
42. Existing street trees shall be protected. Please include the following note on the site plan: Contractor shall install tree protection fencing in the area between the curb and sidewalk and extend it at least 5 feet from both sides of the tree along the length of the terrace. No excavation is permitted within 5 feet of the outside edge of a tree trunk. If excavation within 5 feet of any tree is necessary, the contractor shall contact City Forestry (266-4816) prior to excavation to assess the impact to the tree and root system. Tree pruning shall be coordinated with City Forestry. Tree protection specifications can be found in Section 107.13 of *City of Madison Standard Specifications for Public Works Construction*

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

This agency did not provide comments for this request.