

PLANNING DIVISION STAFF REPORT

May 12, 2014

PREPARED FOR THE URBAN DESIGN COMMISSION AND PLAN COMMISSION



Project Address: 617 North Segoe Road

Application Type: Zoning Map Amendment for Planned Development and Demolition Permit

Legistar File ID # [33394](#), [33220](#), and [32843](#)

Prepared By: Kevin Firchow, AICP, Planning Division

Report Includes Comments from other City Agencies, as noted

Reviewed By: Michael Waidelich, Principal Planner, Planning Division
Katherine Cornwell, Planning Division Director

Summary

Applicant: Jim Stopple; Venture II, LLC; 1202 Regent Street; Madison, WI 53715

Contact: J. Randy Bruce; Knothe & Bruce Architects; 7601 University Ave #201; Middleton, WI 53562

Property Owner: Jim Stopple; Venture II, LLC; 1202 Regent Street; Madison, WI 53715

Requested Actions: The applicant requests approval of a zoning map amendment from the NMX (Neighborhood Mixed Use) District to the PD (Planned Development) District. Both the General Development and Specific Implementation Plan are included in this request. In addition, the application requests approval to demolish a two story commercial building.

Proposal Summary: The applicant proposes to demolish the existing two-story commercial building for the purpose of constructing a 12-story building with 115 dwelling units. Please note, the application materials list this building as 11 stories, however, the stepped back "Penthouse" level is also counted as a story for Zoning.

Applicable Regulations & Standards: This proposal is subject to the standards for Zoning Map Amendments [M.G.O. Section 28.182(6)]; Planned Developments [Section 28.098(2)]; and Demolitions [Section 28.185].

Review Required By: Urban Design Commission (UDC), Plan Commission (PC), and Common Council.

Summary Recommendation: Subject to the input provided at the public hearing, the Planning Division recommends that the Plan Commission find that the standards for Zoning Map Amendments and Planned Developments are met and forward Zoning Map Amendment 00115, rezoning 617 North Segoe Road from NMX (Neighborhood Mixed Use) District to the PD (Planned Development) District with a recommendation of approval. The Division further recommends that the Plan Commission find that the standards are met and approve the demolition permit. These approvals would allow for the demolition of the existing building and approval of the proposed 115-unit development. Both recommendations are subject to input at the public hearing and the comments and conditions recommended by reviewing agencies.

Background Information

Parcel Location: The subject site is a 0.58 acre (25,264.8 sf) lot located on North Segoe Road, at its intersection with Sheboygan Avenue. The site is within Aldermanic District 11 and within the limits of the Madison Metropolitan School District.

Existing Conditions and Land Use: The subject site includes an existing two-story commercial building, constructed in 1979.

Surrounding Land Use and Zoning:

North: Weston Place Condominium Development, zoned PD (Planned Development);

South: Coventry Condominiums, zoned NMX (Neighborhood Mixed Use);

East: Segoe Terrace Apartments and Westside Senior Center, zoned PD; and

West: Wisconsin Department of Transportation Office Building, zoned SE (Suburban Employment).

Adopted Land Use Plan: The Comprehensive Plan recommends community mixed use development for the subject site and surrounding area. The Plan recommends that these areas should be located adjacent to medium and high density residential areas or be large enough to include a significant amount of relatively high-density housing within the district. Net residential densities within community mixed use districts are generally recommended to not exceed 60 du/ac (dwelling units per acre). Buildings are recommended to be a minimum of two-stories in height, although no specific height maximum is prescribed. More specific height and density recommendations may be established in neighborhood plans and should be compatible with the height, scale and intensity of the district as a whole and the context of the surrounding neighborhood.

The Comprehensive Plan also includes the subject site within a Transit-Oriented Development (TOD) overlay designation. TOD development is characterized by a compact, mixed-use development pattern that focuses the highest development densities and intensities in very close proximity to high capacity transit stops. The development guidelines recommend that lands within a quarter mile of a transit stop have net densities of at least 18 du/ac and areas within 1/8 mile should have densities of 30 du/ac or more. There is no maximum density prescribed for TOD areas, though the plan acknowledges compatibility with surrounding development.

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

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

Zoning Summary: The applicant proposes to develop the site in the PD (Planned Development) District.

Table 1: Zoning Information

	Required	Proposed
Front yard	As per approved plans	As per submitted plans
Side yards	As per approved plans	As per submitted plans
Rear yard	As per approved plans	As per submitted plans
Maximum lot coverage	As per approved plans	As per submitted plans
Maximum height	As per approved plans	As per submitted plans
Useable Open Space	None required	As per submitted plans
PD Required open space	20% of project area	20.2%
Number parking stalls	none	Under building – 151
Accessible stalls	Yes	5 under building
Loading	No	Yes

Zoning Summary, Continued

	Required	Proposed
Number bike parking stalls	1 per unit up to 2-bedrooms, ½ space per add'l bedroom; (124) 1 guest space per 10 units; (11) Total 135 11 short term minimum for residential guests with in 100' of principal entrance. 96 long term for residential. Maximum 25% structured (34)	115total provided 107 long term 8 short term Needed: 20 additional long term * See Zoning Comments regarded obstructed access aisles and bicycle parking count.
Landscaping	Yes	Yes
Lighting	Yes	Yes
Other Critical Zoning Items	Urban Design Commission Review, Barrier free (ILHR 69), Utility easements	

Table Prepared by Patrick Anderson, Assistant Zoning Administrator

Project Description

The applicant requests approval of a demolition permit and a rezoning to the Planned Development (PD) district for the purpose of razing an existing two-story office building and constructing a 12-story apartment building with 115 dwelling units.

According to City Assessor's information, the existing 11,752 foot structure was constructed in 1979. The structure was most recently utilized as a bank with a drive-up service window. Based on the information submitted, the building appears to be generally in good repair, and no evidence of significant structural issues has been provided. Interior and exterior photographs of the building have been provided and can be viewed online at the following site: http://www.cityofmadison.com/planning/projects/reports/617nsr_photos.pdf.

The proposed 12-story building includes four levels of underground parking, 11 floors of apartments, and a twelfth story which includes a common room, exercise room, roof-top terrace and building mechanicals.

Based on a site area of 0.58 acres, the project has a density of 198 du/ac (dwelling units per acre). The units range in size from 589 to 1,411 square feet. A summary of the unit mix follows:

Table 2: Summary of Proposed Units

	Dwelling Units	Number of Bedrooms	Average Unit Size (sf)
Efficiency / Studio	19	19	596
One-Bedroom	42	42	811
One-Bedroom + Den	11	11	1,047
Two-Bedroom	24	48	1,194
Three-Bedroom	19	57	1,392
TOTAL	115	177	

The project includes approximately 5,800 square feet of usable open space on the north end side of the building. The penthouse roof-top patio provides approximately 2,450 square feet of outdoor space for the tenants. All units have access to a balcony with balcony open space totaling 7,572 square feet.

Vehicular access to the site is proposed south of the building, from the existing shared driveway that opens onto Segoe Road. There is an existing easement that allows vehicular ingress and egress over this driveway between Weston Place (625 N Segoe Road) and the Coventry Condominiums (601 N Segoe Road). The shared driveway would lead to the proposed underground parking entrance and a loading zone.

Beneath the building are 151 automobile parking stalls. The letter of intent states that 140 stalls will be provided for the residents and that 11 of the stalls on Parking Level 1 will be reserved for guests. A secondary door within Parking Level 1 separates the visitor parking from the balance of the resident parking. Plans show that there will be 115 bicycle parking stalls, 107 of which will be within the underground parking structure. The Zoning Administrator indicates that some changes are required for the underground stalls.

The building is clad in a stone base with brick veneer the primary material on all sides. Metal panels are utilized as an accent in the middle of the building and as a primary material along the building's upper floors.

The PD zoning materials include the required site-specific zoning text, which carries forward the more-flexible "Family Definition" used in the NMX district, allowing up to five un-related occupants per dwelling unit.

Analysis and Conclusion

The proposed project is subject to the approval standards for Zoning Map Amendments [Section 28.182(6)], Planned Developments, [Section 28.098(2)] and Demolitions [Section 28.185]. This analysis begins with a comparison of the proposed project to the surrounding context and other larger approved residential buildings.

Surrounding Context (Bulk, Mass, and Density)

The area surrounding the subject site is one of few areas outside of the Downtown and Campus areas that have some taller buildings over eight stories in height. The proposed building is similar in height, unit count, and number of bedrooms to the adjacent Weston Place development. Due to its small lot size, however, the calculated density for the subject property exceeds that of Weston Place and the surrounding properties.

Comparison data is provided in Tables 3 through 5 below to help illustrate how the proposed project compares to several surrounding properties and other larger apartment developments throughout the City.

Comparison to Multi-Family Developments in the Immediate Surrounding Area

At 12 stories, Weston Place is the tallest existing structure in the immediate area. The proposed structure is also a twelve story building. The Gardens and Segoe Terrace senior communities are the next tallest structures at ten and eight stories, respectively. The proposed project is similar to Weston Place in terms of the number of dwelling units and bedrooms, although it has a considerably higher density when factoring in its smaller lot size. Segoe Terrace has more dwelling units, but is a senior-restricted development. The Overlook Development is arguably similar in terms of unit count, although it has 19 fewer dwelling units and bedrooms compared to the proposed project. The Overlook also provides a slightly higher ratio of parking stalls per unit than what is proposed for the subject property.

Table 3: Comparison to Surrounding Residential Development

Project Name	Address	Lot Size (acres)	Dwelling Units	Density (du/ac)	Bedrooms	Bedrooms/ Acre	Parking Stalls	Stalls/ Unit	Height (Stories)
Weston Place	625 N Segoe Rd	1.31	121	92	197	150	293	2.4*	12
Coventry	601 N Segoe Rd	1.14	22	19	44	39	47	2.1	4
Segoe Terrace	602 Sawyer Ter	1.69	150	89	150	89	57	0.4	8
Overlook	4620 Frey St	1.35	96	71	158	117	140	1.5	4
Normandy	4701 Sheboygan	6.17	303	49	430	70	324	1.1	3
Gardens	602 N Segoe Rd	1.99	84	42			50	0.6	10
PROPOSED	617 N Segoe Rd	0.58	115	198	177	305	151	1.3	12

*Mixed-Use project, Parking for residential and non-residential users. Includes 266 stalls in building and 27 surface stalls.

Staff notes that other larger residential developments have been approved in the surrounding area but never implemented. This includes an 11 story (144 unit) and 9 story (90 unit) mixed-use developed approved in 2007 in the area now developed as the Hildale Target and the Overlook Development. Also in 2007, a general development plan for the State Department of Transportation property at 4802 Sheboygan Avenue included a mix of office, retail and approximately 350 residential units with buildings ranging from 5-20 stories height.

Comparison to Other Multi-Family Developments

Looking city-wide beyond the immediate surrounding properties, Table 4 lists the development characteristics of larger (80 or more units) non-student oriented residential projects approved between 2010 and 2013.

Table 4: Comparison to NON-STUDENT Oriented Developments (80+ Units- 2010-2013)

Project Name	Address	Lot Size (acres)	Dwelling Units	Density (du/ac)	Bedrooms	Bedrooms / Acre	Parking	Stalls/ Unit	Height (Stories)
Constellation	754 E Wash Ave	1.50	217	145	294	196	287	1.3*	12
The Domain	406 W Johnson	1.40	326	233	393	281	259	0.7	12
Ovation 309	309 W Johnson	1.63	255	156	319	196	255	1.0*	14
	900 John Nolen	1.80	80	44	84	47	121	1.5*	6
Royster Crnrs.	Royster- Lot 5	1.84	80	43	106	58	96	1.2	3
	502 Apollo	4.50	105	23	166	37	184	1.8	4
	1723 Waldorf	1.50	80	53	104	69	124	1.6	4
	725 Univ. Row	1.88	118	63	160	85	334	2.8***	4
	638 Hercules	4.00	95	24	155	39	167	1.8	3
	6854 Stockbridge	5.15	86	17	127	25	142	1.7	3
Cap. West	306 W Main	0.61	172	282	210	344	178	1.0	11
	2508 Univ. Ave	1.08	130	120	176	163	151	1.2	6
Overlook	4620 Frey St	1.35	96	71	159	118	140	1.5	4
PROPOSED	617 N Segoe Rd	0.58	115	198	177	305	151	1.3	12

* Mixed use buildings that include parking for commercial/office components

** 360 Parking Stalls Total – 255 reserved for residents, *** Parking shared between other uses/buildings

The most similar non-student oriented development in terms of density and unit count is the 12-story Madison Mark at 219 King Street, in Downtown. That development, approved in 2004, has 113 dwelling units and 183 total bedrooms on a 0.51 acre site, and includes 119 parking stalls. The project differs from the subject proposal in that it also includes ground floor commercial space.

The proposed development's density exceeds many of the projects listed in Table 4, with the exception of the densest Downtown projects. However projects such as the "Constellation," "The Domain" and "Ovation 309" are significantly larger in terms of number of units and bedrooms when compared to the proposed project. In terms of automobile parking stalls per unit, the proposed development provides about 1.3 stalls per unit. That is slightly higher than what was provided for a mixed-use development approved on "Old" University Avenue in early 2011. The recently approved projects on the City's eastern and western peripheries (Hercules, Stockbridge, Apollo, and Waldorf) have a higher ratio of onsite parking, typically ranging from 1.6 to 1.8 stalls per unit.

Table 5, below, compares the proposed project to larger student-oriented high-rise developments. From a unit per acre standpoint, many of these projects have a similar density to this proposal. However, a key distinction between many of the student-oriented projects and this proposal is the number of bedrooms per acre. While the proposed project has just over 300 bedrooms per acre, many of the larger student towers including the "Equinox," "Embassy," "Palisade," and "Aberdeen" exceed 600 bedrooms per acre. More-contemporary student towers such as 10-01 University and the "Vantage Point" exceed 400 bedrooms per acre. Another distinction is that the onsite parking for the student-oriented towers is typically less than 1 stall per unit.

Table 5: Comparison to Larger Student-Oriented Developments

Project Name	Address	Lot Size (acres)	Dwelling Units	Density (du/ac)	Bedrooms	Bedrooms/Acre	Parking Stalls	Stalls/Unit	Height (Stories)
Univ. Square	700 University	3.16	350	111	1010	320	421	1.2	12
Equinox	409 W Gorham	0.50	115	230	329	658	81	0.7	12
Embassy	505 University	0.46	126	274	281	611	70	0.6	12
Palisade	535 W Johnson	0.41	93	227	250	610	81	0.9	12
La Ciel	515 University	0.69	86	125	196	284	34	0.4	12
Aberdeen	437 W Gorham	0.35	77	220	225	643	24	0.3	12
420 West	420 W Gorham	0.50	80	160	196	392	35	0.4	6
Ten-01	1001 University	0.57	79	139	240	421	64	0.8	8
Vantage Pt	1323 W Dayton	0.42	65	155	199	474	24	0.4	9
PROPOSED	617 N Segoe Rd	0.58	115	198	177	305	151	1.3	12

Conformance with Adopted Plans

The Comprehensive Plan recommends community mixed use (CMU) development for the subject site and the surrounding area. The Plan recommends that CMU districts are recommended for a relatively high-density mix of residential, retail, office, institutional and civic uses in a compact urban setting. These areas should be located adjacent to medium and high density residential areas, or be large enough to include a significant amount of relatively high-density housing within the district. Buildings are recommended to be a minimum of two-stories in height, but no specific maximum height or building size is prescribed. The maximum building height should be compatible with the size of the district, surrounding structures, and land uses.

Net residential densities within community mixed use districts are generally recommended to not exceed 60 du/ac (dwelling units per acre), but higher densities may be recommended in a neighborhood or special area plan if development is compatible with the scale and character of the neighborhood. While a neighborhood plan for the "University Hill Farms" area is currently underway, no more-specific recommendations applicable to the review of this application are available at this time. Staff notes that Weston Place, Segoe Terrace, and the Overlook have densities that exceed the general recommended density, though less than what is currently proposed.

The Comprehensive Plan also includes the subject site within a Transit-Oriented Development (TOD) overlay designation. Such development is characterized by a compact, mixed-use development pattern that focuses the highest development densities and intensities in very close proximity to high capacity transit stops. This is intended to achieve a development pattern at and near transit stops that fosters travel via high-capacity mass transit. The proposed site has excellent transit service. Nearby bus stops are located on both sides of University Avenue at Segoe Road, on the west side of Segoe Road just south of University Avenue, and on both sides of Sheboygan Avenue at Segoe Road. Together, these stops are served by 10 weekday bus routes (including all-day, peak, and off-peak service), providing about 374 unique trips per day. Two routes along Sheboygan Avenue provide weekend and holiday service. While still in the planning stages, the Transit Corridor Study for the proposed Bus Rapid Transit (BRT) system identifies a potential BRT route extending west along University Avenue, south on Segoe Road, and then west along Sheboygan. Potential locations for BRT stops were identified near the Sheboygan/Segoe and University/Midvale intersections. With this high level of existing and potential future transit service, this area is well-located for transit oriented development.

The Comprehensive Plan development guidelines for TOD generally recommend that lands within a 1/4 mile of a transit stop have net densities no less than 18 du/ac and areas within 1/8 mile should have densities of 30 du/ac or more. Within a 1/4 mile of this development site, there is currently an existing residential net density of about 39 du/ac and 54 du/ac within 1/8 mile. There is no prescribed maximum density within a TOD area, though the plan acknowledges that higher net densities may not be desirable where the adjacent development is at a lower density.

Zoning Map Amendment Standards

The standards for zoning map amendments are relatively broad and state that such amendments are legislative decisions of the Common Council that shall be based on public health, safety and welfare, shall be consistent with the Comprehensive Plan, and shall comply with Wisconsin and federal law. Chapter 66.1001(3) Wisconsin Statutes requires that zoning ordinances (of which the zoning map is part) enacted or amended after January 1, 2010 be consistent with the City's Comprehensive Plan. 2010 Wisconsin Act 372 clarified "consistent with" to mean "furthers or does not contradict the objectives, goals and policies contained in the comprehensive plan." While the proposed density of this project exceeds the density generally recommended for community mixed-use areas, staff notes that the Common Council has approved other zoning map amendments in which the proposed density exceeded what was generally recommended in the Comprehensive Plan, if on balance the project was believed to be consistent with the plan's goals, objectives, and policies. The Planning Division believes that the subject site's placement within a designated Transit Oriented Development overlay district and its location within a large and intensively-developed CMU district (that already includes some buildings exceeding the recommended density) provides policy guidance that supports additional density and relatively high-density residential development at this location. Provided, however, that the project is compatible with the scale and intensity of the district, as noted above.

Planned Development Standards

The applicant has requested that the property be rezoned from NMX (Neighborhood Mixed Use) to the PD (Planned Development) District. The specific standards for approval of Planned Developments are provided in Section 28.098(2) of the Zoning Code. Discussion on the individual standards follows:

(a) Other potential base zoning districts cannot be used to achieve a substantially similar development pattern

For a PD District to be approved, the applicant must first demonstrate that no other base zoning district can be used to achieve a substantially similar pattern of development. The proposed project could not be developed under the existing NMX zoning because while a *mixed-use* project of a similar size, bulk, and density could be developed under NMX zoning with conditional use approval, the applicant is proceeding with an *entirely residential* development. Staff understands that this has been done, in part, to help address concerns regarding parking adequacy for commercial uses; but staff also does not consider this site especially suitable for retail-service uses in any case.

Under NMX zoning, exclusive residential developments without a mixed-use component must follow the more restrictive bulk standards in the TR-V2 (Traditional Residential-Varied 2) zoning district. On this property, an exclusive residential development could not exceed 12 units or three stories in height under NMX zoning. For comparative purposes, staff has also reviewed the TR-U2 (Traditional Urban-2) District, which allows the densest entirely-residential development outside of Downtown. In that district, height above six (6) stories could be approved as a conditional use. Based on required lot area, 50 (one and two bedroom) units could be allowed with conditional use approval. Dwelling units with more than two units require additional lot area. With the proposed mix of units, the proposed building would require a lot area of 1.43 acres to be developed in the TR-U2 District. The applicant's revised letter of intent also notes the applicant considered the UMX (Urban Mixed Use) District, however, this district is not allowed outside of Downtown.

Standard (a) also states that Planned Developments shall not be allowed simply for the purpose of increasing overall density or allowing development that otherwise could not be approved unless that development meets one of the objectives listed in the Planned Development Statement of Purpose. Planning staff believes the most applicable objective that could be considered in this case is (f): "Facilitation of high-quality development that is consistent with the goals, objectives, policies, and recommendations of the Comprehensive Plan and adopted neighborhood, corridor, or special area plans." Another possible objective that could possibly apply would be (a) which relates to sustainable development, though no specific information has been provided by the applicant to consider.

(b) Facilitate the development or redevelopment goals of adopted plans

This proposed project's relationship to the broad land use and density development and redevelopment recommendations for the mapped CMU districts in the Comprehensive Plan is discussed earlier in this report. The Comprehensive Plan also includes the general recommendation to encourage urban infill, redevelopment, and higher development densities in areas recommended in City plans as appropriate locations for more intense development. The "Hilldale-Hill Farms" area has long been identified as one of the four major concentrations of employment, commercial and mixed-use development in the City of Madison. Although it already ranks among the more intensively developed locations outside the downtown, the general area including the subject site is identified on the Comprehensive Plan Potential Redevelopment & Infill Area map as a location where appropriate more-intensive redevelopment may be encouraged, subject to the detailed recommendations in other applicable plans and compatibility with the scale and character of adjacent neighborhoods. Many of the design characteristics of the proposed building also reflect plan recommendations, such as building placement

close to the sidewalk and locating parking underground. So, while there may remain differences of opinion regarding building characteristics such as height, scale, density or design, for example, Planning Division staff considers the redevelopment of this site with a relatively large, tall, high-density residential use to be generally consistent with Comprehensive Plan goals and recommendations.

(c) Shall not adversely affect the City's economic health or the cost of municipal services

In regard to the "economic health" standard, Planning Division staff has received comments from the Water Utility requiring the applicant install new service laterals to meet water supply and fire protection requirements. There is also the standard requirement related to paying required park fees. However, staff has not received other agency comments regarding the costs of providing municipal services. The applicant estimates that this project would increase property values and provide an estimated \$400,000 in tax revenue, annually.

(d) Shall not create disproportionate traffic or parking demands

This standard states that the PD District plan shall not create traffic or parking demands disproportionate to the facilities and improvements designed to meet those demands. Staff notes that installation of a round-a-bout at the North Segoe Road and Sheboygan Avenue intersection is already in the planning phase. This improvement is being designed to serve the anticipated redevelopment at the Department of Transportation site as well as the subject development. The applicant's design allows for the development at a round-a-bout at this location.

In regards to traffic impacts, the Assistant City Traffic Engineer has estimated that a development of this type generally produces 5.10 daily trips per parking stall. (This is based on the Institute of Transportation Engineers Trip Generation Manual.) The updated proposal includes 151 stalls, which would generate about 770 trips per day and approximately 77 trips during peak hours. In his analysis, the Assistant City Traffic Engineer believes that the trip generation for the new apartment building would be very similar to what the two story commercial building with drive-up bank would have generated.

In regards to parking, the applicant has revised the plans to provide 151 stalls, or about 1.3 stalls per dwelling unit. All of these stalls are located within four levels of underground parking. This structured parking includes an 11-stall visitor lot which is separated from resident parking by a secondary garage door. In comparison, Weston Place includes a 27-stall surface lot in addition to the reserved in-building parking. Weston Place does include more units, bedrooms, and about 20,000 square feet of commercial and office space. Staff believes that on-site directional signage may be helpful to guide visitors to this in-building parking. Staff notes that there is a loading zone adjacent to the garage entrance.

Earlier versions of this application included additional surface parking, which has been removed in the current proposal. Previously, two parallel parking stalls were provided adjacent to the shared driveway, south of the building. The Planning Division believes such additional parking would be convenient for short-term parking or loading. However, that improvement was not on the applicant's property, but located within a shared ingress and egress easement jointly controlled by owners of the subject site, Weston Place, and the Coventry Condominiums. Such an improvement would require the agreement of other property owners. Otherwise, establishing similar parking would require shifting the proposed building closer to Weston Place or redesigning the building. In light of concerns that have been expressed on the project, the Planning Division is not supportive of moving the building closer to Weston Place. The Traffic Engineering Division comments state they anticipate loading or short term parking will likely occur in this area, even without a designated parking area which may lead to some blocking of the driveway.

There is no set minimum parking standard for PD districts. Other zoning districts would require a minimum of one stall per unit, which this development exceeds.

Finally, staff notes that the project provides 115 bicycle parking stalls---with eight proposed on the surface and 107 within the four levels of underground parking. Staff believes that the four bicycle parking stalls on the north side of the building should be relocated closer to the main building entrance. The comments from the Zoning Administrator note that some of the bike stalls need to be reconfigured as the access required access aisles are blocked.

(e) Coordination of Architectural Styles and Building Forms

The Planned Development Standards also require that the PD District plan shall coordinate architectural styles and building forms to achieve greater compatibility with surrounding land uses.

In regards to the building mass, staff believes the proposed 12-story building is similar in mass to the adjacent 12-story Weston Place development. When excluding underground parking from both buildings, the proposed building has a gross floor area of 136,368, while Weston Place development has a gross floor area of 248,620 square feet.

The proposed structure has been sited on the southern end of the property. At its closest point, the building is set 33 feet from the north property line and approximately 48 feet from Weston Place. The distance between the buildings widens to approximately 70 feet moving closer to North Segoe Road. Floors 10 and 11 of the proposed building are stepped in an additional 22 feet from the Weston Place side of the structure. For comparative purposes, at its closet point, the 12-story Weston Place is about 60 feet from a corner of from the eight-story Segoe Terrace development.

Staff believes the applicant has made several aesthetic improvements to building and believes the resulting building is attractive on all four sides and will be complementary in its style surrounding structures. The applicant has provided more design cohesion between the different facades, compared to earlier versions of the proposal that had substantially more metal panel along the west and south sides. All facades have a stone base and utilize brick veneer as the primary material. Metal panels are used as accents and clad portions of the upper floors.

The Urban Design Commission shall review this application and make a recommendation to the Plan Commission based on the design objectives in the statement of purpose and the other requirements of the Planned Development section.

(f) Project Phasing

This project is not proposed to be developed in phases.

(e) Open Space and Recreational Facilities

The Zoning Administrator comments indicate that the development meets the Planned Development standard that at least 20% of the project area be protected as open space. For PD districts, there is no further minimum area standard. The proposed plans include 17,430 square feet of useable open space with 7,407 square feet on the ground and an additional 2,451 square feet on the penthouse deck. All units have access to a balcony with balcony open space totaling 7,572 square feet.

For comparative purposes, if this project could have been developed in NMX zoning, 25,280 square feet of useable open space would be required. While the project doesn't comply with that standard, it could likely meet the standard for TR-U2 with some small adjustments. That district, as discussed above, would allow for the densest exclusively residential development outside of Downtown, requiring 16,100 square feet of useable open space for a 115-unit development. Balconies and roof-top patios could not comprise more than 75% of the required useable open space. Staff also note that the open space depicted between the front of the building and street would not count towards this requirement in this zoning district. When subtracting those areas from this proposal, the development would be roughly 180 square feet short of the required open space if developed in that district.

Demolition Approval Standards

In considering the Demolition approval standards, the Plan Commission must find that the proposed demolition is both 1) consistent with the intent and purpose of the zoning district and 2) that the proposed future use is compatible with the purpose of the demolition section of the ordinance. As noted above, the project is proposed concurrently with a zoning map amendment. Numerous demolition permits have been approved in conjunction with a zoning map amendment, and demolition of the existing building is not inconsistent with the purpose of the zoning district.

Regarding finding "2" the standards state that the Plan Commission shall consider and may give decisive weight to any relevant facts, including impacts on the normal and orderly development of surrounding properties and the reasonableness of efforts to relocate the building. The demolition standards also state that the proposed use should be compatible with adopted plans, which is discussed above.

The demolition standards also state that the Plan Commission shall consider the report of the City's historic preservation planner regarding the historic value of the property, as well as any report submitted by the Landmarks Commission. The Preservation Planner forwarded the comments of the Landmarks Commission who found that there is no known historic value of the building proposed for demolition.

Public Input

The Planning Division is aware of significant opposition to this proposal, with specific concerns being raised about the project's density. At the time of report writing, staff had received detailed correspondence from some residents of Weston Place. These comments will be provided and are available in Legistar. Some of the correspondence includes supporting data comparing the density of the proposed development to nearby developments. One of the primary arguments made is that the proposed development well-exceeds the range of densities for other projects in the area, including more recent developments. In addition to individual comments, a detailed paper produced by the condominium association in December 2013 is also provided. That document questions the appropriateness of an earlier mixed-use version of this proposal, noting that the proposed density is not consistent with the surrounding development pattern and is more consistent with Downtown and Campus-area student high-rise developments.

Conclusion

The applicant proposes to demolish a two story building, formerly utilized as a bank with drive-up service window, for the purpose of constructing a 12-story apartment building with 115 dwelling units. This request includes a proposed rezoning of the subject property to the PD (Planned Development) District.

The subject site is just over one-half acre in area, and surrounded by other multi-family and senior-oriented developments. Nearby buildings range from 3 to 12 stories in height, with the largest development being the adjacent 12-story, 121-unit Weston Place Condominium development.

The Comprehensive Plan recommends community mixed use (CMU) development for the subject site and the surrounding area. Community mixed use areas are recommended to include a relatively high-density mix of residential, retail, office, institutional and civic uses in a compact urban setting. Stand-alone residential buildings are among the recommended uses within mixed-use areas. The general recommended density for CMU districts is up to 60 du/ac (dwelling units per acre). The subject area is located within an identified Transit Oriented Development (TOD) node. Such areas are intended to achieve a development pattern at and near transit stops that fosters travel via high-capacity mass transit. There is no maximum density prescribed for TOD areas, though the plan acknowledges compatibility with surrounding development. As discussed in this report, this area has excellent transit service, is located on a potential route of the proposed future Bus Rapid Transit system, and is well-located for Transit Oriented Development. The site is also located within one of the City's major development centers and one of the more-intensively developed areas outside of Downtown.

The Comprehensive Plan also recommends that development should be compatible with the scale and intensity of the district. With a calculated density of approximately 198 du/ac, the proposed density of this project is significantly higher than the existing densities on surrounding properties, which range between 19 and 92 du/ac. Concerns have been raised by opponents to this project that this density is out of character with the area and is more reflective of downtown and campus-area student developments. Staff concurs that many of the student high-rise developments do have similar dwelling-unit-per-acre densities. But staff also notes that many of these developments have a significantly higher number of bedrooms per acre and less on-site parking than what is proposed for this project.

In considering density and its related impacts, the Planning Division believes that careful consideration should be given to how this development "fits" on the site considering factors such as on-site parking, circulation, open space, and physical compatibility. The site includes 151 total automobile parking stalls, including 11-stalls reserved for visitors. In total, 1.3 parking stalls are provided per dwelling unit. While this is less than the parking provided for many recent larger developments on the City's periphery (typically 1.6 to 1.8 stalls per unit), it exceeds the minimum requirement in the zoning code for non-PD zoned projects. In terms of open space, the project meets the protected open space requirements for PD developments and provides useable open space area nearly equal to that required in the TR-U2 zoning district, which allows for the densest exclusively residential developments outside of Downtown.

Another consideration is the building's physical placement on the site. The building is similar in height to the larger Weston Place structure. At its closest point, a corner of the proposed building and Weston Place are 48 feet apart, although the separation widens toward Segoe Road. Starting at the 10th floor, the proposed building steps back an additional 22 feet. For comparative purposes, at its closet point Weston Place is about 60 feet from a corner of from the eight-story Segoe Terrace development. From an aesthetic standpoint, staff believes the proposed structure presents an attractive four-sided design which is complementary in style to surrounding buildings.

This development request should be reviewed carefully against the Zoning Map Amendment, Planned Development, and Demolition standards. Although the proposed project is large, and large on its site, the Planning Division believes it may be possible to find the applicable standards are met. Staff is aware that considerable opposition to this request has been expressed, and these comments and related information should be carefully considered along with this report and testimony provided at the public hearing.

Recommendation

Planning Division Recommendation (Contact Kevin Firchow, 267-1150)

Subject to the input provided at the public hearing, the Planning Division recommends that the Plan Commission find that the standards for Zoning Map Amendments and Planned Developments are met and forward Zoning Map Amendment 00115, rezoning 617 North Segoe Road from NMX (Neighborhood Mixed Use District) to the PD (Planned Development) District with a recommendation of approval. The Division further recommends that the Commission find that the standards are met and approve the demolition. These approvals would allow the development of a 115 unit building. Both recommendations are subject to input at the public hearing and the comments and conditions recommended by reviewing agencies.

Recommended Conditions of Approval

Major/Non-Standard Conditions are Shaded

Planning Division

1. That the applicant provides on-site signage or marking that identifies the loading zone and in-building visitor parking area. Details shall be approved by staff.
2. That the surface bicycle parking be located closer to the main building entrance.
3. No building penetrations for "Wall Packs" have been shown and are not considered to be part of this approval.

City Engineering Division (Contact Janet Schmidt, 261-9688)

4. There is an unrecorded 15' wide Private Storm Sewer and Sanitary Sewer Easement as referenced on Coventry Condominium and Certified Survey Map No. 10358. This easement contains sanitary and storm sewer facilities that serve this site and proposed redevelopment. Considering the substantial change in the proposed use for this redevelopment site, an easement/agreement document shall be created and recorded at the Dane County Register of Deeds to better memorialize the private sanitary sewer and storm sewer easement prior to sign off of the project.
5. The declaration of parking easement per Doc. No. 3463354 shall be modified as necessary to address the removal of the parking stalls per the proposed site plan for the development prior to sign off of the project.
6. The Parking and Ingress – Egress Easement (and amendments) per Document No.'s 1600054, 1629831 and 1851709 shall be amended and recorded at the Register of Deeds prior to building permit issuance to allow the proposed two parking stalls shown south of the redevelopment parcel within the easement area. The applicant shall also be responsible to coordinate the approval of the proposed modifications of the access improvements within the Parking and Ingress – Egress easement with the other parties having an interest in the easement.
7. The address of 617 N. Segoe Rd will be retired with the demolition of the existing building. The new building shall use the assigned address of 619 N. Segoe Rd.

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| 8. The applicant shall be required to provide storm water detention in accordance with Chapter 37 MGO for the University/Midvale Watershed. |
| 9. The applicant shall verify that the size of sanitary lateral has adequate capacity to serve the proposed condominium development. The applicant shall also verify there is sufficient residual capacity for any downstream private sewers being discharged to. |
| 10. If the sanitary sewer lateral is not of adequate size or if the easement does not exist or is not obtainable, applicant will be required to enter into a developer's agreement to extend public sanitary sewer north to Frey Street. |
| 11. Provide a demolition plan that shows any existing street trees scheduled for removal. |
12. The site plan shall include all lot/ownership lines, existing building locations, proposed building additions, demolitions, parking stalls, driveways, sidewalks (public and/or private), existing and proposed signage, existing and proposed utility locations and landscaping.
13. Submit a PDF of all floor plans to lzenchenko@cityofmadison.com so that a preliminary 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.
14. The Applicant shall close all abandoned driveways by replacing the curb in front of the driveways and restoring the terrace with grass. (POLICY)
15. The Applicant shall replace all sidewalk and curb and gutter which abuts the property which is damaged by the construction or any sidewalk and curb and gutter which 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. (POLICY)
16. All work in the public right-of-way shall be performed by a City licensed contractor. (MGO 16.23(9)(c)5) and MGO 23.01)
17. All damage to the pavement on N. Segoe Road adjacent to this development shall be restored in accordance with the City of Madison's Pavement Patching Criteria. For additional information please see the following link: <http://www.cityofmadison.com/engineering/patchingCriteria.cfm> (POLICY)
18. This project falls in the area subject to increased erosion control enforcement as authorized by the fact that it is in the ROCK RIVER TMDL ZONE and by Resolution 14-00043 passed by the City of Madison Common Council on 1/21/2014. You will be expected to meet a higher standard of erosion control than the minimum standards set by the WDNR.
19. 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.

20. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to a) Reduce TSS off of the proposed development by 80% when compared with the existing site; and b) 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 of the Madison General Ordinances. Stormwater management plans shall be submitted and approved by City Engineering prior to signoff.
21. The applicant shall submit, prior to plan sign-off, 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: a) Building Footprints, b) Internal Walkway Areas, c) Internal Site Parking Areas, d) Other Miscellaneous Impervious Areas (i.e. gravel, crushed stone, bituminous/asphalt, concrete, etc.), e) Right-of-Way lines (public and private), f) All Underlying Lot lines or parcel lines if unplatted, g) Lot numbers or the words “unplatted”, h) Lot/Plat dimensions, i) Street names

All other levels (contours, elevations, etc) are not to be included with this file submittal.

NOTE: Email file transmissions preferred lzenchenko@cityofmadison.com. Include the site address in the subject line of this transmittal. Any changes or additions to the location of the building, sidewalks, parking/pavement during construction will require a new CAD file. (POLICY and MGO 37.09(2) & 37.05(4)).

22. The applicant shall submit, prior to plan sign-off, digital PDF files to the Engineering Division (Jeff Benedict or Tim Troester). The digital copies shall be to scale, and shall have a scale bar on the plan set. (POLICY and MGO 37.09(2)) PDF submittals shall contain the following information: a) building footprints, b) internal walkway areas, c) internal site parking areas, d) lot lines and right-of-way lines, e) Street names, f) Stormwater Management Facilities, and g) detail drawings associated with stormwater management facilities (including if applicable planting plans).
23. The applicant shall submit prior to plan sign-off, electronic copies of any Stormwater Management Files including: a) SLAMM DAT files; b) RECARGA files; c) TR-55/HYDROCAD/Etc... and d) 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. (POLICY and MGO 37.09(2))
24. The applicant's utility contractor shall obtain a connection permit and excavation permit prior to commencing the storm sewer construction. MGO 37.05(7) This permit application is available on line at <http://www.cityofmadison.com/engineering/permits.cfm>.
25. Prior to approval, the owner or owner's representative shall obtain a permit to plug each existing sanitary sewer 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: As of January 1, 2013 new plugging procedures and permit fees go into effect. The new procedures and revised fee schedule is available on line at <http://www.cityofmadison.com/engineering/permits.cfm>. (MGO CH 35.02(14))
26. All outstanding Madison Metropolitan Sewerage District (MMSD) are due and payable prior Engineering sign-off, unless otherwise collected with a Developer's / Subdivision Contract. Contact Janet Schmidt (608-261-9688) to obtain the final MMSD billing a minimum of two (2) working days prior to requesting City Engineering signoff. (MGO 16.23(9)(d)(4))

27. 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. (POLICY)

Traffic Engineering Division (Contact Eric Halvorson, 266-6572)

28. Applicant shall dedicate right of way for construction of possible future round-about at the Segoe-Sheboygan Street intersection to help accommodate additional traffic at the intersection. Installation of future round-about is at the discretion of the City Engineer and City Traffic Engineer
29. Applicant shall provide a move in/ move out plan for the building. All move ins and move outs shall be accomplished using the onsite loading zone.
30. Applicant shall provide a waste removal plan. Removal of waste shall not be conducted from Segoe Road.
31. Applicant has not provided a dedicated drop off/pick up area on the site. The existing parking area along Segoe Road in front of the building may be removed in the future for other uses. Pick up/drop off and small deliveries are likely to occur from the driveway located in the shared easement. This may block circulation into and out of this property as well as adjacent properties that access the shared driveway.
32. There will be issues relating to the constructability of the building on this footprint without major negative impacts to pedestrian and vehicular travel. Applicant shall submit a construction plan for Traffic Engineering review prior to sign off of final plans. Applicant shall plan on using construction methods above and beyond normal means to maintain sidewalk and travel lanes within N Segoe Rd right of way at all times.
33. City of Madison radio systems are microwave directional line of sight to remote towers citywide. The building elevation will need to be reviewed by Traffic Engineering to accommodate the microwave sight and building. The applicant shall submit grade and elevations plans if the building exceeds four stories prior to sign-off to be reviewed and approved by Keith Lippert, (266-4767) Traffic Engineering Shop, 1120 Sayle Street. The applicant shall return one signed approved building elevation copy to the City of Madison Traffic Engineering office with final plans for sign off.
34. The applicant shall submit one contiguous plan for approval. The plan drawing shall be scaled to 1" = 20' and include the following, when applicable: existing and proposed property lines; parcel addresses; all easements; pavement markings; signing; building placement; items in the terrace such as signs, street light poles, hydrants; surface types such as asphalt, concrete, grass, sidewalk; driveway approaches, including those adjacent to and across street from the project lot location; parking stall dimensions, including two (2) feet of vehicle overhang; drive aisle dimensions; semitrailer movement and vehicle routes; dimensions of radii; and percent of slope.
35. The Developer shall post a security deposit prior to the start of development. In the event that modifications need to be made to any City owned and/or maintained traffic signals, street lighting, signing, pavement marking and conduit/handholes, the Developer shall reimburse the City for all associated costs including engineering, labor and materials for both temporary and permanent installations.
36. The City Traffic Engineer may require public signing and marking related to the development; the Developer shall be financially responsible for such signing and marking.

37. All parking facility design shall conform to MGO standards, as set in section 10.08(6).

Zoning Administrator (Contact Pat Anderson, 266-5978)

38. The plans include a proposal to modify the improvements and design for the access easement property to the south, located on the Coventry parcel. These modifications shall be approved prior to building permit issuance for the subject property. This will require an alteration to the Conditional Use previously approved for the Coventry development.

39. Provide a reuse/recycling plan, to be reviewed and approved by The City's Recycling Coordinator, Mr. George Dreckmann, prior to a demolition permit being issued.

40. Sec 28.12(12)(e) of the Madison 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.

41. Provide a minimum of 135 bike parking spaces distributed as both Short Term and Long Term bicycle parking, as required per sec. 28.141(3) and 28.141(11). Provide a detail of the bike rack design. NOTE: current code requires a maximum of 25% (34 spaces) of the bike parking spaces may be structured bike parking (wall-mount or stacked). Some long-term bike parking areas in the parking structure have the required 5 foot access aisle obstructed and thus, do not qualify as bike parking stalls. These areas shall be reconfigured to provide the required 5 foot access aisle. As this is a PD, the Plan Commission may modify any bike parking requirement.

42. Exterior lighting provided shall be in accordance with City of Madison General Ordinances Section 10.085. Provide an exterior lighting plan and fixture cut sheets, with the final plan submittal.

43. Signage approvals are not granted by the Plan Commission. Signage must be reviewed for compliance with Chapter 31 Sign Codes of the Madison General Ordinances. Signage permits are issued by the Zoning Section of the Department of Planning and Community and Economic Development

44. Provide building elevations including a detailed cross section of floor to ceiling heights and overall height of the building, including mechanical penetrations and rooftop screening.

45. Parking requirements for persons with disabilities must comply with sec. 28.141(4)(e). Final plans shall show the required accessible stalls, including van accessible stalls.

Fire Department (Contact Bill Sullivan, 261-9658)

46. All portions of the exterior walls of the first story of the building shall be measured along an approved route. The shown route crosses onto the adjacent property; either provide a route within the property lines or include in an easement agreement.

47. Additional comments regarding construction may be warranted as plans further develop.

48. The Madison Fire Department does not object to this proposal provided the project complies with all applicable fire codes and ordinances.

Parks Division (Contact Kay Rutledge, 266-4714)

49. Park impact fees (comprised of the Park Development Impact Fee per MGO Sec. 20.08(2) and the Parkland Impact Fee in lieu of land dedication per MGO Sec. 16.23(8)(f) and 20.08(6)) will be required for all new residential development. The developer must select a method for payment of park fees before signoff on the rezoning and demolition permit. This development is within the Garner park impact fee district (SI29). Please reference ID# 14113 when contacting Parks about this project.
50. 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 or 266-4816. 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.
51. 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 or 266-4816. 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 - <http://www.cityofmadison.com/business/pw/documents/StdSpecs/2013/Part2.pdf>.
52. Approval of 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.

Water Utility (Contact Dennis Cawley, 261-9243)

53. The Utility plan shall be revised. New water service laterals shall be installed to meet water supply and fire protection requirements.
54. The Madison Water Utility shall be notified to remove the water meter prior to demolition. This property is not in a City of Madison Wellhead Protection District. All wells located on this property shall be abandoned if no valid well operation permit has been obtained from the Madison Water Utility.

Metro Transit (Contact Tim Sobota, 261-4289)

This agency did not provide comments for this request.