

TOD Overlay Discussion



Plan Commission
December 9, 2021

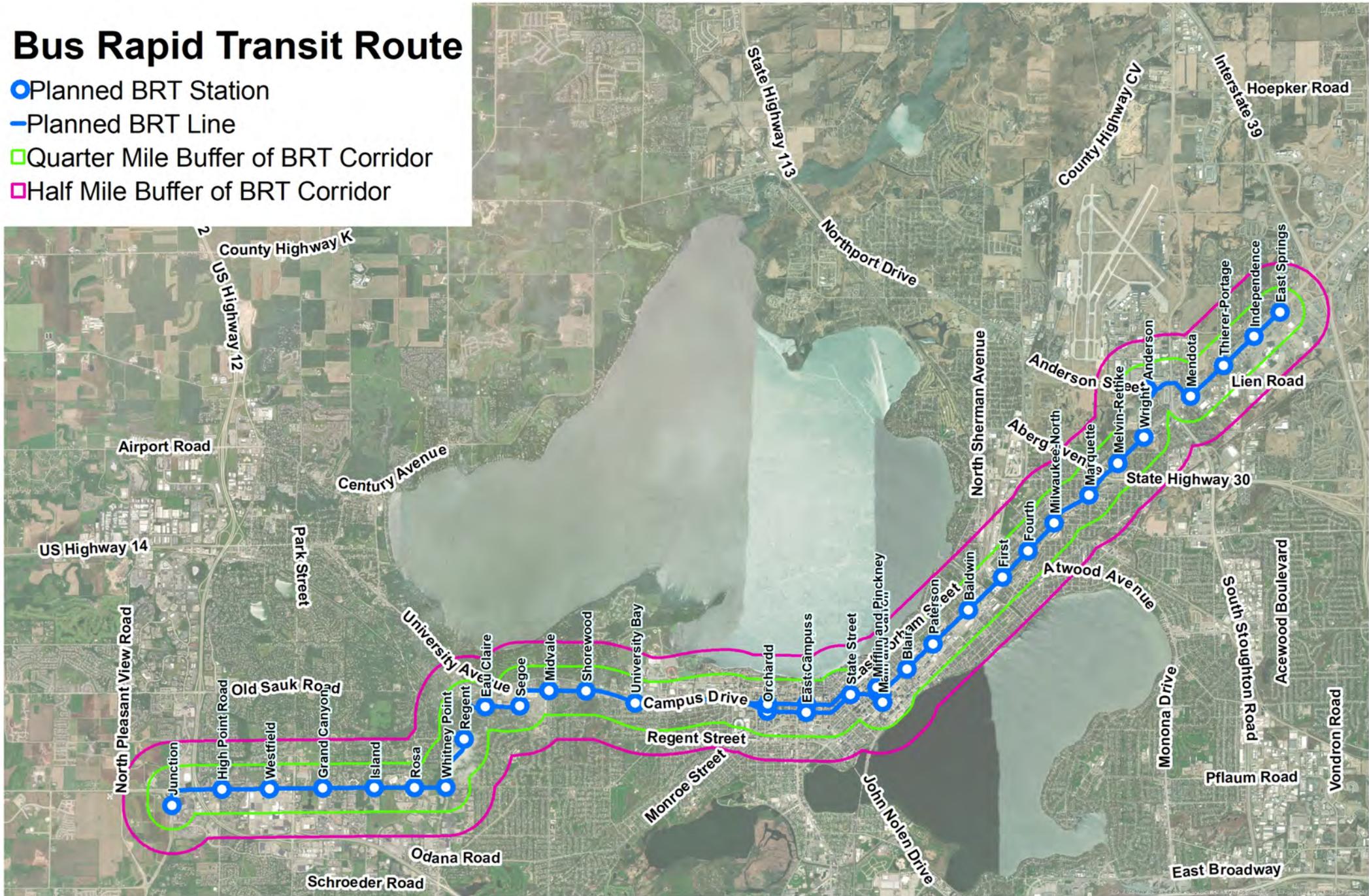
Agenda



- Quick recap of 9/30/21 Plan Commission TOD overlay discussion
- Staff thoughts/recommendations on TOD overlay parcels to include, TOD overlay adjustments, historic districts
- Example TOD overlay adjustments (TSS, TR-C1)
- Case Study Example Parcels
- Questions & Discussion

Bus Rapid Transit Route

- Planned BRT Station
- Planned BRT Line
- Quarter Mile Buffer of BRT Corridor
- Half Mile Buffer of BRT Corridor



September 30th Plan Commission Meeting



- Mixed thoughts on 1/4 mile vs. 1/2 mile from BRT for TOD Overlay
- Majority favored fixed distance from the BRT corridor
- Consensus to exclude Local Historic Districts
- Mixed thoughts on National Register Historic Districts
- Staff mentioned possibly excluding downtown area (Blair to Park), as it already has maximum heights established by the zoning code

Staff Analysis

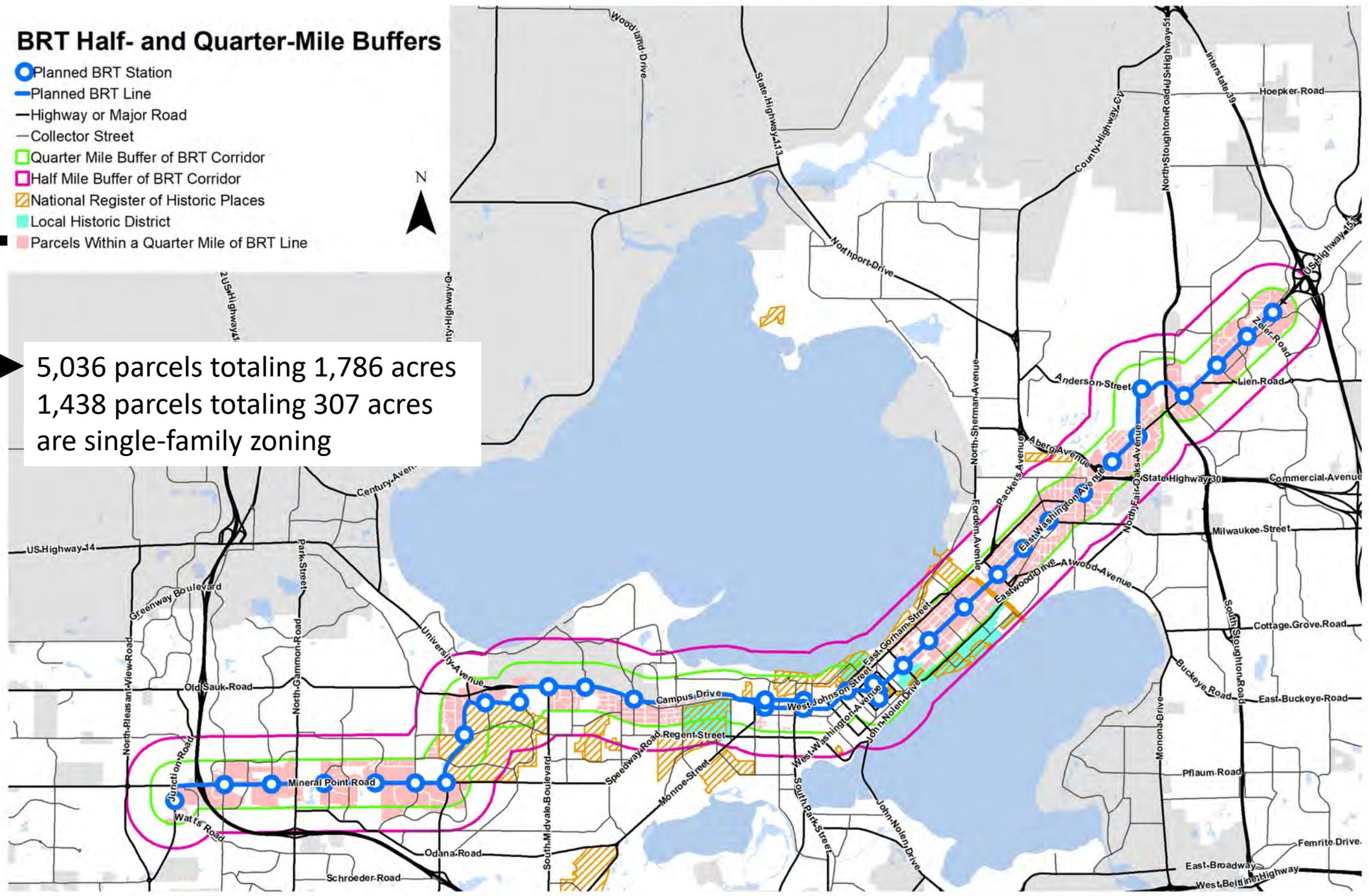


- Recommend moving forward with $\frac{1}{4}$ mile corridor buffer.
 - Will capture parcels most likely to be influenced by BRT.
 - $\frac{1}{4}$ - $\frac{1}{2}$ mile area brings in more single-family residential – not as likely to be influenced at that distance from BRT.
- Recommend excluding local AND national historic districts.
 - Redevelopment still possible in both under standard (non-overlay) zoning
 - Transportation recommends this exclusion to reduce the possibility of Section 106 (historic) impacts from TOD overlay.
- Exclude downtown (Blair to Park) and the following zoning districts:
PD, A, AP, IL, IG, CN, PR, CI

BRT Half- and Quarter-Mile Buffers

- Planned BRT Station
- Planned BRT Line
- Highway or Major Road
- Collector Street
- Quarter Mile Buffer of BRT Corridor
- Half Mile Buffer of BRT Corridor
- ▨ National Register of Historic Places
- Local Historic District
- Parcels Within a Quarter Mile of BRT Line

5,036 parcels totaling 1,786 acres
1,438 parcels totaling 307 acres
are single-family zoning





Potential Adjustments within TOD Overlay

- Changes to Permitted, Conditional, and Prohibited Use Lists
- Increased Unit Counts
- Increased Residential Densities
- Increased Building Height
- Minimum Building Height
- Reduced Setbacks
- Reduced Parking Minimums
- Reduced Parking Maximums

Example Adjustments – Traditional Shopping Street (TSS)

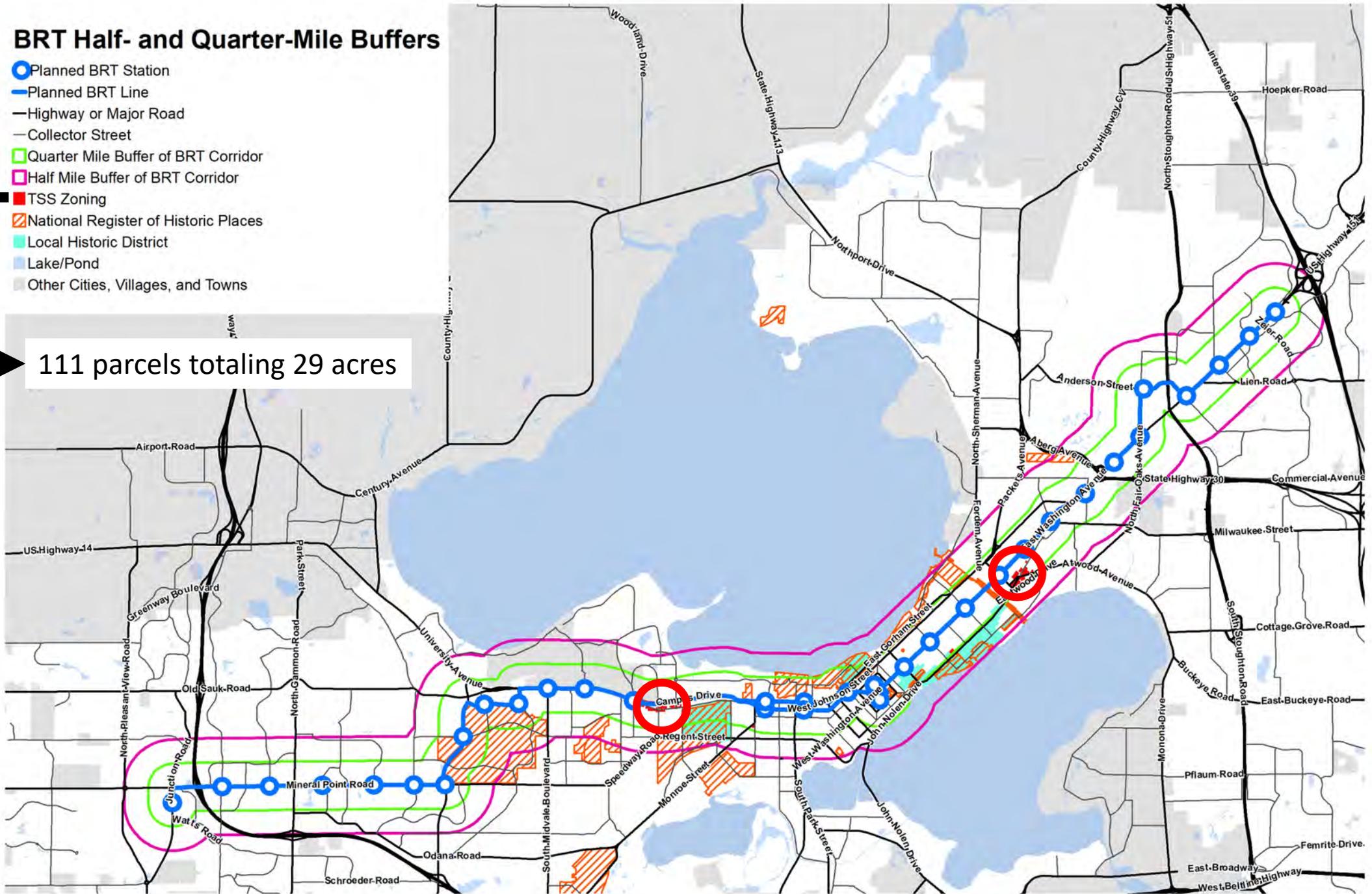


	Existing	Potential TOD Overlay
Permitted Uses	many, including public parking facility	Add: 25-36 unit multifamily
Conditional Uses	many, including many auto-oriented uses	Add: Parking facility, public
Prohibited Uses	many	Add: Auto body shop; Auto repair station; Auto Service Station/Convenience Store; Parking facility, private; Car wash; Agriculture - Animal Husbandry; Agriculture - Cultivation; Outdoor storage; Towing & Wrecker Service Business; Vehicle Access Sales & Service Window
Conditional Use Height Threshold	3 stories/42 feet	4 stories/52 feet 2-story minimum
Lot Area Requirement	350 SF/unit	no change
Minimum Parking Requirement	No minimum, except: 1. Buildings, uses, or additions exceeding ten thousand (10,000) square feet floor area for an individual establishment or twenty-five thousand (25,000) square feet floor area for a mixed-use or multi-tenant building. 2. Restaurants, restaurant-taverns, taverns, restaurant-nightclub, nightclub, and brewpubs if located within three hundred (300) feet of another restaurant, restaurant-tavern, tavern, or brewpub.	No minimum. No option to exceed maximum.
Setbacks	Front: 0-5 Side: 0-6 Rear: lesser of 20% lot depth or 20 ft	no change

BRT Half- and Quarter-Mile Buffers

- Planned BRT Station
- Planned BRT Line
- Highway or Major Road
- Collector Street
- Quarter Mile Buffer of BRT Corridor
- Half Mile Buffer of BRT Corridor
- TSS Zoning
- ▨ National Register of Historic Places
- Local Historic District
- Lake/Pond
- Other Cities, Villages, and Towns

111 parcels totaling 29 acres



Example Adjustments – Traditional Residential-Consistent 1 (TR-C1)

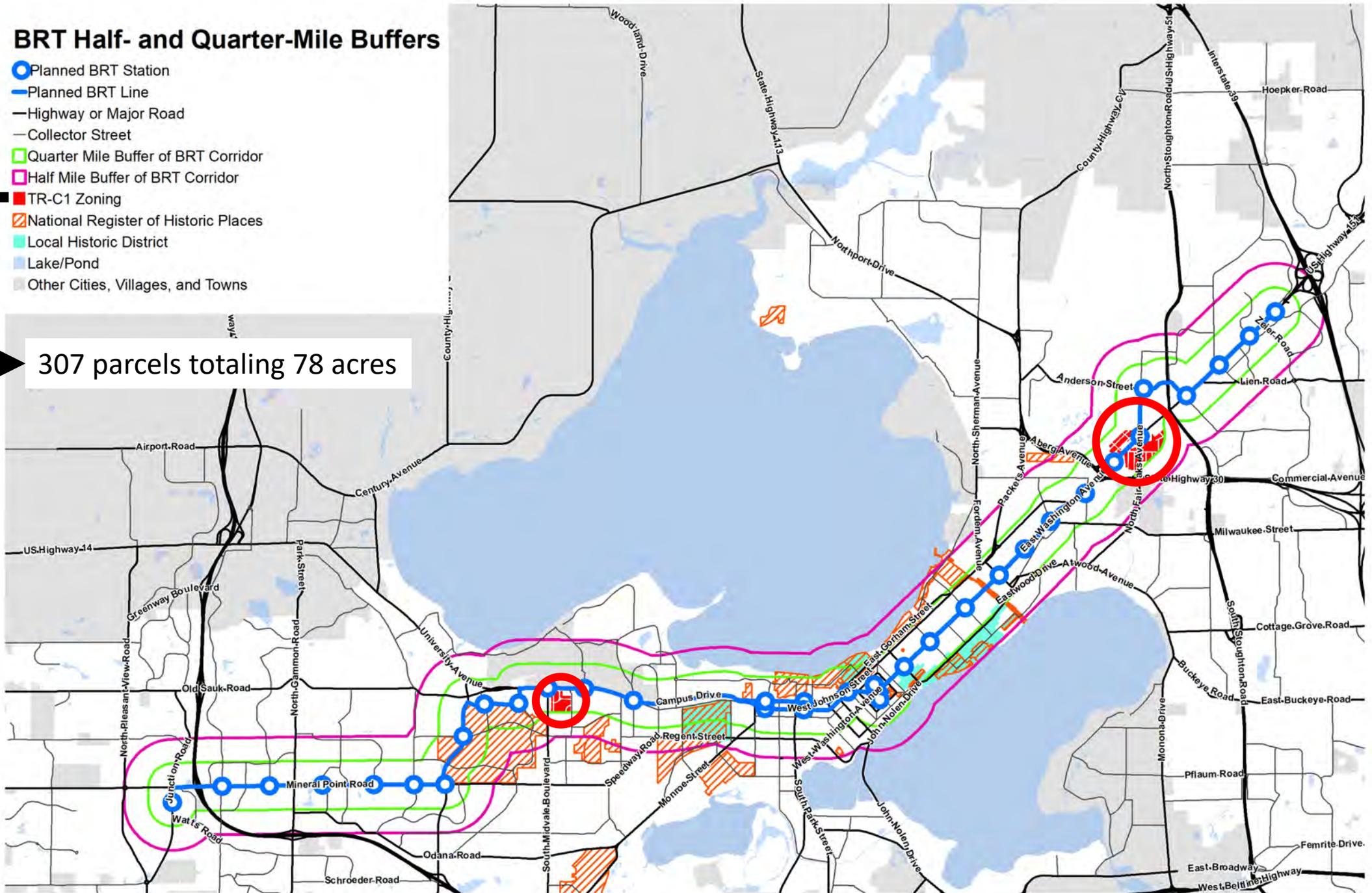


	Existing	Potential TOD Overlay
Permitted Uses	Single-Family	Two-Unit
Conditional Uses	None	no change
Prohibited Uses	Non-single-family uses	no change, except removal of 2-unit
Maximum Height	2 stories/35 feet	no change
Lot Area Requirement	6,000 for single-family	6,000 for single-family 8,000 for 2-unit
Parking Requirements	Minimum 1 Maximum 4	No minimum. No option to exceed maximum
Setbacks	Front: 20 Rear: Lesser of 30% lot depth or 35	Front: 15 Rear: Lesser of 30% lot depth or 25

BRT Half- and Quarter-Mile Buffers

- Planned BRT Station
- Planned BRT Line
- Highway or Major Road
- Collector Street
- Quarter Mile Buffer of BRT Corridor
- Half Mile Buffer of BRT Corridor
- TR-C1 Zoning
- ▨ National Register of Historic Places
- Local Historic District
- Lake/Pond
- Other Cities, Villages, and Towns

307 parcels totaling 78 acres

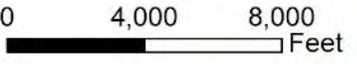


Case Study Areas

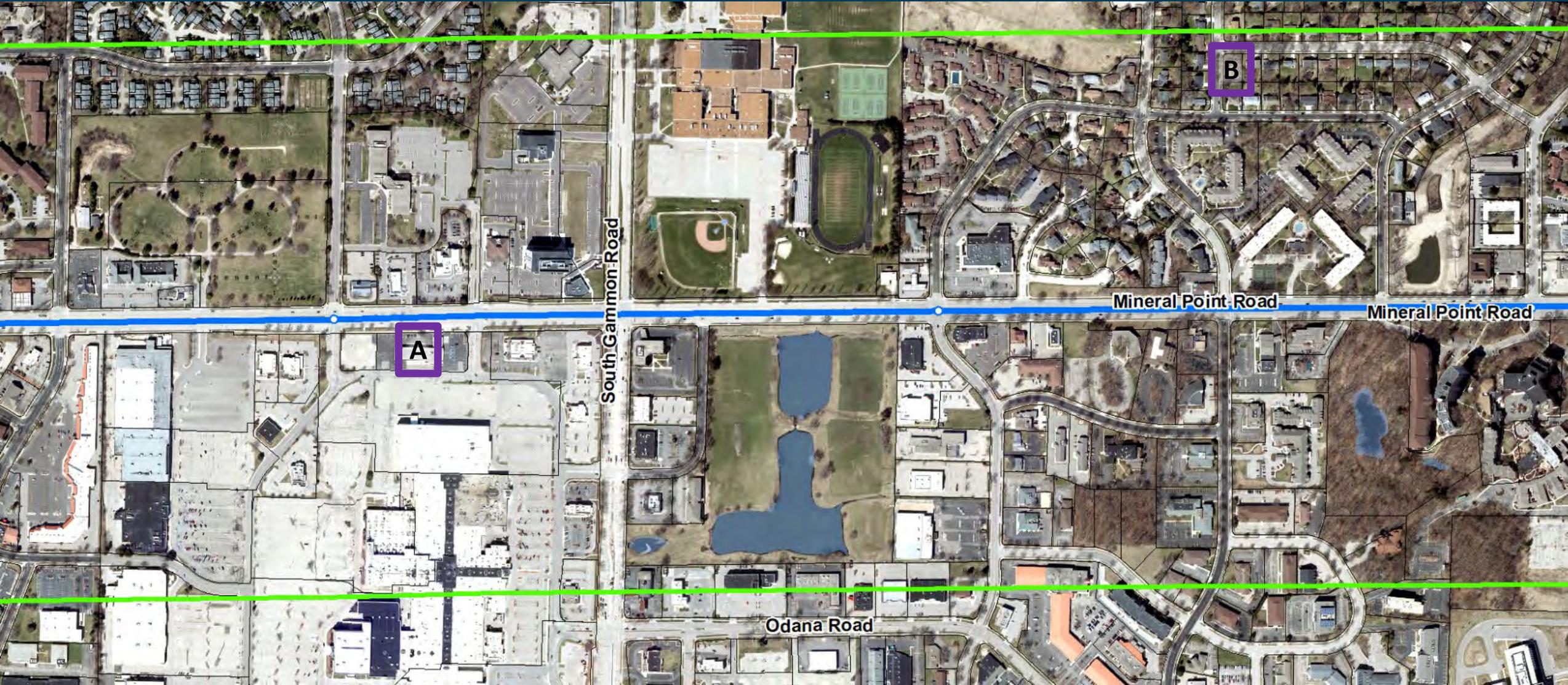
- BRT Station
- East-West BRT
- Potential West Transfer Point Loop



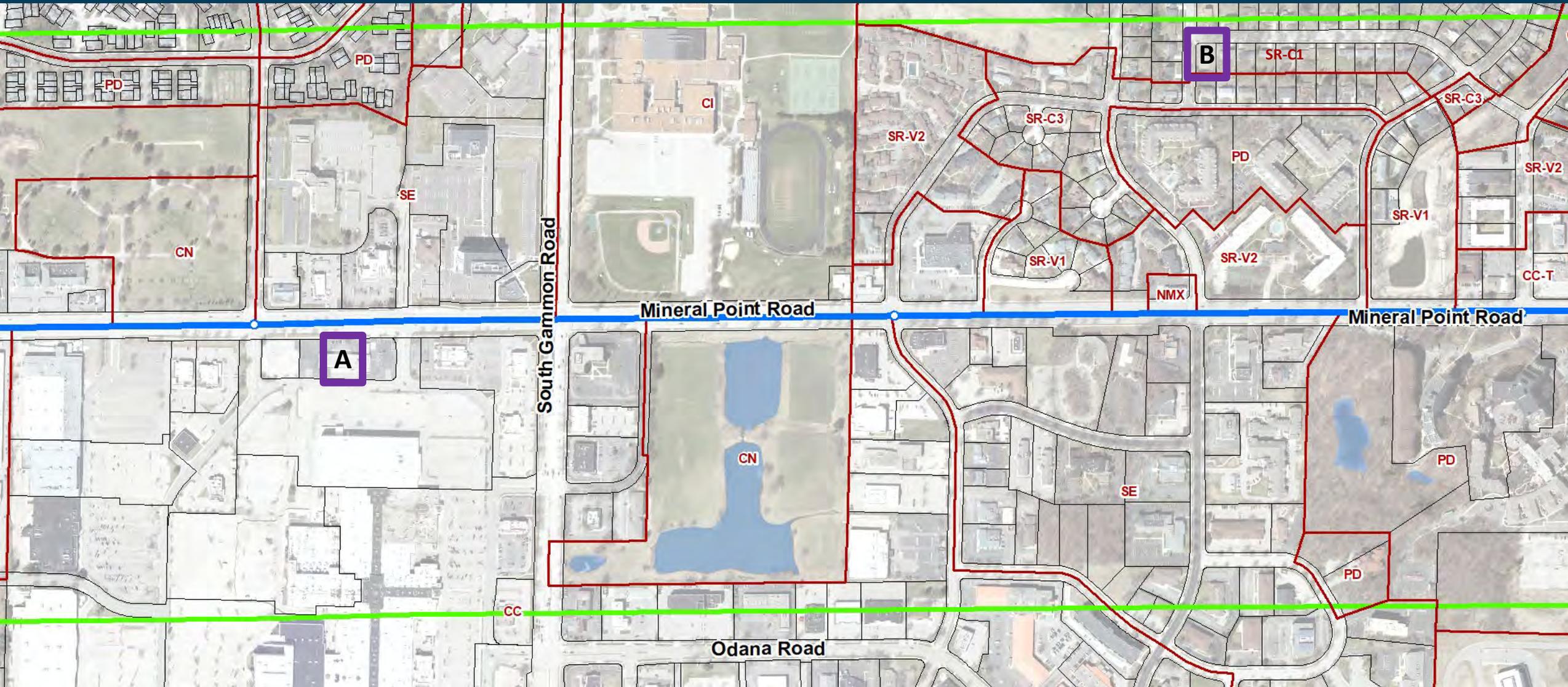
Prepared by the City of Madison Planning Division
 Sources: City of Madison, ESRI



Example #1: Mineral Point Road Area



Example #1: Mineral Point Road Area



Example #1: Mineral Point Road Area – Site A

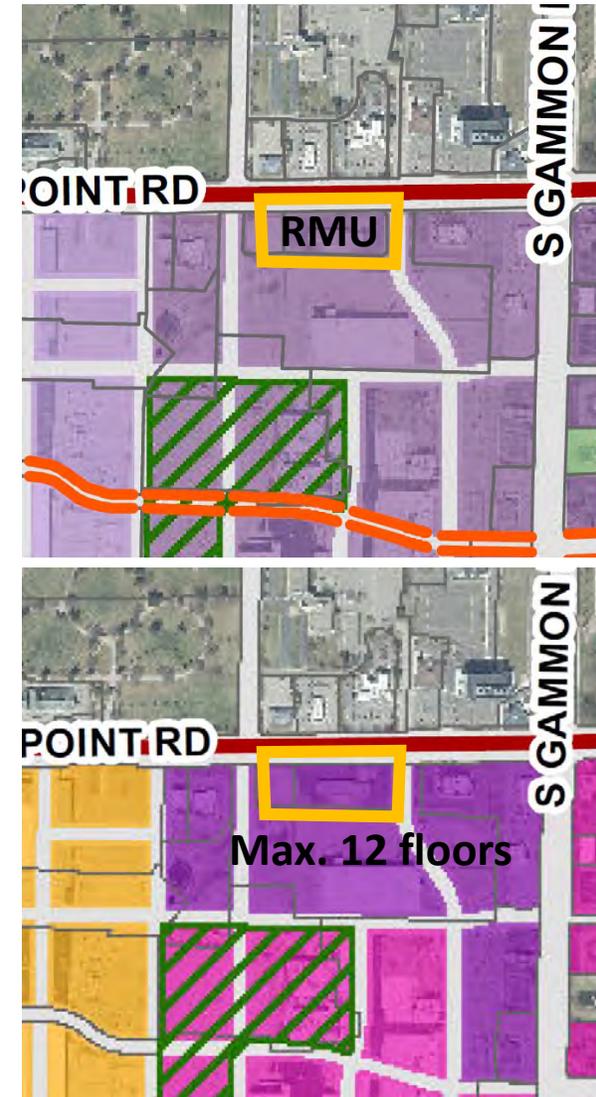


CC Zoning	Permitted Uses – Commercial Center	Conditional Uses – Commercial Center
Currently Allowable	<ul style="list-style-type: none"> • Commercial/employment • 5 stories/78’ max. height 	<ul style="list-style-type: none"> • Multifamily, single-family attached
Under TOD overlay?	<ul style="list-style-type: none"> • Auto-oriented commercial uses not permitted • 7 stories/110’ max. height; 2 story min. height • Multifamily ≤36 DU; single-family attached 	<ul style="list-style-type: none"> • Multifamily >36 DU • Buildings >7 stories/110’
TOD overlay w/ OAP Rezone (RMX)	<ul style="list-style-type: none"> • Auto-oriented uses not allowed in RMX • 8 stories/125’ max height; 2 story min. height • Multifamily >36 DU; single-family attached 	<ul style="list-style-type: none"> • Buildings >8 stories/>125’

Example #1: Mineral Point Road Area – Site A



- Odana Area Plan (2021)
 - Regional Mixed-Use
 - No maximum residential density
 - 2-12 stories
 - Proactive rezoning from Commercial Center (CC) to Regional Mixed Use (RMX) recommended (contingent on official mapping of planned streets)
- Comprehensive Plan (2018)
 - Same as Odana Area Plan



Example #1: Mineral Point Road Area – Site B



SR-C1 Zoning	Permitted Uses - Suburban Residential-Consistent 1	Conditional Uses - Suburban Residential-Consistent 1
Currently Allowable	<ul style="list-style-type: none"> • Single-family detached dwelling • 2 stories/35' 	<ul style="list-style-type: none"> • No “family living” conditional uses
Under TOD overlay?	<ul style="list-style-type: none"> • Two-family dwelling – twin and two unit • 2 stories/35' 	<ul style="list-style-type: none"> • No “family living” conditional uses

Example #1: Mineral Point Road Area – Site B

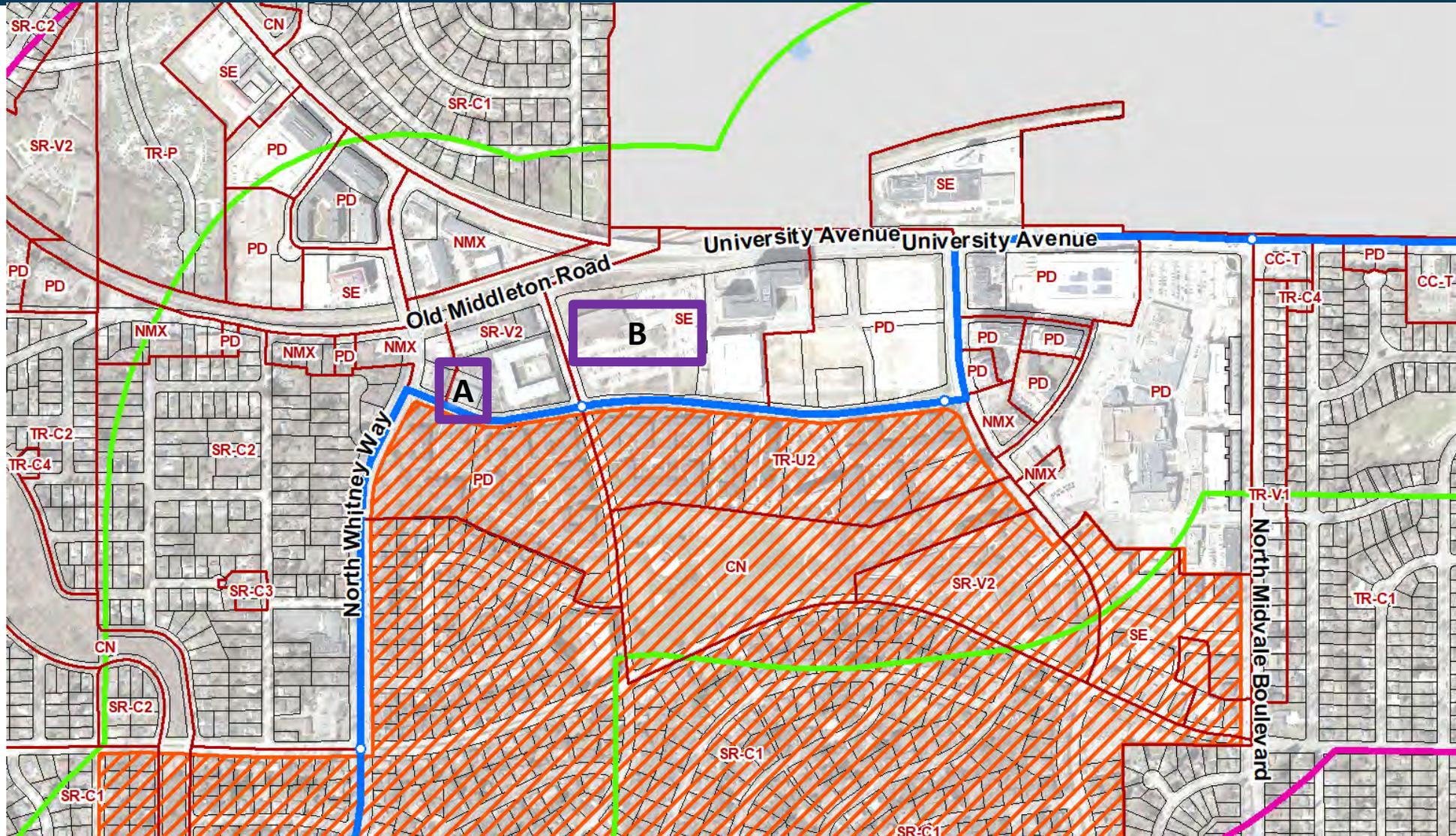


- No neighborhood/area plan
- Comprehensive Plan (2018)
 - Low Residential
 - ≤ 15 units/acre (12,088 sq. ft. lot = 4.2 units @ 15 DU/acre)
 - 2 story height limit

Example #2: Sheboygan Avenue Area



Example #2: Sheboygan Avenue Area



Example #2: Sheboygan Avenue Area – Site A

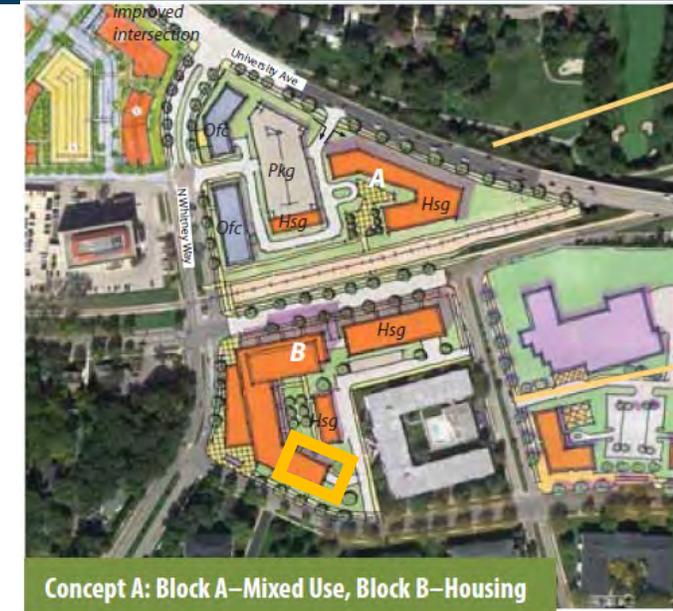


SR-V2 Zoning	Permitted Uses - Suburban Residential-Varied 2	Conditional Uses - Suburban Residential-Varied 2
Currently Allowable	<ul style="list-style-type: none"> • 13-24 units (current building = 16 units) • 3 stories/40' max. height 	<ul style="list-style-type: none"> • 25-60 units • > 3 stories/40'
Under TOD overlay?	<ul style="list-style-type: none"> • 25-60 units • 3 stories/40' max. height; 2 floors min. height 	<ul style="list-style-type: none"> • >60 units • > 3 stories/40'

Example #2: Sheboygan Avenue Area – Site A



- University-Hill Farms Neighborhood Plan (2016)
 - High Density Residential
 - 41+ units/acre
 - 4-6 stories
 - Up to 10,000 sq. ft. retail and 200 residential units for Block B
- Comprehensive Plan (2018)
 - Medium Residential
 - 20-90 units/acre
 - 2-5 stories (allows for higher if in adopted n'hood plan)
 - Site allows for 54 DU @ 90 DU/acre



Example #2: Sheboygan Avenue Area – Site B

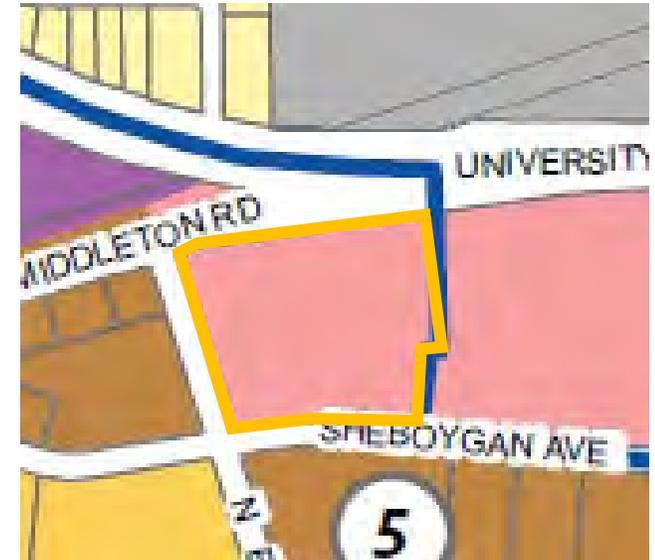


SE Zoning	Permitted Uses – Suburban Employment	Conditional Uses – Suburban Employment
Currently Allowable	<ul style="list-style-type: none"> • Employment uses • 5 stories/68' 	<ul style="list-style-type: none"> • Some auto-oriented uses • Multifamily dwellings • >5 stories/>68'
Under TOD overlay?	<ul style="list-style-type: none"> • Auto-oriented uses prohibited • 6 stories/82'; 2 story min. height 	<ul style="list-style-type: none"> • Multifamily dwellings • >6 stories/>82'

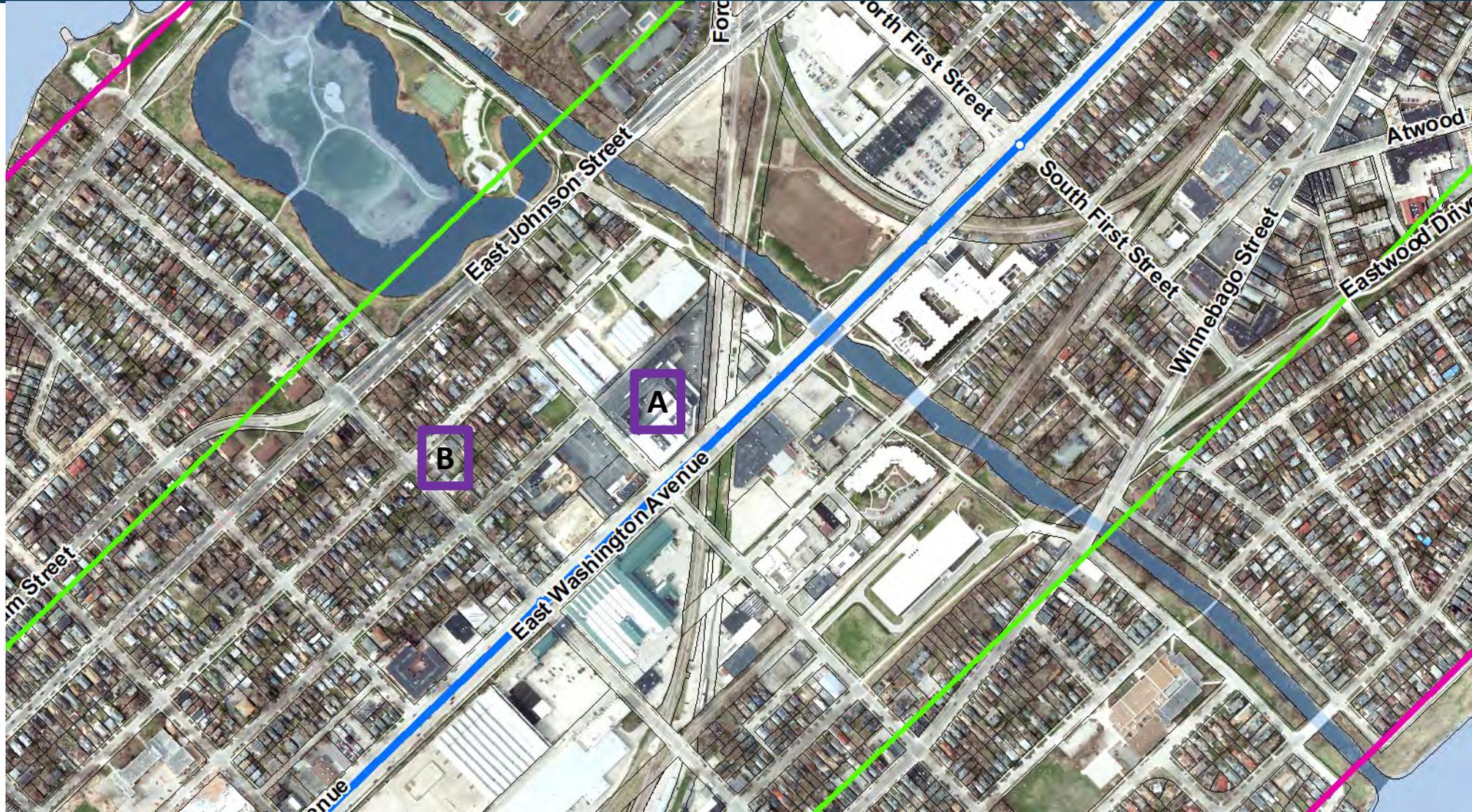
Example #2: Sheboygan Avenue – Site B



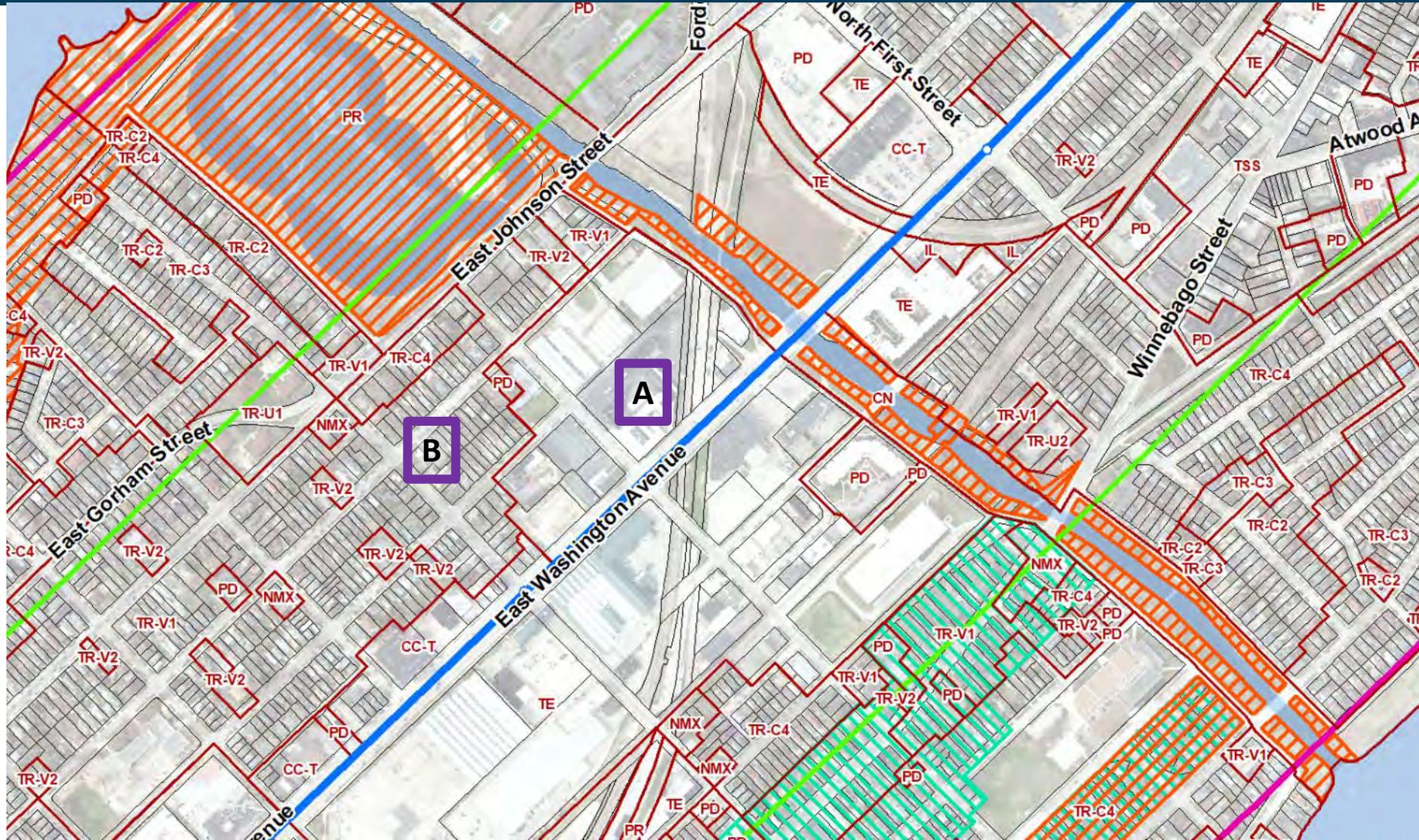
- University-Hill Farms Neighborhood Plan (2016)
 - Employment
 - Site concept: Expansion of Red Cross, with 168 dwelling units along Sheboygan
 - 3-6 stories; 0.4 floor area ratio
- Comprehensive Plan (2018)
 - Employment
 - No height or residential density limits



Example #3: East Isthmus Area

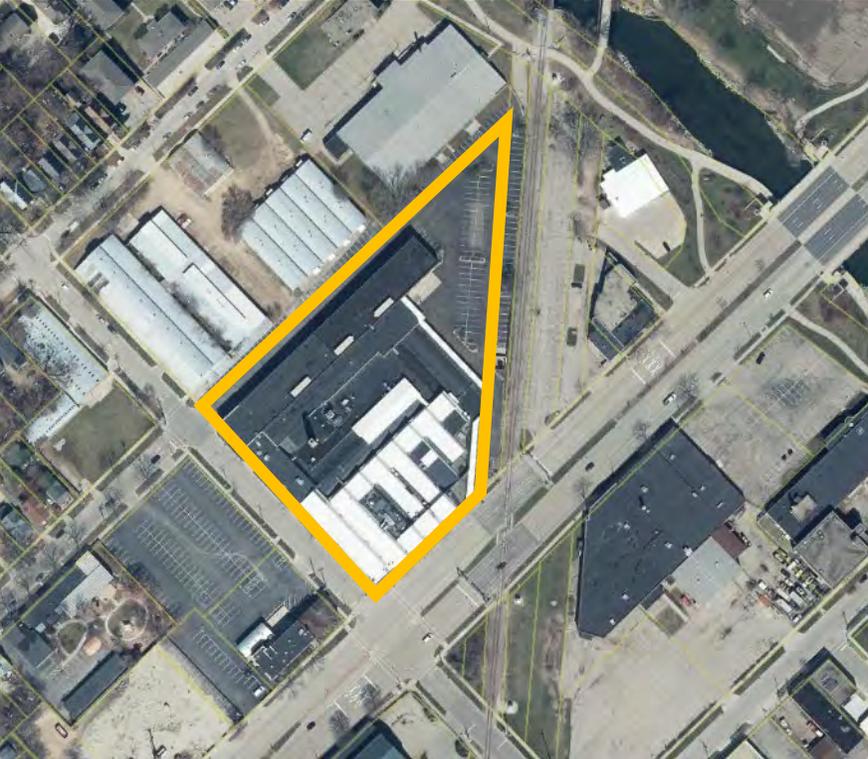


Example #3: East Isthmus Area





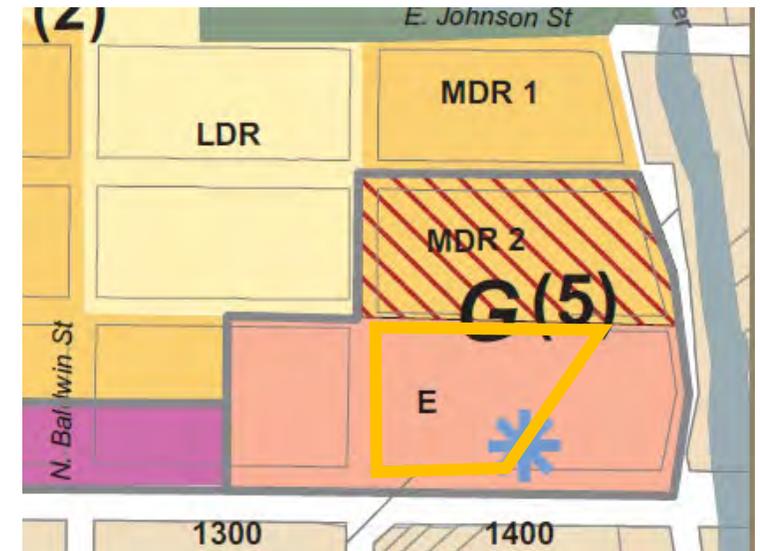
Example #3: East Isthmus – Site A



TE Zoning	Permitted Uses – Traditional Employment	Conditional Uses – Traditional Employment
Currently Allowable	<ul style="list-style-type: none">• Employment• 5 stories/68'; 22' min. height	<ul style="list-style-type: none">• Some auto-oriented uses• Multifamily dwellings
Under TOD overlay?	<ul style="list-style-type: none">• Employment (Auto-oriented uses prohibited)• 6 stories/82'; 2 story/22' min. height	<ul style="list-style-type: none">• Multifamily dwellings

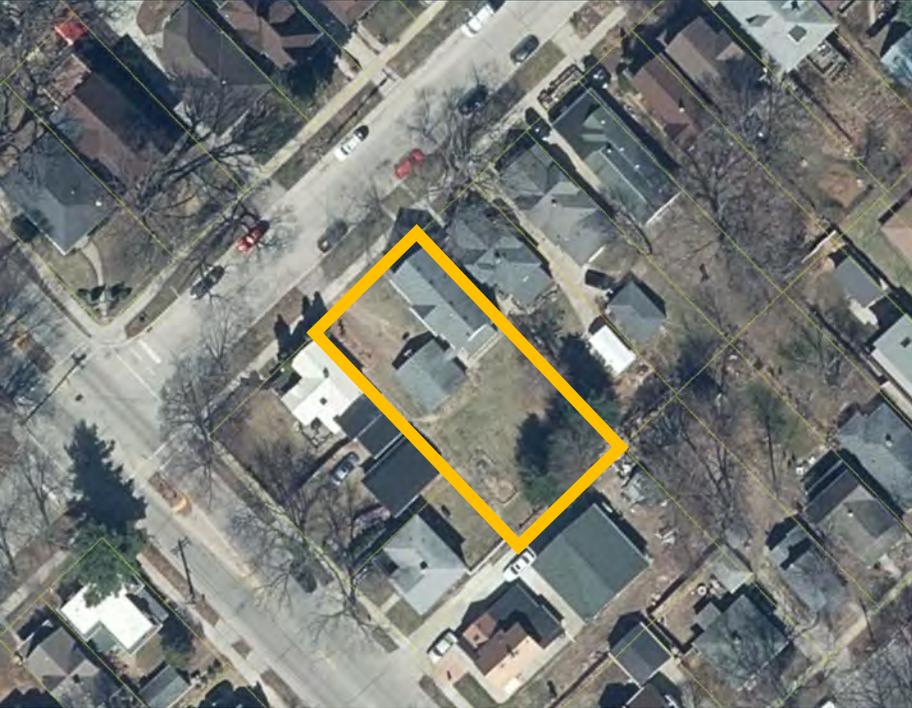
Example #3: East Isthmus – Site A

- Capitol Gateway Corridor Plan (2008)
 - Employment/Residential, with commercial frontage along E. Washington Ave.
 - No maximum residential density
 - 8 stories (most of site)/4 stories (NE corner)
 - Site in UDD 8
- Tenney-Lapham Neighborhood Plan (2008)
 - Employment with TOD “overlay”
 - No maximum residential density
 - Same max. heights as Capitol Gateway Corridor Plan
- Comprehensive Plan (2018)
 - Employment
 - No height or residential density limits





Example #3: East Isthmus – Site B

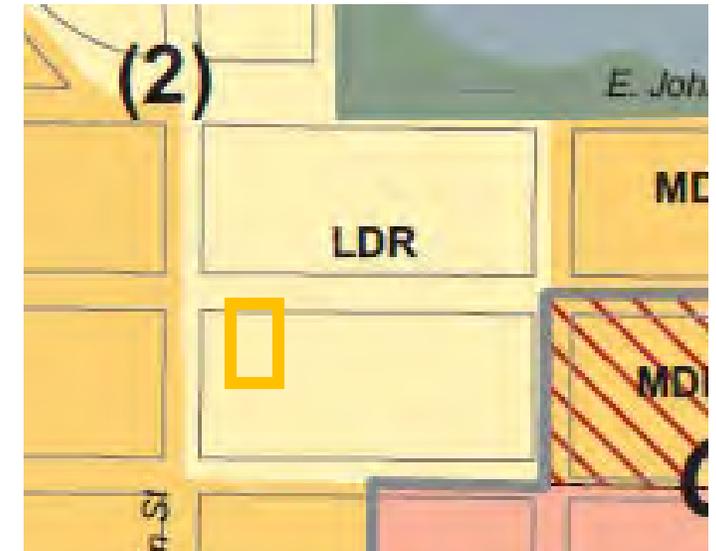


TR-V1 Zoning	Permitted Uses - Traditional Residential-Varied 1	Conditional Uses - Traditional Residential-Varied 1
Currently Allowable	<ul style="list-style-type: none">• Up to 4 unit multifamily dwelling (current building = single-family)• 3 stories/40' (multifamily)	<ul style="list-style-type: none">• No residential family living conditional uses
Under TOD overlay?	<ul style="list-style-type: none">• 5-8 unit multifamily; attached single-family• 3 stories/40' (multifamily); 2 story min. height	<ul style="list-style-type: none">• No residential family living conditional uses

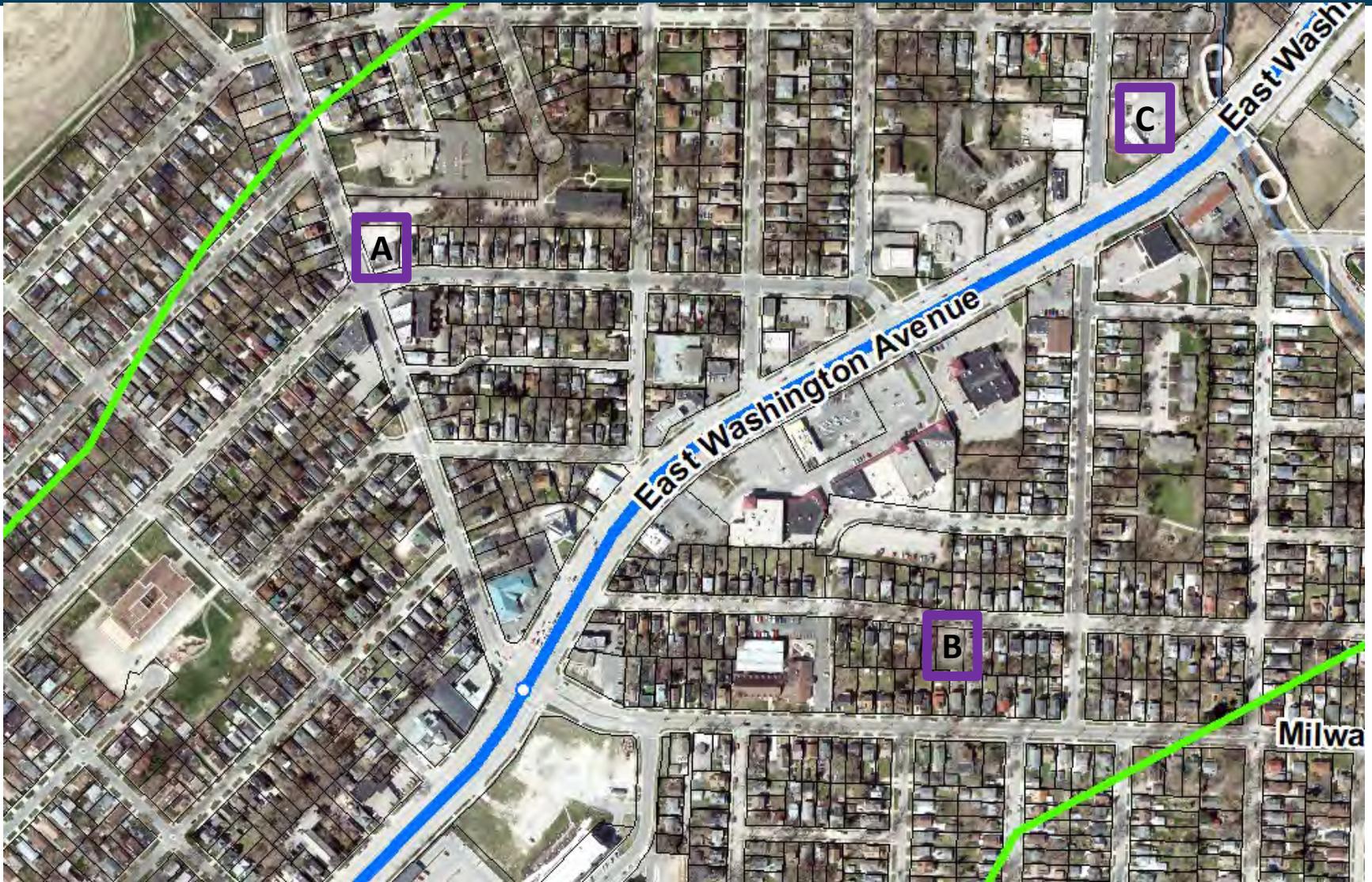


Example #3: East Isthmus – Site B

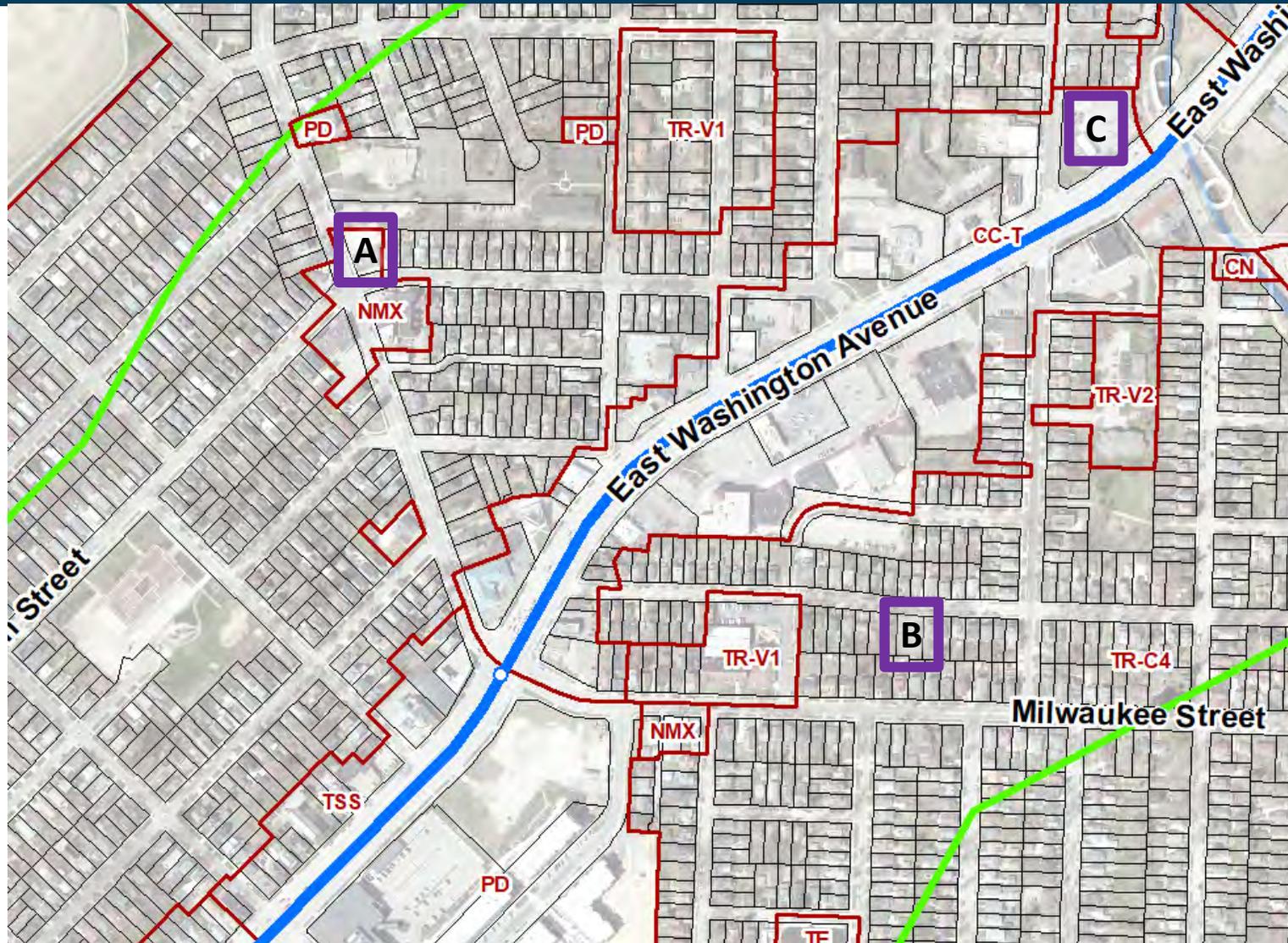
- Tenney-Lapham Neighborhood Plan (2008)
 - Low-Density Residential
 - 0-15 units/acre (8,475 sq. ft. lot = 2.9 units)
 - 3 story height limit
- Comprehensive Plan (2018)
 - Low Residential
 - ≤ 15 units/acre
 - 2 story height limit (allows for higher if in adopted neighborhood plan)



Example #4: Eken Park/SASY



Example #4: Eken Park/SASY





Example #4: Eken Park/SASY – Site A



NMX Zoning	Permitted Uses - Neighborhood Mixed-Use District	Conditional Uses - Neighborhood Mixed-Use District
Currently Allowable	<ul style="list-style-type: none"> • ≤12 units (residential only building) • ≤24 units (mixed-use building) • 3 stories/40' 	<ul style="list-style-type: none"> • 13-24 units (residential); Single-family attached • >3 stories/>40' • Some auto-oriented uses
Under TOD overlay?	<ul style="list-style-type: none"> • ≤24 units (residential); Single-family attached • ≤36 units (mixed-use building) • 4 stories/60'; 2 story min. height • Auto-oriented uses prohibited 	<ul style="list-style-type: none"> • >24 units (residential building) • >36 units (mixed-use building) • >4 stories/>60'



Example #4: Eken Park/SASY – Site A

- Emerson-Eken Park-Yahara Neighborhood Plan (2015)
 - Neighborhood Mixed-Use
 - No height or density recommendations
- Comprehensive Plan (2018)
 - Neighborhood Mixed-Use
 - ≤ 70 units/acre
 - 2-4 stories





Example #4: Eken Park/SASY – Site B



TR-C4 Zoning	Permitted Uses - Traditional Residential-Consistent 4	Conditional Uses - Traditional Residential-Consistent 4
Currently Allowable	<ul style="list-style-type: none">• Single-family, two family, three family• 2 stories/35'	<ul style="list-style-type: none">• Addition of dwelling unit to single-family home
Under TOD overlay?	<ul style="list-style-type: none">• Four unit• 2 stories/35'	<ul style="list-style-type: none">• Addition of dwelling unit to single-family home



Example #4: Eken Park/SASY – Site B

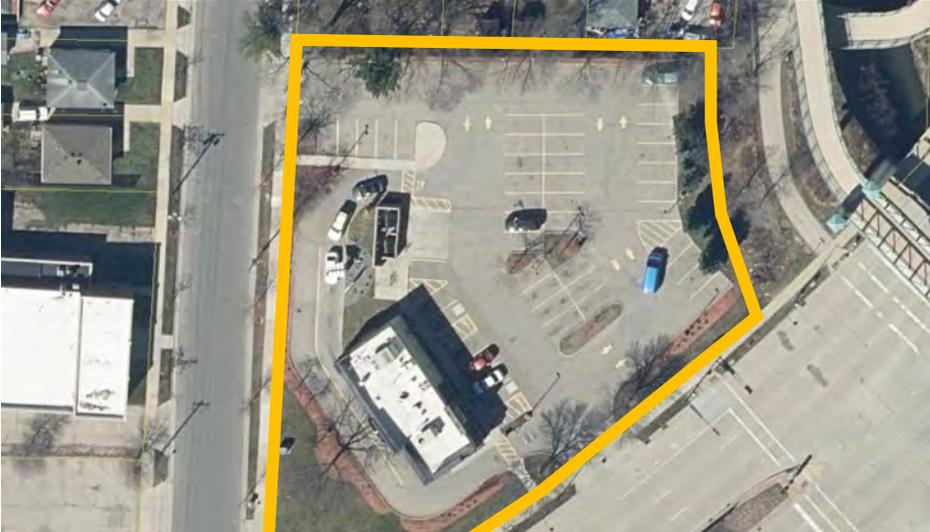
- Darbo-Worthington-Starkweather Neighborhood Plan (2017)*
 - Low Density Residential
 - 0-8 units/acre (8,595 sq. ft. lot = 1.6 units)
 - 2 story/35' height limit
 - “Preservation and rehabilitation of the existing single-family and two-family character is recommended. No lot assemblage. Discourage Demolition.”
- Comprehensive Plan (2018)
 - Low Residential
 - ≤15 units/acre
 - 2 story height limit



*There are two other overlapping plans that were not reviewed: “Schenk-Atwood-Starkweather-Worthington Park Neighborhood Plan” from 2000, and “Old East Side Master Plan,” also from 2000.



Example #4: Eken Park/SASY – Site C



CC-T Zoning	Permitted Uses - Commercial Corridor - Transitional	Conditional Uses - Commercial Corridor - Transitional
Currently Allowable	<ul style="list-style-type: none"> • Multifamily ≤36 units (residential only building) • Multifamily ≤60 units (mixed-use building) • 5 stories/78' 	<ul style="list-style-type: none"> • Multifamily >36 units (residential) • Multifamily >60 units (mixed-use building) • >5 stories/>78'
Under TOD overlay?	<ul style="list-style-type: none"> • Auto-oriented commercial uses not permitted • Single-family attached dwelling • Multifamily ≤36 units (residential only building) • 60+? ≤100? units (mixed-use building) • 6 stories/90' 	<ul style="list-style-type: none"> • Multifamily >36 units (residential) • >6 stories/>90'



Example #4: Eken Park/SASY – Site C

- Emerson-Eken Park-Yahara Neighborhood Plan (2015)*
 - General Commercial
 - No height or residential density recommendations
- Comprehensive Plan (2018)
 - Community Mixed-Use
 - ≤130 dwellings/acre
 - 2-6 stories



*There are two other overlapping plans that were not reviewed: “East Washington Gateway Revitalization Plan” from 2003, and “Old East Side Master Plan” from 2000.

TOD Overlay Discussion



1. *What geography and which zoning districts should be impacted by the TOD overlay?*

Staff Suggestions:

- Geography: ¼ mile buffer from Approved Bus Rapid Transit Corridor
 - Exclude Local Historic Districts, National Register Historic Districts, and Area included in the Downtown Height Map
- Zoning Districts:
 - Include most Residential, Mixed-use/Commercial, & Employment Districts
 - Exclude Downtown, Industrial, “Special,” and “Master-Planned” Districts
 - Note: Standards in Urban Design Districts still apply

TOD Overlay Discussion



2. Residential Density & Intensity Increases

- City recently increased densities in most multi-family districts – staff suggests no further changes at this time.
- Increase # of units allowed as permitted/conditional uses

3. Setback Adjustments

- Multi-family, commercial, mixed-use, and employment districts all have fairly minimal setbacks already – no changes recommended
- *Should single-family residential district setbacks be reduced?*

4. Uses

- Prohibit many auto-oriented uses
- *Other specific uses to prohibit or allow?*

TOD Overlay Discussion



5. Height

- Implement 2-story minimum height in most districts
- Maximum heights: *add one additional (permitted) story to most districts (except lower-density residential districts)? Should some districts (like RMX) be more aggressive by allowing 2 or 3 additional permitted stories?*

6. Parking

- Remove all minimum parking exceptions
- Do not permit parking in excess of maximum. *Should maximum parking be reduced?*
- Easier/more expansive parking reduction process

TOD Overlay Discussion



7. Single-Family Districts (SR-C & TR-C) – *how should TOD overlay impact these districts?*

Options from most to least permissive:

- Allow an extra unit on all lots, regardless of lot area
- Allow an extra unit on lots meeting existing lot area requirements
- Allow an extra unit on lots meeting new bigger lot area requirements
- No change