



## Report to the Plan Commission

December 3, 2012

Legistar I.D. #28464 and # 28119

202-210 N Bassett Street, 512-520 W Dayton Street

Demolition and Rezoning

Report Prepared By:  
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Planning Division Staff

**Requested Action:** Approval of the demolition of four existing buildings and the rezoning of property from the R6 (General Residence) and C2 (General Commercial) District to PUD-SIP (Planned Unit Development-Specific Implementation Plan) to construct a five-story building with 75 residential units and a ground floor office space.

**Applicable Regulations & Standards:** Section 28.12(12) provides the process for review and approval of demolitions. Section 28.12 (9) provides the process for zoning map amendments. Section 28.07 (6) of the Zoning Ordinance provides the requirements and framework for Planned Unit Development Districts, including those in Downtown Design Zones.

**Summary Recommendation:** The Planning Division recommends that the Plan Commission find that the standards for demolition, zoning map amendments and planned unit developments can be met and forward the request to the December 11 meeting of the Common Council with a recommendation for **approval** of the proposal, subject to input at the public hearing and conditions from reviewing agencies.

### Background Information

**Applicant/Property Owner:** Scott Faust; Boardwalk Investment; 210 N. Bassett St.; Madison, WI

**Project Contact:** Randy Bruce; Knothe and Bruce Architects, LLC; 7601 University Ave., Ste. 201; Middleton, WI

**Proposal:** The property owner proposes to demolish four buildings for the construction of a five-story, 75-unit multifamily residential building with a small office space on the ground floor.

**Parcel Location:** 202-210 North Bassett Street and 512-520 West Johnson Street are four properties on the northwest corner of North Bassett and North Johnson Street; Downtown Design Zone 2 Transition Area; Aldermanic District 4; Madison Metropolitan School District.

**Existing Conditions:** According to Assessor's Records, the four existing parcels on the 0.67-acre property are developed as follows:

210 North Bassett is a T-shaped, 0.3-acre parcel developed with a two-story, 10,000 square foot office building. A rear asphalt parking lot shared with 512 West Dayton has approximately 17 spaces.

202 North Bassett is a 2,250 square foot parcel with a single-family home constructed in 1884.

512 West Dayton is an 8,000 square foot parcel with a two-story, five-unit apartment building constructed in 1952.

520 West Dayton is an approximately 6,000 square foot parcel with a three-unit building constructed in 1941 and surface parking in the rear.

### Surrounding Land Use and Zoning:

**North:** Immediately to the north, a one-story Laundromat and a six-unit apartment building in the C2 (General Commercial) District. Further north, on the northeast corner of N Bassett Street and West Johnson Street, the site of the new nine-story hotel in the PUD-SIP District.

**South:** Across West Dayton Street to the south, two and three-flat homes in the R6 (General Residence) District.

**East:** Across North Bassett Street to the east, single- and two-family homes in the C2 (General Commercial) District, and a 55-unit apartment building in the R6 (General Residence) District.

**West:** Doubletree Hotel and parking lot in the OR (Office Residential) District.

**Adopted Land Use Plans:** The Comprehensive Plan (2005) includes this property at the northern in the Mifflin-Bassett Residential Sub-area, for which mixed-use and high density residential uses are recommended. The more detailed Downtown Plan (2012) recommends predominantly residential uses of the property at a maximum building height of six stories. The Downtown Plan includes this property in the “Johnson Street Bend” subarea, and notes that while more intense development of currently underutilized parcels is appropriate, there should be a particular emphasis on creating active and engaging street frontages and quasi-public areas.

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

**Public Utilities and Services:** The area is served by a full range of urban services.

**Zoning Summary:**

Bulk Requirements	Required*	Proposed
Lot Area	39,450 sq. ft.	28,892 sq. ft. (existing)
Lot width	50'	Adequate
Usable Open Space	9,870 sq. ft.	To be shown on plans
Front yard	20'	9'9"
Side yards	11'	14.8' right, 11' left
Rear yard	30'	22.3'
Floor area ratio	2.0	2.54
Building height	3 stories / 40'	5 stories

Site Design	Required	Proposed
Number parking stalls	0	61
Bike Parking	141	114 / 20 moped
Accessible stalls	1 surface, 2 underground	1 surface, 1 underground
Loading	1	1
Landscaping	As shown	Adequate

Other Critical Zoning Items	
Urban Design	Yes
Historic District	No
Landmark Building	No
Adjacent to Landmark	No
Floodplain	No
Utility Easements	Yes
Adjacent to park	No
Barrier Free (ILHR 69)	Yes

\*Compared with R6 standards.

## **Related Actions**

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On July 30, 2012, the Landmarks Commission informally considered the proposed demolitions for this development, and voted to recommend that the Plan Commission note their concern that the development standards in the Downtown Plan (2012) will significantly diminish the availability of affordable student housing in the area. They did not have specific concerns about the buildings proposed for demolition with this request.

On October 3, the Urban Design Commission heard an informational presentation on the proposal. Requests from Commission members included consideration of a more contemporary design, a more significant entrance to the building, and further study on the adequacy of the loading area for trucks. On November 7, the Urban Design Commission reviewed the proposal and recommended *initial approval* for the design (***see report to incorporate more details***). The proposal will still need final approval by the UDC. Reports from the October 3 and November 7 UDC meetings are included for reference.

## **Project Description**

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The subject site is located at the northwest corner of North Bassett Street and West Dayton Street, in an area currently zoned C2 and R6. The property currently lies within the transition area for Downtown Design Zone 2, where a maximum of three stories are allowed. However, the Downtown Plan (2012) recommends predominantly residential uses with a six-story maximum height in this area.

## **Existing Conditions**

The four existing parcels are developed with four buildings and surface parking areas behind them. 210 North Bassett, a T-shaped, 0.3-acre parcel, has a two-story, 10,000 square foot office building. A rear asphalt parking lot shared with 512 West Dayton behind the building has approximately 17 spaces. 202 North Bassett is a 2,250 square foot parcel with a single-family home constructed in 1884. 512 West Dayton is an 8,000 square foot parcel with a two-story, five-unit apartment building constructed in 1952. 520 West Dayton is an approximately 6,000 square foot parcel with a three-unit building constructed in 1941 and surface parking in the rear. The Historic Preservation Planner notes no historical issues with the existing buildings.

## **Description of Proposal**

The applicant proposes to demolish the four existing buildings and rezone property from C2 and R6 to PUD-SIP for the construction of a five-story, 75-unit apartment building with a 1,700 square foot office/commercial space on the ground floor. The resulting density would be 113 units per acre (210 bedrooms per acre).

***Building Bulk and Placement-*** The proposed building is U-shaped, with a strong presence on West Dayton and North Bassett Streets, and an approximately 1,500 square foot courtyard in the rear of the building facing the interior of the block. The building is 166 feet long along West Dayton Street and 108 feet deep along North Bassett Street, and is set back approximately 10 feet from both streets. The rear yard provided is very shallow, approximately 15 feet, but the courtyard breaks up the mass of the building and provides more depth along the rear of the property.

***Residential Unit Type and Mix-*** A mix of unit types is proposed, with smaller units oriented to young professionals in the front, and larger units oriented to the student market in the rear of the building. The unit breakdown is as follows: 8 efficiencies, 35 one-bedroom units, 9 two-bedroom units, 14 three-bedroom units, and 9 four-bedroom units. As proposed, residents would share common laundry facilities on each floor.

**Parking and Access-** An underground parking area accessed off of West Dayton Street is proposed with 56 automobile, 20 moped, 20 standard bicycle, and 40 vertical bicycle stalls. 34 additional standard bicycle stalls are provided outside, in back of the building, for a total of 94 bicycle parking stalls. Access to a small 5-stall surface parking area is provided off of North Bassett Street, just to the north of the building.

**Entries and Openings-** The main entrance to the residential portion of the building is located in the northeast corner of the building, mid-block between West Dayton and West Johnson Streets. Two separate entrances to the office/commercial space are just to the south, in the center of the building along North Bassett Street. An accessible entrance to the residential portion of the building is located in the southwest corner. Finally, five of the first floor units have individual entrances from porches oriented to the streets.

**Exterior Materials-** On the street-facing facades, brick is utilized on the first four stories of the building, with fiber cement siding and metal panels on the fifth story. Metal paneling extends from the top of the building down in vertical columns as an accent material. On most of the rear of the building, in the interior of the block, brick is utilized on the first floor, with fiber cement siding and metal paneling on the upper four levels.

**Usable Open Space-** The courtyard space behind the building may serve as usable open space for some, but it is most likely that the balconies provided for each unit, each approximately 50 square feet, will be the primary areas used by tenants as open space.

**Landscaping and Stormwater Management-** As proposed, the courtyard space and narrow rear yard on the property would be hardscaped with pervious pavers, allowing for limited infiltration of water so long as they are properly maintained. Four lilacs and two dogwoods within structured planters are proposed within this hardscaped area. Small shrubs and perennials are proposed around the foundation of the building, and the area between the building and the streets will be maintained as grass. A majority of the stormwater collecting on the property will be pumped into the storm sewer in North Bassett Street.

### **Public Input**

The project received positive feedback at a November 13 meeting of a joint steering committee with representatives from Capitol Neighborhoods, Inc. Mifflin Bassett subarea and the State Langdon Neighborhood (minutes of the meeting are included for reference).

## **Evaluation**

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### **Demolition**

The existing buildings were not noted by the Landmarks Commission or the Historic Preservation Planner to have any unique or specific historic value. They were constructed between the late 1800's and the 1950's, and do not relate particularly well to one another. Demolition and redevelopment of this area with residential uses is anticipated, and would be consistent with the Downtown Plan.

### **Consistency with Adopted Plans**

The proposed use is generally consistent with the Downtown Plan (2012), which recommends Predominantly Residential uses at a maximum height of six stories. Specific discussion on the Johnson Street Bend area, within which this property lies, notes that the area has a critical need for public open

space just to meet the needs of its current and new residents. Specific objectives and recommendations for this area are as follows:

**Objective 4.5**

*The Johnson Street Bend area should continue as a primarily higher density student residential area mixed with some new neighborhood serving retail uses. Underutilized parcels should transition to more intense development with a particular emphasis on creating active and engaging street frontages and quasi-public spaces. Linkages to adjacent areas, including parks and open spaces, should be enhanced.*

**Recommendation 72**

*Update the Downtown Design Zone standards for the Johnson Street Bend area and incorporate them into the Zoning Ordinance*

Staff believes that proposed use is consistent with the Plan, and is generally consistent with Objective 4.5, as it maintains a ten foot setback to create quasi-public space in front of the building along this neighborhood street. Recommendation 72 provides support to revisit and update bulk standards to be included in the new Zoning Code. This process was not accomplished prior to adoption of the new Zoning Code, but is anticipated to take place shortly after the new code becomes effective in January, 2013. Staff does not believe that a setback greater than ten feet will be proposed in this area.

**Building Bulk and Placement**

The building bulk is inconsistent with the requirements in the Downtown Design Zone 2 Transition Area as shown in the table below:

	<b>DTDZ 2 Transition Area Requirement</b>	<b>Proposed</b>
Maximum # Stories	3 (40')	5 (57') <i>(Exceeds Maximum by 2 stories)</i>
Front Yard Setback	15'	11' <i>(Inadequate by 4 feet)</i>
Rear Yard Setback	25'	14.5' <i>(Inadequate by 10.5 feet)</i>
Side Yard Setback	12' minimum on one side, 10' minimum on the other side	22.3' on left side 9.9' on right side <i>(Essentially Adequate)</i>

As of late this year, the zoning ordinance has been amended to allow for proposals to seek relief from the Downtown Design Zone bulk standards, so long as a proposal is consistent with the Downtown Plan. In this case, the proposed height and building setbacks are generally consistent with the Downtown Plan. If the entire rear of the building were to be 15 feet from the property line, it may be problematic, but the fact that the rear of the building incorporates a deep courtyard element helps to offset the tight rear yard setback on other portions of the building.

**Residential Density and Unit Mix**

The proposed density is 113 units per acre (210 bedrooms per acre), which should be able to be accommodated on this site. The range in unit types is a strength of the proposal. It is conceivable that one could live in one of the larger units with roommates as an undergraduate student, and later move into one of the smaller units along West Dayton Street as a graduate student or young professional. However, staff has a few concerns related to the detailed floor plans. If the smaller units along West

Dayton Street are truly to be marketed to young professionals, the applicant may want to consider incorporating additional storage and laundry facilities within the units. Staff questions whether the three and four bedroom units have adequate common spaces for the anticipated number of tenants. Please see the evaluation of the Interior Design Criteria below and the recommended conditions of approval for more detail on these concerns and how they might be addressed.

## **Exterior and Interior Design Criteria for PUD Districts in Downtown Design Zones-**

### **Statement of Purpose**

*The Design Criteria serve to articulate community design principles, guidelines, and standards for Planned Unit Developments (PUDs) in the near-campus Design Zones with the goal of enhancing the community's overall value and appearance. These criteria reflect the fact that the general development density and intensity of occupancy are expected to be relatively high in these Design Zones compared to other locations in the City. PUDs that have residential components may be considered which are significantly larger, taller, and more massive than would be allowed in the underlying zoning districts. Because it is recognized that design professionals, including architects, landscape architects, and land planners, are trained to strive for creative excellence, the design criteria are not intended to restrict creative solutions or to dictate design.*

*These criteria will serve as a tool for City staff, the UDC, and the Plan Commission by providing a checklist of the primary elements to be considered when reviewing such PUD requests. This will also inform the design professionals of items that should be considered from the beginning of the design process. These standards will be used in addition to the standards in the zoning code which guide the review of PUD requests. The requirements described in Section 28.07(6)(e) are intended to be the outer limits of what will be considered through this PUD process. The review process for the overall design of the proposed building shall consider the requirements in Section 28.07(6)(e), the Criteria for Approval in Section 28.07(6)(f), and the design criteria described herein.*

### **Exterior Building Design**

*Exterior design criteria were developed to ensure that such buildings are compatible on a City, neighborhood, and block level; have a pedestrian orientation; and have a design that reflects the residential use of the structure. The following criteria are guidelines for evaluating design of the proposed project.*

*1) Massing. The proportions and relationships of the various architectural components of the building should be utilized to ensure compatibility with the scale of other buildings in the vicinity. Appropriate transitions should be provided where a change in scale is needed to ensure this compatibility. Larger buildings should have their mass broken up to avoid being out of scale with their surroundings and to provide a more pedestrian-friendly quality. Stepping back the upper floors of the street facades a substantial distance from lower floors may be appropriate to achieve this quality. The shape of the building should not detract from or dominate the surrounding area.*

Staff believe that this criterion is met. While the building is rather long along the Dayton Street frontage, the individual entrances on the first floor and recessed balconies above help to break up its mass.

*2) Orientation. Buildings create and define the public space (streets and sidewalks) and how the building faces this public way is important. Any building facade adjacent to a street should be oriented toward and engage the street. Buildings should respect the orientation of surrounding buildings, existing pedestrian paths and sidewalks, and the orientation of surrounding streets.*

Staff believe that this criterion is met.

*3) Building Components. The building should have an identifiable base, body, and cap. The design and detailing of the base are critical to defining the public space, engaging the street, and creating an interesting pedestrian environment. Lower levels should be sufficiently detailed to ground the building. The top of the building should be clearly defined through treatments such as cornices or non-flat roof elements*

*where appropriate. The middle of the building should provide a transition between the top and the base. Mechanical equipment (including rooftop) should be architecturally screened.*

Staff believe that this criterion is met.

*4) Articulation. Well-articulated buildings add architectural interest and variety to the massing of a building and help break up long, monotonous facades. A variety of elements should be incorporated into the design of the building to provide sufficient articulation of the facades. This may be achieved by having a variety in the mix of unit size and layout, or changes in floor levels, be reflected in the exterior of the building. This may also be achieved by incorporating the use of: vertical and/or horizontal reveals, stepbacks, modulation, projections, and three dimensional detail between surface planes to create shadow lines and break up flat surface areas. If large blank surfaces are proposed, they should be for some compelling design purpose, and the design should incorporate mitigating features to enrich the appearance of the project and provide a sense of human scale at the ground level that is inviting to the public.*

Staff believe that this criterion is met through changes in materials and inset porches and balconies.

*5) Openings. The size and rhythm of openings (windows, doors, etc.) in a building should respect those established by existing buildings in the area and the residential and/or mixed-use nature of the building. The street facade should incorporate a sufficient number of windows, doors, balconies, and other opportunities for occupant surveillance of public areas. Visibility should be provided to areas accessed when entering or exiting a building. Lower floor facades should be more transparent and open than upper floors to provide a more detailed and human scaled architectural expression along the sidewalk. Window glass should have a high degree of transparency and should not be dark or reflective. Garage doors should not be visible from the street. If a design is proposed in which garage doors (or other service openings) are visible from the street, they should be sufficiently detailed and integrated into the building.*

Staff believe that this criterion is met.

*6) Materials. A variety of materials should be utilized to provide visual interest to the building. Colors and materials should be selected for compatibility with the site and the neighboring area. All sides of a structure should exhibit design continuity and be finished with quality materials. Materials should be those typically found in urban settings. Durable, low-maintenance materials should be used—particularly on surfaces close to the street.*

While different from many of the wood-clad houses across Dayton Street to the south, staff believe that this criterion is met through appropriate use of masonry on the base and middle of the building, with metal and cement board on upper levels.

*7) Entry Treatment. Buildings with obvious entrances contribute to the definition of the public way and promote a strong pedestrian feel along the street. The building should have at least one clearly-defined primary entrance oriented towards the street. Entrances should be sized and articulated in proportion to the scale of the building. This may be achieved through the utilization of architectural elements such as: lintels, pediments, pilasters, columns, porticoes, porches, overhangs, railings, balustrades, and others, where appropriate. Any such element utilized should be architecturally compatible with the style, materials, colors, and details of the building as a whole, as shall the doors.*

Staff believe that this criterion can be met, and appreciate the multiple entrances provided to individual residential units, which helps to break up the mass of the building. Final details on the building entrances should be carefully reviewed by the Urban Design Commission.

*8) Terminal Views and Highly-Visible Corners. The design of buildings occupying sites located at the end of a street, on a highly-visible corner, or in other prominent view sheds should reflect the prominence of the site. Particular attention should be paid to views from these perspectives and the structures should be treated as focal points by demonstrating a higher degree of architectural embellishments, such as corner towers, to emphasize their location.*

This is a corner property, but in this case, staff does not believe a corner tower or other embellishment is needed. The use of masonry as the dominant material on both the south and east facades is sufficient.

### **Site Design / Function**

*1) Semi-Public Spaces. The space between the front facade of the building and the public sidewalk is an important transition area. It can vary in size, but should be thoughtfully considered with a variety of textures in ground treatment—particularly the area around the entryway. The emphasis should be on an urban landscape, incorporating elements such as raised planters, which could also be used as seating, street furniture, lighting, and landscape materials. These features should be architecturally compatible with the styles, materials and colors of the principal building on the lot and those in the immediate area.*

Staff believes that this criterion can be met within the 10-foot setbacks along West Dayton Street and North Bassett Street. Final details on the semi-public spaces, particularly around the main entrance, should be carefully reviewed by the Urban Design Commission.

*2) Landscaping. Landscaping should be integrated with other functional and ornamental site and building design elements, and should reinforce the overall character of the area. Landscaping can be effective in reducing the massiveness of a building and in creating a more inviting pedestrian environment. Landscaping should be provided in the front where the building meets the ground as appropriate in the context (maybe trees or planters depending on the setbacks, shape and size of the building) to anchor building to the ground and soften the edge. Plants should be selected based on their compatibility with site and construction features. Ease of maintenance should also be considered.*

Staff believes that this criterion can be met, and recommends that final landscaping details be reviewed by the Urban Design Commission.

*3) Lighting. Exterior lighting should be designed to coordinate with the building architecture and landscaping. Building-mounted fixtures should be compatible with the building facades. Exterior lighting levels should not be excessive and should provide even light distribution. Areas around the entryways should be lit sufficiently. Overall lighting levels should be consistent with the character and intensity of existing lighting in the area surrounding the project site.*

Lighting detail has not yet been provided, and should be reviewed by the Urban Design Commission prior to final design approval.

### **Interior Building Design**

*The criteria for determining the acceptability of a residential planned unit development within the Downtown Design Zones recognize the particular importance of building layout, functionality, interior design, and general level of amenity in ensuring that the living environment provided will be attractive, desirable and practical in an area where the intensity of development is relatively high, many potential development sites are relatively constrained in size and limited in configuration, and opportunities for on-site features and amenities outside the building envelope may be necessarily limited. Relevant factors for consideration include:*

*1) Mix of Dwelling Unit Types. A variety of dwelling unit types, as defined by the number of bedrooms per unit, should be available within the project. There should not be an over-concentration of either very small (efficiency and one bedroom) or very large (four or more bedrooms) units so as to maintain residential choice and provide flexibility for shifts in housing market demand.*

Staff believe that this criterion is met.

2) *Dwelling Unit Size, Type and Layout.* The size and layout of each dwelling unit shall be adequate to allow for reasonably efficient placement of furniture to serve the needs of the occupants and create reasonable circulation patterns within the unit.

a) *The sizes of bedrooms within the dwelling units should be designed to discourage multiple occupancy of bedrooms when that would result in more than five unrelated individuals living in a unit (the maximum occupancy allowed in the R5 General Residence District). The bedroom sizes should not be large enough to encourage multiple occupancy in units with three or more bedrooms. To the extent compatible with this consideration, having at least one bedroom in each unit sufficiently large for double occupancy makes the unit more suitable for households that include a couple.*

b) *The size and design of the living room within each unit shall reflect and be adequate for the intended number of occupants of the unit. It is generally expected that the living area be capable of comfortably seating at least the number of residents expected to occupy the unit; however, appropriate size shall be determined as part of the overall project review.*

Staff believes that this criterion can be met, but that it will likely require slight changes to the floor plans involving a loss of bedrooms.

At approximately 100 square feet, bedrooms seem to be appropriately sized so as to discourage multiple occupancy, and all bedrooms have windows. The size of the common areas (living and dining spaces) in the four bedroom units may not comfortably accommodate four tenants, as it is roughly the same size as the common spaces in the smaller units. Within revised floor plans, the applicant should be prepared to demonstrate how typical living and dining furniture would fit into the space such that this criterion can be met.

On a related note, staff is concerned about lack of storage in the proposed building. While each unit appears to have a small closet in the common area, there do not appear to be any food pantries, even in the larger units. Further, there are no long term storage lockers anywhere in the building.

Finally, the small common laundry facilities on each floor appear to have space for four stacked washer/dryer units and little else. It is doubtful that this will adequately serve the anticipated 29 tenants per floor.

The applicant is encouraged to reconfigure the floor plans, even if it means reducing the number of overall bedrooms, so that the units are adequately served with laundry and storage areas. An option worth considering for the units marketed to young professionals would be to incorporate individual laundry facilities within the units themselves.

3) *Interior Entryway.* The interior entryway should create an inviting appearance and, when feasible, should include a lobby or similar area where visitors or persons making deliveries can wait. The entryway should be sufficiently transparent to see into or out of the building when entering or leaving.

Staff believe that this criterion is met.

4) *Usable Open Space.* Project designs should provide attractive, safe and creatively designed yards, courtyards, plazas, sitting areas or other similar open spaces for building residents. Usable open space on balconies or roof decks may be provided as long as they are sufficiently large (a suggested minimum size for a balcony is 4 feet by 8 feet) and are provided or accessible to all residents. Usable open space on roof decks at lower elevations is preferred to rooftops. At some locations, side and rear yards sufficient to provide usable open space may be limited, and outdoor open space may not represent the most beneficial use of a limited site when the overall density of development is relatively high. Common recreational facilities and social activity spaces in the development may be considered toward meeting the need for usable open space.

Staff believe that this criterion is met with the balconies provided, the courtyard in the rear of the building, and the interior common room near the entrance to the building.

5) Trash Storage. *The trash storage area for the building should be located where it is reasonable accessible to the residents, as well as to disposal pick-up crews. In general, it is recommended that the trash storage area be located within the building footprint. Trash storage areas shall not be located in building front yards. Trash storage areas at any location shall be adequately screened to preserve an attractive appearance from the buildings on the site, from adjacent buildings and uses, and from public streets and walkways.*

Staff believe that this criterion is met with regard to the location of the trash area inside the first floor of the building. The access door to the trash area will face west, and will not be prominent along the West Dayton Street frontage. Staff would like more information on how recycling is to be handled within the building in order to determine that this criterion can be fully met.

6) Off Street Loading. *Adequate off-street loading areas shall be provided, as specified in Section 28.11. The Plan Commission may consider arrangements to provide off-street loading and access from adjoining properties to satisfy the requirement provided that continued use of these arrangements is assured. For all residential developments where the off-street loading area is not adequate to accommodate the anticipated needs of residents moving into or out of the dwelling units, and in particular when significant numbers of residents are expected to want to make these moves within the same limited time period (as with student-oriented housing), a specific resident move-in plan shall also be submitted with the application for a residential development in a Downtown Design Zone describing in detail how the moving needs of residents will be accommodated without creating congestion or traffic problems on public streets or unauthorized use of parking and loading areas that are not part of the development.*

Staff believes that this criterion is met through the provision of underground and surface parking areas, as well as the single loading zone on the southwest corner of the building. The Management Plan provided notes that move-in will be staged on a per-floor basis, and staffed by two people at all times.

7) Resident Parking.

a) Vehicles. *The adequacy of provisions for the off-street parking of residents' motor vehicles shall be evaluated as part of the review of the specific development plan. The Plan Commission may consider the likelihood that the types of residents expected will need or desire to keep private motor vehicles, the particular constraints of the development site and the resulting trade-off between the amount of parking provided and other potential site or building amenities, as well as alternate arrangements provided to accommodate the parking needs of residents, such as, provision of leased parking spaces at another location. Inadequate on-site parking may result in restrictions on residential eligibility to obtain Residential Street Parking Permits. Underground parking is preferred to surface parking lots.*

b) Bicycles. *Adequate on-site bicycle parking shall be provided to meet the needs of all the residents and users of the developments, as provided by Section 28.11(3)(e). Bicycle parking may be shared or assigned to individual dwelling units and should be located where it is reasonably convenient to the residents and to the public street system. It is recommended that at least some bicycle parking should be provided inside the building or in another location protected from the weather. If it is intended or anticipated that residents will store bicycles within individual dwelling units, the design of the units shall include provision for this storage, and hallways, elevators, and other building features shall be appropriately designed to facilitate the transport of bicycles to and from the units.*

c) Mopeds. *Adequate parking for mopeds should be provided to meet the needs of the residents. Indoor parking spaces should be provided within the parking area provided for other motor vehicles. Outdoor parking for mopeds may be provided within the parking area provided for other motor vehicles or within bicycle parking areas. Mopeds shall not be kept inside the building except within designated moped or motor vehicle parking areas.*

Staff is uncertain whether the parking proposed can adequately address this criterion, and recommends replacing a portion of the automobile parking with additional bicycle parking and moped parking.

Currently, there are 56 automobile stalls, 20 moped stalls, 20 standard interior bicycle stalls, 40 vertical interior bicycle stalls, and 34 standard exterior bicycle stalls to serve the proposed 139 residents. Staff recommends that the applicant provide 21 additional standard bicycle stalls inside the building, so as to have a ratio of one standard stall per unit on the site as a whole. Above this, additional bicycle parking should be provided so that there is an overall ratio of one stall per bedroom on the site.

Staff also recommends that the applicant consider providing a greater number of interior moped stalls at the expense of a few of the proposed automobile stalls. This might be accomplished by converting a small number of automobile stalls as flexible parking areas, the use of which could be determined following a survey of tenants regarding their parking needs.

*8) Building Security and Management. Building security and adequate resident access to building management shall be provided as necessary to ensure the safety of residents and to protect them from excessive noise and other nuisances that might be created in and around the premises. Depending upon the size of the building, intensity of occupancy, and type of residents anticipated, adequate security might also require on-site management. A management plan shall be submitted with each application for a residential development in a Downtown Design Zone describing in detail how the necessary security and access to management will be provided. The Plan Commission shall retain continuing jurisdiction over the management plan, and in the event that security problems occur in the future, the Plan Commission may review the management plan and may require that additional actions be taken by the building owner to address specific problems or deficiencies determined to exist.*

Staff believes that this criterion is met.

### **Criteria for Approval of Planned Unit Development Zoning**

As outlined below, staff believes that the criteria for Planned Unit Development zoning can be met following small changes to reflect recommended conditions of approval.

#### **MGO Section 28.07(6)(f) - PUD Criteria for Approval**

**1) *Character and Intensity of Land Use-*** Staff believes that the proposed building is generally compatible with this area, and consistent with the Downtown Plan. However, adjustments should be made within the underground parking area and the interior of the building so as to better accommodate the parking, storage, and laundry needs of the proposed 139 residential tenants. Staff believes that these adjustments can be made to address this criterion.

**2) *Economic Impact-*** The applicant is not requesting any public subsidy, and the Economic Development Division notes that the proposal would add multiple millions of dollars to the tax base.

**3) *Preservation and Maintenance of Open Space-*** While not providing a significant quasi-public open space, the proposal provides private balconies for each of the 75 units, a significant courtyard area behind the building, and space between the building and the streets for landscaping.

**4) *Implementation Schedule-*** This is proposed as a single project, rather than a phased project, so this criterion is not as applicable as others.

### **Comparison with New Zoning Code**

While the Plan Commission and Common Council should focus their review of the project on these standards and criteria, it is worth noting the results of a comparison with the new zoning code for informational purposes.

In the zoning code adopted on October 16, 2012, this property is designated within the Downtown Residential 2 (DR2) District, which is the most permissive residential zoning district. While staff has not done a thorough review of the proposal against the DR2 District, it would come close, but not quite meet, all requirements of the district. The rear yard does not meet the 20-foot requirement of the DR2 District, and the number of bicycle parking stalls provided are among the insufficiencies. Recommended conditions of approval regarding bicycle parking should compensate for this issue, and staff believes that the rear yard as proposed meets the PUD standards due to the presence of the deep rear courtyard. The current Downtown Design Zones are not included in the new zoning code.

## **Conclusion**

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After careful consideration of the standards for zoning map amendments, the PUD criteria, and the design criteria for Downtown Design Zones, staff believes that the proposal can meet all necessary standards with relatively small changes to the underground parking area and building interior.

Recent ordinance changes allow Planned Unit Development proposals to seek relief from the bulk requirements in Downtown Design Zones if projects are consistent with the Downtown Plan (and can meet otherwise meet the design criteria for Downtown Design Zones). Staff believes that the proposal is consistent with the Downtown Plan, and is generally in keeping with the intent of this recent ordinance change.

The Planning Division recommends that the Plan Commission find that standards for demolition approval and rezoning to PUD-SIP (Planned Unit Development-Specific Implementation Plan) can be met, and forward this request to the December 11 meeting of the Common Council with a recommendation to **approve** the proposal, subject to input at the public hearing and the following conditions from reviewing agencies.

## **Recommendations and Proposed Conditions of Approval**

Major/Non-Standard Conditions are shaded

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### **Planning Division Recommendation**

The Planning Division recommends that the Plan Commission find that standards for demolition approval and rezoning to PUD-SIP (Planned Unit Development-Specific Implementation Plan) can be met, and forward this request to a future meeting of the Common Council with a recommendation for **approval**, subject to input at the public hearing and the following conditions from reviewing agencies.

**Planning Division** (Contact Heather Stouder, 266-5974)

1. The zoning text shall be revised and submitted to staff for review and approval with the following revisions:
  - a) Statement of purpose shall be changed to reflect the number of units approved.
  - b) Permitted use list shall be revised to include specific mention of the property management office intended for the commercial portion of the building. Any other future commercial use within the space that is not accessory to the residential use would require review as an alteration to the PUD(SIP).
  - c) The family definition shall be changed to limit occupancy within each unit to either a family or unrelated persons equal to the number of bedrooms in the unit, with the exception of the one-bedroom units, which may be occupied by a family, or up to two unrelated persons.

2. The management plan shall be revised and submitted to staff for review and approval with the following revisions:
  - a) Detail on how recycling will be handled within the building. The applicant is strongly encouraged to incorporate a second chute for recyclables, so that they are collected within the first floor trash management area.
  - b) Detail on how the management company will ensure that mopeds are parked solely in designated spaces in the underground parking area, and not elsewhere on the property.
  - c) Detail on how the first floor common room will be managed and utilized.
3. The site plan and underground parking area shall be revised to include at least one standard two-foot by six foot bicycle stall per unit, and a sufficient number of additional bicycle parking stalls so as to have a ratio of one stall per bedroom. In addition, visitor bicycle parking shall be provided on the Bassett Street side of the building near the residential entrance and/or the commercial entrance to the building.
4. The applicant shall further revise the underground parking area for staff review and approval so that all moped parking shall be provided in three-foot by six-foot stalls. Plans shall denote the use of three additional automobile stalls as flexible parking spaces, to be striped and utilized for moped parking until it is demonstrated that fewer moped parking spaces will suffice. If the applicant or a future property owner can demonstrate through a survey of tenant parking needs that these moped stalls are not needed, the space can be converted to automobile parking or other use, as reviewed and approved by Planning and Zoning staff.
5. Prior to the Common Council hearing for this project, the applicant shall obtain final approval for the design from the Urban Design Commission. In making their finding, the Urban Design Commission shall pay close attention to the following details as they pertain to the Design Criteria in Downtown Design Zones:
  - a) Entry Treatment
  - b) Semi-public Spaces
  - c) Landscaping
  - d) Lighting
6. Floor plans shall be revised for review and approval by staff to include the following, which may result in a slight reduction to the overall number of bedrooms proposed:
  - a) Additional laundry facilities on each level to adequately serve the anticipated number of tenants on each floor and to allow space for tenants to sit and wait for their laundry to be done. The applicant is encouraged to provide laundry facilities within the units intended to be marketed to young professionals.
  - b) An example layout of living and dining area furniture to demonstrate that common areas within the three and four-bedroom units can adequately accommodate the number of tenants intended for each unit.

**Zoning Administrator** (Contact Matt Tucker, 266-4569)

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

8. MGO Section 28.12(12)(e) 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.
9. Bike parking shall comply with MGO Section 28.11. Provide 141 bike parking stalls (one per bedroom) in a safe and convenient location on an impervious surface to be shown on the final plan. NOTE: A bike-parking stall is two feet by six feet with a five-foot access area. Structures that require a user-supplied locking device shall be designed to accommodate U-shaped locking devices. Moped parking must also be shown, if provided.
10. Signage approvals are not granted by the Plan Commission. Signage must be reviewed for compliance with MGO Chapter 31, Sign Codes. Signage permits are issued by the Zoning Section of the Department of Planning and Community and Economic Development.
11. In the Zoning Text, revise the signage to be allowed as per MGO Chapter 31 as compared to the R6 District.
12. Identify usable open space areas and area calculations when the PUD(SIP) is submitted for final review and approval by staff.
13. Put addresses of the building and number of units on the final plan sets, pursuant to MGO Section 10.34(2). Address information can be obtained from Lori Zenchenko of City Engineering at (608)266-5952.
14. Pursuant to MGO Section 28.08(7)j Refuse Storage, in the R6 District, all refuse receptacles, cans, dumpster carts, or bins will be screened from view from the street and abutting property. Provide detailed drawings of the refuse storage area.
15. Include elevations of the building as part of final plan submittal.

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

16. The access to the underground parking shall not be lower than the existing top of sidewalk to prevent flooding of the lower levels.
17. A plan to drain the access ramp to the underground parking shall be submitted and approved by City Engineering.
18. Applicant shall either connect lateral to the 10" diameter sewer main on N. Bassett or connect to the 18" diameter sewer main on the southeast side of W. Dayton Street. Any connection of a lateral 8" diameter or larger required the connection to be made at a manhole (either at an existing manhole or a new manhole).
19. Sewer plugs for lateral abandonment after January 1, 2013 shall be by City Crews with applicant paying costs for the service.
20. Clearly identify which City terrace trees are being removed to accommodate the building construction and fire access requirements.
21. In accordance with 10.34 MGO – STREET NUMBERS - Submit a PDF of each floor plan to Engineering Mapping Lori Zenchenko (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.

22. The pending Certified Survey Map for this property shall be completed and recorded with the Register of Deeds (ROD). When the recorded CSM image is available from the ROD, the Assessor's Office can then create the new Address-Parcel-Owner (APO) data in GEO so that the Accela system can upload this data and permit issuance made available for this new land record.
23. 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 (MGO 16.23(9)c).
24. The Applicant shall close all abandoned driveways by replacing the curb in front of the driveways and restoring the terrace with grass (POLICY).
25. The approval of this Conditional Use or PUD 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 (MGO 16.23(9)(d)(6)).
26. 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).
27. The Applicant shall provide the City Engineer with the proposed earth retention system to accommodate the restoration. The earth retention system must be stamped by a Professional Engineer. The City Engineer may reject or require modifications to the retention system (POLICY).
28. 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 City Parks Department - [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 (POLICY).
29. All damage to the pavement on N. Bassett St., W. Dayton St. 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).
30. The site plans shall be revised to show the location of all rain gutter down spout discharges (POLICY).
31. The applicant shall demonstrate compliance with MGO Section 37.07 and 37.08 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.

32. Prior to approval, this project shall comply with MGO Chapter 37 regarding stormwater management. Specifically, this development is required to:
- Control 40% TSS (20 micron particle) off of new paved surfaces
  - Provide oil & grease control from the first 1/2" of runoff from parking areas.
  - 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 MGO Chapter 37.
33. 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:
- Building Footprints
  - Internal Walkway Areas
  - Internal Site Parking Areas
  - Other Misc Impervious Areas (i.e. gravel, crushed stone, bituminous/asphalt, concrete, etc.)
  - Right-of-Way lines (public and private)
  - All Underlying Lot lines or parcel lines if unplatted
  - Lot numbers or the words "unplatted"
  - Lot/Plat dimensions
  - 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](mailto: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)).

34. 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:
- Building footprints.
  - Internal walkway areas.
  - Internal site parking areas.
  - Lot lines and right-of-way lines.
  - Street names.
  - Stormwater Management Facilities.
  - Detail drawings associated with Stormwater Management Facilities (including if applicable planting plans).
35. The Applicant shall submit prior to plan sign-off, electronic copies of any Stormwater Management Files, including
- SLAMM DAT files.
  - RECARGA files.
  - TR-55/HYDROCAD/Etc
  - 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)).

36. 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>.
37. Prior to approval of the conditional use application, the owner shall obtain a permit to plug each existing storm sewer lateral that serves a building that is proposed for demolition. For each lateral to be plugged the owner shall deposit \$1,000 with the City Engineer. \$100 non-refundable deposit will cover for the cost of inspection of the plugging by City staff; and the remaining \$900 will cover the cost of City crews to perform the plugging. If the owner elects to complete the plugging of a lateral by private contractor and the plugging is inspected and approved by the City Engineer, the \$900 fee shall be refunded to the owner (POLICY). This permit application is available on line at: <http://www.cityofmadison.com/engineering/permits.cfm>.
38. All outstanding Madison Metropolitan Sewerage District (MMSD) and City of Madison sanitary sewer connection charges are due and payable prior Engineering sign-off, unless otherwise collected with a Developer's / Subdivision Contract. Contact Janet Dailey (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)).
39. 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).

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

40. The Madison Water Utility shall be notified to remove the water meters prior to demolition.
41. This property is not in a wellhead protection district.
42. All wells located on this property shall be abandoned if no valid well operation permit has been obtained from the Madison Water Utility.

**Fire Department** (Contact Bill Sullivan, 266-4420)

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| <ol style="list-style-type: none"><li>43. The building shall be sprinklered in accordance with NFPA 13.</li><li>44. Provide fire apparatus access as required by IFC 503 2009 edition, MGO 34.503, as follows:<ol style="list-style-type: none"><li>a) The site plans shall clearly identify the location of all fire lanes.</li><li>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.</li></ol></li></ol> |
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45. Please consider allowing the Madison Fire Department to conduct training sequences prior to demolition. Contact MFC Training Division at (608) 246-4587 to discuss possibilities.

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

46. This development is within the Vilas-Brittingham impact fee district (SI27).
47. The developer shall pay approximately \$147,873.31 for park dedication and development fees for the new 75 MF unit building after a credit is given for the existing single family home and

eight multi-family units currently located on the property. (See calculation of 2012 rates below. Rates will be higher if paid after 2012).

<b>New Development</b>	
Fees in lieu of dedication = (75 mf @ \$1,631) =	\$122,325.00
Park development fees = (75 mf @ \$628.92) =	\$ 47,494.00
<b>Subtotal Fees =</b>	<b>\$169,494.00</b>
<b>Credit for Existing Development</b>	
Fees in lieu of dedication (1SF @ \$2,563 + 8MF @ \$1,631) =	\$ 15,611.00
Park development fees = (1SF @ \$978.33 + 8MF @ \$628.92) =	\$ 6,009.69
<b>Subtotal Credit =</b>	<b>\$21,620.69</b>
<b>Total Fees =</b>	<b>\$147,873.31</b>

- 48. The developer must select a method for payment of park fees before signoff on the SIP.
- 49. There is a need for public open space in this area; fees in lieu of dedication from this project and other projects in this area will be utilized to pursue acquisitions (via purchase and dedication) of land to help accomplish this goal.
- 50. 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.

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

- 51. The applicant shall install and maintain a concrete passenger boarding pad on the west side of North Bassett Street, north of the Dayton Street intersection. The concrete pad shall occupy the full distance of the terrace, measure a minimum of 10 feet in width parallel to the street, and lie flush between the sidewalk and the top of curb.
- 52. The applicant shall include the location of these passenger amenities on the final documents filed with their permit application so that Metro Transit may review and approve the design.
- 53. Metro Transit operates weekday transit service along North Bassett Street through the Dayton Street intersection. Bus stop ID #0470 is adjacent the proposed project site, with the signed bus stop zone encompassing the area from the intersection north approximately 100 feet.

**Traffic Engineering Division** (Contact Dan McCormick, 267-1969)

This agency did not submit comments regarding this request.