



PREPARED FOR THE PLAN COMMISSION

- Project Address:** 4802 Sheboygan Avenue – Hill Farms State Office Property
- Application Type:** Zoning Map Amendment and Preliminary Plat
- Legistar File ID #** [50130](#) and [49928](#)
- Prepared By:** Timothy M. Parks, Planning Division  
Report includes comments from other City agencies, as noted.
- Reviewed By:** Heather Stouder and Kevin Firchow, Planning Division
- Requested Actions:** Approval of a request to rezone approximately 14 acres of land located at 4802 Sheboygan Avenue from SE (Suburban Employment District) to PD (Planned Development District) and approval of a General Development Plan for the future redevelopment of portions of the Hill Farms State Office Building property with up to 500,000 square feet of office space, 250,000 square feet of retail/ restaurant/ service space, 400 hotel rooms, and 600 residential units in a multi-building project, and; approval of the preliminary plat of *Madison Yards at Hill Farms*, creating five lots for the proposed planned development, one lot for the new 600,000 square-foot Hill Farms State Office Building and detached parking structure, and one lot for common greenspace and private roads to serve the subdivision of the overall 21-acre property.

## Addendum

The applicant, Smith-Gilbane, submitted a request to rezone approximately 14 acres of State of Wisconsin-owned land located at 4802 Sheboygan Avenue from SE (Suburban Employment District) to PD (Planned Development District) and approval of a General Development Plan and preliminary plat for “Madison Yards at Hill Farms” for formal consideration on December 20, 2017. The December 20 zoning and subdivision requests were reviewed in a preliminary Planning Division staff report dated February 19, 2018, which follows.

While generally supportive of the redevelopment of the Hill Farms property, the preliminary staff report did not recommend approval of the General Development Plan due to a series of deficiencies that caused staff to determine that the standards for approval could not be met. Following completion of the staff report and referral of the General Development Plan by the Urban Design Commission on February 21 (see attached report), both the zoning map amendment and preliminary plat were referred indefinitely at the applicant’s request.

Subsequently, the project team met extensively with City staff to discuss the many issues raised in the February 19 report and the three transportation-related memos issued by the Traffic Engineering Division of the same date, which culminated in a submittal of a revised General Development Plan and Transportation Demand Management Plan (TDMP) on March 23, 2018. New public hearing notices were provided for the April 23 Plan Commission and May 1 Common Council meetings.

On the following pages, a brief overview of key revisions to the General Development Plan is provided, followed by an updated analysis of the project’s consistency with the Comprehensive Plan and standards for approval, which should be considered following a review of the February 19 Analysis and Conclusion sections for context.

### Revised Project Description

The March 23 materials call for the future development of up to 500,000 square feet of office space, 250,000 square feet of retail/ restaurant/ service space, 400 hotel rooms, and 600 residential units (including units

identified as “Senior Housing”) within the 13.9-acre Planned Development zoning district requested, as outlined in Table 1.B on page 2 of the March 23 zoning text document. As noted following that table, the applicant has structured the maximum gross square feet of office, retail, residential and hotel to be developed on each of the five primary development blocks to allow for flexibility when developing specific plans for each block for later approval and construction. Table 3 on page 4 identifies the minimum and maximum gross square-footage (lest structured parking) and height of the buildings proposed on each block of the development. In all, between 300,000 and approximately 1.5 million square feet of new construction is proposed in the Planned Development in buildings ranging in maximum height from eight to fourteen stories.

The revised General Development Plan also includes additional information on building placement, which is detailed in Section E of the zoning text (pages 4-6) and shown graphically on Figure 7 of the plans. Setbacks and stepbacks are proposed on all four sides of the five primary development blocks. Setbacks are expressed from the rights of way that are anticipated to be dedicated to the City for various transportation improvements for the project, with the exception of University Avenue, where no setback is proposed. Instead, the applicant proposes to use the additional space within the right of way (21 to 37 feet from back of curb to property line) to modulate the mass of the buildings on Blocks 2 and 3.

Figure 8A of the revised plans provide a potential massing study for the development outlined in the revised zoning text. The exhibit illustrates how the office, retail, residential and hotel uses proposed for the 14-acre PD zoning district may be developed, with the new nine-story State office building and parking garage provided for context. The revised application indicates that development of Blocks 2, 3 and 4 will commence later in 2018, with development of Blocks 1 and 5 anticipated to follow in 2019. Completion of the overall planned development is scheduled for 2022.

The applicant has also provided minimum and maximum parking ratios for each use category in the revised zoning text (Table 4, page 8), with a desire expressed in the revised materials to allow for shared parking across the PD district. Required parking for uses not identified in the zoning text will default to the parking required for those additional uses in Section 28.141 of the Zoning Code.

The recently completed 600,000 square-foot Hill Farms State Office Building and parking garage are not included in the PD zoning district, but remain part of the proposed subdivision of the approximately 21-acre State-owned property, which is being considered concurrently. The new State buildings will occupy Lot 7 of the subdivision, which will remain zoned SE (Suburban Employment District). No changes are proposed to the preliminary plat submitted on December 20, including the applicant’s desire for the streets serving the 21-acre site to be privately owned and maintained, with public easements for utilities and access proposed.

### **Analysis of Revised General Development Plan**

The Planning Division believes that the additional information included in the revised General Development Plan submitted on March 23, 2018 addresses many of the deficiencies identified in the report dated February 19, 2018.

Most significantly, the revised materials suggest that the development of the 14-acre planned development will be consistent with the Employment land uses recommended for the subject site by the 2006 Comprehensive Plan in conjunction with the adjacent new 600,000 square-foot State office building. Whereas the previous iteration of the General Development Plan was overly vague about where and when the 500,000 square feet of additional

office proposed for the site would be developed, the March 23 materials have provided considerably more detail. Per the revised plans, the applicant proposes office uses on Blocks 1, 2 and 5. Although Blocks 1 and 5 will not be developed until the second phase, staff feels that the amount of employment uses proposed both within the PD zoning district and larger 21-acre Madison Yards development (1.1 million square feet) represents a development pattern generally consistent with the recommendations for Employment districts in the Comprehensive Plan.

From a physical development standpoint, the revised plans also address most of the issues raised previously about building placement, massing, and open space:

- The revised General Development Plan includes setbacks along all of the streets within and adjacent to the 14-acre Planned Development zoning district with the exception of University Avenue. Along University, the applicant is proposing no setback from the northerly property line for Blocks 2 and 3, and is instead representing that the distance between the back of curb along University and the southern edge of the right of way abutting the site will create an adequate setback from that street. The revised plans show that between 21 and 37 feet of space currently exists within the University right of way.

In general, the proposed setbacks and stepbacks in the revised zoning text address the staff comments in the February 19 report about building placement. The minimum setbacks proposed should provide some opportunity for landscaping and activation of ground floor spaces with entrances, outdoor eating areas, etc. between the future buildings and streets. Staff also believes that the proposal to allow new buildings to abut the University Avenue right of way should result in a reasonable separation between development on Blocks 2 and 3 and the street. While it is possible that University Avenue could be widened in the future adjacent to the site, thereby reducing the space between the buildings on Blocks 2 and 3 and the street, University Avenue was recently reconstructed in 2012 and was not widened at that time, or with the improvements for the new State Office Building. Further, any future widening of the street would likely not reduce the space between the widened street and Madison Yards buildings to zero, thereby maintaining some modicum of setback along that heavily traveled corridor.

- The applicant has also provided better conceptual information for how buildings on Blocks 1-5 will be massed. While conceptual, the massing studies in Figures 8A and 8B provide a better understanding of how the different components of the future development will be composed from both a land use and design perspective. However, while conceptual, the massing studies suggest that a substantial amount of parking may be visible from the public streets that form three sides of the planned development. Given the visibility of the site and proposed intensity of the Madison Yards development, staff feels strongly that any future structured parking should be centered on the development blocks to ensure that the buildings at the streets are as well designed and fully activated as possible (liner buildings, etc.). Any structured parking proposed on the perimeter of those blocks should be highly integrated into the architecture of the buildings, especially on Lots 2 and 5 when viewed from N. Segoe Road and University Avenue. Exposed parking structures should be avoided, and language should be included in the final General Development Plan to this effect.
- Section M of the zoning text includes information on how usable open space will be provided for future residential units at the subject site. The applicant is proposing a minimum of 40 square feet of usable open space per residential unit, with the potential for all of the open space provided to be structured on roof decks and balconies. The usable open space provisions for the proposed Planned Development district

follow the requirements in the TSS (Traditional Shopping Street) and MXC (Mixed-Use Center) zoning districts, which require 40 square feet of usable open space per unit and allow 100 percent of it to be structured. The minimum dimensional requirements in the proposed zoning text generally follow the requirements for usable open space in Section 28.140 of the Zoning Code.

### **Urban Design Commission Review**

The subject site is also located in Urban Design District 6. The Urban Design Commission reviewed the revised General Development Plan at its April 11, 2018 meeting and recommended **initial approval** subject to the following matters being addressed:

- More information in the zoning text regarding the percentage or linear feet of exposed parking structure that will be allowed;
- More information on permitted building materials;
- Concerns regarding the proposed setback along University Avenue;
- Requested more information on the proposed twenty-percent (20%) exemption from the maximum setback proposed; and
- Clarification on the architectural features that may encroach into setbacks; the Commission recommended that any such features be unoccupied architectural features.

The applicant is required to receive final approval of the General Development Plan from the Urban Design Commission prior to final staff approval and recording.

### **Transportation-Related Comments**

The applicant submitted a Traffic Impact Analysis (TIA) and a proposed Transportation Demand Management Plan (TDMP) to the Traffic Engineering Division for review as part of its General Development Plan request. In response, David Dyer, City Traffic Engineer and Parking Manager, issued three related memos dated April 18, 2018, which provide a review of and response to the TIA and TDMP submitted by the applicant. ***The memos should be considered an integral part of this report. Conditions from the Traffic Engineering Division are included in the Recommendations section.***

## **Conclusion**

The proposed Madison Yards at Hill Farms General Development Plan is subject to standards and process for Planned Development Districts in Section 28.098 of the Zoning Code, and the process for zoning map amendments in Section 28.182. The preliminary plat for the overall 21-acre State-owned property is subject to the process and criteria in Section 16.23(5)(b) of the Subdivision Regulations.

In its previous form, staff could not recommend approval of the proposed Planned Development zoning for the property, as reflected in the recommendations in the February 19, 2018 preliminary staff report. Following the issuance of that report, the project team revised their submittal to address the majority of the issues raised by staff, including providing considerably more detail on how the various land uses proposed will be distributed across the district, how the proposed buildings will be sited and massed, and how open space will be provided for

future residential uses. The applicant has also worked extensively with the Traffic Engineering Division to address many of the anticipated traffic impacts from the development, and to address deficiencies in the Transportation Demand Management Plan to govern the proposed development. As a result, staff believes that the Plan Commission may conclude that the proposed Madison Yards at Hill Farms Planned Development is generally consistent with the Employment recommendation for the site in the adopted 2006 Comprehensive Plan and meets the standards of approval for Planned Developments.

However, staff recommends that the General Development Plan for this significant, high-density mixed-use redevelopment project be conditioned on the applicant providing language in the final zoning text addressing how structured parking facilities will be designed to avoid or significantly limit their exposure, particularly along the public streets that form three sides of the proposed development.

**\*\*Following this addendum, please find the narrative sections of the February 19, 2018 Preliminary Staff Report; the recommended conditions of approval from that report have not been included in this packet, as they are no longer contemporary. After the February 19 report are three memos from the City Traffic Engineer dated April 18, 2018 regarding the Madison Yards development. Lastly, a second addendum containing the staff recommendations on the General Development Plan and Preliminary Plat, and recommended conditions of approval is attached at the end of this packet.\*\***

**\*PRELIMINARY\* PLANNING DIVISION STAFF REPORT**      **February 19, 2018**



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## Summary

**Applicant:** Mark Theder, SG Hill Farms, LLC; 889 E. Johnson Street; Fond du Lac.

**Contact:** Sean Roberts, Summit Smith Development; 241 N. Broadway, Suite 400; Milwaukee.

**Property Owner:** State of Wisconsin; 101 E. Wilson Street; Madison; John Klenke, representative.

**Requested Actions:** Approval of a request to rezone approximately 14 acres of land located at 4802 Sheboygan Avenue from SE (Suburban Employment District) to PD (Planned Development District) and approval of a General Development Plan for the future redevelopment of portions of the Hill Farms State Office Building property with up to 600,000 square feet of office space, 275,000 square feet of retail/ restaurant/ service space, 400 hotel rooms, and 600 residential units in a multi-building project, and; approval of the preliminary plat of *Madison Yards at Hill Farms*, creating five lots for the proposed planned development, one lot for the new 600,000 square-foot Hill Farms State Office Building and detached parking structure, and one lot for common greenspace and private roads to serve the subdivision of the overall 21-acre property.

**Proposal Summary:** The applicant is requesting approval of a General Development Plan that will allow for the future development of up to 600,000 square feet of office space, 275,000 square feet of retail/ restaurant/ service space, 400 hotel rooms, and 600 residential units in a multi-building project on the eastern approximately 14 acres of the larger 21-acre site currently owned by the State of Wisconsin. Concurrently, the State is seeking approval of a preliminary plat to subdivide the 21-acre site into lots for their new nine-story, 600,000 square-foot office building and 2,400-stall parking garage and the proposed planned development, including a lot to include private roads and a common greenspace that will serve the redevelopment.

Construction of the State Office Building is nearing completion, with demolition of the existing 10-story, 400,000 square-foot Hill Farms State Office Building to follow later this year. The proposed planned development will be constructed in two or more phases beginning in October 2018 following approval of Specific Implementation Plans for the phases or individual projects. Completion of the development is anticipated in 2022.

**Applicable Regulations & Standards:** Section 28.182 of the Zoning Code provides the process for zoning map amendments. The approval process and standards for the Planned Development district is outlined in Section 28.098 of the Zoning Code. The subdivision process is outlined in Section 16.23(5)(b) of the Subdivision Regulations.

**Review Required By:** Urban Design Commission, Plan Commission and Common Council.

**Summary Recommendation:** The Planning Division recommends that the Plan Commission forward Zoning Map Amendment ID 28.022–00321, rezoning 13.88 acres of land located at 4802 Sheboygan Avenue from SE to PD and approving a General Development Plan for same to the Common Council with a recommendation of **referral** to

address the concerns raised about the project in the Analysis section of this report. In the event that the Plan Commission can find the standards met, staff recommends that any approval of the project be subject to input at the public hearing and the conditions from reviewing agencies beginning on page 16 of this report and any conditions recommended by the Urban Design Commission.

Staff recommends that the preliminary plat of Madison Yards at Hill Farms also be **referred** until the related PD-GDP is approved. However, in the event that referral is not agreed to by all parties, or the Plan Commission believes that the standards for approval are met, it should recommend approval of the preliminary plat to the Common Council subject to the conditions from reviewing agencies beginning on page 23 of this report.

## Background Information

**Parcel Location:** Approximately 21 acres of land generally bounded by University Avenue on the north, N. Segoe Road on the east, Sheboygan Avenue on the south and the Badger Chapter of the American Red Cross property (Sheboygan & Eau Claire avenues) on the west, Aldermanic District 11 (Martin); Urban Design District 6; Madison Metropolitan School District.

**Existing Conditions and Land Use:** The site is currently developed with the ten-story, 400,000 square-foot Hill Farms State Office Building (Department of Motor Vehicles, Wisconsin Department of Transportation headquarters, etc.), near the center of the overall site, and supporting surface parking lots located on the eastern portion of the property between the building and N. Segoe Road. The new Hill Farms State Office Building is being completed in the northwestern corner of the property adjacent to University Avenue, while a seven-level, 2,400-stall parking garage was completed in the southwestern corner of the property adjacent to Sheboygan Avenue. The subject site is zoned SE (Suburban Employment District).

### **Surrounding Land Uses and Zoning:**

North: Blackhawk Country Club in the Village of Shorewood Hills; State of Wisconsin office facility (Wisconsin Technical College System, State Records Center, etc.), zoned SE (Suburban Employment District);

South: Carolina Apartments, Hilldale Tower apartments, The Park Tower at Hilldale apartments, The Sovereign apartments, The Normandy apartments, all zoned TR-U2 (Traditional Residential–Urban 2 District); Rennebohm Park;

West: Badger Chapter of the American Red Cross, zoned SE;

East: Overlook at Hilldale apartments, Target, The Venture apartments, and Weston Place Condominiums, all zoned PD.

**Adopted Land Use Plans:** The 2006 Comprehensive Plan recommends the Hill Farms property, State-owned property across University Avenue, and Red Cross property to the west for Employment uses. The multi-family properties to the south are recommended for High-Density Residential uses, while properties extending from N. Segoe Road east to N. Midvale Boulevard are recommended for Community Mixed-Use Development. The subject site is located between two Transit-Oriented Development nodes located along University Avenue at Hilldale Shopping Center and Whitney Way.

At the request of the State, the subject site was not included within the boundaries of the 2016 University Hill Farms Neighborhood Plan. However, the plan includes some land use and transportation recommendations

surrounding the site, which may be relevant to the proposed General Development Plan, which will be analyzed in the body of the report.

**Zoning Summary:** The property will be zoned PD(GDP) and SE (Suburban Employment District).

Other Critical Zoning Items	
Yes:	Urban Design (Urban Des. Dist. 6, PD zoning), Utility Easements, Barrier Free
No:	Floodplain, Wellhead Protection, Waterfront Development, Landmark, Adjacent to Park
<i>Prepared by: Jenny Kirchgatter, Asst. Zoning Administrator</i>	

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

**Public Utilities and Services:** The property is served by a full range of urban services, though it is anticipated that some transportation and utility infrastructure may need to be expanded to accommodate the intensity of development proposed by this general development plan. The site is served by seven-day Metro Transit on multiple lines operating on Sheboygan Avenue, N. Segoe Road, and University Avenue.

## Previous Approval

On August 7, 2007, the Common Council approved a request to rezone 4802 Sheboygan Avenue from C2 (General Commercial District) to Planned Unit Development, General Development Plan, (PUD-GDP) [1966 Zoning Code] to allow future development of 1.6-million square feet of office space, including a new ten- to twenty-story, 600,000 square-foot Hill Farms State Office Building to replace the existing building; 140,000 square feet of service/ retail space; and 350 residential units in a multi-phase, multi-building redevelopment of the Hill Farms State office property.

Following Common Council approval, the General Development Plan was recorded, but no Specific Implementation Plans were ever submitted for approval. The approved PUD lapsed and the property was subsequently zoned SE (Suburban Employment District) with the mapping of the 2013 Zoning Code at the request of the State of Wisconsin.

## Project Description

The applicant, SG Hill Farms, LLC, is requesting approval of the General Development Plan for “Madison Yards at Hill Farms,” which will allow for the future development of up to 600,000 square feet of office space, 275,000 square feet of retail/ restaurant/ service space, 400 hotel rooms, and 600 residential units in a multi-building project on the eastern approximately 14 acres of the larger 21-acre Hill Farms State Office Building property at 4802 Sheboygan Avenue. Concurrently, the State of Wisconsin is seeking approval of the preliminary plat of the “Madison Yards at Hill Farms” subdivision to create seven lots, including one for their new 600,000 square-foot, office building and parking garage, five lots for the proposed planned development, and a lot to include private streets and a common greenspace to serve the overall development.

### Existing Conditions

The overall 21-acre site is bounded by University Avenue on the north, N. Segoe Road on the east, Sheboygan Avenue on the south and the Badger Chapter of the American Red Cross property (Sheboygan & Eau Claire



Avenues) on the west. The property is developed with a ten-story, approximately 400,000 square-foot office building located closest to Sheboygan, with a three-story wing that extends to the north of the tower. Tenants include the headquarters of the Wisconsin Department of Transportation and State Patrol. Much of the site east of the building is devoted to surface parking for State employees located both on and off the property.

The applicant is currently finishing a “turnkey” nine-story, 600,000 gross square-foot office building for the State in the northwestern corner of the 21-acre site, which will be served by a seven-level, 2,400-stall aboveground parking garage located in the southwestern corner of the property. Access to the garage is provided from a driveway from Sheboygan Avenue. Tenants in the new building will include the departments of Transportation, Employee Trust Funds, Safety and Professional Services, and Financial Institutions, and the Public Service Commission. Upon completion of the new building and relocation of tenants, the applicant is under contract with the State to demolish the existing building in summer 2018.

Zoning approvals were granted in 2015 to allow the new office building and parking garage to proceed as a permitted use in the existing SE zoning district using a seldom-used provision that allows lots of record created prior to adoption of the 2013 Zoning Code with existing buildings exceeding five stories or 68 feet of height to be redeveloped with a maximum building height limited to the height of any existing buildings exceeding five stories or 68 feet.

#### Summary of Proposed General Development Plan and Preliminary Plat

There are two distinct but related requests pending before the Plan Commission and Common Council: the Planned Development zoning district proposed to guide future development of the eastern approximately 14 acres of the 21-acre property, and the preliminary plat to create seven lots from the entire 21-acre property.

The development plan calls for four private streets to be constructed to create an internal circulation network for the 21-acre overall site:

- “Madison Yards Way” Street is proposed to primarily extend as an east-west street across the site as the westerly extension of Frey Street west of N. Segoe Road. Adjacent to the western property line and southwestern corner of the new Hill Farms State Office Building, Madison Yards Way will turn north-south and intersect with the Old Middleton Road onramp to eastbound University Avenue at a right-in/right-out intersection. A through travel movement is not proposed across Segoe for eastbound traffic on Madison Yards Way, resulting in only a right-in/ right-out movement. The existing N. Segoe Road/Frey Street intersection adjacent to the Madison Yards entrance from Segoe will be largely unchanged from its current condition. Figure 11A of the General Development Plan calls for Madison Yards Way to have one travel lane in each direction, with on-street parking, eight-foot wide sidewalks, and seven-foot terraces on both sides of the street. A 72-foot wide private right of way is estimated between lots.
- “Gardener Road” is proposed to extend as a north-south street through the center of the site, approximately 430 feet west of N. Segoe Road. A full-access “T” intersection is proposed at the southern end of Gardener at Sheboygan Avenue. In preparation for the new office building, the State constructed a full intersection of Gardener Road at University Avenue, including a partial signal to allow all turn movements into and out of the site without stopping westbound traffic on University similar to the signal installed west of the site at University Row to serve the University Crossing development. Figure 11B depicts two cross-sections for Gardener Road, with a 67-foot private right

of way and partial median-divided street north of Madison Yards Way, and a 58-foot wide right of way south of Madison Yards Way.

- “Street C” will be a north-south street proposed 250 west of Gardener Road, which will extend between Madison Yards Way and Sheboygan Avenue, with a full intersection at Sheboygan. Per Figure 11A, Street C will have one travel lane in each direction and on-street parking on both sides of the street within a 65-foot wide private right of way between lots.
- “Street D” will be an east-west street between Gardener Road and the north-south street. No cross-section was provided.

A discussion of the internal street design and pedestrian and bicycle access through the development is included on pages 5-7 of the letter of intent for the General Development Plan, which corresponds to a circulation diagram for the 21-acre site on Figure 12 of the plans. Figure 12 also suggests that two B-Cycle bike sharing stations will be accommodated at the site, and provides the general location of where exterior bike parking opportunities may be located in the future.

The General Development Plan has been broken down into five blocks created by the internal street network that will serve the site. Based on the PD zoning text, Figures 7 and 8, and the preliminary plat, a brief summary of the five blocks and seven subdivision lots follows:

- Lot 1/ GDP Block 2 will be a 2.9-acre parcel bounded by Gardener Road, Madison Yards Way, N. Segoe Road and University Avenue. This block is planned for 80,000 to 550,000 square feet of building floor area, with a range of two- to fifteen-story buildings proposed. Five driveways are shown, including two from N. Segoe Road and one from University Avenue.
- Lot 2/ GDP Block 1 will be a 3.35-acre parcel bounded by Gardener Road, Madison Yards Way, N. Segoe Road and Sheboygan Avenue, which will be developed with 80,000 to 600,000 square feet of building floor area in a two- to fifteen-story building(s). Two driveways are shown on Figure 8, including one from N. Segoe Road.
- Lot 3/ GDP Block 3 will be a 1.2-acre parcel bounded by Gardener Road, Madison Yards Way, University Avenue, and the new Hill Farms State Office Building. This block is planned for 30,000 to 350,000 square feet of building floor area in a two- to fifteen-story building(s). Driveways from Gardener Road and the dead-end of Street C are shown on Figure 8.
- Lot 4/ GDP Block 4 will be a 1.1-acre parcel located along the north side of Sheboygan Avenue between Gardener Road and Street C. This block is planned for 30,000 to 200,000 square feet of building floor area in a two- to eight-story building(s) with driveway access from Gardener Road.
- Lot 5/ GDP Block 5 will be a 1.6-acre parcel located at the northwestern corner of Sheboygan Avenue and Street C. This block is planned for 60,000 to 400,000 square feet of building floor area in a two- to fifteen-story building(s) with driveway access from Street C opposite Street D.
- Lot 6 of the preliminary plat will contain the four private streets internal to the 21-acre site as well as a central green formed by four private streets, which is intended to provide at-grade greenspace for the development as well as opportunities for public programming. A stormwater storage chamber is proposed under a portion of the central green. Additional stormwater management cells will be in the private rights of way on Lot 6. Table 3 of the zoning text suggests that up to 10,000 square feet of building floor area could be constructed on Lot 6 in an up to two-story structure, which illustrations in the General Development Plan suggest would support the common function of the lot.

- Lot 7 of the preliminary plat will comprise the remaining 7 acres of the 21-acre site and contain the new Hill Farms State Office Building and parking structure, which will be owned by the State following completion by the applicant and recording of a final plat.

In all, the General Development Plan proposes between 280,000 and 2,010,000 square feet of building floor area on the five development blocks to be zoned PD. That range does not include the 600,000 square feet of State-owned office under construction on Lot 7, which will remain zoned SE. While the letter of intent suggests that up to 600 dwelling units may be accommodated within the 14-acre Planned Development, the location or distribution of those units is not described within the written materials or plan exhibits that comprise the General Development Plan.

The proposed planned development will be constructed in two or more phases beginning in October 2018 following demolition of the current Hill Farms building. Page 3 of the letter of intent suggests that Blocks 2, 3, and 4, and the site infrastructure will be constructed in the first phase beginning later this year following approval of one or more Specific Implementation Plans for the individual projects. Blocks 1 and 5 will be submitted for Specific Implementation Plan approval in 2019, although the exact timing of those submittals and subsequent construction is not indicated. Completion of the Planned Development is anticipated in 2022.

#### Zoning Text

The zoning text submitted with the General Development Plan includes an extensive list of allowed uses, all of which would be allowed in any building on any of the five development blocks in the Planned Development (see Table 5). The only portion of the proposed private development where the zoning text limits the use of one of the parcels is the central green on Lot 6, which is primarily limited to recreational and community uses, and accessory uses such as outdoor eating areas, which could project from the development blocks onto the private rights of way also contained in Lot 6.

In addition to the broad list of allowable uses, the zoning text proposes a series of design and performance-based requirements and guidelines to guide future development in the Planned Development, which appear to be patterned off similar requirements and guidelines enumerated in Urban Design Districts 7 and 8 in MGO Section 33.24(14) and (15) of the Urban Design Commission ordinance. Like the requirements and guidelines in those districts, the requirements and guidelines in the zoning text would be applied by the Urban Design Commission and Plan Commission to buildings in the development during subsequent Specific Implementation Plan approvals.

#### Parking

Limited information is provided in the General Development Plan on how parking will be provided to serve the proposed mixed-use development. Other than approximately 70 parking stalls proposed on the private street cross-sections and site plan exhibits, the General Development Plan does not include any data on the number of parking stalls that will serve the development. Instead, parking for the five development blocks is expressed in Table 3 as a range of building square-footage devoted to parking, rather than as a range of parking stalls to be provided, or a ratio of parking stalls to occupied building floor area or land use type.

Further, the parking appears to be expressed as gross floor area in addition to the building floor areas in Table 3 and summarized above, which may be inconsistent with how the Zoning Code calculates floor area for buildings as the sum of all gross horizontal spaces under the roof of a building, including parking at grade level. Between 40,000 and 1,800,000 gross square feet of space may be developed as parking in addition to the 280,000 and

2,010,000 square feet of building floor area, which functionally increases the density of the development to between 320,000 and 3,810,000 square feet of space.

### Massing Studies & Design Parameters

The developer has included *conceptual* massing studies to depict how the proposed development outlined in the General Development Plan may be massed. As noted on page 7 of the letter of intent, Figure 8 of the plans depicts the massing of the future buildings somewhere within the minimum and maximum height ranges outlined in Table 3 of the zoning text, representing neither the lowest potential density of development nor the highest. Neither in the massing diagram or on the various illustrative renderings of the future development are any of the potentially fifteen-story tall buildings called for in Table 3 represented graphically (the tallest appears to be an eleven-story mass along University Avenue on Block 3).

The site plan on Figure 7 and the private street cross-sections on Figures 11A-C show the proposed relationship of the future buildings and those internal streets. On the perimeter of the development, the zoning text suggests that the future buildings may be constructed to the property lines abutting the public rights of way. Maximum setbacks are also proposed.

## **Analysis**

The proposed Madison Yards at Hill Farms General Development Plan for the 14 acres of land currently owned by the State to be privately developed is subject to standards and process for Planned Development Districts in Section 28.098 of the Zoning Code, as well as the process for zoning map amendments in Section 28.182. In order to approve the zoning map amendment, the Common Council shall find that the zoning map amendment is *consistent with* the City's Comprehensive Plan as required by Chapter 66.1001(3) of Wisconsin Statutes. "Consistent with" is defined as "furthers or does not contradict the objectives, goals and policies contained in the comprehensive plan." Subdivision of the larger 21-acre state property, including the creation of a lot for the State's new office building, is subject to the standards and process for preliminary plats in the Subdivision Regulations.

### Consistency with the Standards and Process for the Planned Development District (MGO Section 28.098)

Per its statement of purpose, the Planned Development (PD) district is established to provide a voluntary regulatory framework as a means to facilitate the unique development of land in an integrated and innovative fashion, to allow for flexibility in site design, and to encourage development that is sensitive to environmental, cultural, and economic considerations, and that features high-quality architecture and building materials. In addition, the Planned Development zoning district is intended to encourage sustainable development; promote integrated land uses allowing for a mixture of residential, commercial, and public facilities along corridors and in transitional areas, with enhanced pedestrian, bicycle and transit connections and amenities; preserve and enhance environmental features through careful and sensitive placement of buildings and facilities; provide more adequate, usable, and suitably located open space, recreational amenities, and other public facilities than would otherwise be provided under conventional land development techniques; and facilitate high-quality development consistent with the goals, objectives, policies, and recommendations of the Comprehensive Plan and adopted neighborhood, corridor or special area plans.

The PD district is intended only for use in situations where none of the base zoning districts address the type of development or site planning proposed. Examples include redevelopment, large-scale master planned developments, projects that create exceptional employment or economic development opportunities, or

developments that include a variety of residential, commercial, and employment uses in a functionally integrated mixed-use setting. Each PD district is a site-specific zoning district, with specific requirements that are unique to that Planned Development. In the Planned Development District, there shall be no predetermined requirements for lot area, lot width, height, floor area ratio, yards, usable open space, signage, or off-street parking and loading, but such requirements may be made a part of a planned development during its approval and recorded against the PD-zoned property as regulations to be enforced as a part of this ordinance.

The applicable standards for approval of a zoning map amendment to the PD district and staff analysis for this project follow.

- a) *The applicant shall demonstrate that no other base zoning district can be used to achieve a substantially similar pattern of development. Planned developments shall not be allowed simply for the purpose of increasing overall density or allowing development that otherwise could not be approved unless the development also meets one or more of the objectives of [the PD statement of purpose]. Conditions under which planned development may be appropriate include:*
1. *Site conditions such as steep topography or other unusual physical features; or*
  2. *Redevelopment of an existing area or use of an infill site that could not be reasonably developed under base zoning district requirements.*

**Analysis:** The proposed 14-acre Planned Development generally meets this standard for approval on the basis that it represents a large-scale master planned development and creates an exceptional employment or economic development opportunity as recommended in the statement of purpose. Although master planned zoning districts like the EC–Employment Campus and MXC–Mixed-Use Center could achieve many of the same development objectives as the proposed Planned Development District–General Development Plan, the level of oversight and rigorousness of approval standards in the PD district may afford the best regulatory framework given the mix of uses proposed, the density of potential development, and the highly developed surroundings of the site.

- b) *The PD District plan shall facilitate the development or redevelopment goals of the Comprehensive Plan and of adopted neighborhood, corridor or special area plans.*

**Analysis:** The 2006 Comprehensive Plan identifies the subject site for Employment uses, which it encourages be developed as predominantly office, research, and specialized employment areas. Retail and service establishments primarily serving employees and users of the district are encouraged, while retail uses targeted to the larger community are discouraged. Residential uses are generally not identified in Employment districts but instead are thought to be appropriate near them as part of Mixed-Use or Medium-and/or High-Density Residential districts. The Comprehensive Plan also identifies the Hill Farms site as a possible infill/redevelopment site and notes that the scale and character of redevelopment efforts in these very generalized areas should be consistent with the scale and character of adjacent neighborhoods.

The Planning Division believes the Plan Commission may find that the proposed Planned Development–General Development Plan for the eastern 14 acres of the larger 21-acre property is generally consistent with the employment-oriented recommendations for the site in the Comprehensive Plan. The predominant use proposed in the Planned Development is the addition of approximately 600,000 square feet of office space to join the 600,000 square feet of State-owned office space nearing completion adjacent to the PD district and

within the confines of the related 21-acre subdivision. If fully realized, the office space on the overall property will be increased threefold over the current office square-footage of the State-owned property.

However, the materials submitted for the proposed General Development Plan lack information regarding where the 600,000 square feet of office space will be located or in which phase it will be built. The development plan also calls for 275,000 square feet of retail/ restaurant/ service space to be developed as part of the 14-acre Planned Development, which could be considered a higher percentage of the overall building floor area proposed than generally recommend in the Employment district, which encourages such uses to primarily serve the employment uses in the district and discourages retail and service uses serving the larger community. Larger-scale commercial uses would typically be recommended for General Commercial or the Community or Regional Mixed-Use districts in the Comprehensive Plan.

For comparison purposes, the General Development Plan approved for the 21-acre site in 2007, which was subject to the same Comprehensive Plan land use recommendations, called for 1.6-million square feet of office space (including a new 600,000 square-foot Hill Farms State Office Building) and 140,000 square feet of service/retail space, which represents approximately half as much retail and service square-footage than currently proposed in a project that contained 25 percent more office/employment uses (with the State building) across the 21-acre site compared to the current proposal for the 14-acre site. The 2007 staff report also highlighted the land use recommendations in the Plan, but recommended approval based on the ratio of employment uses proposed when compared to non-employment uses. The 2007 General Development Plan was also more specific with regard to the location, amount and phasing of the planned uses.

The same lack of specificity in the current application materials regarding how and when the retail/ restaurant/ service uses will be developed also raises concern that the Planned Development does not hew to the Employment recommendations and could instead result in a development more consistent with one that would be found in a Mixed-Use district in the Comprehensive Plan. In other words, the General Development Plan lacks a guarantee that any development of the 14-acre Planned Development will reflect the recommended Employment land uses, since the range of building floor area between the minimum and maximum proposed could allow all of the non-employment uses to be developed consistent with the proposed General Development Plan if approved without additional detail on the allocation of square-footage by use and phase of development. Consistency with the adopted General Development Plan should be the focus when considering a Specific Implementation Plan, not its potential inconsistency with an adopted plan.

Furthermore, the 600 dwelling units conceptually proposed for the 14-acre Planned Development represents a density of residential development that exceeds the amount of such development typically found in an Employment district according to the Comprehensive Plan, which largely does not contemplate such uses with those districts. However, staff believes that some amount of residential use may be appropriate in the development for two reasons.

First, the 2007 General Development Plan included the potential for 350 residential units to be located primarily on the development sites along Sheboygan Avenue to serve as a transition from the high-density employment uses elsewhere on the 21-acre site to the existing residential uses to the south. At the time, staff supported inclusion of residential uses into the development as both a transitional use to the residential uses to the south, and as a means of furthering the viability of the Hill Farms site for its primary purpose as an urban employment center. As part of its recommendation to the Plan Commission, staff recommended that the then-developer consider spreading the 350 units further into the rest of the 21-acre PUD district.

Secondly, the existing SE zoning of the site allows multi-family dwellings, dwellings in mixed-use buildings, and residential building complexes as conditional uses subject to 400 square feet of usable open space being provided per dwelling unit and 2,000 square feet of lot area being provided per unit in exclusively residential buildings. Hypothetically, approximately 300 units of multi-family housing could be developed in SE zoning on the land to be zoned Planned Development in solely residential buildings if the conditional use standards could be met; based on dwelling units in mixed-use buildings, approximately 1,500 units would be hypothetically possible.

The plan consistency question is magnified in the case of the Hill Farms property because the site is not located within the boundaries of an adopted neighborhood- or special area plan that could provide a more specific or nuanced series of land use recommendations to support the mix of uses proposed in the General Development Plan. Properties to the west, east and south of the site are included within the boundaries of the University Hill Farms Neighborhood Plan, which was adopted in January 2016 to provide a series of recommendations for redevelopment, preservation and public investment for the area bounded by University Avenue, Midvale Boulevard, Mineral Point Road, S. Rosa Road, Regent Street and N. Whitney Way. While the Hill Farms plan includes a series of detailed land use, design and bulk recommendations to guide development activities in specific portions of the planning area, including the American Red Cross property next door, the subject site was not included within the boundaries of the plan at the request of the State and therefore no such land use or bulk recommendations exist for the site.

Some relevant recommendations the University Hill Farms Neighborhood Plan that peripherally impact the Hill Farms property include a recommendation in the redevelopment concept for the Red Cross property for a street connection between the Hill Farms and Red Cross properties, and creation of a stronger connection into Rennebohm Park from Sheboygan Avenue opposite the center of the State property. The Plan also includes a series of recommendations for Sheboygan Avenue, including improving bike facilities and streetscaping along the length of the street, implementing Bus Rapid Transit along University Avenue, N. Segoe Road and Sheboygan Avenue, and constructing a roundabout at Segoe and Sheboygan. The Plan also includes general support for the construction of taller buildings along Sheboygan Avenue, and at reduced setbacks compared to historic conditions.

- c) *The PD District plan shall not adversely affect the economic health of the City or the area of the City where the development is proposed. The City shall be able to provide municipal services to the property where the planned development is proposed without a significant increase of the cost of providing those services or economic impact on municipal utilities serving that area.*

**Analysis:** In general, the timing of the construction of the Madison Yards redevelopment and the myriad public improvements required to support it will be key to ensuring that the implementation of this project will not have an adverse impact on the existing surrounding neighborhood and City's infrastructure. The development team will need to work closely with City staff to develop a detailed implementation strategy for this project prior to the General Development Plan receiving final approval, including providing more detailed information on the amount and design of future development, more specific information on uses and their transportation impacts, and the phasing of development. Given the relatively sparse information provided for General Development Plan approval, staff is recommending that language be added to the zoning text conditioning approval of future Specific Implementation Plans on the further consideration of impacts that those plans may

have on the City's ability to provide services as well as other impacts from potential large-scale, dense urban development.

- d) *The PD District plan shall not create traffic or parking demands disproportionate to the facilities and improvements designed to meet those demands. A traffic demand management plan may be required as a way to resolve traffic and parking concerns. The Plan shall include measurable goals, strategies, and actions to encourage travelers to use alternatives to driving alone, especially at congested times of day. Strategies and actions may include, but are not limited to, carpools and vanpools; public and private transit; promotion of bicycling, walking and other non-motorized travel; flexible work schedules and parking management programs to substantially reduce automobile trips.*

**Analysis:** The applicant submitted a Traffic Impact Analysis (TIA) and a proposed Transportation Demand Management Plan (TDM) Plan to the Traffic Engineering Division for review as part of its General Development Plan request. In response, David Dyer, City Traffic Engineer and Parking Manager, issued three related memos dated February 16, 2018, which provide a review of and response to the TIA and TDM Plan submitted by the applicant. ***The memos and recommended conditions of approval contained therein should be considered an integral part of this report and its recommendations.***

In order for the scale of proposed development to be integrated into the City's transportation network, the Traffic Engineering Division is recommending a series of improvements adjacent the site and downstream on existing streets as enumerated in the Traffic Engineering Division memos. These improvements would be constructed through a variety of means, including by the developer as part of the implementation of the development, by the City using proceeds from deposits posted by the developer, or through assessments for transportation improvements levied by the City against benefitting properties.

Of particular note, the City Traffic Engineer recommends rejection of the TDM Plan that was submitted by the applicant. In general, the TIA for the Madison Yards development anticipates that up to thirty percent (30%) of people traveling to the 14-acre development will arrive by means other than a single-occupant motor vehicle (i.e. by use of transit, bike, carpool, etc.). However, staff from the Traffic Engineering Division, Metro Transit, and Planning Division in consultation with staff from the Madison Area Transportation Planning Board reviewed the TDM Plan and feel that it does not provide a robust enough set of strategies and multimodal infrastructure to achieve the mode shift that the TIA counts on to reduce impacts from the development on the transportation network. It is recommended that the suggestive language in the TDM Plan be prescriptive, and that a Transportation Management Association (TMA) or equivalent be created by the developer to administer a stronger TDM Plan on a project-wide level. The memo calls for the final TDM Plan for the Madison Yards development to be approved by the Common Council separate from the zoning approval.

The memos conclude by recommending that all non-street access points shown in the General Development Plan from the public right of way be removed at this time. Approval of driveways to serve individual projects will be considered instead as part of the consideration of subsequent Specific Implementation Plans based on need and impact once more detailed information for each project is presented.

Staff also recommends that typical parking ratios for different types of uses (office, retail, service, restaurant, residential, etc.) be provided within the General Development Plan to serve as a baseline for the parking to be provided when detailed plans are presented for Specific Implementation Plan approval. Staff suggests that the parking ratios contained in the Zoning Code for those types of uses can serve as benchmarks for



conceptual parking ratios in the General Development Plan. The conceptual parking ratios could then serve as basis for comparison to the actual parking for individual projects proposed at the Specific Implementation Plan stage. The parking ratios should include a note indicating that final parking amounts will be determined at the Specific Implementation Plan stage following a recommendation on the adequateness of the parking proposed by the Traffic Engineering Division and Planning Division.

- e) *The PD District plan shall coordinate architectural styles and building forms to achieve greater compatibility with surrounding land uses and create an environment of sustained aesthetic desirability compatible with the existing or intended character of the area and the statement of purpose of the PD District.*

**Analysis:** The subject site is located in a highly developed area of the City that extends north of Regent Street between N. Midvale Boulevard and Whitney Way, which has seen considerable redevelopment over the last fifteen years. The surrounding context includes Hilldale Shopping Center and new residential and commercial developments along University Avenue to the east in Shorewood Hills, and a number of medium- and high-density multi-family housing developments to the south and east. Sheboygan Avenue is characterized primarily by four-story, medium-density suburban-style residential developments, including the Carolina and Normandy apartment complexes, although two higher-rise multi-family structures with eight- and nine-story buildings are located across Sheboygan from the State-owned property. The subject site is located across N. Segoe Road from the twelve-story Weston Place Condominiums and Venture apartment building, with an eleven-story mixed-use office/hotel development being constructed along Frey Street between Hilldale and Weston Place. Additionally, the University Avenue corridor just to the west of the new Hill Farms State Office Building features a series of new three-, four- and five-story mixed-use and employment buildings in the University Crossing development.

In general, the Planning Division feels that the intensity of development broadly outlined in the proposed Madison Yards at Hill Farms General Development Plan IS appropriate given both this existing and emerging context, particularly to the east of the site in the developments at Hilldale and along Frey Street. The Madison Yards proposal suggests the potential for a similarly very high-density urban redevelopment for the site if developed at the high end of the broad range of development.

Both the letter of intent and zoning text contain a series of mostly high-level objectives for the design of the future buildings proposed in the General Development Plan, which if approved, will serve as the basis for consideration of Specific Implementation Plans for individual buildings or phases. The objectives included in those documents allude to high quality, four-sided architecture, and “asymmetrical building design” as design objective for the development. However, the design requirements and guidelines that have been presented for the development do not suggest how the various components of the large-scale redevelopment project will physically and architecturally coexist as they develop.

Execution of the Madison Yards development at the Specific Implementation Plan stage of the Planned Development process will be vital to the successful integration of the development with its surroundings and in a manner consistent with the Comprehensive Plan, and to a lesser extent, the University Hill Farms Neighborhood Plan.

As noted in the Project Review section, the General Development Plan proposes no setbacks for any of the proposed buildings/blocks from University Avenue, Sheboygan Avenue or N. Segoe Road, which the plans suggest could be up to fifteen stories tall except in the case of one building, which would be a maximum of

eight stories tall. Planning staff feels that these heights may be appropriate for the subject site provided much more information on the massing, uses, and parking for such structures are provided for review.

However, there are very few instances around the City, especially outside the downtown core, where buildings of such scale and mass have been constructed without some combination of setbacks from property lines and stepbacks in building mass to differentiate the lower floors from the upper floors and create a more comfortable and inviting environment for pedestrians. The inclusion of setbacks also provides opportunities for landscaping, and where appropriate, for the activation of ground floor spaces, while stepbacks can reduce the potential for new buildings to create a canyon effect while improving solar access.

Accordingly, staff recommends that the new buildings along University Avenue, Sheboygan Avenue or N. Segoe Road provide a modest minimum setback from those rights of way. Along University and Segoe, staff recommends that a ten-foot minimum setback be provided, while a fifteen-foot minimum setback should be provided along Sheboygan. While all of the buildings on the south side of Sheboygan observe a greater setback, staff does not believe that those reflect a development pattern that needs to be continued on the Madison Yards site. Highly activated street frontages should also be incorporated into facades on all three public rights of way, with active entrances for buildings with connections to sidewalks, and a percentage of vision glass for ground floor spaces for commercial buildings similar to the glazing requirements in other dense commercial and mixed-use corridors around the City. The setbacks should also provide realistic opportunities for canopy trees on the private property as well as in the terrace comparable to what has been implemented in the similarly dense Capitol Gateway Corridor over the last ten years.

Minimum stepbacks from all proposed public and private streets should also be considered in the General Development Plan. Staff recommends that a maximum façade heights of three to five stories be incorporated into the plans and zoning text for any buildings proposed to be taller than those heights to allow upper stories to be set back from the stories below. A similar rubric has been applied along E. Washington Avenue in the Capitol Gateway Corridor, which staff feels would be similarly useful for creating appropriate massing at Madison Yards. In this case, a fifteen-foot minimum stepback should be applied beyond the façade of the lower floors. Consideration of an additional setback and/or setback should be required along Sheboygan Avenue for buildings greater than five stories in height to avoid new buildings in this project from looming over the street.

- f) *The PD District plan shall include open space suitable to the type and character of development proposed, including for projects with residential components, a mix of structured and natural spaces for use by residents and visitors. Areas for stormwater management, parking, or in the public right of way shall not be used to satisfy this requirement.*

**Analysis:** Staff does not feel that enough information is provided in the proposed General Development Plan to determine if this standard may be met through the future implementation of the project. At this time, the applicant is proposing that up to 600 dwelling units be developed on the site. However, open space for the up to 2,010,000 square feet of building floor area is limited to a central green of unspecified size and future programming. As an amenity for a predominantly employment-focused development, this central greenspace could be considered adequate. However, a firmer commitment should be provided in the General Development Plan for how open space will be provided for any future residential units, including a combination of structured and natural (at grade) spaces to ensure that the 42-unit per acre density of

residential development (maximum proposed units on the 14-acre site) has adequate *on-site* recreation and open space opportunities consistent with the statement of purpose for the Planned Development district.

- g) *The PD district shall include suitable assurances that each phase could be completed in a manner that would not result in an adverse effect upon the community as a result of termination at that point.*

**Analysis:** While the developer proposes a very ambitious plan to implement the 280,000 and 2,010,000 square feet of building floor area and supporting parking proposed for development in the Madison Yards at Hill Farms redevelopment over less than five years, staff has no information to suggest at the General Development Plan stage that the phasing cannot be implemented as proposed. However, the Plan Commission may request that proof of financing capability be provided in a form acceptable to the Planning Division as a condition of each Specific Implementation Plan.

#### Consistency with the Standards and Process for Preliminary Plats

The Planning Division believes that the Plan Commission may find that the proposed preliminary plat for Madison Yards at Hill Farms meets the standards in the Subdivision Regulations for approval subject to conditions. While the premise of the proposed subdivision is to implement the development proposed in the Planned Development–General Development Plan, the preliminary plat also proposes to create lots for the State of Wisconsin to own and maintain separate from the 14-acre mixed-use development. The seven lots on the preliminary plat generally conform to the area and width requirements prescribed for the SE zoning and proposed PD zoning districts in which the property is located. Further, reviewing agencies believe that the Plan Commission and the Common Council may find that adequate public facilities and public services are available to support and service the proposed subdivision subject to the conditions recommended in the last section of this report.

The subdivision proposes privately maintained elements, including the private internal streets and central green. Since 2012, City policy has increasingly discouraged the use and construction of private streets to serve fee simple subdivisions over concerns about the governance of those shared facilities by private association covenants, the long-term costs of maintaining private infrastructure (especially if not constructed to public standards), and the ability for associations to sustain adequate funds for those costs. Staff from the Planning Division, City Engineering Division and Traffic Engineering Division discussed the street network proposed for the Madison Yards subdivision and determined that the private streets proposed may be acceptable to serve the development only if they are constructed to the same standards that public streets would be, and if easements are dedicated to the public to allow a similar degree of public access to the development as would be afforded if the streets were dedicated to the public. In addition, the City Engineer is recommending a condition of approval that the Mayor and Common Council may adopt a resolution declaring those private street areas as public streets if deemed to be in the public interest ten years after the date of the recording of the Madison Yards at Hill Farms final plat.

As a condition of the preliminary plat proposing privately maintained subdivision elements, the applicant will be required to submit to the Planning Division two copies of the private subdivision covenants, conditions and restrictions that will govern the organizational structure, use, maintenance and continued protection of the development and any common services, open areas or other facilities to serve the subdivision. These documents will be approved by the Planning Division in consultation with the City Attorney's Office prior to recording of a final plat of the Madison Yards at Hill Farms subdivision.

Finally, the preliminary plat of Madison Yards at Hill Farms should be considered a separate but related request from the Planned Development–General Development Plan zoning document for the 14 acres within the proposed plat. In the event that a final plat or Certified Survey Map for all or a portion of the 21-acre property be submitted for approval separately, it is recommended that all of the transportation-related conditions proposed for the land use approval be made a condition of a standalone final plat or CSM to ensure that adequate infrastructure to serve the subdivision will be provided. In the event that a subdivision instrument would be submitted separately, staff recommends that the State of Wisconsin be obligated to revise the subdivision to address any design revisions raised in the staff report and otherwise comply with the Zoning Code for the lot design and bulk requirements in the existing SE zoning. The State would also be required to enter into a Developer’s Agreement with the City to construct any improvements needed to serve the subdivision, and execute the easements and covenants necessary to ensure public access to the site and adequate private maintenance of any private streets and open spaces.

## Conclusion

The overall plan for the 21-acre State-owned Hill Farms property represents an ambitious yet dynamic redevelopment plan for a well located and highly visible yet underutilized west side property through the introduction of approximately 1.2-million square feet of public and private office space (including the new 600,000 square-foot State building), 275,000 square feet of retail/ restaurant/ service space, 400 hotel rooms, and 600 residential units in a multi-building project. The high-density mixed-use development proposed on the overall site will build upon other significant development projects primarily east of the site across N. Segoe Road, including the ongoing reinvestment and reimaging of Hilldale Shopping Center as a urban mixed-use center, the construction of over 300 new dwelling units along Frey Street and Segoe in the last fifteen years, and the addition of a Target store and new hotel along Frey Street on the westerly edges of Hilldale. The redevelopment of the Hill Farms property as an office and mixed-use development generally comports to the recommendations for this property contained in the Comprehensive Plan, which recommends the site for infill redevelopment as an Employment district.

However, while the Planning Division is generally supportive of the redevelopment plans proposed for the subject site, staff does not believe that the General Development Plan meets the standards for approval at this time and recommends referral of the zoning map amendment until the issues identified in this report have been addressed. In order to ensure that the development meets all of the standards for Planned Developments and is more fully consistent with the Employment recommendation for the site in the 2006 Comprehensive Plan, staff recommends that more detailed information be included in the General Development Plan regarding the amount of each land use to be developed in each building/block and in what phase, how those uses and buildings will be massed and parked, and how open space will be provided for the 600 residential units proposed. Planning staff also feels that the zoning document should be revised prior to approval to provide minimum setbacks from the public streets that form the boundary of the Planned Development district on three sides, as well as stepbacks for buildings taller than five stories adjacent to all of the streets within and abutting the development. The additional information recommended should be included in the document ultimately approved by the Plan Commission and Common Council following the public hearings for this significant redevelopment project.

However, in the event that the Plan Commission feels that the proposed General Development Plan meets the standards for approval, the Planning Division and other reviewing agencies have submitted conditions of approval in the following section.

Ideally, the preliminary plat of the 21-acre site that includes the proposed Planned Development would be referred until the zoning request has been improved. However, the City must act on the preliminary plat within 90 days of submittal unless the time to approve the subdivision is extended by written consent of the subdivider. In the event that a referral of the preliminary plat is not desired, staff proposes a series of conditions of approval at the end of this report.

## Recommendation

### *Madison Yards at Hill Farms Planned Development–General Development Plan*

#### **Planning Division Recommendation** (Contact Timothy M. Parks, 261-9632)

The Planning Division recommends that the Plan Commission forward Zoning Map Amendment ID 28.022–00321, rezoning 13.88 acres of land located at 4802 Sheboygan Avenue from SE to PD and approving a General Development Plan for same, and the preliminary plat of Madison Yards at Hill Farms, to the Common Council with a recommendation for **referral** to address the concerns raised about the project in the Analysis section of this report.

Staff recommends that the preliminary plat of Madison Yards at Hill Farms also be **referred** until the related PD-GDP is approved. However, in the event that referral is not agreed to by all parties, or the Plan Commission believes that the standards for approval are met, it should recommend approval of the preliminary plat to the Common Council subject to input at the public hearing, the following Planning Division condition(s) and the conditions from reviewing agencies:

**[Conditions of February 19 preliminary staff report removed from version published for April 23 hearing.]**



## Traffic Engineering and Parking Divisions

David C. Dryer, P.E., City Traffic Engineer and Parking Manager

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**DATE: April 18, 2018**

**FROM: City Traffic Engineering**

**TO: Plan Commission**

**RE: Traffic Engineering Conditions of Approval – Madison Yards at Hill Farms, 4802 Sheboygan Avenue (GDP)**

Due to the proposed development's scale and density and significant negative impacts to the surrounding transportation network, potentially limiting the redevelopment of future site(s) adjacent the same transportation network, stronger consideration for multi-modal transportation must be addressed. Additionally, the community values multi-modal transportation, as demonstrated in the community's Complete Streets Policy and the Madison in Motion transportation plan. Madison is regarded as one of the most walkable communities and enjoys the status as a Platinum Bicycle City. TE requires additional improvements to the surrounding transportation network to help facilitate the movement of all modes of transportation to/from this site including:

- The developer shall install traffic calming devices, such as tabletops, raised crossings and bump outs at strategic locations across the site, to improve the walkability and the biking environment throughout the site.
- The developer shall install sidewalks with minimum width of 12 feet on all proposed internal streets.
- The developer shall dedicate Right of Way to be determined by the City Traffic Engineer for future potential roundabout or traffic signal at the intersection of Segoe Rd and Sheboygan Ave.
- The developer shall install the following transportation improvements through a developer's agreement:
  - Move the north curb on Sheboygan Ave, adjacent to the GDP area, to accommodate new bike lanes on Sheboygan Ave.
  - Widen sidewalk, adjacent to the GDP area, along Sheboygan Ave to 8 feet and dedicate the appropriate amount of Right of Way.
  - Improve pedestrian crossing improvements as agreed upon by the City Traffic Engineer on Sheboygan Ave.
  - Extend the westbound left-turn bay at the intersection of University Ave and Segoe Rd to accommodate the increased traffic and to mitigate the worsened queueing issue.
  - Widen sidewalk, adjacent to the GDP area, along Segoe Rd to 8 feet and dedicate the



appropriate amount of Right of Way.

- The developer shall post a deposit (estimated to be \$525,000, final amount to be determined by the City Traffic Engineer and City Engineer) prior to GDP sign off for various transportation improvements. These include but are not limited to:
  - Install a half-signal (as recommended by the Traffic Impact Study) and related geometric modifications at the intersection of Sheboygan Ave and Whitney Way.
  - Install buffered or regular bike lanes on the following streets to improve bicycle transportation connection to the development:
    - Eau Claire Ave from Sheboygan Ave to Old Middleton Rd
    - Segoe Rd from Sheboygan Ave to Regent St
    - Regent St from Segoe Rd to Midvale Blvd
    - Sheboygan Ave from Segoe Rd to Whitney Way
- The developer shall sign a waiver for assessment prior to GDP sign off for the following future potential improvements:
  - Future roundabout or traffic signal at the intersection of Segoe Rd and Sheboygan Ave
  - Extension of Blackhawk Bike Path from Eau Claire Ave to Whitney Way
  - Pedestrian/bicycle connection from the development to Rennebohm Park

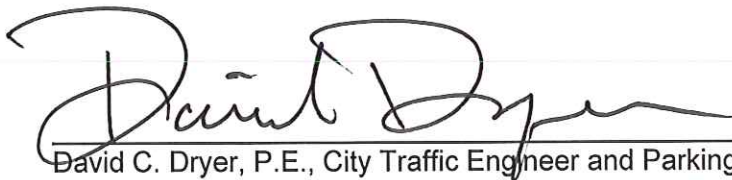
For a development with this proposed level of density and potential negative impacts to a heavily used surrounding transportation network, it is imperative the required Transportation Demand Management Plan (TDMP) not only be robust but also be sustainable. As such, the provided TDMP (submitted on March 23, 2018 by Kimley Horn) has been rejected due to its inherent unenforceability and unsustainable nature. To address this inadequacy, the applicant shall work with Traffic Engineering to form of a Transportation Management Association (TMA) or equivalent governance structure to enforce and sustain traffic demand techniques prescribed in a robust TDMP. (The applicant has submitted a revised TDMP on April 11, 2018. Traffic Engineering has found this version to be a significant improvement, however, there has not been adequate time to fully review document and it has not been discussed with the appropriate City agencies. The applicant shall work with Traffic Engineering and other City agencies to finalize the TDMP prior to GDP sign off)

To approve a TDMP, the plan needs to include concrete and actionable items that will reasonably reduce single vehicle trips to and from the development as well as promote multimodal trips. An approvable TDMP shall include but not be limited to the following:

- Formation of a Transportation Management Association (TMA) or equivalent governance structure (possibly a Business Improvement District (BID) as there are additional shared maintenance responsibilities for the subdivision) to enforce and sustain traffic demand management techniques prescribed in an approvable TDMP. The TMA will be responsible for the following:
  - Governance structure to have the ability to secure the appropriate funding required to achieve the strategies prescribed in a City approved TDMP.

- Governance structure to secure sufficient powers to enforce adherence to all TDMP strategies to all members of the association.
- All properties included in the Madison Yards at Hill Farms subdivision shall be members of the Association and shall be bound in perpetuity by covenants, conditions, and restrictions (CCR) that sets forth the implementation of the TDMP.
- Performance Monitoring
  - Targets (based on each potential use type)
    - Mode split
    - Reduced vehicle miles traveled
    - Emissions
  - Evaluation Measures
    - Surveying the employees and/or residents to assess progress towards those targets
- Approval of the TDMP or any changes, modifications, or releases of the TDMP are subject to the future Transportation Policy and Planning Board or equivalent structure approval. Similarly, any modifications to the TMA (or equivalent governance structure) boundaries or governing body are subject to the future Transportation Policy and Planning Board or equivalent structure approval.
- The City shall also retain the ability to review the TDMP and TMA charter at any time. If there are any issues or concerns, the TMA's leadership shall schedule and staff a meeting with the City including all relevant parties.

The applicant shall remove all access points from the public Right-of-Way that are not the direct access points joining the internal street network to the public Right-of-Way, or clearly stamp each exhibit affected with languages stating that these access points are preliminary and not approved. All additional access to the public Right-of-Way shall be granted or denied during the SIP or site approval process at which time Traffic Engineering will be provided a more detailed plan set thus providing the required context to properly evaluate if appropriate access is being granted or denied. The applicant has had discussions with Traffic Engineering that related conditions under which approval may be granted: limited public access (for example off-street loading zones), appropriately spaced from intersections and/or hardships for which reasonable site sustainability cannot be accommodated.



David C. Dryer, P.E., City Traffic Engineer and Parking Manager

DCD:YT:EPH:SDM





## Traffic Engineering and Parking Divisions

David C. Dryer, P.E., City Traffic Engineer and Parking Manager

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April 18, 2018

### City Traffic Engineering (TE) Response and Recommendations to Traffic Impact Analysis (TIA)

**Madison Yards at Hill Farms – 4802 Sheboygan Avenue**

**TIA submitted on December 20, 2017 by Kimley-Horn on behalf of Smith Gilbane**

The TIA, provided by the consultant, allowed TE staff to get a reasonably accurate perspective on the impact of the proposed development on the existing transportation network, even though some of the modeling is not perfect. The TIA studied existing conditions, the impacts from full build-out of the proposed development, and the future impacts with a twenty-year forecast of anticipated network growth.

TE generally accepts the traffic counts and the modeling resulting from the TIA, but respectfully disagrees with some of the recommendations provided by the TIA. Due to the magnitude of the proposed development and its significant impacts to the surrounding transportation network, improvements beyond what are recommended in the TIA and robust transportation demand management plan (TDMP) strategies are warranted.

#### The following are recommendations for improvements to the transportation network as submitted in the TIA:

- Signalization at Whitney Way and Sheboygan Ave
- Change signal timing at Old Middleton Rd and Whitney Way
- Installation of a half-signal on University west of the University Ave and Segoe Rd intersection
- Recommendation of Travel Demand Management Plan (TDMP)
- Ambivalent recommendation to the potential future roundabout at Segoe Rd and Sheboygan Ave as recommended in the existing neighborhood plan

#### TIA Recommendation #1 - Signalization at Whitney Way and Sheboygan Ave:

- From TIA: Intersection currently meets warrants for signalization.
  - TE: TIA warrant analysis was inaccurate due to the incorrect inclusion of westbound right turn volumes. When these right turns are discounted (which is appropriate due to current intersection geometrics) warrants are no longer met for 2017 volumes.
- From TIA: "Based on a field review of the intersection, adequate sight distance for motorists does not appear to be available at the westbound approach of the intersection."

- **TE:** 'Appears' is an inappropriate measure for a technical review analysis; TE used AASHTO design guidelines and determined that current intersection geometrics provide adequate sight distance. The TE calculations are available upon request.
- From TIA: "Over the past 10 years (2007-2016) there have been 11 crashes at the intersection – 7 of which involved westbound left-turning motorists and 2 of which involved westbound right-turning motorists. Additionally, 5 of the 11 crashes occurred on wet or snowy pavement."
  - **TE:** The crash history did not meet the MUTCD signal warrant requirements. MUTCD requires 5 correctable crash during a 12-month period. For the past 10 years, an average of less than 1 correctable crash occurred at the intersection.

**TE:** In conclusion, signal warrants are not met with the existing condition. However, TE agrees that the intersection will meet Signalization Warrants upon full build-out with the increased volumes projected. As such, TE recommends the applicant provide a deposit for the full amount of the signal installation and related intersection geometric modifications necessary for the half-signal. Upon completion of each Phase, the intersection will be reevaluated (at the applicant expense) and upon completion of analysis, if the warrants are met, the intersection will be signalized.

**TIA Recommendation #2 - Change signal timing at Old Middleton Rd and Whitney Way:**

- From TIA: "The eastbound approach is anticipated to operate at LOS E during both the AM and PM peak hours." "Review the intersection operations for signal timing improvements."
  - **TE:** TE is planning to change signal timing, as needed, at this location and other locations to help mitigate the impact. However, signal timing change alone will not be able to address all the impacts.

**TIA Recommendation #3 - Installation of a half-signal on University west of the University Ave and Segoe Rd intersection:**

- From TIA: "Installation of a "half-signal" along University Avenue at the project access west of Segoe Rd."
  - **TE:** The half-signal and related geometric changes were initiated with the State office building project on the western end of the site.

**TIA Recommendation #4 - Recommendation of Travel Demand Management Plan (TDMP)**

- From TIA: "Due to the high non-motorized mode-split anticipated for the development, it is recommended that a Travel Demand Management Plan (TDMP) be developed for the site."
  - **TE:** Agree. For a development with this proposed level of density and potential negative impacts to an already heavily used transportation network, it is imperative the proposed TDMP not only be robust but also be sustainable. As such, the provided TDMP has been rejected due to its inherent unenforceability and unsustainable nature. To address this inadequacy, TE recommends the formation of



a Transportation Management Association (TMA) or equivalent governing structure to enforce and sustain traffic demand techniques prescribed in a robust TDMP.

**TIA Recommendation #5 - Ambivalent to the installation of a Roundabout at Segoe Rd and Sheboygan Ave as recommended in the neighborhood plan:**

- *“Although the roundabout has the potential to improve the level of service at the intersection, significant right-of-way impacts to the northwest and southwest quadrants of the intersection would be anticipated.” “This intersection should be monitored to determine if additional intersection control is warranted in the future.”*
  - **TE:** TE agrees that the intersection should be monitored for future potential improvements, but finds the consultant’s submitted ROW impact study incomplete. The applicant shall work with TE to dedicate ROW for the installation of a roundabout at the intersection of Segoe and Sheboygan. The TIA modeling does demonstrate the operational benefits of the roundabout and the roundabout is consistent with the neighborhood plan. TE has provided a potential design to the developers that minimizes impacts to the surrounding parcels and was used to dedicate ROW from the development at 619 N Segoe Rd.

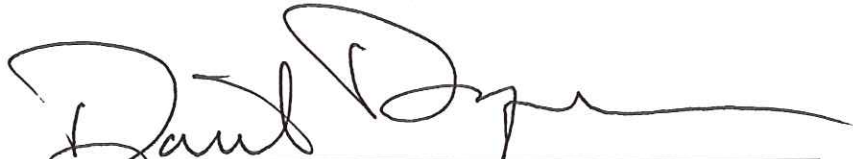
**Additional Recommendations from City Traffic Engineering:**

Due to the proposed development’s scale and density and significant negative impacts to the surrounding transportation network, potentially limiting the redevelopment of future site(s) adjacent the same transportation network, stronger consideration for multi-modal transportation must be addressed. Additionally, the community values multi-modal transportation, as demonstrated in the community’s Complete Streets Policy and the Madison in Motion transportation plan. Madison is regarded as one of the most walkable communities and enjoys the status as a Platinum Bicycle City. TE requires additional improvements to the surrounding transportation network to help facilitate the movement of all modes of transportation to/from this site including:

- The developer shall install traffic calming devices, such as tabletops, raised crossings and bump outs at strategic locations across the site, to improve the walkability and the biking environment throughout the site.
- The developer shall install sidewalks with minimum width of 12 feet on all proposed internal streets.
- The developer shall dedicate Right of Way to be determined by the City Traffic Engineer for future potential roundabout or traffic signal at the intersection of Segoe Rd and Sheboygan Ave.
- The developer shall install the following transportation improvements through a developer’s agreement:
  - Move the north curb on Sheboygan Ave, adjacent to the GDP area, to accommodate new bike lanes on Sheboygan Ave.
  - Widen sidewalk, adjacent to the GDP area, along Sheboygan Ave to 8 feet and

dedicate the appropriate amount of Right of Way.

- Improve pedestrian crossing improvements as agreed upon by the City Traffic Engineer on Sheboygan Ave.
- Extend the westbound left-turn bay at the intersection of University Ave and Segoe Rd to accommodate the increased traffic and to mitigate the worsened queueing issue.
- Widen sidewalk, adjacent to the GDP area, along Segoe Rd to 8 feet and dedicate the appropriate amount of Right of Way.
- The developer shall post a deposit (estimated to be \$525,000, final amount to be determined by the City Traffic Engineer and City Engineer) prior to GDP sign off for various transportation improvements. These include but are not limited to:
  - Install the recommended half-signal and related geometric modifications at the intersection of Sheboygan Ave and Whitney Way.
  - Install buffered or regular bike lanes on the following streets to improve bicycle transportation connection to the development:
    - Eau Claire Ave from Sheboygan Ave to Old Middleton Rd
    - Segoe Rd from Sheboygan Ave to Regent St
    - Regent St from Segoe Rd to Midvale Blvd
    - Sheboygan Ave from Segoe Rd to Whitney Way
- The developer shall sign a waiver for assessment prior to GDP sign off for the following future potential improvements:
  - Future roundabout or traffic signal at the intersection of Segoe Rd and Sheboygan Ave
  - Extension of Blackhawk Bike Path from Eau Claire Ave to Whitney Way
  - Pedestrian/Bicycle connection from the development to Rennebohm Park



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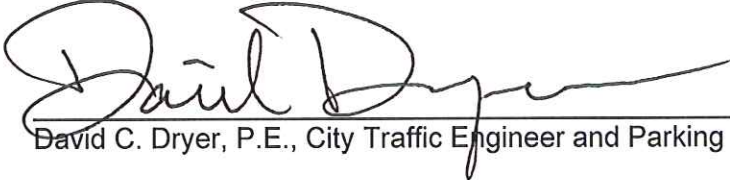
### **City Traffic Engineering (TE) Response and Recommendations to Transportation Demand Management Plan (TDMP) Madison Yards at Hill Farms – 4802 Sheboygan Avenue TDMP submitted on March 23, 2018 by Kimley-Horn on behalf of Smith Gilbane**

The initial TDMP has been rejected due to its inherent unenforceability and unsustainable nature. To address this inadequacy, the applicant has been working with Traffic Engineering to form of a Transportation Management Association (TMA) or equivalent governance structure to enforce and sustain traffic demand techniques prescribed in a robust TDMP. (The applicant has submitted a revised TDMP on April 11, 2018. Traffic Engineering has found this version to be a significant improvement, however, there has not been adequate time to fully review document and it has not been discussed with the appropriate City agencies. The applicant shall work with Traffic Engineering and other City agencies to finalize the TDMP prior to GDP sign off)

To approve a TDMP for a project with this proposed scale and density, the TDMP needs to include concrete and actionable items that will reasonably reduce single vehicle trips to and from the development as well as promote multimodal trips. An approvable TDMP shall include but not be limited to the following:

- Formation of a Transportation Management Association (TMA) or equivalent governance structure (possibly a Business Improvement District (BID) as there are additional shared maintenance responsibilities for the subdivision) to enforce and sustain traffic demand management techniques prescribed in an approvable TDMP. The TMA will be responsible for the following:
  - Governance structure to have the ability to secure the appropriate funding required to achieve the strategies prescribed in a City approved TDMP.
  - Governance structure to secure sufficient powers to enforce adherence to all TDMP strategies to all members of the association.
  - All properties included in the Madison Yards at Hill Farms subdivision shall be members of the Association and shall be bound in perpetuity by covenants, conditions, and restrictions (CCR) that sets forth the implementation of the TDMP.
  - Performance Monitoring

- Targets (based on each potential use type)
  - Mode split
  - Reduced vehicle miles traveled
  - Emissions
- Evaluation Measures
  - Surveying the employees and/or residents to assess progress towards those targets
- Approval of the TDMP or any changes, modifications, or releases of the TDMP are subject to the future Transportation Policy and Planning Board or equivalent structure approval. Similarly, any modifications to the TMA (or equivalent governance structure) boundaries or governing body are subject to the future Transportation Policy and Planning Board or equivalent structure approval.
- The City shall also retain the ability to review the TDMP and TMA charter at any time. If there are any issues or concerns, the TMA's leadership shall set and staff a meeting with the City including all relevant parties.



David C. Dryer, P.E., City Traffic Engineer and Parking Manager

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PREPARED FOR THE PLAN COMMISSION

**Project Address:** 4802 Sheboygan Avenue – Hill Farms State Office Property  
**Application Type:** Zoning Map Amendment and Preliminary Plat  
**Legistar File ID #** [50130](#) and [49928](#)

**Recommendations and Conditions of Approval**

*Madison Yards at Hill Farms Planned Development–General Development Plan*

Planning Division Recommendation (Contact Timothy M. Parks, 261-9632)

The Planning Division recommends that the Plan Commission forward Zoning Map Amendment ID 28.022–00321, rezoning 13.88 acres of land located at 4802 Sheboygan Avenue from SE to PD and approving the March 23, 2018 General Development Plan for same, and the preliminary plat of Madison Yards at Hill Farms, to the Common Council with recommendations of **approval** subject to input at the public hearing, the following Planning Division condition(s) and the conditions from reviewing agencies:

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

1. The revised General Development Plan shall not be recorded and building permits shall not be issued until the Urban Design Commission grants final approval of the General Development Plan and determines that the standards of Urban Design Dist. 6 (Section 33.24 (13)) and the design objectives listed in Sections 28.098(1) and (2) and other requirements of the Sections 28.098(1) and (2) have been met. The applicant may appeal the Urban Design Commission’s decision to the Plan Commission, which may affirm, reverse, or modify the Urban Design Commission’s decision.
2. The following language be added to the final zoning text in a lettered section preceding the ‘Alterations and Revisions’ section: “The final building heights and development intensities included in the Madison Yards at Hill Farms Planned Development–General Development Plan are set as maximums and may or may not be ultimately achieved upon full build-out of the site depending on the submittal and approval of each Specific Implementation Plan. The Specific Implementation Plans for each phase of development shall be reviewed against the standards included in the Planned Development section of the Zoning Code to determine if the development can be accommodated on the site, particularly the transportation impacts of the proposed development.”
3. The following language be added to the final zoning text in the appropriate section: “Exposed parking structures should be avoided. Future aboveground structured parking shall be located in the center of the development blocks to the greatest extent possible to ensure that the buildings are well designed and fully activated when viewed from the street. Any structured parking proposed on the perimeter of those Blocks 1-5 should be fully integrated into the architecture of the buildings, especially on Lots 2 and 5 when viewed from N. Segoe Road and University Avenue. Any structured parking located at the perimeter of the project abutting a public street shall be fully enclosed from an architectural perspective and include materials and windows designed in a fashion so as to appear as little like parking as possible.”

4. The zoning text shall be revised prior to final approval and recording as follows:
- a.) Clarify that uses in this Planned Development district shall be *permitted or conditional* as identified in Table 28D-2 of Section 28.061 of the Zoning Code except as noted in the March 23 zoning text;
  - b.) Tables 1.A. and 1.B. in Section B shall be moved to a separate lettered section entitled "Project Data" or similar; the "Retail" category in these tables should be explained (retail, services, restaurant, etc.) in a footnote;
  - c.) The "\*" text following Table 1.B. shall be revised to clearly state that the net development of the overall PD District shall not exceed the maximums of 500,000 square feet of office, 250,000 square feet of retail, 600 dwelling units (450/150 combined into one 'Residential' category), and 400 hotel rooms; development in excess of the district maximums initially established shall require approval of a major alteration to the General Development Plan;
  - d.) Clarify the intent of Section E, iv.;
  - e.) Revise Section E, v. to eliminate 20% exemption for articulation;
  - f.) Include a building materials palette or refer specifically to the materials palette for Mixed-Use and Commercial Districts in Section 28.060(g) of the Zoning Code;
  - g.) Revise the 'Alterations and Revisions' section as follows: "No alteration or revision of this Planned Development shall be permitted unless approved by the Plan Commission; however, the Zoning administrator may issue permits for minor alterations or additions which are approved by the Director of Planning and Development Department and the alderperson of the district and are compatible with the concept approved by the Plan Commission."

**The following conditions have been submitted by reviewing agencies on the General Development Plan:**

**City Engineering Division** (Contact Tim Troester, 267-1995)

5. The developer shall establish public access easements over private streets within the plat.
6. The construction of this project will require that the applicant shall enter into a City/ Developer agreement for the required infrastructure improvements. The applicant shall contact City Engineering 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. Note: Obtaining a developers agreement generally takes approximately 4-6 weeks, minimum.
7. All outstanding Madison Metropolitan Sewerage District (MMSD) charges are due and payable prior to City Engineering Division sign-off, unless otherwise collected with a Developer's/ Subdivision Contract. Contact Mark Moder (608-261-9250) to obtain the final MMSD billing a minimum of two (2) working days prior to requesting City Engineering signoff.
8. 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.



9. The applicant shall be required to submit projected sanitary sewer flow calculations for the proposed development to Mark Moder, [mmoder@cityofmadison.com](mailto:mmoder@cityofmadison.com), prior to plan signoff. Calculations have been submitted and approved previously, but an update set of calculations will be required if the projected land use has changed (change in dwelling units, commercial).
10. This stormwater review is for the GDP rezoning only. Stormwater management comments will be provided during the SIP review for each lot.
11. The storm sewer installed within this development is proposed to be private. Maintenance shall be the responsibility of the developer and assigned via an inter-lot drainage agreement.
12. The applicant shall execute a waiver of notice and hearing on the assessments for future improvements as required by the City Traffic Engineer as defined in this conditional approval in accordance with Section 66.0703(7)(b) Wisconsin Statutes and MGO Section 4.09.
13. This zoning approval 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.
14. The applicant shall provide the City Engineer with a survey indicating the grade of the existing sidewalk and street. The applicant shall hire a Professional Engineer to set the grade of the building entrances adjacent to the public right of way. The applicant shall provide the City Engineer the proposed grade of the building entrances. The City Engineer shall approve the grade of the entrances prior to signing off on this development.
15. The applicant shall replace all sidewalk and curb and gutter that abuts the property that 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.
16. 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
17. All work in the public right of way shall be performed by a City-licensed contractor.
18. All damage to the pavement on all public streets adjacent to this development shall be restored in accordance with the City's Pavement Patching Criteria.
19. The developer shall build all private streets and sidewalks within the plat to City of Madison standard specifications.

**City Engineering Division–Mapping Section** (Contact Jeff Quamme, 266-4097)

20. The applicant shall provide the separate documents for review including private reciprocal easements, restrictive covenants and agreements addressing, but not limited to, pedestrian/vehicular access, parking, private utilities, common areas (including the Central Green), storm drainage and storm water management (including silva cells) that are necessary to accomplish the development as proposed. The document(s) shall then be executed and recorded and copies provided prior to the approval of the SIP for Phase 1.
21. The internal road system is planned to be private. The applicant shall provide public easements for public pedestrian, bicycle and vehicular access and use on the face of the proposed plat. A separate document may be required to be drafted, reviewed by City staff and recorded immediately after the subdivision plat setting forth specific restrictions, rights and responsibilities of the parties subject to or benefitting from the easement. Required Easements shall be in recorded prior to or simultaneously with SIP approval.
22. There are Public Sanitary Sewer and Water Main facilities that exist and many to be constructed as part of the development. Public Easements shall be granted on the face of the proposed plat over the entirety of the Outlots designated for private roads. For any additional public facilities required subsequent to plat recording, the applicant will be required to coordinate the documents to be drafted and recorded by the City of Madison Office of Real Estate Services with Jeff Quamme. Required Easements shall be recorded prior to or simultaneously with SIP approval.
23. Continue to work with Lori Zenchenko on the submission and approval of street names for Street C and Street D. Email proposed names to LZenchenko@cityofmadison.com.

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

24. Due to the proposed development's scale and density and significant negative impacts to the surrounding transportation network, potentially limiting the redevelopment of future site(s) adjacent the same transportation network, stronger consideration for multi-modal transportation must be addressed. Additionally, the community values multi-modal transportation, as demonstrated in the community's *Complete Streets Policy* and the Madison In Motion transportation plan. Madison is regarded as one of the most walkable communities and enjoys the status as a Platinum Bicycle City. The Traffic Engineering Division requires several additional improvements to the surrounding transportation network to help facilitate the movement of all modes of transportation to/from this site including:
  - a.) The developer shall install traffic calming devices, such as tabletops, raised crossings and bumpouts at strategic locations across the site, to improve the walkability and the biking environment throughout the site.
  - b.) The developer shall install sidewalks with a minimum width of 12 feet on all proposed internal streets.
  - c.) The developer shall dedicate right of way to be determined by the City Traffic Engineer for future potential roundabout or traffic signal at the intersection of Segoe Road and Sheboygan Avenue.
  - d.) The developer shall install the following transportation improvements through a developer's agreement:

- Move the north curb on Sheboygan Avenue adjacent to the property to accommodate new bike lanes on Sheboygan Avenue.
- Widen sidewalk adjacent to the GDP area along Sheboygan Avenue to 8 feet and dedicate the appropriate amount of right of way.
- Improve pedestrian crossing improvements as agreed by the City Traffic Engineer on Sheboygan Avenue.
- Extend the westbound left-turn bay at the intersection of University Avenue and N. Segoe Road to a length to be determined by the City Traffic Engineer to accommodate the increased traffic and to mitigate the worsened queuing issue.
- Widen sidewalk adjacent to the GDP area along Segoe Road to 8 feet and dedicate the appropriate amount of right of way.

e.) The developer shall post a deposit (estimated to be \$525,000; the final amount to be determined by the City Traffic Engineer and City Engineer) prior to GDP sign off for various transportation improvements. These include but are not limited to:

- Install a half-signal (as recommended by the Traffic Impact Study) and related geometric modifications at the intersection of Sheboygan Avenue and Whitney Way.
- Install buffered or regular bike lanes on following streets to improve bicycle transportation connection to the development: Eau Claire Avenue from Sheboygan Avenue to Old Middleton Road; Segoe Road from Sheboygan Avenue to Regent Street; Regent Street from Segoe Road to Midvale Boulevard, and; Sheboygan Avenue from Segoe Road to Whitney Way

f.) The developer shall sign a waiver for assessment prior to GDP sign off for the following future potential improvements:

- Future roundabout or traffic signal at the intersection of Segoe Road and Sheboygan Avenue
- Extension of Blackhawk Bike Path from N. Eau Claire Avenue to Whitney Way
- Pedestrian/bicycle connection from the development to Rennebohm Park

25. For a development with this proposed level of density and potential negative impacts to a heavily used surrounding transportation network, it is imperative the required Transportation Demand Management Plan (TDMP) not only be robust but also be sustainable. As such, the provided TDMP (submitted on March 23, 2018 by Kimley Horn) has been rejected due to its inherent unenforceability and unsustainable nature. To address this inadequacy, the applicant shall work with Traffic Engineering to form of a Transportation Management Association (TMA) or equivalent governance structure to enforce and sustain traffic demand techniques prescribed in a robust TDMP. (The applicant has been working with Traffic Engineering to meet the below conditions and has submitted a revised TDMP on April 11, 2018. Traffic Engineering has found this version to be a significant improvement; however, there has not been adequate time to fully review document and it has not been discussed with the appropriate City agencies. The applicant shall work with Traffic Engineering and other City agencies to finalize the TDMP prior to GDP sign off). To approve a TDMP, the plan needs to include concrete and actionable items that will reasonably reduce single vehicle trips to and from the

development as well as promote multimodal trips. An approvable TDMP shall include, but not be limited to, the following:

- a.) Formation of a Transportation Management Association (TMA) or equivalent governance structure (possibly a Business Improvement District (BID) as there are additional shared maintenance responsibilities for the subdivision) to enforce and sustain traffic demand management techniques prescribed in an approvable TDMP. The TMA will be responsible for the following:
    - Governance structure to have the ability to secure the appropriate funding required to achieve the strategies prescribed in a City approved TDMP.
    - Governance structure to secure sufficient powers to enforce adherence to all TDMP strategies to all members of the association.
    - All properties included in the Madison Yards at Hill Farms subdivision shall be members of the Association and shall be bound in perpetuity by covenants, conditions, and restrictions (CCR) that sets forth the implementation of the TDMP.
    - Performance Monitoring: Targets (based on each potential use type); Mode split; Reduced vehicle miles traveled; Emissions, and Evaluation Measures
    - Approval of the TDMP or any changes, modifications, or releases of the TDMP are subject to the future Transportation Policy and Planning Board or equivalent body. Similarly, any modifications to the TMA (or equivalent governance structure) boundaries or governing body are subject to the future Transportation Policy and Planning Board or equivalent body.
  - b.) The City shall also retain the ability to review the TDMP and TMA charter at any time. If there are any issues or concerns, the TMA's leadership shall schedule and staff a meeting with the City including all relevant parties.
26. The applicant shall remove all access points from the public Right-of-Way that are not the direct access points joining the internal street network to the public Right-of-Way. All additional access to the public Right-of-Way shall be granted or denied during the SIP or site approval process at which time Traffic Engineering will be provided a more detailed plan set thus providing the required context to properly evaluate if appropriate access is being granted or denied. (The applicant has had discussions with Traffic Engineering that related conditions under which approval may be granted: limited public access (for example off-street loading zones), appropriately spaced from intersections and/or hardships for which reasonable site sustainability cannot be accommodated.)
27. The applicant shall submit one contiguous plan showing proposed conditions and one contiguous plan showing existing conditions for approval. The plan drawings 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.

28. 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.
29. All parking facility design shall conform to the standards in MGO Section 10.08(6).
30. Per MGO Section 12.138 (14), this project is not eligible for residential parking permits. It is recommended that this prohibition be noted in the leases for the residential units.
31. The applicant shall adhere to all vision triangle requirements as set in MGO 27.05 (No visual obstructions between the heights of 30 inches and 10 feet at a distance of 25 feet behind the property line at streets and 10 feet at driveways.). Alterations necessary to achieve compliance may include but are not limited to; substitution to transparent materials, removing sections of the structure and modifying or removing landscaping elements. If the applicant believes public safety can be maintained they shall apply for a reduction of MGO 27.05(2)(bb) - Vision Clearance Triangles at Intersections Corners. Approval or denial of the reduction shall be the determination of the City Traffic Engineer.
32. 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 Austin Scheib, (266-4766) 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.
33. The applicant shall note on the face of the GDP that no improvements shown in the public right of way are approved with this plan.
34. The applicant shall finalize a Traffic Demand Management Plan to be reviewed and approved by the City Traffic Engineer.
35. The developer shall provide a recorded copy of any joint driveway ingress/egress and crossing easements and shall be noted on face of plan.

**Zoning Administrator** (Contact Jenny Kirchgatter, 266-4429)

36. Submit a schedule or phasing plan indicating the approximate dates when construction of the Planned Development can be expected to begin and be completed, including Phase II (Block 1) and Phase III (Block 5).
37. Work with Zoning and Planning staff to finalize the zoning text.

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

Note: The Madison Fire Department does not have any objections to the proposed rezoning of the site.

**Water Utility** (Contact Adam Wiederhoeft, 266-9121)

38. All public water mains and water service laterals shall be installed by a standard City subdivision contract/ City-Developer agreement. The applicant shall contact the City Engineering Division to schedule the development of plans and the agreement. See Engineering Division comments for additional information.

**Parks Division** (Contact Sarah Lerner, 261-4281)

39. Park Impact Fees (comprised of the Park Infrastructure Impact Fee, per MGO Sec. 20.08(2)), and Park-Land Impact Fees, per MGO Sec. 16.23(8)(f) and 20.08(2) will be required for all new residential development associated with this project. This development is within the West Park-Infrastructure Impact Fee district. Please reference ID# 18101 when contacting Parks Division staff about this project.

40. Pursuant to MGO 20.08 (2)(c)2.d. the park impact fee may be reduced for multi-family dwelling units that are limited to occupancy by persons fifty-five (55) years of age or older by appropriated recorded restriction for a period of not less than thirty (30) years.

41. An existing inventory of trees (location, species, & DBH) and any tree removal plans (in PDF format) shall be submitted to the plans and Brad Hofmann – bhofmann@cityofmadison.com or 266-4816. All proposed street tree removals within the right of way shall be reviewed by City Forestry. 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.

42. Existing street trees shall be protected. Please include the following note on the site plan: “Contractor shall install tree protection fencing in the area between the curb and sidewalk and extend it at least five (5) feet from both sides of the tree along the length of the terrace. No excavation is permitted within five (5) feet of the outside edge of a tree trunk. If excavation within five (5) feet of any tree is necessary, contractor shall contact City Forestry (266- 4816) prior to excavation to assess the impact to the tree and root system. Tree pruning shall be coordinated with City Forestry prior to the start of construction. Tree protection specifications can be found in Section 107.13 of *City of Madison Standard Specifications for Public Works Construction*. Any tree removals that are required for construction after the development plan is approved will require at least a 72-hour wait period before a tree removal permit can be issued by Forestry, to notify the Alder of the change in the tree plan.

43. Additional street trees are needed for this project. All street tree planting locations and trees species within the right of way shall be determined by City Forestry. Please submit a site plan (in PDF format) to Brad Hofmann – bhofmann@cityofmadison.com or 266-4816. Tree planting specifications can be found in Section 209 of *City of Madison Standard Specifications for Public Works Construction*.

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

44. The applicant has not solicited any approval for proposed relocation of the existing transit stops adjacent this site (as shown in plans). Metro Transit does not approve of any of the proposed changes to existing transit stops as suggested on the plans submitted. The applicant shall identify and maintain the operating

characteristics of all the existing transit stops adjacent the development site, unless otherwise authorized by the City. This includes maintaining dedicated bus stop zones of at least 100 feet in length, where multiple buses may park curbside for passenger access without encroaching on driveway approaches or vehicle travel lanes (including marked bicycle facilities). This also includes maintaining existing wheelchair boarding surfaces and pedestrian access.

45. The applicant shows no changes to the geography or markings of existing streets or intersections adjacent the development site that would impact the operating characteristics of the existing bus stop zones. The applicant shall be responsible for any land dedication, as well as costs to reconstruct or relocate existing bus stop zones, should the City of Madison require any modification to the existing streets or intersections adjacent the project site that would impair the operating characteristics of the existing bus stop zone areas. This may include provision of additional right of way for pullout bays (to maintain dedicated bus stop zones of at least 100 feet that do not obstruct marked travel lanes). Any changes to the existing marking or design of the intersection of Sheboygan Avenue and N. Segoe Road may further require relocation and construction of new bus stop zones on Segoe Road (across from project site), if buses were no longer permitted to turn left from the existing curbside bus stop zone on the south side of Sheboygan immediately west of the Segoe intersection.
  46. The applicant shall install and maintain a passenger waiting shelter with seating at each of the three existing bus stop locations adjacent the project site (Stop #2846 on Segoe south of University intersection, Stop #2184 on Sheboygan west of Segoe intersection, and Stop #2100 opposite 4018 Sheboygan Avenue generally west of "Street C"). Installation of these amenities shall maintain current wheelchair boarding surfaces and pedestrian access.
  47. The applicant shall include final marking and intersection designs for the Segoe Road and Sheboygan Avenue rights-of-way adjacent the project, as approved by the City, on the final documents filed with their permit application. These documents shall include any modifications to the existing bus stop zones - adjacent or opposite the site - as approved by the City, such that bus stop zones will be able to maintain their current operating characteristics (100-foot length where parked buses would not obstruct travel lanes or driveway approaches). The documents shall also include the required transit amenities, so that Metro Transit may review and approve all aspects of these items listed above.
  48. The Transportation Demand Management Plan memorandum, submitted on January 30, 2018 to the City of Madison by Kimley-Horn contained various mischaracterizations of the existing transit route services scheduled through the corridors near the project site (University Avenue, Old Middleton Road, and Sheboygan Avenue). Notwithstanding these descriptive errors, Metro Transit does generally provide a high level of scheduled transit service in the vicinity of this project. Of more significant note, the technical analysis in the TDM document highlighting the available transit service failed to include actual capacity of these existing trips - and whether proposed aspects of the TDM plan intended to encourage transit usage may fail to achieve the stated goals, to the extent the existing scheduled transit trips (especially during peak commute hours) are currently near or already exceeding vehicle capacity with existing passenger loads and may not be able to absorb new work trips associated with the proposed development.
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**Preliminary Plat, Madison Yards at Hill Farms**

**Planning Division Recommendation** (Contact Timothy M. Parks, 261-9632)

The Planning Division recommends that the Plan Commission forward the preliminary plat of the Madison Yards at Hill Farms subdivision for the 21-acre parcel at 4802 Sheboygan Avenue to the Common Council with a recommendation of **approval** subject to input at the public hearing, the following Planning Division condition(s) and the conditions from reviewing agencies:

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

1. The preliminary plat of Madison Yards at Hill Farms should be considered a separate but related request from the Planned Development–General Development Plan zoning document of the same name. In the event that a final plat or Certified Survey Map for all or a portion of the 21-acre property be submitted for approval separately, it is recommended that all of the transportation-related conditions proposed for the land use approval be made a condition of a standalone final plat or CSM to ensure that adequate infrastructure to serve the subdivision will be provided, including the State of Wisconsin revising the subdivision to address any design revisions contained herein and otherwise to comply with the Zoning Code; entering into a Developer’s Agreement with the City to construct any improvements needed to serve the subdivision; and executing the easements and covenants necessary to ensure public access to the site and adequate private maintenance of any private streets and open spaces.
2. The applicant shall submit to the Planning Division two copies of the private subdivision covenants, conditions and restrictions that govern the organizational structure, use, maintenance and continued protection of the development and any common services, open areas or other facilities to serve the proposed subdivision. These documents shall be approved by the Planning Division in consultation with the City Attorney’s Office prior to final approval of the plat for recording.
3. Extend the future public access easements for Madison Yards Way to the far western property line to allow for the future extension of this street west onto the Red Cross property consistent with the recommendations for circulation north of Sheboygan Avenue in the University Hill Farms Neighborhood Plan.

**The following conditions have been submitted by reviewing agencies on the Preliminary Plat:**

**City Engineering Division** (Contact Tim Troester, 267-1995)

4. The developer shall build all private streets and sidewalks within the plat to City of Madison standard specifications and per plans approved by the City.
5. The developer shall construct public sanitary sewer, storm sewer, and drainage improvements as necessary to serve the lots within the plat.
6. All outstanding Madison Metropolitan Sewerage District (MMSD) charges are due and payable prior to City Engineering Division sign-off, unless otherwise collected with a Developer's/ Subdivision Contract. Contact



Mark Moder (261-9250) to obtain the final MMSD billing a minimum of two (2) working days prior to requesting City Engineering signoff.

7. The construction of this project will require that the applicant shall enter into a City/ Developer agreement for the required infrastructure improvements. The applicant shall contact City Engineering 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. Note: Obtaining a developers agreement generally takes approximately 4-6 weeks, minimum.
8. A minimum of two (2) working days prior to requesting City Engineering signoff on the plat, the applicant shall contact either Tim Troester at 261-1995 (ttroester@cityofmadison.com) or Brenda Stanley at 261-9127 (bstanley@cityofmadison.com) to obtain the final stormwater utility charges that are due and payable prior to sub-division of the properties. The stormwater utility charges (as all utility charges) are due for the previous months of service. All charges shall be cleared prior to the land division (and subsequent obsolesces of the existing parcel).
9. The lots within this plat are inter-dependent upon one another for stormwater runoff conveyance, and/or a private drainage system exists for the entire site an agreement shall be provided for the rights and responsibilities of all lot owners. Said agreement shall be reviewed and placed on file by the City Engineer, referenced on the plat, and recorded at the Dane County Register of Deeds.
10. The following note shall be added to the final plat: "All lots created by this certified survey map are individually responsible for compliance with Chapter 37 of Madison General Ordinances in regard to stormwater management at the time they develop."
11. A Stormwater Management Report is required for this plat for any stormwater management BMP's that will provide compliance with Chapter 37 of Madison General Ordinances at the plat level.
12. The applicant shall execute a waiver of notice and hearing on the assessments for the improvements as required by the City Traffic Engineer as defined in this conditional approval in accordance with Section 66.0703(7)(b) Wisconsin Statutes and MGO Section 4.09.
13. The approval of this planned development does not include the approval of the changes to roadways, sidewalks or utilities. The applicant shall obtain separate approval by the Board of Public Works and the Common Council for the restoration of the public right of way including any changes requested by developer. The City Engineer shall complete the final plans for the restoration with input from the developer.
14. The applicant shall provide the City Engineer with a survey indicating the grade of the existing sidewalk and street. The applicant shall hire a Professional Engineer to set the grade of the building entrances adjacent to the public right of way. The applicant shall provide the City Engineer the proposed grade of the building entrances. The City Engineer shall approve the grade of the entrances prior to signing off on this development.
15. The applicant shall replace all sidewalk and curb and gutter that abuts the property that 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.

16. 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.
17. All work in the public right of way shall be performed by a City-licensed contractor.
18. All damage to the pavement on all public streets adjacent to this development shall be restored in accordance with the City's Pavement Patching Criteria.

**City Engineering Division–Mapping Section** (Contact Jeff Quamme, 266-4097)

19. The applicant shall provide separate documents for review including private reciprocal easements, restrictive covenants and agreements addressing, but not limited to, pedestrian/vehicular access, parking, private utilities, common areas (including the Central Green), storm drainage and storm water management (including silva cells) that are necessary to accomplish the development as proposed. The drafts shall be provided prior to final plat sign off.
20. The internal road system is planned to be private. The applicant shall provide public easements for public pedestrian, bicycle and vehicular access and use on the face of the plat. A separate document may be required to be drafted, reviewed by City staff and recorded immediately after the subdivision plat setting forth specific restrictions, rights and responsibilities of the parties subject to or benefitting from the easement.
21. There are Public Sanitary Sewer and Water Main facilities that exist and many to be constructed as part of the development. Public Easements shall be granted on the face of the plat over the entirety of the outlot(s) designated for private roads. Contact Jeff Quamme of Engineering Mapping for required easement text. For any additional public facilities required subsequent to plat recording, the applicant will be required to coordinate the documents to be drafted and recorded by the City of Madison Office of Real Estate Services with Jeff Quamme.
22. This future final plat shall be completed and recorded with the Dane County Register of Deeds (ROD) prior to issuance of any building permits for new construction. When the recorded plat image is available from the ROD, the Assessor's Office can then create the new Address-Parcel-Owner (APO) data in the parcel database so that the permitting system can upload this data and permit issuance made available for the new lots.
23. Lot 6 is proposed for common private access, utilities, open space and other uses. The lot shall be divided into 3 separate Outlots. An Outlot for private street purposes that encompasses the north-south streets and the east- west portion lying east of the main north-south street through the site. Another Outlot being the east-west street lying west of the said main north-south street. The last Outlot shall encompass the Central Green Area. Also, a note shall be added to the plat as follows: "Ten years after the date of the recording of this plat, the Mayor and Common Council may adopt a resolution declaring those private street areas as public streets,

if deemed to be in the Public's best interest." Renumber Lots 4, 5 and 6 to match the numbers in the General Development Plan for continuity.

24. The preliminary plat does not show the current site conditions on the westerly portion of the site. The preliminary plat shall be updated to show the new State office building, parking structure, site improvements and utilities constructed in association with that portion of the development.
25. The northeast corner of this plat appears to be over one foot northerly of the right of way per Hilldale Hurrah and University Hill Farms Park Addition. The surveyor shall review the University Avenue right of way and provide information substantiating the location of the right of way.
26. The required outlots for private streets shall be modified to have widths at the direction of the City Engineer and City Traffic Engineer.
27. The plat shall include public right of way dedications as may be required by the City Engineer and City Traffic Engineer along University Avenue, N. Segoe Road or Sheboygan Avenue for public street facilities determined necessary for the development of this project.

28. Provide recorded as data on all courses around the exterior of the plat.
29. Show and label the MG&E Easement per Document No. 5261750.
30. The applicant shall coordinate and request from the utility companies serving this area the easements required to serve this development. Those easements shall be properly shown, dimensioned and labeled on the final plat.
31. In accordance with Section s. 236.18(8), Wisconsin Statutes, the applicant shall reference City of Madison WCCS Dane Zone, 1997 Coordinates on all PLS corners on the Plat or Certified Survey Map in areas where this control exists. The surveyor shall identify any deviation from City Master Control with recorded and measured designations.
32. Per s.236.20(2)(c) & (f), Wisconsin Statutes, the applicant must show the type, location and width of any and all easements on the plat. Clearly identify the difference between existing easements (cite Register of Deeds recording data) and easements which are being conveyed by the plat. Identify the owner and/or benefiting interest of all easements. Include any and all language required to properly and legally create any easement by the plat.
33. The final plat shall conform to all requirements of Chapter 236 Wisconsin Statutes and City of Madison Ordinances for platting prior to final sign off.

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

34. The developer shall dedicate right of way to be determined by the City Traffic Engineer for the future potential roundabout or traffic signal at the intersection of N. Segoe Road and Sheboygan Avenue.

35. The applicant shall widen sidewalk along Sheboygan Avenue adjacent to the GDP area to 8 feet and dedicate the appropriate amount of right of way with the final plat as determined by the City Traffic Engineer.
36. The applicant shall widen sidewalk area along N. Segoe Rd to 8 feet and dedicate the appropriate amount of right of way with the final plat as determined by the City Traffic Engineer.

**Zoning Administrator** (Contact Jenny Kirchgatter, 266-4429)

This agency reviewed the preliminary plat and has recommended no conditions or approval.

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

37. Fire Department apparatus access shall be included in the cross-access easements between all Lots (1-7).

**Water Utility** (Contact Adam Wiederhoeft, 266-9121)

38. All public water mains and water service laterals shall be installed by a standard City subdivision contract/ City-Developer agreement. The applicant shall contact the City Engineering Division to schedule the development of plans and the agreement. See Engineering Division comments for additional information.

**Parks Division** (Contact Sarah Lerner, 261-4281)

This agency reviewed the preliminary plat and has recommended no conditions or approval.

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

39. The applicant has not solicited any approval for proposed relocation of the existing transit stops adjacent this site (as shown in plans). Metro Transit does not approve of any of the proposed changes to existing transit stops as suggested on the plans submitted. The applicant shall identify and maintain the operating characteristics of all the existing transit stops adjacent the development site, unless otherwise authorized by the City. This includes maintaining dedicated bus stops zones of at least 100 feet in length, where multiple buses may park curbside for passenger access without encroaching on driveway approaches or vehicle travel lanes (including marked bicycle facilities). This also includes maintaining existing wheelchair boarding surfaces and pedestrian access.
40. The applicant shows no changes to the geography or markings of existing streets or intersections adjacent the development site that would impact the operating characteristics of the existing bus stop zones. The applicant shall be responsible for any land dedication, as well as costs to reconstruct or relocate existing bus stops zones, should the City of Madison require any modification to the existing streets or intersections adjacent the project site that would impair the operating characteristics of the existing bus stop zone areas. This may include provision of additional right of way for pullout bays (to maintain dedicated bus stop zones of at least 100 feet that do not obstruct marked travel lanes). Any changes to the existing marking or design of the intersection of Sheboygan Avenue and N. Segoe Road may further require relocation and construction of new

bus stop zones on Segoe Road (across from project site), if buses were no longer permitted to turn left from the existing curbside bus stop zone on the south side of Sheboygan immediately west of the Segoe intersection.

41. The applicant shall install and maintain a passenger waiting shelter with seating at each of the three existing bus stop locations adjacent the project site (Stop #2846 on Segoe south of University intersection, Stop #2184 on Sheboygan west of Segoe intersection, and Stop #2100 opposite 4018 Sheboygan Avenue generally west of "Street C"). Installation of these amenities shall maintain current wheelchair boarding surfaces and pedestrian access.
42. The applicant shall include final marking and intersection designs for the N. Segoe Road and Sheboygan Avenue rights-of-way adjacent the project, as approved by the City, on the final documents filed with their permit application. These documents shall include any modifications to the existing bus stop zones - adjacent or opposite the site - as approved by the City, such that bus stop zones will be able to maintain their current operating characteristics (100-foot length where parked buses would not obstruct travel lanes or driveway approaches). The documents shall also include the required transit amenities, so that Metro Transit may review and approve all aspects of these items listed above.

**Office of Real Estate Services** (Heidi Radlinger, 266-6558)

43. A certificate of consent for all mortgagees shall be included and executed prior to plat approval sign-off. If mortgages of record are paid off prior to plat approval, a copy of the recorded satisfaction for said mortgage shall be provided prior to sign-off.
44. There is a special assessment reported for the parcel within the plat boundary. Pursuant to MGO Section 16.23(5)(e)1 and Wis. Stats. 236.21(3), all special assessments, including accrued interest in the case of delinquencies, shall be paid by the owner prior to plat approval sign off. Receipts for payment shall be provided to the City's Office of Real Estate Services in advance of plat approval sign-off.
45. Pursuant to MGO Section 16.23(5)(g)(4), the owner shall furnish an updated title report to Heidi Radlinger in the City's Office of Real Estate Services ([hradlinger@cityofmadison.com](mailto:hradlinger@cityofmadison.com)), as well as the surveyor preparing the plat, an updated title report covering the period between the date of the initial title report (November 27, 2017) and the date when sign-off approval is requested. A title commitment may be provided, but will only be considered as supplementary information to the title report update. The surveyor shall update the plat with the most recent information available in the title report update.
46. Note: The owner shall email the document number of the recorded final plat to Heidi Radlinger [hradlinger@cityofmadison.com](mailto:hradlinger@cityofmadison.com) in the Office of Real Estate Services as soon as it is available.
47. The final plat shall show the following:
  - a.) Depict the Underground Electric Easement per Document No. 5261780.
  - b.) Label Lot 6 as an outlot.
  - c.) Remove Temporary Limited Easement from title as TLE set forth via Document No. 4827956 terminated December 31, 2013.