

**PLANNING UNIT REPORT**  
**DEPARTMENT OF PLANNING AND DEVELOPMENT**  
**January 9, 2006**

**RE: I.D. # 02454: Zoning Map Amendment I.D. 3157, rezoning 2313-2525 E. Washington Avenue & 2306-2422 Winnebago Street, 2317-2415 Winnebago Street and 11 S. Fifth Street from C2 (General Commercial District) and M1 (Limited Manufacturing District) to PUD-GDP**

1. Requested Actions: Approval of a request to rezone 2313-2525 E. Washington Avenue, 2306-2422 Winnebago Street, 2317-2415 Winnebago Street and 11 S. Fifth Street from C2 (General Commercial District) and M1 (limited Manufacturing District) to Planned Unit Development-General Development Plan (PUD-GDP) to allow the development of 450 dwelling units, 110,000 square feet of commercial space in 11 buildings following demolition of approximately 20 principal and accessory buildings.
2. Applicable Regulations: Section 28.07 (6) of the Zoning Ordinance provides the requirements and framework for Planned Unit Developments; Section 28.12 (9) provides the process for zoning map amendments; Section 28.04 (22) provides the guidelines and regulations for the approval of demolition permits.
3. Report Prepared By: Timothy M. Parks, Planner.

**GENERAL INFORMATION**

1. Applicant & Property owner: Union Corners, LLC – Todd McGrath, McGrath Associates; 103 N. Hamilton Street; Madison.
2. Development Schedule: Demolition of existing buildings in the redevelopment project is ongoing. The developer anticipates commencing construction of Phase I improvements in late 2006, with completion of the project to be determined by market absorption of dwelling units and commercial space.
3. Location: Approximately 14.76 acres generally bounded by E. Washington Avenue and S. Fifth Street on the west, Milwaukee Street on the north, a line parallel to Azinger Court on the east and Wisconsin Southern Railroad right of way on the south; Aldermanic District 6; Urban Design District 5; Madison Metropolitan School District.
4. Existing Conditions: The site consists of a variety of mostly commercial buildings of varying size located throughout the 14.76-acre site, including approximately a dozen buildings located along the south side of E. Washington Avenue. Notable structures include the French Battery Building located near the center of the southern half of the site and the vacant Kohl's grocery store located on the northern half of the site adjacent to Milwaukee Street.

5. Proposed Land Use: The applicant proposes to raze or relocate all existing buildings on the site to accommodate the future construction of 450 dwelling units and 110,000 square feet of neighborhood-oriented retail and office space in approximately 11 buildings. The French Battery Building will be deconstructed and reconstructed at a new location on the property as a mixed commercial and residential building.
6. Surrounding Land Use and Zoning:  
North: Gas station and neighborhood commercial along E. Washington Avenue, zoned C2 (General Commercial District) and one and two-family residences on the north side of Milwaukee Street, zoned R4 (General Residential District);  
South: Wisconsin Southern Railroad; one and two-family residences, zoned R4;  
East: One and two-family residences along Azinger Court and Farwell Avenue, zoned R4;  
West: One and two-family residences and neighborhood commercial uses located on the north side of E. Washington Avenue in R5 (General Residence District) and C2 zoning.
7. Adopted Land Use Plan: This area is identified as "Community Commercial, Industrial and Residential, Low-Medium Density Uses-Mixed Units" according to the 1988 Land Use Plan. The Draft Comprehensive Plan identifies the site as a potential redevelopment site for "Community Mixed-Use Development" and transit-oriented development site. Most of the site is also included within the boundaries of the Schenk-Atwood-Starkweather-Worthington Park Neighborhood Plan, which while not providing a vision for redevelopment of the site, includes a number of smaller, specific recommendations germane to portions of the Union Corners site and surrounding area. The site is also located within the boundaries of the East Washington Avenue/ Old East Side Master Plan (BUILD). This plan did not anticipate the closing of the Kohl's grocery store or the Rayovac plant and included a number of recommendations for urban design and transportation.
8. Environmental Corridor Status: The property is not located within a mapped environmental corridor.
9. Public Utilities & Services: The property is served by a full range of urban services.

#### **STANDARDS FOR REVIEW**

This application is subject to the demolition standards of Section 28.04 (22), the standards for

zoning map amendments and the standards for Planned Unit Development Districts.

### **PREVIOUS APPROVAL**

On October 4, 2004, the Plan Commission approved demolition permits to allow the developer to demolish the French Battery Building addition at 2317 Winnebago Street and CE's Bar located at 2415 Winnebago Street. In advance of this demolition permit, the Director of the Inspection Unit granted the developer permits to raze nine buildings of various size and construction located east of the French Battery Building and addition after determining that those nine buildings were accessory and were not subject to the demolition permit requirements of Section 28.04 of the Zoning Ordinance. The 2004 demolitions were integral in the developer's efforts to remediate the previous heavy industrial site in advance of the proposed redevelopment.

### **PLAN REVIEW**

The developer is requesting approval of planned unit development zoning for 14.76-acres of land bounded by E. Washington Avenue and S. Fifth Street on the west, Milwaukee Street on the north, a line parallel to Azinger Court on the east and Wisconsin Southern Railroad right of way on the south. (The site also includes approximately 100 feet of frontage on Farwell Street.) The applicant proposes to demolish or relocate all existing buildings on the site to accommodate the future construction of 450 dwelling units and 110,000 square feet of neighborhood-oriented retail and office space in approximately 11 buildings. The PUD-GDP also proposes future construction of two single-family residences in the southeastern-most corner of the subject site along the west side of Farwell Street, which may be a good location for relocation of some of the residences to be demolished along Winnebago Street as part of this project.

### **Existing Conditions**

The site is developed with approximately 20 principal and accessory structures in C2 or M1 zoning, including the vacant Kohl's grocery store and the French Battery Building. In all, four single-family residences, two apartment buildings containing seven total units, and twelve commercial buildings occupy the site, which is comprised of 22 parcels extending along the south sides of Milwaukee Street and E. Washington Avenue, and both sides of Winnebago Street and the north side of S. Fifth Street. This total does not include ten buildings demolished beginning in October 2004 on the former French Battery/ Rayovac industrial site on the east side of Winnebago Street, which were removed to facilitate remediation of the 8.5-acre site to remove decades of battery waste and prepare that portion of the site for redevelopment. The developer indicates that the remediation of the site has been completed and that the Wisconsin Department of Natural Resources will be issuing a certificate of completion for the site certifying that it has been rehabilitated to residential standards in early 2006.

Among the buildings slated for demolition in addition to the Kohl's grocery store include the former Trudy's Cafe, Granny's Catering, Unpainted Furniture, AVR Audio, and The Original Buy Sell Shop. Ford's Gym, which will also be demolished, is still in operation. A real estate office, an insurance office and a combination office/ apartment building will also be razed; a billboard atop Trudy's Café will be dismantled as part of this development. In general, the conditions of the buildings vary as well as their age and construction, which features a mix of one and two-story buildings constructed of a mix of building materials and architectural styles. The applicant's letter of intent alludes to efforts that will be made to salvage and recycle as much of the twenty buildings as possible, and a Reuse and Recycling Plan has been submitted with this application that will be reviewed by the City's Recycling Coordinator prior to the release of wrecking permits.

The site is generally devoid any notable topographical features, with little grade and sparse tree cover with the exception of a small grouping of significant oak trees located south of the French Battery Building, which will remain. The railroad right of way that forms the southern boundary is still active, with at-grade crossings of Winnebago Street, E. Washington Avenue and Division Street adjacent to this site.

The area surrounding the site features a variety of land uses, including low-density mostly one and two-family residences located east of the site along Azinger Court and Farwell Street and south of the railroad along Dunning, Division, Jackson and Ohio streets. The corner of E. Washington Avenue and North and Milwaukee streets features a variety of commercial uses, including the Union House Tavern and a Marathon gas station at the northeasterly corner, Red Letter News, Ray's Bar and Bill's Key Shop at the southwesterly corner, and a multi-tenant commercial building at the northwesterly corner of the intersection. West along E. Washington Avenue from North Street opposite the site are a mix of single-family residences, a muffler shop, Assumption Greek Orthodox church, the three-story Victory Arms apartments and a pair of two-story mixed commercial and residential buildings at Sixth Street. One and two-story commercial buildings occupy the north side of Milwaukee Street opposite the vacant Kohl's grocery store before giving way to mostly one and two-family residences and Holy Cross Lutheran Church further to the east.

As noted in the "General Information" section of the report, the subject site is identified as "Community Commercial, Industrial and Residential, Low-Medium Density Uses-Mixed Units" according to the 1988 Land Use Plan, largely reflecting the current character and zoning of the area. The Draft Comprehensive Plan recommends the Union Corners site, the Washington-Milwaukee intersection and the north side of E. Washington Avenue west towards Fifth Street as a potential redevelopment site envisioned for "Community Mixed-Use" and transit-oriented development. Community mixed-use zones are intended to be mid-sized nodes featuring medium

to high density residential development with a mix of employment, retail, service uses intended to serve both the residents of the area and surrounding neighborhood and "wider community markets." These areas are typically intended to be located along high-capacity transit routes such as E. Washington Avenue.

### Project Summary

The implementation of the proposed redevelopment of the site requires planned unit development zoning, which will be accomplished in two distinct steps. The applicants are requesting approval of a general development plan (GDP) with this application that will set forth a conceptual framework for the proposed mixed-use development, with specific implementation plans (SIP) to be submitted beginning later this year that will contain the exact architectural and site development details for the individual phases of development. It is envisioned that the redevelopment project will be implemented in two phases beginning in late 2006, with an anticipated completion targeted for 2009, although phasing will likely be dependent upon market absorption of the 450 dwelling units and 110,000 square feet of commercial space proposed, therefore potentially extending the length of the project. Specific details of the proposed development will not be finalized until the first SIP is offered for review in coming months (expected in mid-2006).

A key component of the proposed Union Corners redevelopment involves a significant redesign of the pedestrian, bicycle and vehicular circulation patterns through the subject site and the burying of overhead utilities through the site and along the site's frontage along E. Washington Avenue and Milwaukee Street. Presently, Winnebago Street extends from southwest to northeast through the subject site terminating in an eastbound merge lane approximately 200 feet west of the existing Milwaukee-Washington intersection. Traffic from westbound E. Washington Avenue intended for southbound Winnebago Street heading toward the Schenk's Corner business district is directed past the end of Winnebago to a left-turn at S. Fifth Street, which joins Winnebago Street a short distance south. Division Street, a largely residential north-south street that extends north from Atwood Avenue, currently terminates at a "Y" intersection with Winnebago Street a short distance north of the east-west oriented Lafollette Avenue. Under the redevelopment plans for the subject site, Winnebago Street will instead curve slightly to the north to enter a new roundabout planned to intersect with the extension of Sixth Street across E. Washington Avenue. Plans call for the new intersection of Sixth Street and E. Washington Avenue to be signalized. A private street to be fronted by three new buildings will enter the roundabout opposite Winnebago Street, while a third public street that will ultimately parallel E. Washington Avenue and the aforementioned private street and terminate at Milwaukee Street will enter the roundabout's fourth quadrant. (This street is unnamed on the plans but will be referred to as "Winnebago Extension" for the purposes of this report.) The street network for the project will be completed by the extension of two private one-way streets organized around a

proposed "town square" to be located opposite Seventh Street. The one-way streets and town square will extend between E. Washington Avenue and the proposed extension of Winnebago Street.

The proposed relocation of Winnebago Street will require the City's acquisition of a radiator repair business located at 2305 Winnebago Street as well as the closing and vacation of Division Street north of Lafollette Avenue. It is anticipated that the building acquisition will be accomplished through use of a relocation order for a public works improvement. In addition to the street network proposed above, the plan will also require the removal and vacation of Sullivan Street and Florence Street, which both currently extend a short distance east from Winnebago Street between S. Fifth Street and Milwaukee Street to serve former Rayovac parking lots.

Phasing of the proposed street improvements will be timed to coincide with the joint State of Wisconsin/ City of Madison project to reconstruct E. Washington Avenue from Second Street to Marquette Street in 2007. Sixth Street, relocated Winnebago Street, the roundabout and the new north-south public street are scheduled to be constructed in Phase I beginning later this year. The removal of "old" Winnebago Street and the construction of most of the town square will be timed to coincide with the 2007 reconstruction E. Washington Avenue, which will also modify the Milwaukee Street/ North Street/ E. Washington Avenue intersection to create a more conventional 90-degree intersection of those streets. This intersection redesign will shift Milwaukee Street further north, requiring the removal of the Marathon gas station across Milwaukee Street from the site while providing additional building area for the subject project.

The vacation of Sullivan, Florence and Winnebago streets will coincide with the subdivision of the subject site into three lots by Certified Survey Map, which will also be used to dedicate the future rights of way discussed above. Recording of the vacations and CSM will be timed to follow the approval of the general development plan.

The eleven buildings included with the Union Corners project feature a mix of building heights and masses, with the tallest buildings proposed to front the center of the site's frontage along E. Washington Avenue before transitioning into shorter buildings intended to transition to the scale of the buildings in the surrounding neighborhoods. Seven of the eleven buildings proposed will include ground floor commercial space with residential floors located above, with the remaining four buildings to be exclusively residential.

The northernmost of the proposed buildings will be a three-story residential building atop 35,000 square feet of ground-level commercial space (Buildings A and B on the plan) that will extend along the E. Washington Avenue frontage from Milwaukee Street south to the town square, before extending the length of the north side of the square. The building will include structured

parking for 120 automobiles with surface parking for 114 vehicles generally located between the building and Milwaukee Street. The developer indicates that the primary tenant of the commercial space in this building will be a grocery store, though a specific tenant has not yet been identified. Entrance to the grocery space would likely be through a corridor extending through the building between the surface parking and town square.

Southeast of this building across Winnebago Extension is a cluster of three residential buildings (G.1, G.2 & G.3) to be located atop 114 structured parking stalls. The length of the three buildings will parallel Winnebago Extension and are intended to frame the eastern end of the proposed town square. Buildings G.1 and G.2 will both be five stories, while Building G.3 will be four stories tall. Though details have not been submitted at this stage, the developer anticipates constructing a green roof over the structured parking to serve as a public amenity for tenants of the three buildings. A total of 100 dwelling units are proposed in the three buildings. Access to the structured parking and a proposed loading areas to serve this cluster will be provided by a driveway parallel to the northeasterly wall of Building G.2, where surface parking will for approximately 20 vehicles will also be provided.

Opposite Building G.1 across Winnebago Extension, the developer proposes a five-story mixed-use building (Building C) that will extend the length of the block bounded by future Sixth Street on the south and the southern edge of the town square on the north. Building C, which will also front the private street that will extend north from the Sixth Street roundabout, will contain 20,000 square feet of ground floor retail, with four floors of residential space above containing 70 dwelling units. Structured parking for 56 vehicles is proposed, with surface parking to provided by angled parking stalls that will line both sides of the private street.

West of Building C, the developer proposes a cluster of four mixed-use buildings to occupy the block bounded by the town square, E. Washington Avenue, the unnamed private street and Sixth Street. The buildings, D.1, D.2, E.1 and E.2 will contain a total of 34,000 square feet of ground floor commercial space and 210 dwelling units. The plan calls for the tallest of the four buildings and the overall project – D.1 and E.1 – to be front E. Washington Avenue. The height of both buildings is expected to be approximately eight-plus stories. The height of the two buildings on the interior of the block – D.2 and E.2 – will step down, with a total height of five stories proposed. The location of the commercial spaces and the distribution of the residential units will be determined at the specific implementation plan stage, though it is anticipated that the ground floor commercial space will face both E. Washington Avenue and the private street. Parking for this cluster of buildings will be located in a subsurface structure with space for 350 vehicles. Like in the G building cluster, the developer is proposing a green terrace over top of the parking to serve as a tenant amenity.

The final two buildings will be located in the block bounded by E. Washington Avenue, Fifth

and Sixth streets and Winnebago Street. The first building, Building F, will be a three-story residential building with 30 units that will front onto the south side of Sixth Street. The second building will be the relocated and reconstructed French Battery Building. The three-story building was constructed in 1916 and 1920 and is presently located approximately 250 feet east of the proposed location and faces west. The developer plans to deconstruct the building and rebuild it at the northwest corner of Winnebago and S. Fifth streets using the original architectural drawings and much of the exterior façade, which will be salvaged during the deconstruction. The relocated building will look across Winnebago Street onto a greenspace that will include existing mature trees that will be preserved during construction. Both Building F and the relocated French Battery Building will share subsurface parking and loading facilities, with structured parking for 60 vehicles proposed with access from S. Fifth Street. The two buildings will abut three existing frame residences that face E. Washington Avenue that are not included in the project.

In addition to the two green roof terraces proposed to cover two of the subsurface parking facilities proposed, the developer envisions creating a community amenity with a two-block long and nearly 100-foot wide town square. The general development plan also includes a pedestrian/bike trail that will extend the length of the southern boundary of the site from S. Fifth and Winnebago streets east to Farwell Street abutting the two single-family homes included in the project's southeast corner. Details on these community amenities will be forthcoming with the specific implementation plans required prior to construction.

#### Inclusionary Zoning

The developer has submitted a preliminary Inclusionary Dwelling Unit Plan (IDUP) for the general development plan indicating that the affordable housing requirements of the Zoning Ordinance for this project will be met at the specific implementation plan stage. The developer generally envisions a mix of owner occupied and rental housing in the project, with 350 owner occupied units and 100 rental units. Of the 450 units proposed overall, 68 of the units will be designated as affordable to satisfy the tenets of the ordinance. Of those 68 units, 53 will be owner occupied. The 68 affordable units equals the 15% minimum required by ordinance overall. The percentage of affordable owner occupied and rental units also equals 15%.

A determination of the number of incentive points the project has earned cannot be determined until an IDUP is submitted indicating the number of units that will be provided at different income levels. The benchmark density for consideration of a density bonus incentive for this project is dependent upon the underlying zoning districts, C2 and M1, which have benchmark densities of 38 units per acre and 5.44 units per acre, respectively. The density of the 450-unit project equals 37.5 units per acre based on a 12-acre site once future rights of way are deducted. Of the 450 units proposed, approximately 260 of those units will be constructed on the 8.5 acres



of the site currently zoned M1 [Buildings C, D.2, E.2, G.1, G.2 & G.3], resulting in a density of 30.6 units per acre. The remaining 190 units will be developed on the 6.26 acres of the site zoned C2 for a gross density of 30.35 units per acre. As the underlying M1 zoning would permit 46 units to be built on those 8.5 acres of the site, that portion of the project is receiving a substantial density bonus greater than 5.5 times the base zoning or 214 units, while the 190 units on the C2 portion of the site is well below the 38 units per acre or 237 units that could be developed under that base zoning. The actual density bonus is difficult to calculate however, due to the orientation of the buildings in relation to the existing zoning boundaries. In all, it appears the project is receiving a 167-unit density bonus (214 units over in M1 less the 47 units under in C2).

The developer will be seeking public assistance to aid in the development of the project, including the formation of a Tax Increment Financing District (TID) and the use of New Market Tax Credits. The developer indicates that these incentives as well as possible use of Section 42 Tax Credits for rental housing may be used to defray the cost of providing the required affordable housing units.

## **ANALYSIS**

The proposed Union Corners redevelopment project represents a significantly new direction and character for this previously industrially and commercially oriented property, which was facilitated by the closing of the Rayovac production facility and Kohl's grocery store. The development will also chart a new direction for this portion of the E. Washington Avenue corridor, which is primarily characterized by mostly one and two-story automobile oriented uses and low- to medium-density residential uses. The density of the proposed redevelopment project is approximately 37.5 units per acre, which is considerably higher than the areas surrounding the site.

The plans presented are the culmination of a multi-year planning process in which the developer repeatedly engaged nearby neighborhood associations and interest groups as the redevelopment plan was shaped. In general, the Planning Unit believes that the proposed redevelopment project represents a well-designed reuse of a site that represents a number of development challenges, including the network of streets and railroads that bound the site, the shape of the property and various environmental concerns created by the former use of nearly two-thirds of the 14.76-acre site. While staff is generally supportive of the developer's efforts to redevelop this site, there will likely be a significant number of details that will require careful consideration as the project moves towards specific implementation plans and construction.

### Project Design

Though specific details on the construction of individual buildings such as architectural design and building materials have not been submitted, the developer has submitted a perspective aerial drawing of the development viewed from the northwest (Exhibit 16). The intent of this exhibit is to provide the Commission with the basic concepts of building scale, massing and articulation and the relationship the new project will have with its surroundings. [Note: This exhibit represents massing based on an earlier iteration of the site plan and does not show the buildings extending to the Milwaukee Street corner.] An initial review of the massing exhibit suggests that, in general, all of the multi-story buildings will be oriented to provide street-level activity along the sidewalk, though there may be areas that will need attention to prevent dead zones, especially along E. Washington Avenue. This would include the south side of the town square where it appears the parking for the D/E buildings will be partially at grade with the green terrace above, which may result in a blank wall looking onto the project's preeminent community amenity. The study generally indicates that the facades of the multi-story buildings will be articulated and rooflines varied in an effort to provide visual relief by breaking up the facades to reduce the mass of these buildings, which in some cases will stretch up to 500 feet in length (Building C).

The architectural treatment of the individual buildings will be a key consideration during the review of the forthcoming specific implementation plans. In order for this project to be a successful addition to the E. Washington Avenue corridor and neighborhood, staff believes the individual buildings must contain an appropriate amount of architectural commonality within the development while incorporating a variety of architectural details that reduce the appearance of the buildings as monolithic structures. Care should be taken to prevent the buildings from looming over adjoining neighborhoods, and to ensure that they relate well to the public ways, especially along E. Washington Avenue, where the character of the street is significantly different here than the area to the west in the Capitol Gateway Corridor. The proposed eight-plus story buildings (D.1 and E.1) will be four times taller than the next tallest buildings. Special attention should also be paid to how all buildings engage adjacent street frontages (including first floor uses as well as design elements) to create pedestrian friendly environments. Staff suggests that design standards be prepared by the developer to be submitted with the first specific implementation plan that discuss how the applicant will address concerns over the design of the buildings during implementation. Staff expects that at the time detailed plans for individual buildings are presented that the developer will use differentiation in building materials and incorporate distinct architectural details (such as window styles, cornices and parapets, and material variation) to reduce the mass of the buildings while providing significant visual interest.

Particular attention will also need to be paid at the specific implementation plan stage to the treatment of the surface parking area proposed along most of the Milwaukee Street frontage and to the streetscaping of the entire project. In addition, the first floor of Buildings D.1 and E.1

facing E. Washington Avenue will need specific attention to ensure that the entrance to the parking garage and the parking at grade will be adequately screened and that the buildings relate well to the street at pedestrian level.

The Urban Design Commission reviewed this general development plan on December 21, 2005 and recommended final approval (see attached report).

#### Conformance with City Plans

As noted above, the Draft Comprehensive Plan identifies the site as a potential redevelopment opportunity as a community mixed-use project and transit-oriented development (TOD). The project appears to fit well within the recommendations for community mixed-use developments, which the Comprehensive Plan recommends either be located adjacent to medium or high-density residential areas or be large enough to accommodate high density residential uses when adjacent to lower density areas, the latter of which would be the case for this project. Community mixed-use areas are recommended to have a focal point developed at high densities and focused on a commercial core, a plaza or square, a civic use or dense residential development. Buildings with these zones should be located close to the sidewalk with parking located at the rear of the buildings or underground, and pedestrian-level amenities should be provided. The Union Corners project appears to comply with most of these guidelines, especially when taken in the context of the area that surrounds it, which is largely low-rise, low-density residential housing and strip commercial. The Union Corners project will provide the surrounding neighborhoods with a high-density residential core as well as community-oriented commercial space, including a possible grocery store tenant to replace the grocery store that previously occupied the site. The project also includes a public amenity focal point at the heart of the development in the town square, which will be adjoined by ground floor retail in multiple buildings.

While many of the proposed standards for transit-oriented developments contained in the Comprehensive Plan pertain to more horizontal developments spread across larger tracts of land, a number of standards apply to the Union Corners redevelopment. Among the facets of transit-oriented developments present in this project include the provision of a variety of land uses (housing, retail, limited employment, etc.), the placement of the buildings creating a sense of spatial enclosure and creation of a high-quality public realm, and the inclusion of uses that generate pedestrian activity, such as spaces for retail and offices at the ground floor. The density of the project comports to the 30 unit per acre density recommended in the Comprehensive Plan for the core of a TOD, which is recommended to be within 1/8 of a mile from a transit stop. E. Washington Avenue, Winnebago Street and Milwaukee Street all currently have seven-day bus service on at least one route, with four or more routes serving Milwaukee Street and E. Washington at least part-time on weekdays.

As noted in the "General Information" section of the report, the proposed Union Corners redevelopment project is located within the scope of the East Washington Avenue/ Old East Side Master Plan (BUILD) recommendations. The plan recommends that buildings along E. Washington Avenue be at least two, and not more than four stories tall, with buildings within 60 feet of existing residences not to exceed 2.5 stories in height. The plan also encourages buildings to be architecturally distinguishable from their neighbors with specific direction about the articulation of street walls. While on its surface, the subject project contradicts the recommendations of the plan regarding building height, the context of the East Washington Avenue plan has changed as it relates to the subject site. At the time this plan was developed (adopted in 2000), both the Kohl's grocery store and Rayovac facility were in operation and expected to continue into the foreseeable future. Hence, the plan is primarily geared toward smaller infill development projects instead of the considerably larger 14.76-acre redevelopment project proposed. The unanticipated wholesale change in the context of the site creates opportunities for a more holistic redevelopment solution, which could allow for taller buildings to be considered. This is reinforced by the recommendations of the Comprehensive Plan, which calls for this site to serve as the higher-density core of the "Community Mixed-Use" zone and transit-oriented development. Staff believes that it would be difficult to achieve the goals of the Comprehensive Plan while adhering to the height recommendations of the East Washington Avenue plan.

#### Demolition Standards

The condition of the existing buildings located throughout the site is likely commensurate with the age of those buildings. A windshield survey of the buildings by staff found the buildings in various states of repair. Staff has no information that would indicate that the buildings are not structurally sound or capable of being rehabilitated or repaired. However, staff believes that the proposed alternative use of the site, located along a vital urban corridor leading to the Capitol will allow this site to be economically productive for the foreseeable future. Staff believes that the proposal can comply with the demolition standards and has no concerns with the granting of the demolition permit with the general development plan to allow the developer to begin installation of the new road network and underground utilities.

The Planning Unit supports the developer's proposal to reconstruct the French Battery Building as a component of the project. While some in the community have expressed concerns about the loss of context with the proposed relocation and reorientation of the building, staff believes that the relocated building allows the project to acknowledge the historical significance of the French Battery Building while repurposing and repositioning the building to fit within the new context created by the Union Corners project. This relocation is a key component of the overall redevelopment project and integral to the viability of the plan.

## **CONCLUSION**

In reviewing the standards for planned unit developments, staff believes the criteria can be met for the Union Corners redevelopment project. As with all two-stage general development plan/specific implementation plan approvals, significant details including but not limited to the articulation and final architecture of the proposed buildings, specific development amenities and streetscape improvements will warrant thorough review at the specific implementation plan level. Following general development plan approval, the Plan Commission and Council will be required to apply the same PUD standards and criteria to the amended specific implementation plan that will be required prior to construction, giving the City the ability to exert significant influence on the final development product. It is the Planning Unit's belief that, although a number of details will require resolution at the specific implementation plan stage, the proposed development should result in substantial benefits to the built environment that embody the intent of planned unit developments. In particular, that the proposed planned unit development is "compatible with the physical nature of the site or area" and "would produce an attractive environment of sustained aesthetic desirability, economic stability and functional practicality compatible with the [master] plan."

The proposed redevelopment project presents a dynamic reuse of a former brownfield site and underdeveloped quadrant of a key eastside intersection. While the scale of the proposed project is significantly greater than both the existing one- to three-story buildings and the buildings in the surrounding area, staff believes that the scale is appropriate given the area's designation as a transit-oriented development and community mixed-use center under the Comprehensive Plan. The Planning Unit recommends that the Plan Commission and City Council approve this general development plan, which sets forth the *concept* of redeveloping the site as discussed above, including the proposed uses, scale and massing.

## **RECOMMENDATION**

The Planning Unit recommends that the Plan Commission forward Zoning Map Amendment 3157, rezoning 2313-2525 E. Washington Avenue, 2306-2422 Winnebago Street, 2317-2415 Winnebago Street and 11 S. Fifth Street from C2 (General Commercial District) and M1 (limited Manufacturing District) to Planned Unit Development-General Development Plan (PUD-GDP) to the Common Council with a recommendation of **approval**, subject to input at the public hearing and the following conditions:

1. Comments from reviewing agencies.
2. That a detailed Inclusionary Dwelling Unit Plan be submitted with all future specific implementation plan approvals.

3. That design standards for the whole project be submitted as part of the first specific implementation plan that discuss how the applicant will address concerns over the design of the various buildings during implementation of the general development plan.
4. That the applicant submit building elevations and any other relevant materials to the Planning Unit for approval of the exterior finishes of individual tenant spaces for all commercial spaces. Such plans shall include contextual information showing the relationship between the exterior finishes proposed and the remainder of the retail corridor.
5. That the applicant submit a Reuse and Recycling Plan for approval by the City of Madison Recycling Coordinator prior to the permits for demolition being issued.
6. That the vacation of Sullivan, Florence and Winnebago streets and the recording of the Certified Survey Map subdividing the subject site be based on this general development plan and that the recording of both occur prior to the approval of the first specific implementation plan.

The Planning Unit recommends that the Plan Commission forward **Zoning Map Amendment I.D. 3059** (ID #00220), rezoning the subject site from C2 and M1 to PUD-GDP to the Common Council with a recommendation that this matter be **placed on file**, as it has been replaced by Zoning Map Amendment I.D. 3157 (ID #02454) which includes a larger development parcel.



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## Traffic Engineering Division

David C. Dryer, City Traffic Engineer

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December 28, 2005

TO: Plan Commission

FROM: David C. Dryer, P.E., City Traffic Engineer

SUBJECT: **2313 to 2525 East Washington Ave. and 2306 to 2422 Winnebago Street—  
Rezoning – C2 & M1 to PUD (GDP) – Residential & Commercial  
Development**

The City Traffic Engineering Division has reviewed the subject development and has the following comments.

**MAJOR OR NON-STANDARD REVIEW COMMENTS** (Comments which are special to the project and/or may require additional work beyond a standard, more routine project.)

1. The subject development is approved condition upon the findings and recommendations contained in the Developer's Traffic Impact Study dated December 2004, particularly Table 5 of that report.
2. The final street designs and right of way requirements shall be reviewed and approved by the Traffic Engineer. The proposed designs are very close to acceptable, but need some minor refinements.
3. The attached Traffic Signal and St. Light declaration of conditions and covenants shall be executed and returned to City Traffic Engineering.
4. The City of Madison radio systems are microwave directional line of sight to remote towers citywide. The building elevation will need to be reviewed by the Traffic Engineer to accommodate the microwave sight and building. The applicant shall submit grade and elevations plans if the building exceeds four stories prior to sign-off to be reviewed and approved by Keith Lippert, (266-4767) Traffic Engineering Shop, 1120 Sayle Street.
5. The approval of this facility does not include the approval of the as proposed improvements in the street right-of-way. The applicant should remove all proposed improvements or conditions in the right-of-way on the site plan sheets or note: "All right-of-way improvements require separate approval by the Board of Public Works and Common Council for the public right-of-way changes to be requested by the developer."
6. The applicant shall enter into a subdivision contract or developer's agreement to accommodate proposed street improvements.

7. The owner shall sign an agreement with the City of Madison, which requires the property owner to pay 100% of the cost of annual operating and maintenance expenses for the new traffic signal to be installed at Sixth St. & E. Washington Av.

## GENERAL OR STANDARD REVIEW COMMENTS

In addition, we offer the following General or Standard Review Comments:

8. When the applicant submits final plans for approval, the applicant shall show the following: items in the terrace as existing (e.g., signs and street light poles), type of surfaces, existing property lines, addresses, one contiguous plan (showing all easements, all pavement markings, building placement, and stalls), adjacent driveway approaches to lots on either side and across the street, signage, percent of slope, vehicle routes, dimensions of radii, aisles, driveways, stalls including the two (2) feet overhang, and a scaled drawing at 1" = 60'.
9. If the number of parking stalls proposed is over 1,000, the applicant is advised of the Wisconsin Administrative Code NR 406 requirements as they pertain to parking lot size and air quality. The Applicant should contact the Wisconsin Department of Natural Resource, John Meier, Air Quality Analyst (267-0869). A letter from the DNR should be provided to City Traffic Engineering demonstrating that the Indirect Source Permit was issued or exempted.
10. The applicant shall note that Madison General Ordinance 10.08(a) 6 requires all facilities to have adequate internal circulation in which no backing movement, except that required to leave a parking stall, is allowed. All parking facilities shall be designed so as not to utilize any portion of the public right-of-way except to permit ingress and egress in a forward manner:
  - The facility requiring truck service should be accommodated on-site with ingress & egress in a forward manner.
11. The applicant shall redesign the driveway approaches according to the design criteria for a "Class III" driveway in accordance to Madison General Ordinance Section 10.08(4). The proposed driveway approaches with a width over 30 ft. is not permitted according to the ordinance.
12. The applicant shall design the surface parking areas for stalls and backing up according to Figures II of the ordinance using the 9' or wider stall for the commercial/retail area. The "One Size Fits All" stall could be used for the residential parking area and in the ramp only, which is a stall 8'-9" in width by 17'-0" in length with a 23'-0" backup. Aisles, ramps, columns, offices or work areas are to be excluded from these rectangular areas, when designing underground parking areas.
13. The parking facility shall be modified to provide for adequate internal circulation for vehicles. This can be accommodated by eliminating a parking stall at the dead ends. The eliminated stall shall be modified to provide a turn around area ten (10) to twelve (12) feet in width and signed "No Parking Anytime."
14. The applicant shall install private street name and other signs that comply with Madison General ordinances 10.34(3). The applicant shall show detail drawing of signs and installation that comply with M.G.O.



Sign Installation. Street name signs shall be installed five (5) feet behind the property line on private property on the right hand side of the private street approach to the public street. Signs may be mounted on wood posts, drive posts or on two (2) inch (I.D.) steel pipe mounted on a concrete stub buried in the ground. At all private-public street intersections, the property owner shall install and maintain a regulation stop sign (minimum 24" x 24") and a "Private Drive" sign (minimum 18" x 18") mounted on the street name sign post seven (7) feet above ground (measured to the bottom of the sign). Street name signs shall be mounted no less than nine (9) feet, nor more than ten (10) feet above ground (measured to the bottom of the sign).

15. The Developer shall post a deposit and reimburse the City for all costs associated with any modifications or installation of Traffic Signals, Street Lighting, Signing and Pavement Marking, and conduit and handholes, including labor, engineering and materials for both temporary and permanent installations.
16. "Stop" and "No Left Turns" signs shall be installed at a height of seven (7) feet to the bottom of the first sign at the driveway approach to East Washington Ave. A "Stop" sign shall be installed at a height of seven (7) feet all driveway approaches except the traffic round about. All signs at the approaches shall be installed behind the property line. All directional/regulatory signage and pavement markings on the site shall be shown and noted on the plan.
17. If the E. Washington Ave. driveway approaches are special street type, the applicant shall provide a detail 1" = 20' detail drawing of the "Street Type Entrance" with plan sheets showing epoxy lane lines, cross walks, stop bars and pavement markings details to be approved by the City Traffic Engineer. In addition, a note shall be shown on the plan, " ALL PAVEMENT MARKING SHALL BE INSTALLED IN EPOXY AND MAINTIAN BY THE PROPERTY OWNER."
18. Public signing and marking related to the development may be required by the City Traffic Engineer for which the developer shall be financially responsible.

Please contact John Leach, City Traffic Engineering at 267-8755 if you have questions regarding the above items:

Contact Person: Todd McGrath  
Fax: 255-1132

DCD:DJM:dm

**CITY OF MADISON  
INTERDEPARTMENTAL  
CORRESPONDENCE**

**Date:** December 19, 2005

**To:** Plan Commission  
**From:** Kathy Voeck, Assistant Zoning Administrator  
**Subject:** 2513-2525 E Washington Avenue, Rezoning and CSM

**Present Zoning District** C-2 & M-1

**Proposed Use:** Demolish buildings for future residential & commercial development

**Proposed Zoning District:** PUD(GDP)

MAJOR OR NON-STANDARD REVIEW COMMENTS (Comments which are special to the project and/or may require additional work beyond a standard, more routine project). **NONE.**

**GENERAL OR STANDARD REVIEW COMMENTS**

1. Section 28.04(24) provides that Inclusionary Zoning requirements shall be complied with as part of the approval process. Submit, to CDBG, a copy of the approved plan for recording prior to zoning sign off of the PUD(SIP).
2. Demolition of the existing buildings and the infrastructure work are being approved as part of the GDP/CSM. The phased redevelopment will require rezoning to PUD(SIP).

**ZONING CRITERIA**

<b>Bulk Requirements</b>	<b>Required</b>	<b>Proposed</b>
Bulk requirements	To be reviewed at SIP	submittal. *

<b>Site Design</b>	<b>Required</b>	<b>Proposed</b>
Site design/parking, etc.	To be reviewed at SIP	submittal. *

<b>Other Critical Zoning Items</b>	
Urban Design	Yes
Utility easements	Yes
Barrier free (ILHR 69)	Yes, at future development

With the above conditions, the proposed project **does** comply with all of the above requirements.

\* Since this project is being rezoned to the **(PUD)** district, and there are no predetermined bulk requirements, we are reviewing it based on the criteria for the C-2 district, because of the surrounding land uses.



Department of Public Works  
**City Engineering Division**

608 266 4751

Larry D. Nelson, P.E.  
 City Engineer

City-County Building, Room 115  
 210 Martin Luther King, Jr. Boulevard  
 Madison, Wisconsin 53703  
 608 264 9275 FAX  
 608 267 8677 TDD

**Deputy City Engineer**  
 Robert F. Phillips, P.E.

**Principal Engineers**  
 Michael R. Dalley, P.E.  
 Christina M. Bachmann, P.E.  
 John S. Fahrney, P.E.  
 David L. Benzschawel, P.E.  
 Gregory T. Fries, P.E.

**Operations Supervisor**  
 Kathleen M. Cryan

**Hydrogeologist**  
 Joseph L. DeMorett, P.G.

**GIS Manager**  
 David A. Davis, R.L.S.

DATE: December 29, 2005

TO: Plan Commission

FROM: Larry D. Nelson, P.E., City Engineer

SUBJECT: Union Corners PUD (GDP) (East Washington/Winnebago) Revised Plans

The City Engineering Division has reviewed the subject development and has the following comments.

**MAJOR OR NON-STANDARD REVIEW COMMENTS** (Comments which are special to the project and/or may require additional work beyond a standard, more routine project.)

1. The layout requires the vacation of Division Street, the abandonment of a the railroad crossing on Division Street, the acquisition of a portion of the property at 2305 Winnebago Street (Corner of Division St and Winnebago St) and the realignment of Winnebago Street at Fifth Street. The City Engineer has ordered a survey of the existing topography and the City will design the new street layout. The vacation of the streets and the acquisition of property require separate Common Council Approval and the abandonment of the railroad crossing requires the approval of the Office of the Commissioner of Railroads (OCR). The OCR could object to the abandonment of the Division Street railroad crossing and it may be determined that the vacation of Division Street is not in the best interest of the City. The Developer shall revise the right of way on Winnebago Street and Division Street as required by the City Engineer to meet the requirements of the ultimate design.
2. The Developer shall dedicate additional right of way on East Washington Avenue and on Milwaukee Street as required by the City Engineer to accommodate the East Washington Ave and Milwaukee Street reconstruction.
3. The dedication of right of way for the streets internal to the development appear generally acceptable however the alignments have not been reviewed in detail. The Developer shall revise the right of way if required by the City Engineer and City Traffic Engineer.
4. The applicant shall be required to detain stormwater as necessary to allow the discharge rate to the south to match the existing limited storm sewer capacity.
5. The relocation of Winnebago Street requires the relocation of numerous utilities. The Developer shall arrange for the relocation of the utilities.
6. Proposed 12" sanitary extending southeast from East Washington Avenue appears larger than what is needed. Have the existing sanitary sewer mains sizes been verified?



## GENERAL OR STANDARD REVIEW COMMENTS

In addition, we offer the following General or Standard Review Comments:

### Engineering Division Review of Planned Community Developments, Planned Unit Developments and Conditional Use Applications.

Name: Union Corners PUD (GDP) (East Washington/Winnebago) Revised Plans

#### General

- 1.1 The construction of this building will require removal and replacement of sidewalk, curb and gutter and possibly other parts of the City's infrastructure. The applicant shall enter into a City / Developer agreement for the improvements required for this development. The applicant shall be required to provide deposits to cover City labor and materials and surety to cover the cost of construction. The applicant shall meet with the City Engineer to schedule the development of the plans and the agreement. The City Engineer will not sign off on this project without the agreement executed by the developer. The developer shall sign the Developer's Acknowledgement prior to the City Engineer signing off on this project.
- 1.2 The site plan shall identify lot and block numbers of recorded Certified Survey Map or Plat.
- 1.3 The site plan shall include all lot/ownership lines, existing building locations, proposed building additions, demolitions, parking stalls, driveways, sidewalks (public and/or private), existing and proposed signage, existing and proposed utility locations and landscaping.
- 1.4 The site plan shall identify the difference between existing and proposed impervious areas.
- 1.5 The site plan shall reflect a proper street address of the property as reflected by official City of Madison Assessor's and Engineering Division records.
- 1.6 The site plan shall include a full and complete legal description of the site or property being subjected to this application.

#### Right of Way / Easements

- 2.1 The Applicant shall Dedicate a \_\_\_\_\_ foot wide strip of Right of Way along \_\_\_\_\_.
- 2.2 The Applicant shall Dedicate a \_\_\_\_\_ foot wide strip of Right of Way along \_\_\_\_\_.
- 2.3 The Applicant shall Dedicate a Permanent Limited Easement for grading and sloping \_\_\_\_\_ feet wide along \_\_\_\_\_.
- 2.4 The City Engineer has reviewed the need for pedestrian and bicycle connections through the development and finds that no connections are required.
- 2.5 The Applicant shall Dedicate a Permanent Limited Easement for a pedestrian / bicycle easement \_\_\_\_\_ feet wide from \_\_\_\_\_ to \_\_\_\_\_.
- 2.6 The Developer shall provide a private easement for public pedestrian and bicycle use through the property running from \_\_\_\_\_ to \_\_\_\_\_.
- 2.7 The developer shall be responsible for the ongoing construction and maintenance of a path within the easement. The maintenance responsibilities shall include, but not be limited to, paving, repaving, repairing, marking and plowing. The developer shall work with the City of Madison Real Estate Staff to administer this easement. Applicable fees shall apply.

#### Streets and Sidewalks

- 3.1 The Applicant shall execute a waiver of notice and hearing on the assessments for the improvement of [roadway] \_\_\_\_\_ in accordance with Section 66.0703(7)(b) Wisconsin Statutes and Section 4.09 of the MGO.
- 3.2 **Value of sidewalk installation over \$5000.** The Applicant shall Construct Sidewalk to a plan approved by the City Engineer along \_\_\_\_\_.
- 3.3 **Value of sidewalk installation under \$5000.** The Applicant shall install public sidewalk along \_\_\_\_\_. The Applicant shall obtain a Street Excavation Permit for the sidewalk work, which is available from the City Engineering Division. The applicant shall pay all fees associated with the permit including inspection fees. All work must be completed within six months or the succeeding June 1, whichever is later.
- 3.4 The Applicant shall execute a waiver of their right to notice and hearings on the assessments for the installation of sidewalk along [roadway] \_\_\_\_\_ in accordance with Section 66.0703(7)(b) Wisconsin Statutes and Section 4.09 of the MGO.
- 3.5 The Applicant shall grade the property line along \_\_\_\_\_ to a grade established by the City Engineer. The grading shall be suitable to allow the installation of sidewalk in the future

without the need to grade beyond the property line. The Applicant shall obtain a Street Excavation permit prior to the City Engineer signing off on this development.

- 3.6 The Applicant shall close all abandoned driveways by replacing the curb in front of the driveways and restoring the terrace with grass.
- 3.7 **Value of the restoration work less than \$5,000. When computing the value, do not include a cost for driveways. Do not include the restoration required to facilitate a utility lateral installation.** The Applicant's project requires the minor restoration of the street and sidewalk. The Applicant shall obtain a Street Excavation Permit for the street restoration work, which is available from the City Engineering Division. The applicant shall pay all fees associated with the permit including inspection fees.
- 3.8 The Applicant shall make improvements to \_\_\_\_\_ in order to facilitate ingress and egress to the development. The improvement shall include a (Describe what the work involves or strike this part of the comment.) \_\_\_\_\_.
- 3.9 The Applicant shall make improvements to \_\_\_\_\_. The improvements shall consist of \_\_\_\_\_.
- 3.10 The approval of this Conditional Use does not include the approval of the changes to roadways, sidewalks or utilities. The applicant shall obtain separate approval by the Board of Public Works and the Common Council for the restoration of the public right of way including any changes requested by developer. The City Engineer shall complete the final plans for the restoration with input from the developer. The curb location, grades, tree locations, tree species, lighting modifications and other items required to facilitate the development or restore the right of way shall be reviewed by the City Engineer, City Traffic Engineer, and City Forester.
- 3.11 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.
- 3.12 The Applicant shall replace all sidewalk and curb and gutter which abuts the property which is damaged by the construction or any sidewalk and curb and gutter which the City Engineer determines needs to be replaced because it is not at a desirable grade regardless of whether the condition existed prior to beginning construction.
- 3.13 The Applicant shall obtain a privilege in streets agreement for any encroachments inside the public right of way. The approval of this development does not constitute or guarantee approval of the encroachments.
- 3.14 The Applicant shall provide the City Engineer with the proposed soil retention system to accommodate the restoration. The soil retention system must be stamped by a Professional Engineer. The City Engineer may reject or require modifications to the retention system.
- 3.15 The Applicant shall complete work on exposed aggregate sidewalk in accordance with specifications provided by the city. The stone used for the exposed aggregate shall be approved by the City. The Construction Engineer shall be notified prior to beginning construction. Any work that does not match the adjacent work or which the City Construction Engineer finds is unacceptable shall be removed and replaced.
- 3.16 All work in the public right-of-way shall be performed by a City licensed contractor.

#### Storm Water Management

- 4.1 The site plans shall be revised to show the location of all rain gutter down spout discharges.
- 4.2 Storm sewer to serve this development has been designed and constructed. The site plans shall be revised to identify the location of this storm sewer and to show connection of an internal drainage system to the existing public storm sewer.
- 4.3 The plan set shall be revised to show a proposed private internal drainage system on the site. This information shall include the depths and locations of structures and the type of pipe to be used.
- 4.5 The applicant shall show storm water "overflow" paths that will safely route runoff when the storm sewer is at capacity.
- 4.6 The applicant shall demonstrate compliance with Section 37.07 and 37.08 of the Madison General Ordinances regarding permissible soil loss rates. The erosion control plan shall include Universal Soil Loss Equation (USLE) computations for the construction period. Measures shall be implemented in order to maintain a soil loss rate below 7.5-tons per acre per year.
- 4.7 The City of Madison is an approved agent of the Department of Commerce. This proposal contains a commercial building and as such, the City of Madison is authorized to review infiltration, stormwater management, and erosion control on behalf of the Department of Commerce. No separate submittal to Commerce or the WDNR is required.
- 4.8 This development includes multiple building permits within a single lot. The City Engineer and/or the Director of the Inspection Unit may require individual control plans and measures for each building.
- 4.9 If the lots within this site plan 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 site plan and recorded at the Dane Co Register of Deeds.

- 4.10 Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to:

- Detain the 2 & 10-year storm events.
- Detain the 2, 10, & 100-year storm events.
- Control 40% TSS (20 micron particle).
- Control 80% TSS (5 micron particle).
- Provide infiltration in accordance with NR-151.
- Provide substantial thermal control.
- Provide oil & grease control from the first 1/2" of runoff from parking areas.

Stormwater management plans shall be submitted and approved by City Engineering prior to signoff.

- 4.11 The plan set shall be revised to show more information on proposed drainage for the site. This shall be accomplished by using spot elevations and drainage arrows or through the use of proposed contours. It is necessary to show the location of drainage leaving the site to the public right-of-way. It may be necessary to provide information off the site to fully meet this requirement.
- 4.12 A portion of this project comes under the jurisdiction of the US Army Corp of Engineers and WDNR for wetland or flood plain issues. A permit for those matters shall be required prior to construction on any of the lots currently within the jurisdictional flood plain.
- 4.13 The Applicant shall submit, prior to plan sign-off, digital CAD files to the Engineering Program Specialist in the Engineering Division (Lori Zenchenko). The digital copies shall be to scale and represent final construction.

CAD submittals can be either AutoCAD (dwg) Version 2001 or older, MicroStation (dgn) Version J or older, or Universal (dxf) formats and contain the following data, each on a separate layer name/level number:

- a) Building Footprints
- b) Internal Walkway Areas
- c) Internal Site Parking Areas
- d) Other Miscellaneous Impervious Areas (i.e. gravel, crushed stone, bituminous/asphalt, concrete, etc.)
- e) Right-of-Way lines (public and private)
- f) Lot lines
- g) Lot numbers
- h) Lot/Plat dimensions
- i) Street names

NOTE: Email file transmissions preferred [lzenchenko@cityofmadison.com](mailto:lzenchenko@cityofmadison.com) . Include the site address in this transmittal.

- 4.14 NR-151 of the Wisconsin Administrative Code will be effective on October 1, 2004. Future phases of this project shall comply with NR 151 in effect when work commences. Specifically, any phases not covered by a Notice of Intent (NOI) received from the WDNR under NR-216 prior to October 1, 2004 shall be responsible for compliance with all requirements of NR-151 Subchapter III. As most of the requirements of NR-151 are currently implemented in Chapter 37 of the Madison General Ordinances, the most significant additional requirement shall be that of infiltration.

NR-151 requires infiltration in accord with the following criteria. For the type of development, the site shall comply with one of the three (3) options provided below:

Residential developments shall infiltrate 90% of the predevelopment infiltration amount, 25% of the runoff from the 2-year post development storm or dedicated a maximum of 1% of the site area to active infiltration practices.

Commercial development shall infiltrate 60% of the predevelopment infiltration amount, 10% of the runoff from the 2-year post development storm or dedicate a maximum of 2% of the site area to active infiltration practices.

#### Utilities General

- 5.1 The Applicant shall obtain a Street Excavation permit for the installation of utilities required to serve this project. The Applicant shall pay the permit fee, inspection fee and street degradation fee as applicable and shall comply with all the conditions of the permit.
- 5.2 The applicant shall obtain all necessary sewer connection permits and sewer plugging permits prior to any utility work.
- 5.3 All proposed and existing utilities including gas, electric, phone, steam, chilled water, etc shall be shown on the plan.
- 5.4 The applicant's utility contractor shall obtain a connection permit and excavation permit prior to commencing the storm sewer construction.
- 5.5 The site plans shall be revised to show the location of existing utilities, including depth, type, and size in the adjacent right-of-way.
- 5.6 The developer shall provide information on how the Department of Commerce's requirements regarding treatment

of storm water runoff, from parking structures, shall be satisfied prior to discharge to the public sewer system. Additionally, information shall be provided on which system (storm or sanitary) the pipe shall be connected to.

**Sanitary Sewer**

- 6.1 Prior to approval of the conditional use application, the owner shall obtain a permit to plug each existing sanitary sewer lateral that serves a building that is proposed for demolition. For each lateral to be plugged the owner shall deposit \$1,000 with the City Engineer in two separate checks in the following amounts: (1). \$100 non-refundable deposit for the cost of inspection of the plugging by City staff; and (2). \$900 for the cost of City crews to perform the plugging. If the owner elects to complete the plugging of a lateral by private contractor and the plugging is inspected and approved by the City Engineer, the \$900 fee shall be refunded to the owner.
- 6.2 All outstanding Madison Metropolitan Sewerage District (MMSD) and City of Madison sanitary sewer connection charges are due and payable prior to connection to the public sewerage system.
- 6.3 Each unit of a duplex building shall be served by a separate and independent sanitary sewer lateral.
- 6.4 The site plan shall be revised to show all existing public sanitary sewer facilities in the project area as well as the size and alignment of the proposed service.

**DRAFT**

**AGENDA # 4**

City of Madison, Wisconsin

**REPORT OF:** URBAN DESIGN COMMISSION

**PRESENTED:** December 21, 2005

**TITLE:** 2313-2525 East Washington Avenue –  
Union Corners – PUD(GDP), New  
Construction in Urban Design District No.  
5, Mixed-Use Development

**REFERRED:**

**REREFERRED:**

**REPORTED BACK:**

**AUTHOR:** Alan J. Martin, Secretary

**ADOPTED:**

**POF:**

**DATED:** December 21, 2005

**ID NUMBER:**

Members present were: Paul Wagner, Ald. Noel Radomski, Todd Barnett, Bruce Woods, Lisa Geer, Michael Barrett and Lou Host-Jablonski.

**SUMMARY:**

At its meeting of December 21, 2005, the Urban Design Commission **GRANTED FINAL APPROVAL** for the Union Corners PUD(GDP) located at 2313-2525 East Washington Avenue in Urban Design District No. 5. Appearing on behalf of the project were Todd McGrath, Lance McGrath, Paul Cuta, John Lichtenheld, Ald. Judy Olson and Dan Melton. Megan Schiesman, Peter Wolff and Nick Schroeder appeared and spoke in opposition. Karen FASTER and Brent Sieling appeared neither in support nor opposition. The development team presented revised plans as a follow-up to a recent meeting of the Schenk-Atwood-Starkweather-Yahara Neighborhood Association (SASYNA) and the previous consideration of the project by the Urban Design Commission at its meeting of December 7, 2005. The revised plans and text featured the following:

- An evaluation of mature tree vegetation around the current location of the French Battery building by Bruce Alison with recommendations for preservation.
- A change in plan to relocate the French Battery building along the westerly side of the realigned Winnebago Street extended, combined with the development of a vehicular turn-around at its intersection with Sixth Street, along with the accommodation of a four-story residential with grade level commercial in the formerly proposed location of the French Battery building. These combined changes allow for the preservation of more trees, in addition to the creation of more greenspace around the adjacent round-about. Pedestrian walkways have been provided to the south crossing railroad right-of-way with connections to Division and Jackson Streets.
- The grocer building has been reconfigured and moved in order to tie it to the corner of East Washington Avenue and Milwaukee Street.
- Massing studies provide for a visual termination to proposed streets with buildings and their architectural elements.
- A zoning text has been provided for the Commission's review as previously requested that reflects all current changes to the General Development Plan as proposed.

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Following the presentation of the plans, an array of neighborhood residents, including members of SASYNA, spoke and elaborated on the following:

- Concern with the effect of shadows from proposed development on the existing neighborhood to the east during the summer.
- Continue to work on connectivity issues to the south with entry monuments that are similar to those provided for cars for the adjacent bike path.
- Honor the neighborhood plan supporting five-story heights only.
- Appropriately deal with the grocer to frame the corner and define as a gateway at the intersection of Milwaukee Street and East Washington Avenue.
- The neighborhood is split on the issue to relocate and/or maintain the French Battery building in its current location.
- Building height is still an issue; some neighbors are OK with building heights as proposed along East Washington Avenue.

Following testimony from area residents, the Commission in deliberating on the project, stated the following:

- Specification of building heights and floor area ratio (f.a.r.) information should appear within the zoning text.
- Further consideration of the project's future phases should be accompanied with the provision of cross-sections of development, as well as three dimensional modeling to help get an understanding of building height as it relates to adjacent existing neighborhood development.
- Provide a pedestrian entrance at the corner building adjacent to Milwaukee Street and East Washington Avenue for the grocer tenant or whatever corner tenancy will occupy that space.
- Provide pedestrian connectivity between East Washington Avenue and internal development adjoining the grocer tenant space.
- Consider an art wall landscape screen around the Milwaukee Street surface parking lot.
- In terms of building height, the General Development Plan text should describe maximum floor-to-floor and/or building height.
- Consider tipping the relocated French Battery building to enhance the view of the front or end elevation.
- In favor of constricting streets to control traffic if acceptable to City staff.
- The tearing down of the French Battery building is troubling with concerns raised about the mass of individual buildings, as well as density without huge blocky buildings.

### **ACTION:**

On a motion by Geer, seconded by Host-Jablonski, the Urban Design Commission **GRANTED FINAL APPROVAL** for the Union Corners PUD(GDP) located at 2313-2525 East Washington Avenue in Urban Design District No. 5. The motion was passed on a unanimous vote of (7-0). The motion provided the following:

- The Pedestrian/Bicycle/Motor Vehicle Commission consideration of the project.
- The Urban Design Commission goes on record to modify the project to reduce public street width.
- Further development of the mixed-use/grocer building at the corner of East Washington Avenue and Milwaukee Street should provide for an architectural statement.

10

The motion also required that the following be addressed with either any future SIP phase of development or any amendment to the overall GDP as currently proposed:

- Relative to circulation:
  - Eliminate internal bypass, or cure the problem of cut-through.
  - Roads narrowed to reflect surrounding neighborhoods, i.e., 32' curb-to-curb, including parallel parking.
  - Eliminate wide turning radii; turning radii should approximate those of surrounding neighborhoods.
  - Pedestrian bulb-outs shall be provided at every intersection.
  - Division Street right-of-way shall be preserved for pedestrians and bicycles.
  - Provide a Jackson Street pedestrian/bicycle connection.
  - Provide a Farwell pedestrian/bicycle connection.
- Relative to architecture:
  - LEEDS mandatory as proposed by the applicant.
  - Structures should frame street frontage along East Washington Avenue and Milwaukee Street.
  - The French Battery building is to be rebuilt in a manner that strongly resembles current form and façade (no Union Transfer façade-ectomy treatment).
  - Tall buildings should be better articulated to provide large shafts of light to penetrate East Washington Avenue during winter months.
  - Buildings should not come across as office park corporate. Commercial entrances to should be prominent and include features such as large french doors, plazas, terraces, etc.
  - Architecture should not preclude mixed-use, including one major grocery store.
  - Provide better architectural connection to neighborhood southeast.
- Relative to greenspace:
  - Greenspace along the railroad right-of-way should be oriented to public use, including active play, gardening and passive recreation.
  - Save the oaks.
  - Condense greenspace gained by narrowing roads and squaring corners.
  - Green roofs should occupy at least 2/3 of rooftops, with an emphasis on orientation to capture spring and fall sun patterns.
  - Entrance monuments shall be provided for pedestrian/bicycle paths.

A previous motion by Barrett, for initial with stated conditions for final, failed to obtain a second, but were incorporated by reference into the motion for final approval.

After the Commission acts on an application, individual Commissioners rate the overall design on a scale of 1 to 10, including any changes required by the Commission. The ratings are for information only. They are not used to decide whether the project should be approved. The scale is 1 = complete failure; 2 = critically bad; 3 = very poor; 4 = poor; 5 = fair; 6 = good; 7 = very good; 8 = excellent; 9 = superior; and 10 = outstanding. The overall ratings for this project are 5, 6, 6, 7, 7, 7.5 and 8.

**URBAN DESIGN COMMISSION PROJECT RATING FOR: 2313-2525 East Washington Avenue**

	Site Plan	Architecture	Landscape Plan	Site Amenities, Lighting, Etc.	Signs	Circulation (Pedestrian, Vehicular)	Urban Context	Overall Rating
<b>Member Ratings</b>	7	-	-	-	-	7	7	7
	-	-	-	-	-	7.5	8	7.5
	6	-	6	-	-	6	6	6
	7	6	6	-	-	6	6	6
	8	7	7	9	-	8	9	8
	7	-	6	-	-	8	7	7
	5	5	5	5	-	5	5	5

**General Comments:**

- Great plan for “urban” redevelopment. Buildings should have varied heights so there is not a very blocky feel to the entire site. Maintain narrow streets.
- Nicely done. We look forward to this as the plan is fleshed out.
- Narrowing of streets is commendable and would recommend it to Traffic and Fire. May want to consider removing the lesser maple tree to emphasize the old oaks being preserved. Wrapping the grocery toward Milwaukee does a better job of anchoring the intersection and helps hide the parking behind. Provide entries to the store from both East Washington and Milwaukee to help the pedestrian connection to the north. Provide a taller element than one story at that corner as well.
- Congratulations on an excellent project.
- The neighborhood’s 3-year involvement and forbearance in allowing the demolition of a neighborhood icon (French Battery building) and its leniency in considering very large, very tall buildings should be highlighted as this process continues.

10

## AGENDA # 2

City of Madison, Wisconsin

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REPORT OF: URBAN DESIGN COMMISSION	<b>PRESENTED:</b> December 7, 2005
TITLE: Union Corners - PUD(GDP) New Construction in an Urban Design District	<b>REFERRED:</b> <b>REREFERRED:</b> <b>REPORTED BACK:</b>
AUTHOR: Alan J. Martin, Secretary	<b>ADOPTED:</b> <b>POF:</b>
DATED: December 7, 2005	<b>ID NUMBER:</b>

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Members present were: Paul Wagner, Chair; Lou Host-Jablonski, Lisa Geer, Robert March, Ald. Noel Radomski, Todd Barnett, Michael Barrett, Cathleen Feland, Jack Williams and Bruce Woods.

### SUMMARY:

At its meeting of December 7, 2005, the Urban Design Commission **REFERRED** consideration of the Union Corners project located at 2313-2525 East Washington Avenue. Appearing on behalf of the project were Todd McGrath, Lance McGrath and John Lichtenheld. Appearing and speaking in support was Ald. Judy Olson. Appearing and/or speaking neither in support nor opposition were Karen Faster, Dan Melton, Brent Sieling, , Karolyn Beebe and Jim Welsh. Appearing and speaking in opposition were Ron Schutz, Bret Hagemeyer and Michael Johns. The plans as presented for the redevelopment proposal featured the following:

- The phased demolition of approximately 22 structures in order to construct a 12 building mixed-use development including the relocation and reconstruction of the "French Battery" building.
- Provides for the preservation of some existing specimen-sized trees off of Winnebago Street.
- All development will be LEEDS certified.
- An existing commercial retail structure contained within the project limits off of the property's East Washington Avenue frontage (formerly the Unpainted Furniture Mart) will be renovated as a "sales center" with a renovation of an existing ground sign on the site.
- The revised site plan features a relocation of Winnebago Street and its intersection with Milwaukee Street, in combination with both pedestrian and vehicular circulation system. The project vision is as a main street project. The project will be constructed in three phases, with the last phase of development along its East Washington Avenue frontage, dependent on future improvements to the East Washington Avenue right-of-way.

Following the presentation several area residents spoke in opposition, and neither in opposition of the project, along with raising issues with this latest version of the redevelopment proposal as further detailed within an email and distributed publication from the Schenk-Atwood-Starkweather-Yahara Neighborhood Association. Neighborhood concerns centered around the following issues:

- Concern with the specimen trees within a cluster off of Winnebago, their preservation and the plan's accommodation of their maintained use.

- The deconstruction and reconstruction and location of the “French Battery” building; which was described as unique based on its unusual orientation to Winnebago Street and a visual feature of the neighborhood. Its current location and surrounding landscaped setback was noted as a park-like attribute to the neighborhood.
- The building height of new structures within the redevelopment proposal, specifically along East Washington Avenue, was also an issue in light of the amount of 1 and 2-story buildings on surrounding adjacent properties.
- Issues were also raised concerning the change in orientation of Winnebago Street.
- Although an area grocer was commonly agreed as a necessity, issues with the look and orientation of the grocer building, as well as the amount of surface parking were raised.

Following a review of neighborhood concerns, the Commission expressed concerns on the following:

- The issue of connectivity is better with this plan than previous versions but still presents issues with the lack of connectivity to the south, specifically to Jackson and Falwell Streets, in addition to the lack of alignment with the existing street grid of adjoining streets within the area.
- Provide a traffic study covering proposed stacking on Sixth Street and its relief by the reorientation of Winnebago Street.
- Woods questioned why the grocery store was oriented to Seventh Street instead of relating to its Milwaukee Street frontage, along with consideration for elimination of surface parking. It was also noted that the project needed something solid to anchor the corner of Milwaukee Street and East Washington Avenue.
- Need to improve Milwaukee Street orientation pedestrian-wise and provide resolve for the project serving people south of East Washington Avenue, but not to the north or west across the street right-of-way.
- Get an arborist to look at existing trees to determine if other trees are worth saving and produce a tree preservation plan.
- The idea of a village green is great. Consider introducing double-loaded diagonal parking both ways to reduce the amount of surface parking abutting Milwaukee Street and allow for an increase of greenspace on Milwaukee Street.
- Provide a shading diagram to deal with sun shadow issues with building heights as proposed.
- In regards to the grocer there is an issue with the front and back of the building dictating that the front of the grocery is oriented to the parking not to the town square as a potential rear, need to make sure that both sides or faces of the buildings relate to both the green and parking areas.
- Concern with town square as just a greenspace and not pedestrian-friendly.
- Since adding new area to the project limits existing houses’ character is not discussed; need to provide more info on existing houses, their potential for relocation with further consideration of the project.
- Look at a way to create a town square where the grocer building provides activation at the same time while turning the building to relate to Milwaukee Street to create an active corner feature.
- Consider the possibility of relocating “French Battery” building to the alternate side of Winnebago Street with a new park-like setting on its southwesterly corner.
- Provide a GDP zoning text for review that details the location, bulk, mass and height of proposed structures.
- Provide references to the project’s consistency with the East Washington Avenue BUILD Plan, especially in regards to building height.
- Need to alleviate concern with undifferentiated building mass and slabs that detail and discern proportions and massing of proposed structures.

- Look at street width issue and report back to the Commission in regards to requests for narrowing of widths.
- Look at the intersection of Milwaukee and Winnebago Streets with a redesigned corner feature and how it will be addressed.

**ACTION:**

On a motion by Host-Jablonski, seconded by March, the Urban Design Commission **REFERRED** consideration of the Union Corners project. The motion was passed on a unanimous vote of (9-0). The motion required address of the following:

After the Commission acts on an application, individual Commissioners rate the overall design on a scale of 1 to 10, including any changes required by the Commission. The ratings are for information only. They are not used to decide whether the project should be approved. The scale is 1 = complete failure; 2 = critically bad; 3 = very poor; 4 = poor; 5 = fair; 6 = good; 7 = very good; 8 = excellent; 9 = superior; and 10 = outstanding. The overall ratings for this project are 5, 5, 6, 7.5, 8, 8 and 8.

URBAN DESIGN COMMISSION PROJECT RATING FOR: Union Corners

	Site Plan	Architecture	Landscape Plan	Site Amenities, Lighting, Etc.	Signs	Circulation (Pedestrian, Vehicular)	Urban Context	Overall Rating
Member Ratings	6	6	6	-	-	5	5	6
	8	-	7	7	-	8	9	8
	8	-	-	-	-	7	9	8
	7	-	7	8	-	7	8	8
	6	-	-	-	-	7	8	-
	6.5	-	-	-	-	6.5	8	7.5
	5	-	-	-	-	5	5	5
	5	-	5	-	-	5	5	5

General Comments:

- Add an arborist to evaluate existing trees and create a tree protection plan. Rework the grocery to address Milwaukee Street. Better connection from the north into the site and reinforce the intersection of Milwaukee Street and East Washington Avenue.
- Amazing project, concerns for gateway quality at Winnebago Street/East Washington Avenue. Like idea for “relocating” “French Battery” building.
- Street plan a great improvement. “French Battery” relocation worth it for this reason.
- Very nice project, however, issues with neighborhood need to be further resolved.
- Bike-ped access for development area into/across railroad tracks needs to be improved; move grocery store site; ped extension of Division Street; good work by developer, neighbors and Alder.
- There’s really a lot to admire and praise about this urban design. A few key areas of the design, plus lack of zoning text, earn a referral with kudos.
- Need assurances that town square will really function as one. Beware of ending up with backside of grocery facing square. Need inventory and photos of buildings to be demolished. Don’t lose ambience of existing “French Battery” building location.
- Major concerns re: keeping “French Battery” building at same site; narrowing lanes; eliminating the speed-oriented bypass road; lack of variety in building footprint sizes; better organization of central village green.



# CITY OF MADISON FIRE DEPARTMENT

## Fire Prevention Division

325 W. Johnson St., Madison, WI 53703-2295  
Phone: 608-266-4484 • FAX: 608-267-1153

DATE: December 20, 2005  
TO: Plan Commission  
FROM: Edwin J. Ruckriegel, Fire Marshal  
SUBJECT: 2317 Winnebago St.

The City of Madison Fire Department (MFD) has reviewed the subject development and has the following comments:

**MAJOR OR NON-STANDARD REVIEW COMMENTS** (Comments which are special to the project and/or may require additional work beyond a standard, more routine project.)

1. No comments.

## **GENERAL OR STANDARD REVIEW COMMENTS**

In addition, we offer the following General or Standard Review Comments:

2. All portions of the exterior walls of newly constructed one- and two-family dwellings shall be within 500-feet of at least one fire hydrant. Distances are measured along the path **traveled by the fire truck as the hose lays off the truck**. See MGO 34.20 for additional information.
3. All portions of the exterior walls of newly constructed public buildings and places of employment and open storage of combustible materials shall be within 500-feet of at least **TWO** fire hydrants. Distances are measured along the path **traveled by the fire truck as the hose lays off the truck**. See MGO 34.20 for additional information.

Please contact John Lippitt, MFD Fire Protection Engineer, at 608-261-9658 if you have questions regarding the above items.

cc: John Lippitt





## Madison Metro Transit System



1101 East Washington Avenue  
Madison, Wisconsin 53703  
Administrative Office: 608 266 4904  
Fax: 608 267 8778

December 22, 2005

TO: Plan Commission  
FROM: Timothy Sobota, Transit Planner, Metro Transit  
SUBJECT: 2313 East Washington Avenue, etc. – Demolition & Rezoning – Union Corners

Metro Transit has reviewed the subject development and has the following comments.

**MAJOR OR NON-STANDARD REVIEW COMMENTS** (Comments which are special to the project and/or may require additional work beyond a standard, more routine project.)

1. The applicant shall install and maintain a concrete passenger boarding pad on the west side of South Sixth Street, approximately 80 feet south of the sidewalk and curb ramp on East Washington Avenue. The concrete pad shall occupy the full distance of the terrace, measure a minimum of 6 feet in width parallel to the street, and lie flush between the sidewalk and the top of curb.
2. The applicant shall install and maintain a passenger waiting shelter with bench seating and a trash receptacle on top of a concrete pad or other suitable surface on the west side of South Sixth Street south of East Washington Avenue, in an area adjacent the concrete passenger boarding pad described above (Bus Stop A).
3. The applicant shall install and maintain a concrete passenger boarding pad on the south side of Milwaukee Street, at the east end of the bus turnout bay shown on the site plan. The concrete pad shall occupy the full distance of the terrace, measure a minimum of 6 feet in width parallel to the street, and lie flush between the sidewalk and the top of curb.
4. The applicant shall install and maintain a passenger waiting shelter with bench seating and a trash receptacle on top of a concrete pad or other suitable surface on the south side of Milwaukee Street east of East Washington Avenue, in an area adjacent the concrete passenger boarding pad described in item #3 above (Bus Stop B).
5. The applicant shall provide an easement to the City of Madison for the purpose of installing transit amenities in an area on the south side of East Washington Avenue, east of Sixth Street, should such space be found to be necessary during the reconstruction of East Washington Avenue.
6. The street dimensions, traffic circle and associated corner radii shall permit two-way bus traffic between Winnebago Street and East Washington Avenue via South Sixth Street.
7. The developer shall include these concrete passenger boarding pads, shelters with benches, and trash receptacles on the final documents filed with their permit application so that Metro Transit may review and approve the design.

### GENERAL OR STANDARD REVIEW COMMENTS

In addition, we offer the following General or Standard Review Comments:

8. The applicant is encouraged to install passenger amenity items on private property behind the sidewalk. **Placement of privately installed and maintained property on public right-of-way will require the review and approval of additional City agencies, including City Real Estate and City Engineering, prior to Metro Transit giving final approval to the plans.** If installed on City right-of-way between the curb and sidewalk, the amenities may not obstruct a six-foot zone of concrete pad between the curb and sidewalk on the south end, furthest from the crosswalk.
9. Metro Transit currently operates transit along South Fifth Street between East Washington Avenue and East Washington Avenue. Buses traveling in the opposite direction use Winnebago Street all the way east to its present intersection at East Washington Avenue. The proposed reconstruction of East

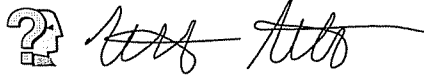
December 22, 2005

Page 2

Washington Avenue and redevelopment project will require the relocation of transit service to the new South Sixth Street in both directions.

10. Metro Transit anticipates maintaining the current bus stops on either side of Winnebago Street west of Fifth Street adjacent the railroad crossing. Heading east, the next stop after the railroad crossing is anticipated to be on eastbound East Washington, east of Sixth Street. Coming from the North Street intersection, buses are anticipated to stop on the west side of Sixth Street, south of East Washington Avenue, then continue to the present stop on the north side of Winnebago Street adjacent the railroad crossing west of Fifth Street.
11. The bus turnout bay on the south side of Milwaukee Street east of East Washington Avenue would become part of routes crossing from North Street, or turning right onto Milwaukee from East Washington Avenue.

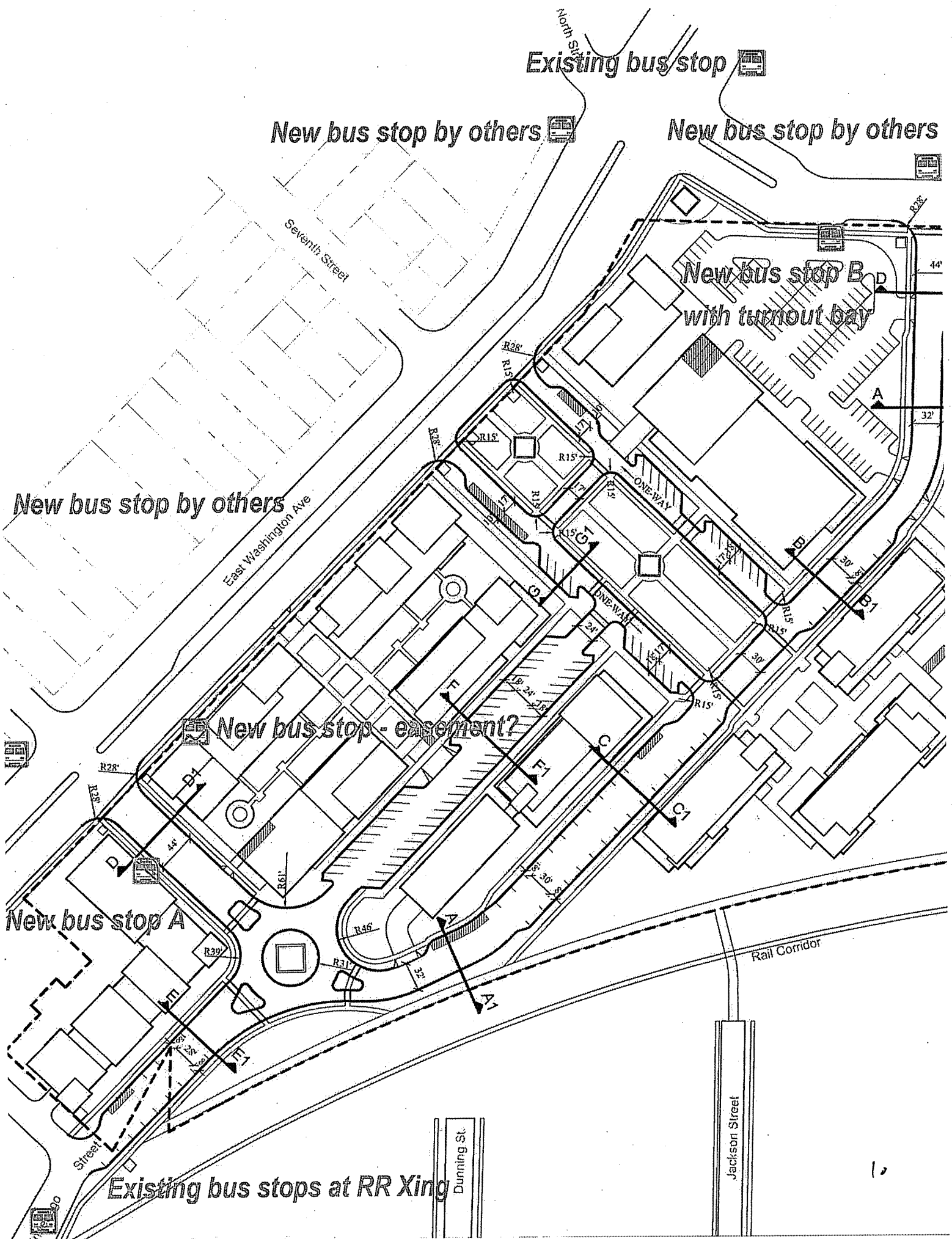
Please contact Tim Sobota, Metro Transit at 261-4289  
or by email at <[tsobota@cityofmadison.com](mailto:tsobota@cityofmadison.com)>  
if you have questions regarding the above items.



Digitally signed  
by Tim Sobota  
Date: 2005.12.22  
15:20:48 -06'00'

CC: Project contact person, Todd McGrath: <[mcgrath@mcgrathprojects.com](mailto:mcgrath@mcgrathprojects.com)> (email)

Atch. Portion of Exhibit page 10 "Street Layout Plan" [10/26/2005]



Existing bus stop

New bus stop by others

New bus stop by others

New bus stop B with turnout bay

New bus stop by others

New bus stop - easement?

New bus stop A

Existing bus stops at RR Xing

Dunning St

Jackson Street

**From:** mrummel@sbcglobal.net  
**To:** SASYNA-Discussions@yahoogroups.com  
**Date:** 1/2/06 11:59PM  
**Subject:** Fw: A Call for Preservation of the Ray O Vac / French Battery building

Gary Tipler gave me permission to forward this email, offering his perspective on the importance of preserving the French Battery building. He's included links to vintage photos and company history.

I know it is late in the process to raise concerns about demolishing the French Battery building. But since it is on the agenda of the January 9 Plan Commission, now is the time. Many historic preservationists were reassured when, early on, Todd McGrath said he wanted to save and reuse this historic building as part of his redevelopment plans for Union Corners. It seemed like such a win-win development: needed/wanted infill and adaptive reuse of a functional and beautiful commercial building. The recent newstory about Union Corners at UDC was the first many people outside SASY had heard of the proposal to demolish the building and build a replica.

If it hasn't been done already, would SASY and Judy consider asking the Landmarks Commission to comment before a final and unalterable decision to demolish this irreplaceable building is made? If Landmarks Commission has commented, please share on this list.

This building is part of our city's industrial heritage and our near east side character. I hope it's not too late to create an opportunity for a city-wide discussion before we destroy it forever. I hope there are other solutions that could bring back the win-win outcome we seem on the brink of losing.

Marsha

----- Original Message -----

**From:** Gary Tipler  
**To:** mrummel@sbcglobal.net  
**Sent:** Monday, January 02, 2006 10:44 PM  
**Subject:** A Call for Preservation of the Ray O Vac / French Battery building

In Defense of the Preservation of the French Battery / Ray-O-Vac Building

On December 21, the Urban Design Commission approved McGrath's development proposal for Union Corners. However, it's not too late to share ideas to see if there is community sentiment to support a call for preservation of this important historical building.

It was associated with the innovations of Charles F. Burgess, best "known as the founder of UW-Madison's Department of Chemical and Biological Engineering, a program now ranked among the nation's best."  
<http://www.engr.wisc.edu/alumni/perspective/23.1/rayovac.html>

The building is historic, having been primarily associated with a couple of important Madison industries, which were few. The French Battery & Carbon Company, and in 1934 named Ray-O-Vac, and Rayovac in 1981. Ray-O-Vac/Rayovac was responsible for several innovations and grew to have a significant share of the national market in household batteries. Rayovac, in turn became a significant patron of the Madison community. Rayovac has since largely moved from Madison and has gone on to become an international corporate giant.

It's possible that the remaining and oldest building may be eligible for listing on the National Register of Historic Places and therefore eligible for the Historic Preservation Tax Credits, a value of 20 percent of the renovation costs. It's eligibility may have been compromised by demolition of the rest of that plant, though similar exceptions have been made for other industrial buildings with partial demolition. I believe that the developer had a preliminary conversation with State staff about it's eligibility, and that a first opinion on the

part of State Historic Preservation staff was that it may not be eligible. It should be understood that the results of that conversation may not be the same as a substantial historical statement within a formal written application, a Determination of Eligibility for listing on the National Register of Historic Places. While a conversation may be helpful at getting a thumbnail overview, it is no substitute for a formal application.

The building is an important landmark of the neighborhood and worthy of preservation. In fact, that was the developer's initial intent and right up until a few days ago -- or that's what was portrayed.

There's no reason why a plan can't incorporate the building. The site has land enough to permit the same number of units even with additional or larger buildings.

Lastly, I think that the concept of demolishing the old Ray-O-Vac/French Battery building and creating a replica, whether in place or re-oriented elsewhere is difficult to justify for the purpose of preserving anything representing history or architecture, and probably not worth the expense. This Disney approach to portraying history, still calls for the complete annihilation of a real building where people undertook activities that had a significant influence on the history of the community and the industry. It would be equally to take a cookie cutter approach to new buildings to replicate the design of the old building.

Please refer to additional historical information and photos on the French Battery & Carbon Company and Ray-O-Vac, along with some great vintage graphics below.

Gary Tipler  
286-1844  
gtipler@tds.net

Rayovac / Ray-O-Vac History Timeline (scroll down)  
<http://www.madison.com/wisconsinstatejournal/local/65212.php>

RAYOVAC Corporate Site History Timeline  
<http://www.rayovac.com/consumer/history.htm>

PHOTO, the French Battery / Ray-O-Vac Building:  
Title: Ray-O-Vac building  
Description: Ray-O-Vac building on the 2300 block of Winnebago Street.  
<http://www.wisconsinhistory.org/whi/fullRecord.asp?id=12685&qstring=http%3A%2F%2Fwww%2Ewisconsinhistory%2Eorg%2Fwhi%2Fresults%2Easp%3Fkeyword1%3Dray%252Do%252Dvac%26search%5Ftype%3Dbasic>  
Wisconsin Historical Society Image ID: 12685  
Date: November 30, 1945; Photographer: McVicar, Angus B., 1903-1964

Interior of Battery Factory, French Battery and Carbon Company, later known as Rayovac. The old circle belt in the Madison plant. Madison, Wisconsin.  
<http://www.wisconsinhistory.org/whi/fullRecord.asp?id=2007&qstring=http%3A%2F%2Fwww%2Ewisconsinhistory%2Eorg%2Fwhi%2Fresults%2Easp%3Fkeyword1%3Drayovac%26search%5Ftype%3Dbasic>  
Wisconsin Historical Society Image ID: 2007  
Date: undated, pre-1927?; Photographer: unknown

Other Wisconsin Historical Society photos:  
Search Results for: Keyword = 'ray-o-vac'  
<http://www.wisconsinhistory.org/whi/results.asp>

And just for fun, take a look at links to some Ray-O-Vac ads in national publications below. Note that these links are short-lived.

1924 Ad-Ray-O-Vac-Radio's Best Batteries  
[http://i7.ebayimg.com/03/i/05/11/e1/3d\\_1.JPG](http://i7.ebayimg.com/03/i/05/11/e1/3d_1.JPG)

1928 Ray-O-Vac Radio Battery Ad  
<http://users.ev1.net/~stephano/pics/g452.jpg>

1943 WARTIME AIR RAID SHELTER RAY-O-VAC AD  
<http://www.kynd.net/~bcove/1943Rayo.jpg>

1944 RAY-O-VAC BATTERY AD WWII PILOT IN WATER  
<http://imagehost.vendio.com/bin/imageserver.x/00000000/ggardenour/PS4420.jpg>

1945 Ad WWII Ray-O-Vac Leakproof Batteries WW2  
[http://images.marketworks.com/fullView.asp?id=45094636&fc=0&img=http://images.marketworks.com/hi/61/61370/WWII\\_334.jpg](http://images.marketworks.com/fullView.asp?id=45094636&fc=0&img=http://images.marketworks.com/hi/61/61370/WWII_334.jpg)

**CC:** Judy K. Olson, Brad Murphy, Cheryl Wittke, Ledell Zellers, Katherine Rankin, Brenda Konkel, Ken Golden, Lauren Cnare, Mark Olinger

**From:** Lance McGrath  
**To:** Timothy Parks  
**Date:** 12/19/05 1:38PM  
**Subject:** FW: [SASYNA-Discussions] Wednesday Union Corners @ UDC

Tim - Here is the 12/16 e-mail I mentioned this AM from the SASYNA chair - Dan Melton.

Lance

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From: SASYNA-Discussions@yahoogroups.com [mailto:SASYNA-Discussions@yahoogroups.com] On Behalf Of Julie A. Melton  
Sent: Friday, December 16, 2005 9:16 PM  
To: sasyna-discussions@yahoogroups.com  
Subject: [SASYNA-Discussions] Wednesday Union Corners @ UDC

This Wednesday December 21 Urban Design Commission (UDC) will again vote on the Union Corners (Rayovac-Kohl's) redevelopment plan. UDC will likely be voting Wednesday on initial approval of the plan -- with conditions.

Late today Union Corners developer McGrath Associates sent us a .pdf of its revised submittal for the December 21 meeting. The .pdf attachment is rather large. I tried to attach the .pdf to this note -- and send it to the neighborhood association list but it came back with an error message, saying "Sorry, that message size exceeds my databytes limit." So I sent the .pdf to some individual email addresses. If you did not receive one, and want a copy, please email me and I'll send it.

On Wednesday December 7, when UDC first considered Union Corners, developer Todd McGrath asked UDC to grant initial approval. The Schenk-Atwood-Starkweather-Yahara Neighborhood Association asked UDC to not grant initial approval that night -- to allow further discussion of concerns the neighborhood association and UDC members had raised.

After two hours of discussion December 7, UDC voted unanimously to refer Union Corners to a future meeting.

The following night, Thursday December 8, McGrath and the neighborhood association met at the Atwood Community Center. The McGrath team brought with it a revised site plan that incorporated several changes they'd come up with, in the previous 24 hours, including rebuilding a facsimile of the French Battery Building at a more prominent location -- at the entrance to the development at the corner of Fifth Street and Winnebago, and moving the path of a street slightly to save all the trees on the French Battery grounds.

These changes are included in the attached .pdf of the most recent submittal. In the December 7 submittal, the facsimile of the French Battery building was shown being built in the interior of the site -- where some neighbors felt it would get 'lost.' The December 7 submittal showed some -- but not all -- the trees on the French Battery grounds being saved.

The neighborhood association had asked McGrath to rebuild the French Battery building facsimile on the exact footprint the building is on now. McGrath said that would mean going back to the drawing boards and completely rethinking the site plan -- because the way the French Battery building is aligned now, it

wouldn't be possible to create the "Main Street" (extension of Winnebago) he's planning -- and the buildings along it. A majority of neighbors appear to have been persuaded. This Wednesday the neighborhood association is not planning to insist on the exact French Battery footprint as a condition of approval. Some neighbors do not support demolition of the French Battery building (and the building of a facsimile to replace it). However, as best we can tell, it doesn't appear to us this is a majority of neighbors. There is disagreement about this. A majority of the neighborhood association appears to feel McGrath's willingness to protect all the trees on the French Battery grounds, his willingness to build an historically-accurate facsimile, using period bricks, and willingness to build the facsimile in a more prominent location constitute a compromise we may not all be 100% thrilled about, but one we're willing to accept.

Another issue we disagree about among ourselves is building heights along East Washington Avenue: How tall should the tallest buildings be? For two buildings along East Wash, McGrath is planning 7 stories of residential over a ground floor of commercial. Since commercial space generally has taller ceilings than residential, this would be the equivalent of about 8 1/2 or 8 3/4 stories of purely residential. Some neighbors feel strongly this is too tall. Some neighbors are OK with it -- and, in fact, favor it. This Wednesday we, as a neighborhood association, can not insist on a lesser building height cap -- say, for example, 4 stories or 5 stories of residential over commercial -- as a condition of approval because we do not agree among ourselves. However, in our response to the UDC, we will flag the building height issue for UDC members -- not as a condition of approval -- but as an issue of concern. We will note the building height concern appears, as best we can tell, to be a minority view -- but a strongly-held view on the part of those who are concerned. We will ask UDC members to give the building height issue thorough consideration before voting.

One issue the neighborhood association is concerned about is the surface parking lot shown on the site plan along Milwaukee Street -- at East Wash. This is surface parking for the proposed grocery store. We've asked the developer to place a building up to the sidewalk edge along Milwaukee Street -- to help create a presence along Milwaukee Street -- something more than a parking lot. We acknowledge he is in a bit of a bind because he wants the proposed grocery store building to frame the Seventh Street courtyard he is creating. If he 'flips' the positions of the grocery store and the parking lot, so the grocery store is up against Milwaukee Street -- and the parking lot 'behind' it, then you'd have the parking lot up against the Seventh Street courtyard. This issue of creating a presence along Milwaukee Street was raised quite strongly by one of the UDC members on December 7. It will be one of our proposed conditions for approval.

Dan Melton

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#### YAHOO! GROUPS LINKS

- \* Visit your group "SASYNA-Discussions" on the web.
- \* To unsubscribe from this group, send an email to:  
SASYNA-Discussions-unsubscribe@yahoogroups.com
- \* Your use of Yahoo! Groups is subject to the Yahoo! Terms of Service.



**From:** William Fruhling  
**To:** Murphy, Brad; Olson, Pete; Parks, Tim; Roberts, Bill  
**Date:** 12/7/05 8:04AM  
**Subject:** Fwd: Union Corners GDP

fyi...

>>> "Andrew Hanson" <drew@iceagetrail.org> 12/06/05 6:09 PM >>>  
To those reviewing the Union Corners GDP,

I am a homeowner at 2702 Milwaukee St., a "stone's throw" from the proposed Union Corners development.

In general I am supportive of the Union Corners development, appreciative of the work done by McGrath & Associates, and anxious for the development to be complete so that I might take advantage of its potentially exciting commercial developments (especially a possible grocery store).

What follows are a few specific (though random) points that I would like to have considered regarding the GDP.

1. Greater effort should be made to preserve the area of large oak trees in front of the old French Battery Building. These trees add to the unique character of our neighborhood, which lacks small pockets of old-growth native vegetation like this.
2. Having some seven story buildings (or taller) as part of the development, especially along East Washington, is very important and should be encouraged. Madison needs "nodes" of higher density, such as this development should provide, near existing railroads and highways in order to facilitate successful future commuter rail or "street car" development. Building heights should vary on the site, but should include some buildings that are taller than anything currently in the neighborhood.
3. Street widths should be reduced. Narrower streets will improve street life and safety in a our neighborhood. We need our neighborhood to become more pedestrian-friendly, not less so.
4. Reduce the amount of parking, particularly along Milwaukee Street. The last site plans I saw had a building at the corner of Milwaukee Street -and East Washington. But the GDP as submitted shows 84 parking stalls along Milwaukee Street. This situation should be "re-reversed", so that there is a building along Milwaukee Street instead of a parking lot.

Thank you for reading and considering my comments.

Sincerely and respectfully,  
Andrew Hanson III

*Time: for the C, U*  
*Arnd*

Schenk-Atwood-Starkweather-Yahara Neighborhood Association

Preliminary Response -- December 5, 2005

To: The City of Madison Urban Design Commission (UDC)

**Re: Union Corners General Development Plan (GDP) Submittal**

To be considered by the Urban Design Commission  
Wednesday December 7, 2005

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## Introduction

This preliminary report from the Schenk-Atwood-Starkweather-Yahara Neighborhood Association (SASYNA) council responds to the Oct. 26, 2005 General Development Plan submitted to the City of Madison by McGrath and Associates. The SASYNA council's recommendations herein are based on input from neighborhood residents who attended more than two years of "planning studios" to explore options for the Union Corners site, many presentations Union Corners developer Todd McGrath made to the SASYNA council and to the public, networking by SASYNA council members with city officials and neighborhood residents, and the experiences of neighborhood residents and business owners living adjacent to the development site. For more on the context of public input into the development planning, please see Appendix A.

Neighbors welcome the applicant's intent to mix residential and commercial. We particularly welcome his efforts to locate a grocery store here.

We commend Mr. McGrath for his open approach to the planning process and for his willingness to meet with small and large neighborhood groups for more than two years to gather input from area residents and business owners.

Despite this, until now, organized response to the applicant's proposals has been difficult because many of the plans presented have been termed "conceptual." The constantly changing layout of the site as the applicant has assembled more parcels of land also has made coherent, proactive comment difficult. Multiple design concepts for facades and layout presented at public meetings create the atmosphere of choice among area residents at meetings, but neighbors - even those who have been involved in the process all along - seem surprised and perplexed by the ever-changing site plans. For example, some of the design possibilities presented at meetings Sept. 13 and Sept. 17 featured the December 2004 design that features carriage houses along the railroad/bike path corridor.\*

What follows is a collection of hopes and dreams from neighborhood residents, people who spent more than two years as part of the Union Corners planning studio and members of the SASYNA council, all volunteers from different professional and socioeconomic backgrounds who have been vested in the history and nature of the broader area.

## Summary description of development site

- 14.6 acres
- 450 residential units, about 70 people per acre without commercial or office space
- 238 surface parking spaces = 3,000-foot-long road with parallel parking on both sides of the street = 16 parking spaces per acre of lot
- The site is six-sided, bounded by:
  1. Sixth Street
  2. East Washington Avenue
  3. East Washington Avenue at Milwaukee Street, where East Washington Avenue curves with the Isthmus
  4. Milwaukee Street
  5. Farwell Street and Anzinger Court
  6. Railroad tracks

#### **Gold stars and commendations**

SASYNA would like to praise the applicant for various elements in the General Development Plan (GDP) as submitted, including (in no particular order):

- Commercial space suitable for a grocery store
- Green roofs and terraces
- Environmental benefits of infill development (added urban density)
- Generous amount of planned green space
- LEED certification
- Commercial space with residential above
- Diagonal and parallel parking
- Placing the tallest buildings along East Washington Avenue and buildings not as tall closer to single-family homes along southern and eastern edges of the site;
- Town square concept
- No large parking lots on railroad corridor, Anzinger Court or Farwell Street;
- Double row of trees along East Washington Avenue
- Underground parking
- Bike path along N side of RR right-of-way to cap remaining battery waste difficult to remove because of underground power line along RR tracks
  - New bicycle-pedestrian path crossing the railroad tracks at Jackson Street

Concerns about the GDP -- and requests for improvement

*We urge the Urban Design Commission to address the following concerns before you grant initial approval:*

- 1) **Rebuild the French Battery building in its current footprint**

- 2) **Improve connectivity to the surrounding neighborhoods for pedestrians and bicyclists**
- 3) **Set a maximum building height - and vary building heights**
- 4) **Reduce the width of streets -- and sq. ft. devoted to parking**

#### **A1. Rebuild the French Battery Building in its current historic location**

If the applicant is going to tear down the French Battery Building and build a facsimile, we think it should be built in the exact footprint the building is in now. We would reluctantly go along with a demolition request but only if a facsimile is built in the exact footprint, location and orientation - not at another location on the site.

Through much of the planning studio process, the applicant assured neighbors that the French Battery Building would not be torn down. A significant number of neighbors still feel strongly today that it should not be.

It's not just the familiar old building neighbors respond to -- neighbors also feel strongly about preserving the mature oak trees and significant, familiar green space that frames the French Battery Building. A majority of neighbors have said they want the entire setting -the oak trees, the green space and the building (or a facsimile) preserved.

Preservation of the building's location would honor the area's historic significance and the contributions of generations of employees, many of whom walked from the surrounding neighborhoods to work there, as recently as 2003. In this development plan, the French Battery Building and its placement comprise the only remaining historical reference to our important industrial heritage on this site. The building and its location are a gateway and marker where the isthmus turns. Retention of the structure's footprint enables designers to take advantage of the uniqueness (and challenges) of a development site with six sides.

In addition, the orientation of the building provides a visual link to the neighborhoods to the south and east of the development site. The French Battery Building is oriented to the existing street grid south of the RR tracks (Division Street, Dunning Street).

#### **A2. Improve connectivity to the surrounding neighborhoods, especially for pedestrians and bicyclists**

A second concern is connections to the existing neighborhoods -- and orientation of this most recent site plan solely to East Washington Avenue. Linkages between the Union Corners development and neighborhoods to the south and east are essential for preserving the long-term

health of the area. The development site is naturally hemmed in on all but its east side, with East Washington Avenue, Milwaukee Street and the railroad tracks.

We should think ahead and try to avoid creating a situation where, years from now, investors may buy up then-'aging' properties and turn them into rental units. We need to avoid situations we've seen in other areas of the city where areas become isolated "islands," hemmed in by highways, waterways, and other barriers.

To improve neighborhood connections, we suggest that entry points (perhaps at Farwell, Jackson and vacated Division streets) from the new bicycle path on the development's south side be treated with the same thought and importance as entrances for motor vehicles. Entrance monuments (on the same scale as those marking the entry points for motorized traffic) on the bike path would help facilitate this goal.

A pedestrian-bicycle connection at South Court - Farwell Street was part of the Union Corners site plan through much of the planning studio process. We suggest this Farwell Street ped-bike link be made part of the site plan once again. This path could connect to the 20-space parking lot, and easy, safe pedestrian access to the grocery store and other business should be included. Landscaping should make clear that this connection is not for motorized traffic, as should new landscaping at the south end of Farwell Street.

A third change involves reorienting Building G1 so that the Jackson Street pedestrian-bicycle path leads naturally into the core of the development, ideally to a pedestrian-friendly entrance to the grocery store. The submitted plan shows the path running into a back corner of residential Building G1 (see developer Exhibit 9). This path should lead somewhere other than into a rainwater infiltration space at the back of a building.

These changes will help the development take advantage of the surrounding "walking neighborhood" and better enable development residents to access by foot and bicycle the businesses, churches, residences and nonprofit agencies in the Atwood Avenue business district four blocks south. Residents of the surrounding areas similarly will be better able to access development businesses by foot and bicycle.

If this development is as successful as we all hope, people will create informal paths across the railroad tracks, such as the footpath across the RR tracks connecting Ohio Avenue with Farwell Street. Union Corners retail stores should be easily accessible by foot even if a new ped-bike RR crossing is not constructed at the foot of Jackson Street.

### **A3. Set a maximum building height -- and vary building heights**

The GDP as submitted proposes seven-story buildings. That would create the tallest buildings outside the immediate downtown. This is out of scale with the rest of the city and grossly out of scale to the surrounding neighborhoods. (See developer's exhibit 16 for illustration of contrast.) We ask that you consider setting a maximum building height of five stories -- and that the tallest

buildings be constructed along East Washington.

We also strongly urge architects to vary building heights, even along East Washington - including varying building heights within the same building.

#### **A4. Reduce the width of streets -- and sq.ft. devoted to parking**

The width of the streets should be reduced to the minimum allowed by law. The current plan positions the buildings too far apart. Internal streets are too wide. Streets should be narrower and more intimate. A standard roadway driving lane is 12 feet wide. For one lane in each direction, the roads should be no more than 24 feet wide.

A fire lane next to large buildings needs to be 26 feet wide to allow access to two fire trucks at the hydrants. No more than 20 feet is needed on each side of a hydrant.

Appendix B shows all the pavement cross sections can be reduced by 4 feet at almost every location without sacrificing fire access safety, vehicle safety, or ease of parking.

Narrower roads will improve street life and safety in a walking neighborhood.

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In addition to: 1. Rebuilding the French Battery Building in its current location; 2. Improving connectivity with surrounding neighborhoods; 3. Setting a max. building height of five stories; and 4. Reducing width of streets -- and sq.ft. devoted to parking,

SASYNA also urges the Urban Design Commission to consider these additional factors before granting initial approval:

#### **B1. Take better advantage of the site's unique location and shape**

Rather than using only rectangles, the footprints of the Union Corners buildings should take advantage of the overall building site and its location at the point where the Isthmus ends. The site's six sides should be considered an asset that challenges designers to be creative. The current site plan appears to orient all buildings to East Washington Avenue and Sixth Street. The other edges (East Washington Avenue at Milwaukee Street, Farwell Street and the RR/bike path corridor) feature lost space around them so that the designers' rectangle can fit into the funny corners. All of this is made possible by relocating the French Battery Building. Designers should consider buildings with five or more sides in addition to non-rectangular, four-sided, structures.

Movement of the French Battery building allows designers to fall back on the simplicity of a grid oriented on East Washington Avenue, rather than the French Battery Building and the

residential areas south and east of the development. This grid, as Exhibit 9 in the submitted plan shows, forces designers to ignore the curve of the railroad corridor and the curve of East Washington Avenue at Milwaukee Street. (Note that the building across East Washington Avenue, No. 2528, at North Street takes advantage of the curve of the isthmus.) This reduces the natural connections of the development to the surrounding areas and emphasizes the feel of an office park with a drive-through grocery store conveniently placed for commuters heading home after work. This design fails because of its reliance on rectangular shapes.

Union Corners is where people traveling west on East Washington Avenue turn the corner and look straight up at the Capitol. Prior to arriving at that intersection, people are looking pretty close to straight down Winnebago Street. With this site design, travelers would be looking into the face of a building and the grocery store sign. The boulevard of the town square opposite Seventh Street is not in line with that viewshed, so that inviting green space will not be highly visible from East Washington Avenue.

If the French Battery building remains in its original location, it would provide a view from East Washington Avenue prior to seeing the Capitol and enhance the gateway feeling the city is trying to create in this corridor.

As for the development's other buildings, because the views are oriented to be perpendicular to East Washington (after Milwaukee Street), the majority of the buildings overlook residential neighborhoods. If the buildings were aligned or oriented at different angles, like the French Battery building, one side would look out over neighborhoods and the other face toward the downtown Madison skyline.

To better take advantage of the site, the buildings' alignments, shapes and footprints should be re-examined. We ask that the building designers look to earlier drafts of Union Corners plans that featured non-rectangular buildings. Keeping the rebuilt French Battery building in its original location and moving grocery store Building B right up to the Milwaukee Street sidewalk will prompt new ways of thinking about building shape and connections to established neighborhoods. Designers might consider swinging building G3 into the 20-space parking lot, for example, and moving buildings G1 and G2 to follow that shift to reorient the structures to respond to alignment of the single family homes along Farwell and street grid south of the railroad tracks.

## **B2. Place corner building flush with Milwaukee Street sidewalk**

For much of the planning studio process, we saw site plans that placed the building at the corner of Milwaukee Street - East Wash flush up against the Milwaukee Street sidewalk edge - with parking 'behind' the building, on the site's interior -- not visible from East Washington Avenue. Now, suddenly, in the GDP as submitted we see 84 parking stalls in front of Building B (the proposed grocery store) - between the store and the Milwaukee Street sidewalk. This is exactly the kind of 'suburban' parking lot in front of the store that neighbors - and our city-approved neighborhood plan - say we don't want. The positions of Building B and the parking lot on this latest site plan should be reversed - as it was for much of the planning studio process. Building B



should be constructed right up to the edge of the Milwaukee Street sidewalk. Landscaping and pedestrian paths should be used to integrate the parking lot visually with the proposed town square.

**B3. Design Building "A" to follow the streetscape**

Building A should be designed with a footprint that responds to the shape of the road and the corner created by the roadway. It should follow the curve of East Washington Avenue, perhaps going out to the corner with Milwaukee Street. Building A's design should acknowledge its importance as being the first building people see as the Isthmus curves -- as they travel inbound on East Washington Avenue into town.

**B4. Designs should complement those of neighboring buildings**

We'd like to see building designs complement those of nearby buildings such as Rebecca-Lynn Studio at 2632 Milwaukee Street, and the Victory Arms apartment building on East Washington Avenue. We recommend these buildings be looked to for inspiration and assistance in creating new buildings that fit in the neighborhood's history and character. When the Minneapolis-St. Paul consulting firm Biko & Associates was here, to help write an East Washington Avenue BUILD plan for the stretch of East Wash from Highway 30 to East High School, they specifically noted the Rebecca-Lynn Studio building, across Milwaukee Street from the Union Corners site, and the Victory Arms apartment building, across East Washington Avenue from the Union Corners site, as exemplary - and urged future developers to look to them for inspiration.

**B5. Reject use of eminent domain**

We ask that the city not use eminent domain or condemnation to acquire properties or to help a developer acquire properties. We do not support the use of eminent domain.

Even if negotiations may be protracted and difficult, we ask UDC to require the applicant to deal face-to-face with longtime local businesses owners, such as the owner of the radiator shop at 5th and Winnebago, to acquire properties in a fair and equitable manner.

**B6. Include 'family-friendly' housing**

We would like to see a percentage of Union Corners housing units be large enough to accommodate families. We wouldn't want to see predominantly one-bedroom units for childless young professionals and empty-nesters. The green space and roof terraces should be available for outdoor play by children. Units with three bedrooms should be distributed throughout the development, not segregated to one building or one floor or wing. We'd like to see families with children encouraged to rent or purchase units in this development -- to help provide employees for area businesses and to help support nearby elementary schools, which are under pressure due to demographic changes.

**B7. Don't segregate affordable housing**

The applicant should disperse affordable and low-income housing units equally throughout the site - rather than concentrate them in a single building or area.

**B8. Include affordable office space -- to increase types of jobs available**

In addition to retail space, we'd like to see the applicant include office space in his plans, especially affordable office space, that would help provide varied employment in the neighborhood and enhance opportunities to live, work and shop.

**B9. Provide opportunity to move houses set to be demolished**

We'd like to see the applicant provide opportunities to individuals or organizations who may be willing to move the single-family homes on Winnebago - between Fifth and Sixth Streets - rather than demolish them. These homes were not part of the planning studio discussions because the applicant did not purchase them - and include the land between East Wash and Winnebago in his site plan - until after the studio process had concluded.

**B10. Community benefits in exchange for TIF assistance**

The applicant will likely seek tax incremental financing (TIF) to assist with project costs. In exchange for TIF aid, we think specific, measurable benefits should be identified. For example, we'd like to see all contractors and subcontractors be required to pay a living wage for all aspects of project construction - on any project that receives city TIF assistance, and all contractors be required to hire members of disadvantaged groups and women in proportion to their representation in the community.

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**Appendix A: Public input context**

Since the summer of 2003, people living around the Rayovac site have been working with developer Todd McGrath to share their ideas and concerns about redevelopment of the site. This includes small-group meetings, ongoing direct contact via e-mail and telephone, meetings with the Schenk-Atwood-Starkweather-Yahara Neighborhood Association (SASYNA) council, public meetings, several tours of the site and buildings, and a two-year "planning studio" process. While the studio provided an ongoing forum for discussion and brainstorming, it did not issue formal recommendations.

When city staff told SASYNA the applicant would be presenting his GDP to the Urban Design Commission (UDC) on Wednesday, December 7, SASYNA council designated a subcommittee to go over the GDP and make a recommendation to SASYNA council. To gather neighborhood input from area residents, the subcommittee announced its meetings on the neighborhood e-mail list and leafleted about 100 residences along Farwell Street, Milwaukee Street, Anzinger Court, the north side of La Follette Avenue, and the dead-ends of Dunning, Jackson and Talmadge streets and of Ohio Avenue. That leaflet included a map from Mr. McGrath's packet, a

description of the short-term decision-making process and a request for input. One person who received that leaflet joined the SASYNA subcommittee. The subcommittee included people who live on La Follette and Ohio Avenues, and Marquette, Winnebago, Milwaukee and Division streets.

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### **Appendix B: Analysis for reducing widths of streets and space devoted to parking**

SASYNA asks the applicant to reduce street width to 24 feet, the minimum that the law allows. Fire lanes next to large buildings need to be no more than 26 feet wide to allow access to two fire trucks at the hydrants; no more than 20 feet are needed on each side of a hydrant. Reducing pavement widths will help the development achieve a LEED rating.

The current plan positions the buildings too far apart; the internal streets are too wide. Streets should be narrower and more intimate to encourage safe pedestrian and bicycle movement within and through the development area. This will help address a second major concern of the council, lack of connectivity to surrounding neighborhoods.

The analysis in this appendix shows that all the pavement cross sections can be reduced by 4 feet at almost every location without sacrificing fire access safety, vehicle safety, or ease of parking. Narrower roads facilitate pedestrian and bicycle movement through and within the development and improve street life and safety in a walking neighborhood. Please consult developer exhibits 10 and 11 regarding the street and parking cross sections discussed below.

#### **Cross section A-A1**

On the plan, two-way with no parking is 32 feet of pavement width. This cross section should be standard 24 feet wide. If wider pavement is shown to enhance truck access, wider street should be allowed only if a truck-turning analysis demonstrates its need.

#### **Cross section B-B1**

On the plan, two-way with parallel parking on one side is 38 feet of pavement width. A parallel parking space for large vehicles is shown to be 9 by 25 feet and for small vehicles is 7.5 by 20 feet. An 8-foot wide parallel parking space provides enough space in the proposed semi-urban environment for a vehicle. This leaves a driving lane 30 feet wide (two 15-foot-wide lanes), which is significantly larger than the widest space needed for two fire trucks. This street should be reduced to no more than 24 to 26 feet wide, depending on the fire access needs.

#### **Cross section C-C1**

On the plan, two-way with parallel parking on both sides is 46 feet of pavement width. Two 8-foot-wide parallel parking lanes means the driving lane width is 30 feet (two 15-foot-wide lanes). This driving lane should be reduced to no more than 24 to 26 feet wide, depending on fire truck access needs.

#### Cross section E-E1

In the plan, the connection to Winnebago Street features parallel parking at both sides and is 44 feet wide. Two 8-foot-wide parallel parking lanes means the driving lane width is 28 feet (two 14-foot-wide lanes). This driving lane should be reduced to no more than 24 to 26 feet wide, depending on fire truck access needs. Note that the city has committed to narrow Winnebago Street to help calm traffic. This cross section (the smallest driving lane in the Union Corners development) connects to the extra wide street so it would current width of Winnebago Street, which the city is planning to shrink because it is too wide. We recommend that the developer and the city coordinate this connection and use the narrowest street widths that the law permits.

#### Cross section F-F1

In the plan, one-way with angled parking on both sides has a pavement width of 60 feet ( $18+24+18=60$  feet). This area should be treated as a parking lot, not as some sort of a private street. A parking space on a 60-degree angle requires a length of 18 feet if a vehicle is allowed to hang over the sidewalk. This is possible with this design because of the extra wide sidewalks. Two 10-foot driving lanes in a parking lot are sufficient for allowing two vehicles to pass each other. A small vehicle only needs 16 feet for the parking area and a 16.5-foot pullout area. The driving lane must be limited to 20 feet wide and the parking sizes be held at 18 feet.

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***Footnote Bottom P.1 "Introduction":*** \* A longtime resident on Division Street, near La Follette Avenue, told a member of the SASYNA council in early December that deletion of the carriage houses is regrettable. This neighbor attended many of the planning studio sessions in which members of the public shared their thoughts on the project with the developer. The neighbor said he did not want to see the development become an "isolated," "walled-in city." That's his number one concern about the space. He said he'd like it to be "part of the neighborhood," "integrated" and "connected." The two-story carriage houses along the rail right-of-way helped create this feeling for him. Those carriage house units, like other aspects of earlier site plans that we liked, are no longer part of the plan.

"Julie A. Melton" <[jmelton@facstaff.wisc.edu](mailto:jmelton@facstaff.wisc.edu)> 11/09/05 4:52 PM >>>  
Madison Trust for Historic Preservation  
P.O. Box 296 Madison WI 53701-0296  
Dedicated to preserving Madison's historic heritage

November 3, 2005

Todd McGrath  
Lance McGrath  
McGrath & Associates, Inc.  
103 N. Hamilton Street  
Madison WI 53703

Re: French Battery Building

Dear McGrath & Associates:

The Madison Trust for Historic Preservation appreciates the good work you have done over the years to preserve some of the city's finest historic architecture, from your early work in the First Settlement neighborhood, to the recent restoration of buildings at Capitol Point and the Doris Farm House. We also appreciate the investment you have made in downtown Madison.

We were especially pleased with your intentions to preserve the French Battery Building at 2317 Winnebago Street. Trust board member Larry Lester, who lives in the Milwaukee Street area, has attended numerous Union Corners planning meetings and frequently reported the good news about French Battery being preserved.

Thus we were disappointed to learn of your new plans, which entail dismantling the building and constructing a facsimile nearby. We do not doubt that you would do a great job of creating an attractive new building that looks very similar to the old. And we understand that you would correct some of the unfortunate modifications, such as window replacements, that occurred over the years.

However, as an organization dedicated to preserving Madison's historic architecture, it is difficult for us to endorse this plan. We would much prefer that the history of the building, the company, and the people who worked there, be honored by restoring the building in its original location, keeping its innate character intact. We would much rather celebrate that precedent, than the precedent of dismantling and rebuilding.

As you know, the French Carbon & Battery Building, most recently home to Ray-O-Vac, is a significant piece of Madison's industrial past. Part of its ongoing charm relates to its unique angle to the street and the ample green space and mature trees in front of it. Repositioning it flush with a new street will reduce that impressive focal point. We would love to see you rearrange the proposed streets, restoring the French Battery Building in its historic location, creating the fullest win-win outcome possible.

We look forward to further discussion of this matter, and hope that a solution can be found that best preserves and celebrates the French Battery Building and the importance of that company to Madison and the industrial East Side corridor.

Sincerely,

Joe Lusson, President

cc: Kitty Rankin  
Mark Olinger  
Ald. Judy Olson  
Dan Melton, Chair, Schenk-Atwood-Starkweather-Yahara Neighborhood Association  
Rebecca Krantz, East Isthmus Neighborhoods Planning Council