



Project Address: 4702 Verona Road
Application Type: Zoning Map Amendment
Legistar File ID # [82905](#)
Prepared By: Colin Punt, Planning Division
Report includes comments from other City agencies, as noted.
Reviewed By: Kevin Firchow, AICP, Principal Planner

Summary

Applicant: 2018DT South Beloit, LLC c/o First Midwest Group; 681 Spring Creek Rd; Rockford, IL 61114

Contact: Bill Brodzinski; First Midwest Group; 681 Spring Creek Rd; Rockford, IL 61114

Requested Action: Approval of a zoning map amendment from PD (Planned Development district) to amended PD-GDP-SIP (Planned Development-General Development Plan-Specific Implementation Plan district).

Proposal Summary: The applicant is seeking approval to convert a former bank building into a coffee shop with a vehicle access sales and service window.

Applicable Regulations & Standards: Section 28.182 MGO (Madison General Ordinances) provides the process and standards for Zoning Map Amendments. Section 28.098 MGO describes process and standards for Planned Development Districts.

Review Required By: Urban Design Commission, Plan Commission, Common Council

Summary Recommendations: The Planning Division recommends that the Plan Commission forward the zoning map amendment from PD to amended PD-GDP-SIP at 4702 Verona Road to Common Council with a recommendation to **approve**, subject to input at the public hearing and the conditions recommended by the reviewing agencies beginning on page 4.

Background Information

Parcel Location: The subject site is a triangular 2.99-acre parcel bounded by Verona Road (US-18/151), Verona Road Frontage Road, and Summit Road. It is within Aldermanic District 10 (Ald. Figueroa-Cole) and the Verona School District.

Existing Conditions and Land Use: The site is developed with a 3,844-square foot one-story bank building with drive-through and surface parking. The site is currently zoned PD (Planned Development) District.

Surrounding Land Uses and Zoning:

West: Across Verona Road Frontage Road, a large indoor personal storage warehouse and truck rental facility, zoned PD;

Southeast: Verona Road, single-story commercial buildings zoned CC (Commercial Center district) beyond;

Northeast: Across Summit Road, with a mix of single-story commercial buildings zoned CC.

Adopted Land Use Plan: The [Comprehensive Plan](#) (2018) recommends General Commercial (GC) uses for the subject parcel. Neither the [Allied-Dunn's Marsh Neighborhood Plan](#) (1990) nor the [Allied-Dunn's Marsh Belmar Neighborhood's Physical Improvement Plan](#) (2005) have any specific recommendations for this location.

Zoning Summary: The subject property is proposed to be zoned PD (Planned Development District):

Requirements	Required	Proposed
Lot Area (sq. ft.)	As per approved plan	As per submitted plan
Lot Width	As per approved plan	As per submitted plan
Front Yard Setback	As per approved plan	As per submitted plan
Side Yard Setback	As per approved plan	As per submitted plan
Rear Yard Setback	As per approved plan	As per submitted plan
Maximum Lot Coverage	As per approved plan	As per submitted plan
Building Height	As per approved plan	As per submitted plan

Site Design	Required	Proposed
Number Parking Stalls	As per approved plan	20
Accessible Stalls	Yes	2
Loading	As per approved plan	As per submitted plan
Number Bike Parking Stalls	Coffee shop, tea house: 5% of capacity of persons (TBD)	None (2)
Landscaping and Screening	Yes	No (3)(4)
Lighting	Yes	No (5)
Building Form and Design	As per approved plan	As per submitted plan (6)

Other Critical Zoning Items	Urban Design (PD), Barrier Free (ILHR 69), Utility Easements
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Table Prepared by Jenny Kirchgatter, Assistant Zoning Administrator

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

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

Project Description, Analysis, and Conclusion

The applicant, representing Starbucks, is requesting approvals to rezone from PD to amended PD-GDP-SIP. The site was previously zoned PD for a bank and drive-through. The applicant intends to use the existing one-story building and the site for a coffee shop with limited modification. Interior buildout will convert the layout from a bank branch to a coffee shop with indoor seating and the bank drive-through canopy will be removed and replaced with a more conventional restaurant drive-up window. The driveway onto Verona Road Frontage Road is proposed to be relocated to allow for increase queueing for the drive-through. Proposed exterior changes to the building include painting the existing brick gray and adding a vertical wood cladding, as well as adding new signage. Additional windows and doors are also proposed. According to the letter of intent, the applicant intends to preserve most of the existing landscaping and on-site trees. The site plan shows 20 surface vehicle parking spaces and while the applicant has indicated in the letter of intent that a bicycle parking rack will be provided, the submitted plans do not show any bicycle parking.

This request is subject to the standards for zoning map amendments, planned development districts, and conditional uses. This section continues with a summary of adopted plan recommendations before analyzing the aforementioned standards, which includes UDC discussion and action.

Adopted Plan Recommendations

The [Comprehensive Plan](#) (2018) recommends General Commercial (GC) uses for the subject parcel. GC areas provide a wide range of retail goods and services including some business and professional offices. Neither the [Allied-Dunn's Marsh Neighborhood Plan](#) (1990) nor the [Allied-Dunn's Marsh Belmar Neighborhood's Physical Improvement Plan](#) (2005) have any specific recommendations for this location. Staff believes that the proposal can be found to be consistent with the adopted plans.

Zoning Map Amendment Standards

The Zoning Map Amendment standards, found in 28.182(6), MGO state that such amendments are legislative decisions of the Common Council that shall be based on public health, safety, and welfare, shall be consistent with the [Comprehensive Plan](#), and shall comply with Wisconsin and federal law. Chapter 66.1001(3) of Wisconsin Statutes requires that zoning ordinances (of which the zoning map is part) enacted or amended after January 1, 2010 be consistent with the City's [Comprehensive Plan](#). 2010 Wisconsin Act 372 clarified "consistent with" as "furthers or does not contradict the objectives, goals, and policies contained in the comprehensive plan."

As describe above, Staff believes that the request and its uses are generally consistent with the land use recommendations for this area in the adopted plans. While the change to a conventional zoning district could also be supported, staff believe an amendment to an existing PD district is consistent with the plans and zoning code.

Planned Development Standards

Amendments to a Planned Development district are subject to consistency with the district statement of purpose found in §28.098(1), standards for approval found in §28.098(2), and GDP and SIP requirements found in §28.098(5). Staff believe that the proposal meets the applicable requirements and the standards of approval can be found met, with the following discussion on the required review and recommendation by UDC.

For Planned Development zoning, the Urban Design Commission shall review the General Development Plan and the Specific Implementation Plan prior to the Plan Commission and shall make a recommendation to the Plan Commission with specific findings on the design objectives listed in §28.098(1) and (2). At its meeting of May 8, 2024, the Urban Design Commission made an advisory recommendation to the Plan Commission to approve the requested Planned Development (PD) located, with the following conditions:

- The new windows located to the left of the main entrance shall be lowered to a minimum sill height of 29" above the finished floor. A modesty screen can be provided and is acceptable.
- A final materials board detail shall be provided that shows a durable exterior paint that is appropriate for a masonry material. This condition can be reviewed/approved administratively.
- The continued review of the lighting shall be completed administratively.
- The stella d'oro lily shall be swapped for a less common varietal.

See Legislative File [81425](#) for more information about the UDC deliberation and decision. Note, the recommended conditions of approval include the advisory recommendation of the Urban Design Commission. Unless otherwise specified, it will be assumed that the Plan Commission's recommendation includes these comments. Ultimately, the Common Council will be the deciding body and may approve, delete, or modify any these conditions and should base their action on the approval standards for Planned Developments.

Conclusion

Based on the minimal changes to the existing building and site plan, the plan recommendations, and the recommendation of the UDC, the Planning Division believes the standards of approval for Zoning Map Amendments and Planned Developments can be found met.

At time of writing staff are unaware of any written public comment for this item.

Recommendation

Planning Division Recommendations (Contact Colin Punt 243-0455)

The Planning Division recommends that the Plan Commission forward the zoning map amendment from PD to amended PD-GDP-SIP at 4702 Verona Road to Common Council with a recommendation to **approve**, subject to input at the public hearing and the conditions recommended by the reviewing agencies below.

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

Urban Design Commission (Contact Jessica Vaughn, 267-8740)

1. Address the conditions from the May 8, 2024 UDC approval motion:
 - The new windows located to the left of the main entrance shall be lowered to a minimum sill height of 29" above the finished floor. A modesty screen can be provided and is acceptable.
 - A final materials board detail shall be provided that shows a durable exterior paint that is appropriate for a masonry material. This condition can be reviewed/approved administratively.
 - The continued review of the lighting shall be completed administratively.
 - The stella d'oro lily shall be swapped for a less common varietal.

Zoning Administrator (Contact Jenny Kirchgatter, 266-4429)

2. Submit the Zoning Text for review and approval by Zoning and Planning staff.
3. Bicycle parking for the coffee shop shall comply with the requirements of Sections 28.141(4)(g) and 28.141(11). Provide a minimum number of short-term bicycle parking stalls equal to five percent (5%) of capacity of persons located in a convenient and visible area on a paved or pervious surface. Bicycle parking shall be located at least as close as the closest non-accessible automobile parking and within one hundred (100) feet of a principal entrance. Note: A bicycle stall is a minimum of two (2) feet by six (6) feet with a five (5) foot wide access area. Provide a detail of the proposed bike rack.
4. Submit the landscape plan and landscape worksheet stamped by the registered landscape architect. Identify the existing as well as the proposed landscaping. Any displaced landscaping elements must be replaced on the site and shown on the revised landscape plan. Per Section 28.142(3) Landscape Plan and Design Standards, landscape plans for zoning lots greater than ten thousand (10,000) square feet in size must be prepared by a registered landscape architect.
5. Submit details of the trash enclosure. The trash enclosure shall be screened on four (4) sides (including a gate for access) by a solid, commercial-grade wood fence, wall, or equivalent material with a minimum height of six (6) feet and not greater than eight (8) feet.

6. Verify whether new parking lot or site lighting will be installed. New parking lot lighting must comply with City of Madison General Ordinances Section 29.36 outdoor lighting standards. If parking lot site lighting is provided, submit a lighting photometric plan and fixture cut sheets with the final plan submittal.
7. Verify whether new exterior mechanical equipment, building vents or louvers are proposed.
8. Per Section 28.186(4)(b), the property owner or operator is required to bring the property into compliance with all elements of the approved site plans by the date established by the Zoning Administrator as part of the site and building plan approval. Work with Zoning staff to establish a final site compliance date.
9. Signage approvals are not granted by the Plan Commission. Signage must be reviewed for compliance with Chapter 31 Sign Codes of the Madison General Ordinances. Signage permits are issued by the Zoning Section of the Department of Planning and Community and Economic Development.

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

10. Based on WDNR BRRS record #0313001048 (Fiore Coal & Oil Co), the property contains residual soil contamination in the proposed drive-thru lane. If contamination is encountered, follow all WDNR and DSPS regulations for proper handling and disposal.

11. Obtain a Street Terrace permit for the proposed work (installation of the driveway apron, landscaping, etc.) This permit application is available and must be completed on line at <http://www.cityofmadison.com/engineering/permits.cfm> (MGO 10.08)

City Engineering Division – Mapping Section (Contact Julius Smith, 264-9276)

12. Based on WDNR BRRS record #0313001048 (Fiore Coal & Oil Co), the property contains residual soil contamination in the proposed drive-thru lane. If contamination is encountered, follow all WDNR and DSPS regulations for proper handling and disposal.

13. Note: per court ruling in 2004, Feb 199 revision to Trans 233 invalid. Any setbacks placed on lands other than subdivisions plats are invalid. Contact Wisconsin Department of Transportation for removal of the 42' Highway Setback per CSM 9472 and CSM 10220. have them release the restriction on both documents. While these restrictions are currently not enforceable, this process will remove them from your title documents.

14. Identify on the plans the lot and block numbers of recorded Certified Survey Map or Plat.

15. 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.

Show all of the Existing utilities and landscaping as required.

See <https://www.cityofmadison.com/dpced/bi/documents/LUAChecklist.pdf>

Also correctly show the effective Right-of-way of the frontage road with all of the Highway Easements including those obtained in Document No. 4976320.

16. Provide a full and complete legal description of the site or property being subjected to this application on the site plan.

17. Locate the existing business sign on site at easterly corner of the Highway Easement. Verify the flag shaped overhang does not encroach the Public Right-of-Way if the sign is to remain. If the sign is not within the Rightof-Way and is to remain or if it is to be removed and only the base is be reused verify with the City Planning department that sign placement is allowed within the 30' Highway Buffer Strip per CSM 9472

Traffic Engineering Division (Contact Sean Malloy, 266-5987)

18. The applicant shall submit one contiguous plan showing proposed conditions and one contiguous plan showing existing conditions for approval. The plan drawings shall be to engineering scale and include the following, when applicable: existing and proposed property lines; parcel addresses; all easements; vision triangles; pavement markings; signing; building placement; items in the terrace such as signs, street light poles, hydrants; surface types such as asphalt, concrete, grass, sidewalk; driveway approaches, including those adjacent to and across street from the project lot location; parking stall dimensions, including two (2) feet of vehicle overhang; drive aisle dimensions; semitrailer movement and vehicle routes; dimensions of radii; and percent of slope.
19. The Developer shall post a security deposit prior to the start of development. In the event that modifications need to be made to any City owned and/or maintained traffic signals, street lighting, signing, pavement marking and conduit/handholes, the Developer shall reimburse the City for all associated costs including engineering, labor and materials for both temporary and permanent installations.
20. The City Traffic Engineer may require public signing and marking related to the development; the Developer shall be financially responsible for such signing and marking.
21. All parking facility design shall conform to MGO standards, as set in section 10.08(6).
22. All bicycle parking adjacent pedestrian walkways shall have a 2 foot buffer zone to accommodate irregularly parked bicycles and/or bicycle trailers.
23. All pedestrian walkways adjacent parking stalls shall be 7 feet wide to accommodate vehicle overhang, signage and impediments to walkway movements. Any request for variance shall be submitted to and reviewed by City Traffic Engineering.
24. The applicant shall provide a clearly defined 5' walkway clear of all obstructions to assist citizens with disabilities, especially those who use a wheel chair or are visually impaired. Obstructions include but are not limited to tree grates, planters, benches, parked vehicle overhang, signage and doors that swing outward into walkway.
25. "Stop" signs shall be installed at a height of seven (7) feet from the bottom of the sign at all class III driveway approaches, including existing driveways, behind the property line and noted on the plan. All directional/regulatory signage and pavement markings on the site shall be shown and noted on the plan.
26. One way operation of the site shall be secured by placing a "One Way" sign at the entrance and a "Do Not Enter" sign at the Exit.
27. The applicant shall show the dimensions for the proposed class III driveway including the width of the drive entrance, width of the flares, and width of the curb cut.

28. All existing driveway approaches on which are to be abandoned shall be removed and replaced with curb and gutter and noted on the plan.
29. Applicant shall submit for review a waste removal plan. This shall include vehicular turning movements.
30. All vehicle service window access aisles shall have a minimum outside turning radius of thirty (30) feet.

Forestry Section (Contact Brandon Sly, 267-4908)

31. An existing inventory of street trees located within the right of way shall be included on the site, demo, utility, landscape, grading, fire aerial apparatus and street tree plan sets. The inventory shall include the following: location, size (diameter at 4 1/2 feet), and species of existing street trees. The inventory should also note if a street tree is proposed to be removed and the reason for removal.
 32. Street tree removals require approval and a tree removal permit issued by City Forestry. Any street tree removals requested after the development plan is approved by the Plan Commission or the Board of Public Works and City Forestry will require a minimum of a 72-hour review period which shall include the notification of the Alderperson within who's district is affected by the street tree removal(s) prior to a tree removal permit being issued. Add as a note on the street tree plan set.
33. Contractor shall take precautions during construction to not disfigure, scar, or impair the health of any street tree. Contractor shall operate equipment in a manner as to not damage the branches of the street tree(s). This may require using smaller equipment and loading and unloading materials in a designated space away from trees on the construction site. Any damage or injury to existing street trees (either above or below ground) shall be reported immediately to City Forestry at (608) 266-4816. Penalties and remediation shall be required. Add as a note on the site, grading, utility, demolition, and street tree plan set.
 34. As defined by the Section 107.13 of City of Madison Standard Specifications for Public Works Construction: No excavation is permitted within 5 feet of the trunk of the street tree or when cutting roots over 3 inches in diameter. If excavation is necessary, the Contractor shall contact Madison City Forestry at (608) 266-4816 prior to excavation. City of Madison Forestry personnel shall assess the impact to the tree and to its root system prior to work commencing. Tree protection specifications can be found on the following website: <https://www.cityofmadison.com/business/pw/specs.cfm> Add as a note on the site, grading, utility, demolition and street tree plan sets.
 35. Section 107.13(g) of City of Madison Standard Specifications for Public Works Construction (website: <https://www.cityofmadison.com/business/pw/specs.cfm>) addresses soil compaction near street trees and shall be followed by Contractor. The storage of parked vehicles, construction equipment, building materials, refuse, excavated spoils or dumping of poisonous materials on or around trees and roots within five (5) feet of the tree or within the protection zone is prohibited. Add as a note on both the site and street tree plan sets.
 36. On this project, street tree protection zone fencing is required. The fencing shall be erected before the demolition, grading or construction begins. The fence shall include the entire width of terrace and, extend at least 5 feet on both sides of the outside edge of the tree trunk. Do not remove the fencing to allow for deliveries or equipment access through the tree protection zone. Add as a note on both the site and street tree plan sets.

37. Street tree pruning shall be coordinated with City Forestry at a minimum of two weeks prior to the start of construction for this project. Contact City Forestry at (608)266-4816. All pruning shall follow the American National Standards Institute (ANSI) A300 - Part 1 Standards for pruning. Add as a note on both the site and street plan sets.
38. Additional street trees are needed for this project. Tree planting specifications can be found in section 209 of City of Madison Standard Specifications for Public Works Construction (website: <https://www.cityofmadison.com/business/pw/specs.cfm>) - All street tree planting locations and tree species within the right of way shall be determined by City Forestry. A landscape plan and street tree planting plan shall be submitted in PDF format to City Forestry for approval of planting locations within the right of way and tree species. All available street tree planting locations shall be planted within the project boundaries. Add following note on both the landscape and street tree plan sets: At least one week prior to street tree planting, Contractor shall contact City Forestry at (608) 266-4816 to schedule inspection and approval of nursery tree stock and review planting specifications with the landscaper.

Metro Transit (Contact Tim Sobota, 261-4289)

39. In coordination with any public works improvements, the applicant shall maintain or replace the concrete boarding pad surface at the existing Metro bus stop on the east side of the West Verona Frontage Road, north of the roundabout intersection (#4481).
40. To facilitate City transit planning efforts, the applicant shall identify the accessible pedestrian connection between the building entrance(s) and the existing public sidewalk along the West Verona Frontage Road, adjacent this Metro bus stop.
41. The applicant shall include the location of these transit amenities on the final documents filed with their permit application so that Metro Transit may review the design.
42. The applicant may install and maintain a concrete amenity pad surface - as part of the private landscape plan for the proposed redevelopment site - across the sidewalk from the bus stop zone that is on the east side of the West Verona Frontage Road, north of the roundabout intersection. The applicant may then install and maintain a new passenger seating amenity in this area, as part of the private landscape plan, to serve the users of the planned redevelopment site.
43. Metro Transit operates daily all-day transit service along the West Verona Frontage Road adjacent this property - with trips at least every 30 minutes.
44. Metro Transit would initially estimate the following counts of potentially eligible trips towards US Green Building Council/LEED Quality Access to Transit points: 68 Weekday & 53 Weekend (average). Please contact Metro Transit if additional analysis would be of interest.

Parking Utility (Contact Trent Schultz, 246-5806)

45. The applicant shall submit a Transportation Demand Management (TDM) Plan to tdm@cityofmadison.com. The TDM Plan is required per MGO 16.03. Applicable fees will be assessed after the TDM Plan is reviewed by staff.

The Planning Division, Fire Department, Parks Division, and the Water Utility have reviewed this request and have recommended no conditions of approval.