



PREPARED FOR THE PLAN COMMISSION

**Project Address:** 517 Grand Canyon Drive and 6617 Odana Road (District 19 – Alder Furman)

**Application Type:** Zoning Map Amendment, Conditional Use, Certified Survey Map

**Legistar File ID #** [73822](#), [73826](#), [74081](#)

**Prepared By:** Colin Punt, Planning Division  
Report includes comments from other City agencies, as noted.

**Reviewed By:** Kevin Firchow, AICP, Principal Planner

## Summary

**Applicant:** Vivo Investment Group; 2381 Rosecrans Ave #330; El Seguno, CA

**Contact:** Melissa Huggins; Urban Assets; 807 E Johnson St; Madison, WI 53703

**Owner:** Madison Hospitality Hotel, LLC; 6617 Odana Road; Madison WI 53719

**Requested Action:** The applicant is seeking approval of a zoning map amendment from Commercial Center (CC) district to Commercial Corridor-Transitional (CC-T) district; a one-lot certified survey map; and a conditional use for more than 60 dwelling units in a mixed-use building per §28.061(1), MGO.

**Proposal Summary:** The applicant is seeking approvals to convert a 153-room hotel into a mixed-use building with 153 apartments and a restaurant tenant space.

**Applicable Regulations & Standards:** Standards for zoning map amendments are found in §28.182(6) MGO Standards for conditional use approval are found in §28.183(6) MGO Standards for certified survey maps are found in §16.23(5) MGO

**Review Required By:** Plan Commission, Common Council

**Summary Recommendations:** The Planning Division recommends the following to the Plan Commission regarding the applications for 517 Grand Canyon Drive and 6617 Odana Road. All recommendations are subject to input at the public hearing and the conditions recommended by the reviewing agencies

- That the Plan Commission forward the zoning map amendment from CC to CC-T to Common Council with a recommendation to approve;
- That the Plan Commission find that the standards for conditional uses are met, subject to the conditions from reviewing agencies beginning on page 5;
- That the Plan Commission forward the certified survey map to Common Council with a recommendation to approve, subject to the conditions from reviewing agencies beginning on page 9;

## Background Information

**Parcel Location:** The subject site is located on the south side of Odana Road, immediately east of Grand Canyon Drive. The 4.53-acre site is within Alder District 19 (Alder Furman) and the Madison Municipal School District.

**Existing Conditions and Land Use:** The site, zoned CC (Commercial Center), is currently developed with a two-story, 153-room hotel built in 1982.

**Surrounding Land Uses and Zoning:**

**North:** Single-story multi-tenant commercial buildings, both immediately north and across Odana Road, all zoned CC (Commercial Center district);

**West:** Across Grand Canyon Drive, one- and two-story commercial buildings, a car wash, and a hotel, all zoned CC;

**South:** The West Beltline Highway; and

**East:** A car dealership zoned CC.

**Adopted Land Use Plan:** The [Comprehensive Plan](#) (2018) recommends Community Mixed Use (CMU) for the site. The site is not within the boundary of any adopted neighborhood or special area plans. The [Odana Area Plan](#) (2021) also recommends CMU for this site.

**Zoning Summary:** The subject property is proposed to be zoned CC-T (Commercial Corridor - Transitional District):

Requirements	Required	Proposed
Front Yard Setback	0' or 5'	Existing front setback
Max. Front Yard Setback	65'	Existing front setback
Side Yard Setback: Street side yard	0' or 5'	61.1'
Side Yard Setback: Other cases	None unless needed for access	10.1'
Rear Yard Setback: For corner lots, where all abutting property is in a nonresidential zoning district	The required rear yard setback shall be the same as the required side yard setback	69.0'
Usable Open Space	40 sq. ft./d.u. (6,120 sq. ft.)	Adequate
Maximum Lot Coverage	85%	TBD (2)
Maximum Building Height	5 stories/78'	2 story existing building

Site Design	Required	Proposed
Number Parking Stalls	<b>Restaurant; restaurant-tavern; food and beverage use:</b> 15% of capacity of persons (TBD)	249 existing stalls
Accessible Stalls	Yes	Yes
Loading	Not required	None
Number Bike Parking Stalls	<b>Multi-family dwelling:</b> 1 per unit up to 2-bedrooms, ½ space per add'l bedroom (153) 1 guest space per 10 units (15) <b>Restaurant; restaurant-tavern; food and beverage use:</b> 5% of capacity of persons (TBD) (168 total)	16 exterior 138 interior (154 total) (3)(4)
Landscaping and Screening	Yes	Yes (5)(6)
Lighting	Not required	None
Building Forms	Not required	Existing building (7)

<b>Other Critical Zoning Items</b>	Barrier Free (ILHR 69), Utility Easements
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*Table Prepared by Jenny Kirchgatter, Assistant Zoning Administrator*

**Environmental Corridor Status:** The site is not within any mapped environmental corridors.

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

## Project Description

The applicant is seeking approval of a conditional use to convert an existing hotel to a mixed-use building.

The existing Radisson Hotel has 153 rooms, restaurant space, conference and banquet facilities, pool, and workout facilities. The existing restaurant space is located at the north end of the hotel building, nearest Odana Road. The surface parking lot wraps the north, south, and west sides of the site; the hotel building itself is located toward the east lot line. Upon conversion, the building will include 145 efficiencies and eight one-bedroom units. The former conference room will be repurposed into indoor parking for 138 bicycles and the banquet rooms will be repurposed for tenant storage. Outdoor amenities planned for the primary greenspace are centrally located on the western facade of the building and include a patio, grilling area, lawn games area, and a dog run. The pool is to remain and the restaurant space is planned to be leased to an as-yet unknown operator. Plans show 249 surface vehicle parking stalls and 15 outdoor bicycle parking stalls, in addition to the 138 indoor vehicle parking stalls. An additional pedestrian connection to Grand Canyon Drive is proposed, as well as additional vehicular signage. If approved, the applicant intends to begin renovations to the hotel building beginning in February 2023, with project completion in June 2023.

## Analysis & Conclusion

This request is subject to the standards for zoning map amendments, conditional uses, and land divisions. This section begins with a summary of adopted plan recommendations, followed by conditional use standards, and finally a conclusion.

### Conformance with Adopted Plans

The [Comprehensive Plan](#) (2018) recommends CMU (Community Mixed Use) for the site. CMU areas consist of a relatively high-intensity mix of residential, retail, office, institutional, and civic uses, generally located adjacent to a major transportation corridor. The general development intensity range in CMU areas is residential densities of up to 130 dwelling units per acre and building heights between two and six stories. The Comprehensive Plan does note that while both residential and nonresidential uses are accommodated within mixed-use districts, not every building in a mixed-use district needs to include both residential and non-residential uses. The [Odana Area Plan](#) (2021) also recommends CMU for this site, with a maximum building height of five floors. The site is not within the “Commercial Core” area as defined in the plan.

### 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 described above, the request and its uses can be found to be generally consistent with the land use

recommendations for this area in the Comprehensive Plan. Importantly, staff believes that a rezoning to CC-T is generally consistent with the CMU recommendation in the Comprehensive Plan.

### **Conditional Use Standards**

The applicant is requesting approval of a conditional use within the Commercial Corridor - Transitional district and a major alteration to an existing conditional use for the planned multi-use site. In regards to conditional use approval standards, the Plan Commission shall not approve a conditional use without due consideration of the City's adopted plan recommendations, design guidelines, supplemental regulations, and finding that all of the conditional use standards of §28.183(6) MGO are met. With regards to the City's adopted plan recommendations, as mentioned above, the Planning Division believes that the proposal can be found consistent with the recommendations of the Comprehensive Plan and Odana Area Plan. In regards to conditional use approval standards, the Plan Commission shall not approve a conditional use without due consideration of the City's adopted plan recommendations, design guidelines, supplemental regulations, and finding that all of the conditional use standards of §28.183(6) MGO are met. Staff advises the Plan Commission that in evaluating the conditional use standards, State law requires that conditional use findings must be based on "substantial evidence" that directly pertains to each standard and not based on personal preference or speculation. Staff believes that, in consideration of the comments below and subject to the conditions recommended at the end of this report, the Plan Commission can find that the conditional use approval standards are met.

Regarding Conditional Use standard of approval five, which states that adequate utilities, access roads, drainage, parking supply, internal circulation improvements, including but not limited to vehicular, pedestrian, bicycle, public transit and other necessary site improvements have been or are being provided, Staff believes that providing a strong pedestrian connection to the public sidewalk network is among the most important design-related considerations needed to successfully transform the use from a hotel into a residential use. Plans currently show a striped pathway across the parking lot from near the amenity green space to Grand Canyon Drive. Providing enhanced pedestrian connectivity internally and externally to the adjacent commercial uses and transit services along Odana Road and the multiuse path at the rear of the site are important considerations. Staff recommends that an additional demarcated pedestrian pathway also be provided from the building to the Odana Road public sidewalk.

### **Land Division**

The applicant has submitted a certified survey map to create one lot. Staff believe that all applicable standards for land divisions can be found met.

### **Conclusion**

Staff believes that the proposed development and requested zoning map amendment and conditional uses are consistent underlying land use recommendations of the Odana Area Plan and the Comprehensive Plan. When considering the recommended conditions of approval, staff believes the Plan Commission can find the applicable standards met.

At time of writing, Staff is unaware of any written comments from the public.

## Recommendation

### Planning Division Recommendations (Contact Colin Punt 243-0455)

The Planning Division recommends the following to the Plan Commission regarding the applications for 517 Grand Canyon Drive and 6617 Odana Road. All recommendations are subject to input at the public hearing and the conditions recommended by the reviewing agencies

- That the Plan Commission forward the zoning map amendment from CC to CC-T to Common Council with a recommendation to approve;
- That the Plan Commission find that the standards for conditional uses are met, subject to the conditions from reviewing agencies below;
- That the Plan Commission forward the certified survey map to Common Council with a recommendation to approve, subject to the conditions from reviewing agencies beginning on page 9;

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

### Planning Division (Contact Colin Punt, 243-0455)

1. Install a striped pedestrian walkway from the building to the public sidewalk on Odana Road.

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

2. Provide a summary of building and site data on the site plan, including the number of dwelling units, number of vehicle parking stalls, and number of exterior and interior bicycle parking stalls.
3. Provide calculations for the existing and proposed lot coverage with the final submittal. The lot coverage maximum is 85%. Lot coverage is defined as the total area of all buildings, measured at grade, all accessory structures including patios, etc., and all paved areas as a percentage of the total area of the lot, with the following exceptions: sidewalks or paved paths no wider than five (5) feet, pervious pavement, green roofs and decks. If the existing site currently exceeds 85% maximum lot coverage, proposed site improvements may not further increase lot coverage above the maximum.
4. Bicycle parking for the residential dwelling units shall comply with the requirements of MGO Sections 28.141(4)(g) and 28.141(11) and shall be designated as short-term or long-term bicycle parking. A minimum of 153 resident bicycle stalls are required plus a minimum of 15 short-term guest stalls. Up to twenty-five percent (25%) of bicycle parking may be structured parking, vertical parking or wall mount parking, provided there is a five (5) foot access aisle for wall mount parking. NOTE: A bicycle stall is a minimum of two (2) feet by six (6) feet with a five (5) foot wide access area. Submit a detail showing the model of bike rack to be installed.
5. Bicycle parking for the restaurant tenant space shall comply with the requirements of MGO Sections 28.141(4)(g) and 28.141(11) and will be reviewed prior to obtaining zoning approval for the use. Provide a minimum amount of bicycle parking equal to 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.
6. Submit the landscape plan and landscape worksheet stamped by the registered landscape architect. 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.

7. Identify the trash enclosure area on the site plan. All developments, except single family and two family developments, shall provide a refuse disposal area. Such area 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. Submit a detail of the trash enclosure.
8. Provide floor plans for the south wing of the building.
9. 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.
10. 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 – Mapping Section** (Contact Jeff Quamme, 266-4097)

11. Show on the site plan the MMSD Sewer Interceptor that crosses the southwesterly corner of this site. Also show the easement for the sewer per Document No 1224442.
12. Show on the site plan and label the Ped Bike Path Easements per Doc No's 5522910 and 3888899 and the 20' Bike Path and Walkway Easement per Doc No. 2242474.
13. The Bike and Walkway Easement per Doc 2242474 shall be released. A new PLE for Public Bicycle Pedestrian Path Purposes shall be granted on the pending Certified survey map to fill the gap left between Doc 5522910 and 3888899. Coordinate the Real estate project for the release of the easement and the new easement language for the easement grant on the CSM with Jeff Quamme. (jrquamme@cityofmadison.com)
14. Label and denote the Reciprocal Driveway Easement in the Northerly portion of this site per Doc No. 3840969.
15. Show and label the Public Storm Sewer that crosses the southwesterly corner of this site on the site plan.
16. The address of the apartments is 521 Grand Canyon Dr. The 517 Grand Canyon Dr hotel address will be inactivated and archived after the conversion. 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.
17. The pending Certified Survey Map application for this property shall be completed and recorded with the Dane County Register of Deeds (ROD), the new parcel data created by the Assessor's Office and the parcel data available to zoning and building inspection staff prior to issuance of building permits for new construction.
18. Submit a site plan and a complete building Floor Plan in PDF format to Lori Zenchenko (lzenchenko@cityofmadison.com) that includes a floor plan of each floor level on a separate sheet/page for the development of a complete interior addressing plan. Also, include a unit matrix for apartment buildings. The Addressing Plan for the entire project shall be finalized and approved by Engineering (with consultation and consent from the Fire Marshal if needed) PRIOR to the verification submittal stage of this LNDUSE with Zoning. The final approved stamped Addressing Plan shall be included in said Site Plan Verification application

materials or a revised plan shall provided for additional review and approval by Engineering. Per 34.505 MGO, a full copy of the approved addressing plan shall be kept at the building site at all times during construction until final inspection by the Madison Fire Department. For any changes pertaining to the location, deletion or addition of a unit, or to the location of a unit entrance, (before, during, or after construction), a revised Address Plan shall be resubmitted to Lori Zenchenko to review addresses that may need to be changed and/or reapproved.

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

19. 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.
20. 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.
21. 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.
22. All parking facility design shall conform to MGO standards, as set in section 10.08(6).
23. All bicycle parking adjacent pedestrian walkways shall have a 2 foot buffer zone to accommodate irregularly parked bicycles and/or bicycle trailers.
24. Per Section MGO 12.138 (14), this project is not eligible for residential parking permits. It is recommended that this prohibition be noted in the leases for the residential units.
25. Developer shall provide a recorded copy of any joint driveway ingress/egress and crossing easements and shall be noted on face of plan.
26. The applicant shall work with the Traffic Engineering and Engineering divisions on providing a direct connection to the West Towne bike path.

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

27. As this project is a change of use in accordance with the building code. The fire protection systems shall be brought into compliance with current standards.
28. Ensure potential security measures are coordinated with the means of egress design.

**Parks Division** (Contact Kate Kane, 261-9671)

29. Park Impact Fees (comprised of the Park Infrastructure Impact Fee, per MGO Sec. 20.08(2)), and Park-Land Impact Fees, per MGO Sec. 16.23(8)(f) and 20.08(2) will be required for all new residential development associated with this project. This development is within the West Park-Infrastructure Impact Fee district. Please reference ID# 22036 when contacting Parks about this project.
30. Pursuant to the authority established under Wis. Stat. § 66.0617(7), and in the interests of promoting the development of low-cost housing in the City, low-cost housing is exempt from the park impact fees beginning January 1, 2017. This exemption only applies to those dwelling units or bedrooms within a development that are determined to be low-cost housing. This exemption does not extend to the land dedication requirements set forth under Sec. 16.23(8)(f), MGO, nor any other impact fees that may apply to a development.
31. The park impact fee will be exempt for developments that meet the “low-cost housing” requirements, as defined as rental or owner-occupied housing units that are affordable, as that term is defined in Sec. 4.22(2), MGO, and which meet the deed restriction requirements of Sec. 4.22(7). The determination whether a proposed development will create low-cost housing, and how much low-cost housing it will create, shall be made by the Community Development Division.

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

32. 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 nearest point of the Odana Road public right-of-way.
33. The applicant shall include the location of these facilities on the final documents filed with their permit application, so that Metro Transit may review and effectively plan for City transit access to this property.
34. Metro Transit operates daily, all-day transit service along Odana Road, with stops at the Grand Canyon Drive intersection area.

*The Engineering Division, Forestry Section, and Water Utility have reviewed this request and recommended no conditions of approval.*

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***Certified Survey Map***

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

1. Madison Metropolitan Sewerage District (MMSD) charges are due and payable prior to Engineering sign-off, unless otherwise collected with a Developer's / Subdivision Contract. Contact Mark Moder (608-261-9250) to obtain the final MMSD billing a minimum of two (2) working days prior to requesting City Engineering signoff. (MGO 16.23(9)(d)(4))
2. A minimum of two (2) working days prior to requesting City Engineering signoff on the plat/csm contact either Tim Troester (West) at 261-1995 (ttroester@cityofmadison.com) or Brenda Stanley (East) at 608-261-9127 (bstanley@cityofmadison.com) to obtain the final stormwater utility charges that are due and



payable prior to sub-division of the properties. The stormwater utility charges (as all utility charges) are due for the previous months of service and must be cleared prior to the land division (and subsequent obsolesces of the existing parcel). (POLICY)

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

3. The Bike and Walkway Easement per Doc 2242474 shall be released. A new PLE for Public Bicycle Pedestrian Path Purposes shall be granted on this Certified survey map to fill the gap left between Doc 5522910 and 3888899. Coordinate the Real estate project for the release of the easement and the new easement language for the easement grant on the CSM with Jeff Quamme. (jrquamme@cityofmadison.com)
4. Show on the site plan the MMSD Sewer Interceptor and the easement for the sewer per Document No 1224442. This easement shall be added to the title report.
5. Label and denote the Reciprocal Driveway Easement on the map that lies in the Northerly portion of this CSM per Doc No. 3840969.
6. Show in detail with dimensions any part of the existing building that may lie within the Public Storm Sewer Easement per Doc No's 1599638 and 1150707.
7. Wisconsin Administrative Code A-E 7.08 identifies when Public Land System (PLS) tie sheets must be filed with the Dane County Surveyor's office. The Developer's Surveyor and/or Applicant must submit copies of required tie sheets or monument condition reports (with current tie sheet attached) for all monuments, including center of sections of record, used in this survey, to Jeff Quamme, City Engineering (jrquamme@cityofmadison.com)
8. Prior to Engineering final sign-off by main office for Plats or Certified Survey Maps (CSM), the final Plat or CSM in pdf format must be submitted by email transmittal to Engineering Land Records Coordinator Jeff Quamme (jrquamme@cityofmadison.com) for final technical review and approval. This submittal must occur a minimum of two working days prior to final Engineering Division sign-off.
9. Correct the 13.32' dimension to 18.32' on the PLE for the Bike Path per Document No. 5522910. Also provide a bearing for the 26.12' dimension.
10. Submit to Jeff Quamme, prior to Engineering sign-off of the subject plat, one (1) digital CADD drawing in a format compatible with AutoCAD. The digital CADD file(s) shall be referenced to the Dane County Coordinate System and shall contain, at minimum, the list of items stated below, each on a separate layer/level name. The line work, preferably closed polylines for lot lines, shall be void of gaps and overlaps and match the final recorded plat:
  - a) Right-of-Way lines (public and private)
  - b) Lot lines
  - c) Lot numbers
  - d) Lot/Plat dimensions
  - e) Street names
  - f) Easement lines (i.e. all shown on the plat including wetland & floodplain boundaries.)

NOTE: This Transmittal is a separate requirement from the required Engineering Streets Section for design purposes. The Developer/Surveyor shall submit new updated final plat, electronic data for any

changes subsequent to any submittal.

**Office of Real Estate Services**

A staff report addendum will be available prior to the November 7, 2022 Plan Commission meeting with recommended conditions of approval from the Office of Real Estate Services.

*The Planning Division, Office of the Zoning Administrator, Traffic Engineering Division, Fire Department, Forestry Section, City Assessor, Water Utility, and Metro Transit have reviewed this request and have recommended no conditions of approval.*