



PREPARED FOR THE URBAN DESIGN COMMISSION

Project Address: 6728 Mader Drive
Application Type: Informational Presentation - Planned Development - Specific Implementation Plan
UDC will be an Advisory Body
Legistar File ID #: [77465](#)
Prepared By: Jessica Vaughn, AICP, UDC Secretary

Background Information

Applicant | Contact: Roman Ryan, Ryan Funeral Home | Eric Kom, Sketchworks Architecture

Project Description: The applicant is proposing to construct a two-story funeral home with a chapel, gathering spaces, a warming kitchen, limited outdoor seating and offices.

Project Schedule:

- The UDC received an Informational Presentation on October 12, 2022 on the General Development Plan.
- The UDC made an advisory recommendation to the Plan Commission to grant Final Approval of the Planned Development – General Development Plan (PD-GDP) on January 11, 2023, Legistar File ID [73955](#).
- The Plan Commission conditionally approved the PD-GDP on January 23, 2023, Legistar File ID [75171](#).
- The Common Council conditionally approved the PD-GDP on February 7, 2023.

Approval Standards: The UDC will be an advisory body on this request. As with any Planned Development, the Urban Design Commission is required to provide a recommendation to the Plan Commission with specific findings on the design objectives listed in Zoning Code sections 28.098(1), Statement of Purpose, and (2), Standards for Approval.

As noted above, the UDC made an advisory recommendation to the Plan Commission on the PD-GDP, which included recommendations for conditions of approval, including a condition to maximize the building volume at the corner of Golden Copper Land and McKee Road with a building design that is more in line with a two-story building. In their review of the PD-GDP, the Plan Commission accepted this condition, and modified it to state that “*The western standalone commercial building shall be two-stories tall.*” In addition, the Plan Commission also adopted conditions of approval that state:

- *Condition No. 61: At the time of Specific Implementation Plan approval, the applicant shall limit, reduce, or share parking for the proposed buildings to increase usable open space to the greatest extent possible, including at the northwestern corner of proposed Building A2.*
- *Condition No. 62: That all future buildings be as oriented to the adjoining streets as they may be to any parking that will be developed to serve them, including active entrances directly accessible from the McKee Road and Maple Grove Drive. Ground floor entrances to residential buildings and dwelling units are strongly encouraged. This requirement shall be referenced in the final zoning text for the PD(GDP) and be met as part of the approval of the Specific Implementation Plan(s) preceding the issuance of building permits.*

Planned Development Zoning: The project site is located within the Maple Grove Commons General Development Plan Planned Development (est. 2010). As noted in the original General Development Plan, development of the

project site was originally anticipated to be commercial in nature, with buildings ranging in height from one to two stories. The Planned Development does include general architectural guidelines for commercial buildings:

"Individual commercial buildings will be designed to be as oriented to, or more oriented to the adjacent public and private streets than to the internal parking lots through the inclusion of architectural features including but not limited to vision glass, usable entrances and fully screened utility and mechanical facilities along all street-side elevations."

Adopted Plans: The project site is located in the [Cross Country Neighborhood Development Plan](#) (the "Plan") planning area. The Plan recommends the project site for commercial/office land use development. In addition, the City's adopted [Comprehensive Plan](#) recommends the project site for Neighborhood Mixed-Use development. The Neighborhood Mixed-Use land use recommendation includes more prescriptive development objectives, including those related to building form and type, which in this case is 2-4 stories, and where free-standing commercial buildings would be appropriate.

Summary of Design Considerations

Planning Division staff requests that the UDC review the proposed Specific Implementation Plan and provide feedback based on the standards for Planned Developments, the adopted plan recommendations and PD-GDP conditions of approval as noted above.

- **Building Height and Massing.** As noted in the Common Council's adopted approval conditions for the PD-GDP, *"The western standalone commercial building shall be two-stories tall."* This adopted condition is more specific than what was previously recommended by the UDC, which would have required that the building only be designed to have an appearance of being two stories. Zoning staff have determined that the proposed building is technically considered a two-story building.

Staff has been involved in several pre-application discussions with the applicant team and has noted that changes to the architectural detailing and/or building mass should be considered to better align this development with the Planned Development standards, especially:

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

As an SIP, the development details of each building must be approved by Common Council after advisory recommendations by both the UDC and Plan Commission. Staff notes that meeting of the aforementioned technical standard related to height does not necessitate a finding that the proposed building meets the other review and approval standards, which must also be carefully considered by the various reviewing bodies. As such, staff recommends that the UDC provide feedback on the related to the building height and mass.

- **Building Design and Composition.** Staff notes several considerations that should be considered in concert with the height and massing considerations noted above, including:
 - Utilizing four-sided architecture and a similar design aesthetic and level of detailing on all four sides of the building, including the application of materials, windows, etc., especially on the south and east elevations.

- The overall composition of the building, especially as it relates to appropriateness of the various roof-forms, heights, and their transitions. Staff believes that consideration should be given to design and height of the chapel component and possible incorporated clearstory windows. Additionally staff requests consideration be given to other related design details such as how the floor plan translates to the building's exterior, including as it results in the creation of blank walls.
- **Site Planning Considerations.** As building orientation was a key consideration during the approval of the GDP, staff requests that the UDC provide a feedback on the overall site plan and building orientation as currently presented. The proposed building now shows street orientation with a two-story volume at the corner and an active entry along McKee Road. As part of the review of the site plan, staff also request any feedback on the location and design of the patio amenity in relationship to other open spaces on the site. As noted in the PD-GDP conditions of approval, the area on the east side of the building will transition from parking to green space, which may present an opportunity to further enhance the design and experience of the amenity space.

Summary of UDC PD-GDP Advisory Recommendation Comments and Action

As a reference, the Commission's comments from the January 11, 2023, GDP-SIP advisory recommendations to the Plan Commission are provided below:

- Can you confirm the stormwater plan, and are there any retention plans? I don't see it articulated yet.
 - There is an existing detention basin designed in 2008 to accommodate this portion of the development on the southwest corner, south of the existing multi-family building. Additional stormwater management is now required due to code changes, we show that on the southwest side of the commercial building.
- Given that your existing design hasn't kept up with code changes, I would offer a potential way to distinguish this project, make it somewhat more urban by considering some green roof opportunities for a design aesthetic and handling some of the stormwater management. That is related to the General Development Plan to some degree.
- Did you mention how many bedrooms there are?
 - Range of studio, one-bedroom, two-bedroom and two-bedroom with den units.
- Curious if multi-family housing means children will live here? There is an opportunity on the north side to make that a cohesive outdoor space with the thirty-foot setback.
- The parking just west of A2, have you been in discussions with the Fire Department about the length, and why doesn't that connect back to the commercial parking lot to the west?
 - We made the decision not to connect them because they will be two different owners and parcels. We haven't specifically spoken with the Fire Department.
- Consider whether you really need the last north bit of that parking lot west of A2, if those 10-12 stalls at the top end are really necessary. Your parking ratio is pretty decent already. You could have a datum there to connect, and more greenspace for children and family space.
- North-south versus east-west orientation. The layout and siting of the buildings has grown on me, but looking at some efficiencies of the parking lot layout and more open space would be great.
- We're going to be looking for this commercial building to really hold the corner when we see this at the SIP level. Maybe a mezzanine or high retail story to give it some presence.
- What about giving the developer the option of not doing commercial at Building A1, it seems out of place there. Really focus on the commercial building itself, with an option to make that Building A1 all residential.
- I concur with that comment about giving them the option to opt out of the commercial. It has become apparent that the force-feeding of commercial spaces into otherwise residential buildings, while at one time was a good strategy, I'm not sure the current economic situation has been helpful in that playing out.

Action

On a motion by Harper, seconded by Klehr, the Urban Design Commission made an **ADVISORY RECOMMENDATION to the Plan Commission to approve** the Planned Development (PD). The motion was passed on a vote of (5-0), with Asad recused and Goodhart non-voting.

Discussion on the motion:

I am in favor of the general layout and concept of this development, and recommend further discussions concerning amenity spaces versus surface parking, flexibility on the commercial tenant aspect of the residential buildings, and continued effort to address any potential stormwater issues in line with the updated ordinance.

Motion:

The UDC is in general favor of the layout and concept and recommends the following conditions to the Plan Commission:

- Reducing the on-site parking to create more green space, especially adjacent to Building A2 on the northwest side of the building.
- The commercial building shall be designed to hold the corner and maximize the building volume at the corner of Golden Copper Lane and McKee Road. The building design shall be more in line with the 2-story plan recommendations either by adding a story or by incorporating an architecture volume like a mezzanine, etc.
- Provide the option to make Building A1 all residential versus mixed-use.

ATTACHMENT
PD Zoning Statement of Purpose and Standards

28.098 (1) Statement of Purpose.

The Planned Development (PD) District is established to provide a voluntary regulatory framework as a means to facilitate the unique development of land in an integrated and innovative fashion, to allow for flexibility in site design, and to encourage development that is sensitive to environmental, cultural, and economic considerations, and that features high-quality architecture and building materials. In addition, the Planned Development District is intended to achieve one or more of the following objectives:

- (a) Promotion of green building technologies, low-impact development techniques for stormwater management, and other innovative measures that encourage sustainable development.
- (b) Promotion of integrated land uses allowing for a mixture of residential, commercial, and public facilities along corridors and in transitional areas, with enhanced pedestrian, bicycle and transit connections and amenities.
- (c) Preservation and enhancement of important environmental features through careful and sensitive placement of buildings and facilities.
- (d) Preservation of historic buildings, structures, or landscape features through adaptive reuse of public or private preservation of land.
- (e) Provision of more adequate, usable, and suitably located open space, recreational amenities, and other public facilities than would otherwise be provided under conventional land development techniques.
- (f) Facilitation of high-quality development that is consistent with the goals, objectives, policies, and recommendations of the Comprehensive Plan and adopted neighborhood, corridor or special area plans.

28.098(2) Approval Standards for Project

The standards for approval of a zoning map amendment to the PD District, or any major alteration to an approved General Development Plan, are as follows:

- (a) The applicant shall demonstrate that no other base zoning district can be used to achieve a substantially similar pattern of development. Planned developments shall not be allowed simply for the purpose of increasing overall density or allowing development that otherwise could not be approved unless the development also meets one or more of the objectives of (1) above. Conditions under which planned development may be appropriate include:
 - 1. Site conditions such as steep topography or other unusual physical features; or
 - 2. Redevelopment of an existing area or use of an infill site that could not be reasonably developed under base zoning district requirements.
- (b) The PD District plan shall facilitate the development or redevelopment goals of the Comprehensive Plan and of adopted neighborhood, corridor or special area plans.
- (c) The PD District plan shall not adversely affect the economic health of the City or the area of the City where the development is proposed. The City shall be able to provide municipal services to the property where the planned development is proposed without a significant increase of the cost of providing those services or economic impact on municipal utilities serving that area.
- (d) The PD District plan shall not create traffic or parking demands disproportionate to the facilities and improvements designed to meet those demands. A traffic demand management plan may be required as a way

to resolve traffic and parking concerns. The Plan shall include measurable goals, strategies, and actions to encourage travelers to use alternatives to driving alone, especially at congested times of day. Strategies and actions may include, but are not limited to, carpools and vanpools; public and private transit; promotion of bicycling, walking and other non-motorized travel; flexible work schedules and parking management programs to substantially reduce automobile trips.

- (e) The PD District plan shall coordinate architectural styles and building forms to achieve greater compatibility with surrounding land uses and create an environment of sustained aesthetic desirability compatible with the existing or intended character of the area and the statement of purpose of the PD District.
- (f) The PD District plan shall include open space suitable to the type and character of development proposed, including for projects with residential components, a mix of structured and natural spaces for use by residents and visitors. Areas for stormwater management, parking, or in the public right of way shall not be used to satisfy this requirement.
- (g) The PD district shall include suitable assurances that each phase could be completed in a manner that would not result in an adverse effect upon the community as a result of termination at that point.
- (h) When applying the above standards to an application for height in excess of that allowed in Section 28.071(2)(a) Downtown Height Map, except as provided for in Section 28.071(2)(a)1. and Section 28.071(2)(b), the Plan Commission shall consider the recommendations in adopted plans and no application for excess height shall be granted by the Plan Commission unless it finds that all of the following conditions are present:
 - 1. The excess height is compatible with the existing or planned (if the recommendations in the Downtown Plan call for changes) character of the surrounding area, including but not limited to the scale, mass, rhythm, and setbacks of buildings and relationships to street frontages and public spaces.
 - 2. The excess height allows for a demonstrated higher quality building than could be achieved without the additional stories.
 - 3. The scale, massing and design of new buildings complement and positively contribute to the setting of any landmark buildings within or adjacent to the project and create a pleasing visual relationship with them.
 - 4. For projects proposed in priority viewsheds and other views and vistas identified on the Views and Vistas Map in the City of Madison Downtown Plan, there are no negative impacts on the viewshed as demonstrated by viewshed studies prepared by the applicant.
- (i) When applying the above standards to an application to reduce or eliminate stepbacks required by Section 28.071(2)(c) Downtown Stepback Map, the Plan Commission shall consider the recommendations in adopted plans, including the downtown plan. No application to reduce or eliminate stepbacks may be granted unless it finds that all of the following conditions are present:
 - 1. The lot is a corner parcel.
 - 2. The lot is not part of a larger assemblage of properties.
 - 3. The entire lot is vacant or improved with only a surface parking lot.
 - 4. No principal buildings on the lot have been demolished or removed since the effective date of this ordinance