



Department of Planning & Community & Economic Development

Planning Division

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To: City of Madison Plan Commission

From: Planning Division Staff (Heather Stouder, Ben Zellers, Colin Punt); Zoning Staff (Katie Bannon, Trent Schultz)

Date: July 28, 2022

Subject: Transit-Oriented Development (TOD) Overlay Zoning

The Plan Commission requested additional information at its June 23rd meeting concerning a few specific TOD overlay area topics:

1. Portions of National Register Historic Districts that, but for previous discussion, would otherwise be included in the TOD overlay zoning area (pages 1-11; maps on [pages 18-23](#)).
2. Maximum setbacks ([pages 12-17](#)).

Minimum building heights were also a topic of conversation at the last Plan Commission meeting, with a majority of the Commission generally feeling that a two-story minimum height is appropriate in TOD, with the possible exception of gas station convenience stores (see [pages 24-28](#)).

Staff has compiled additional material for Commission review on the above topics, and would appreciate any further feedback and direction the Commission has, particularly with regard to items #1 and #2.

TOD Overlay Area and National Register Historic Districts

Parcel Area

The following table summarizes the parcel acreage, number of parcels, and dwelling units within each historic district that would overlap the TOD area if National Register Historic Districts were not excluded.

National Register Historic District	In Historic District*			In Historic District & TOD Overlay**			% of Historic District in TOD Area^
	Parcel Acreage	Parcels	Dwelling Units	Parcel Acreage	Parcels	Dwelling Units	
University Hill Farms~	350.6	820	2,476	207.1	434	2,082	59.1
Nakoma	164.1	656	648	14.9	67	67	9.1
Wingra Park	51.5	323	399	38.8	253	322	75.3
West Lawn Heights	59.5	404	412	14.9	114	112	25.0
East Dayton Street	0.2	4	4	0.2	4	4	100
Fourth Lake Ridge	22.4	147	412	22.0	141	403	98.2
Sherman Avenue	14.5	78	102	14.1	77	101	97.2
Tenney/Yahara	46.8	18	0	38.3	14	0	81.8
Coolidge-Myrtle	18.3	159	159	10.0	87	87	54.6
Total	728.0	2,609	4,612	360.5	1,191	3,178	--

* Does not show districts that have zero parcels that overlap the TOD Overlay Zoning Area.

** If overlay is adjusted to include parcels within National Register Historic Districts.

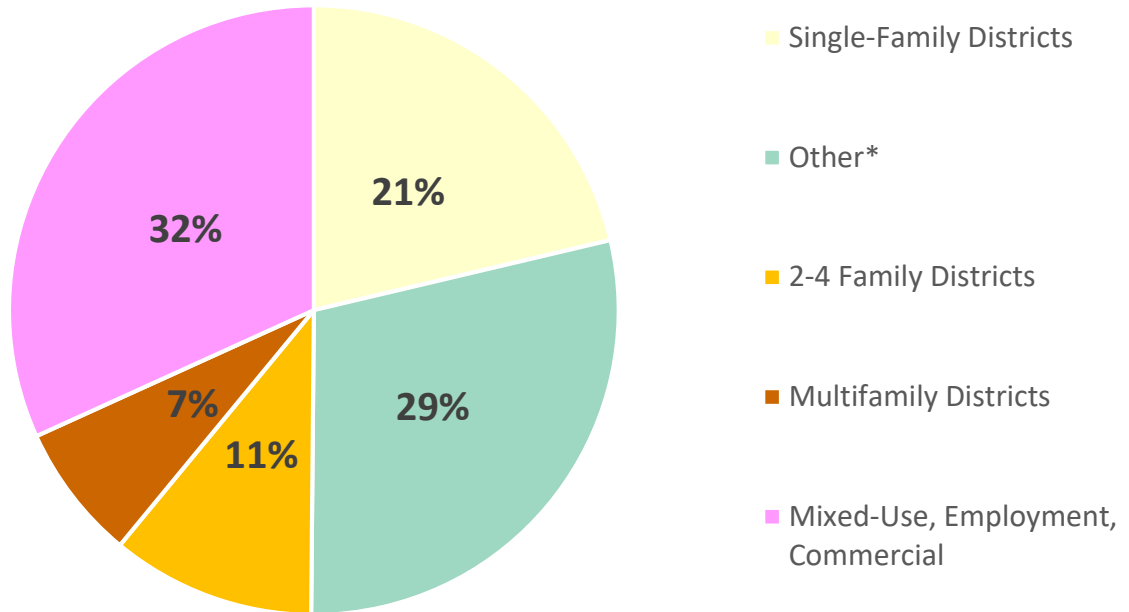
~ Approximately 1/3 of total parcel acreage in Historic Districts and the TOD Overlay** are SR-C1 (single-family residential) parcels within the University-Hill Farms National Register Historic District.

^ By parcel area

Zoning

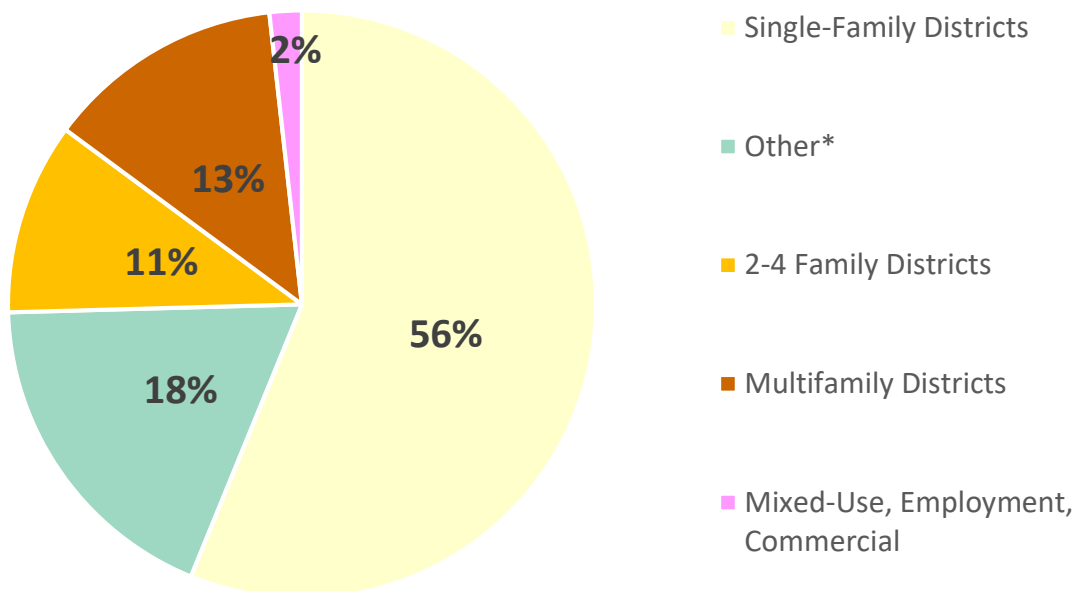
The following chart shows zoning of TOD overlay area parcels (for the current TOD area, which excludes all historic districts), aggregated into five main categories.

TOD Overlay: Zoning (Exclusive of Historic Districts)



The following chart shows the zoning of parcels that are currently excluded from the TOD overlay area because they are in a National Register Historic District, but would be included in the TOD area if it were allowed to overlap National Register Districts.

TOD Overlay - National Historic Districts Overlap: Zoning



Other* denotes zoning districts that are not impacted by the TOD overlay (such as planned developments, industrial districts, and park).

Maps that show zoning in the TOD-Historic District overlap area have been attached to this packet to provide additional background for the Plan Commission's discussion of this issue (see [pages 18-23](#)).

Site Layout Examples

The examples on the following pages show hypothetical additions/redevelopment for select parcels in historic districts to illustrate what is allowed under TOD overlay zoning.

Example #1

Site: 202 S Whitney Way

Site Acreage: 0.26 acres

Zoning: Suburban Residential Consistent 1 District

Comp Plan Land Use: Low Residential (1-2 stories)

Stories: 2 (currently 1)

Units: 3 allowed under TOD overlay (currently 1 unit; a second unit as an ADU is allowed under current zoning)

Bldg Footprint: 2,700 sqft

ADU: 870sqft



Existing Site



University-Hill Farms National Historic District

Example #2

Site: 4901 Sheboygan Ave

Site Acreage: 6.14 acres

Zoning: Traditional Residential Urban 1 District

Comp Plan Land Use: High Residential (4-12 stories)

Stories: 5 (currently 3-story buildings)

Units: 60 (currently 286)

Surface parking



Existing Site



University-Hill Farms National Historic District

Site redevelopment as permitted under TOD overlay

Example #3

Site: 4901 Sheboygan Ave

Site Acreage: 6.14 acres

Zoning: Traditional Residential Urban 1 District

Comp Plan Land Use: High Residential (4-12 stories)

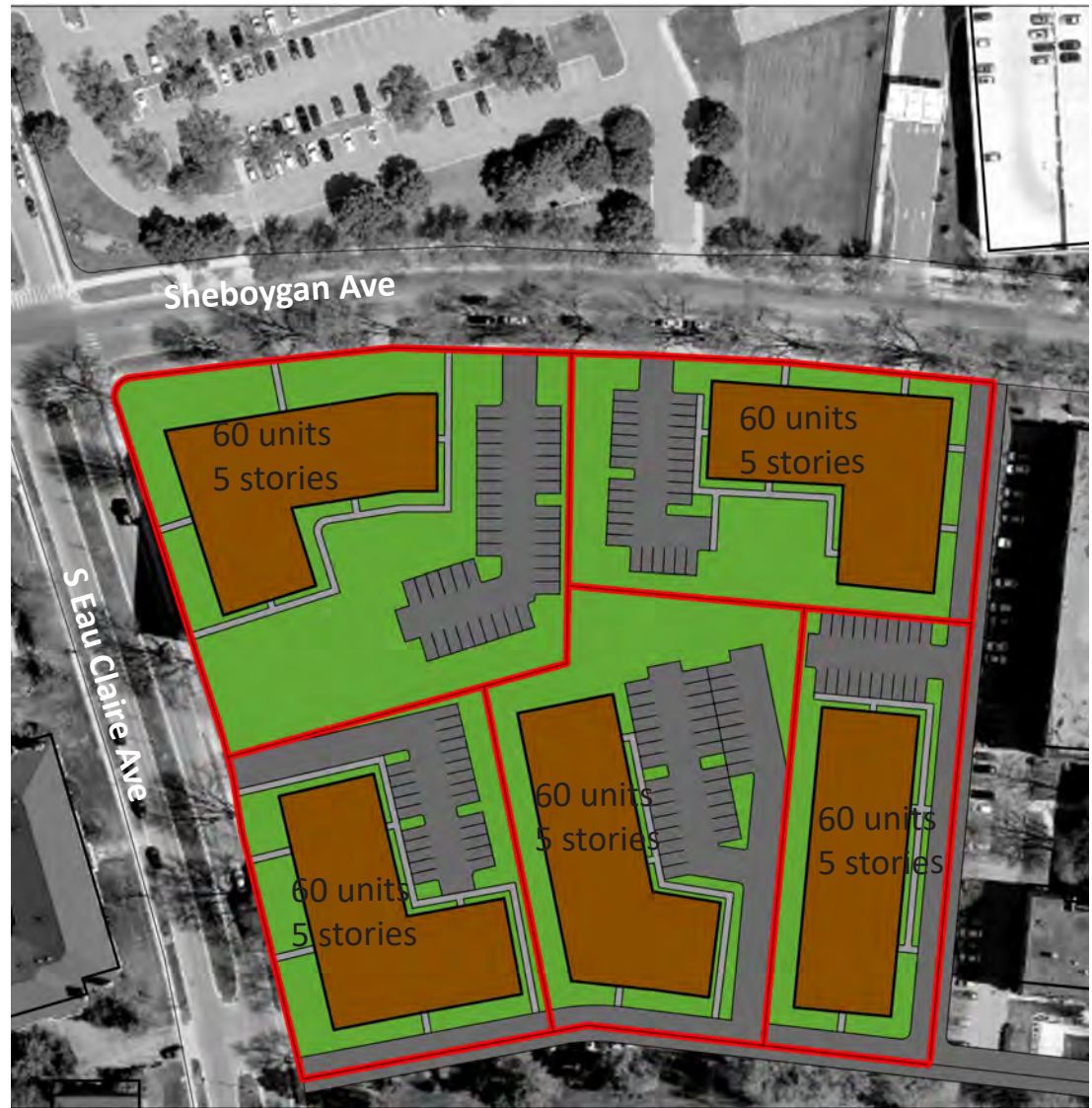
Stories: 5 (currently 3-story buildings)

Units: 300 units, 60 units per building (currently 286)

Surface parking



Existing Site



University-Hill Farms National Historic District

Redevelop as permitted under TOD overlay, with subdivision and new streets (note that the slight increase in the number of dwelling units means that a financially feasible redevelopment would likely pursue more units).

Example #4

Site: 2254 Myrtle St.

Site Acreage: 0.11 acres

Zoning: Traditional Residential Consistent 4 District

Comp Plan Land Use: Low Residential (1-2 stories)

Stories: 2 (Currently 2 stories)

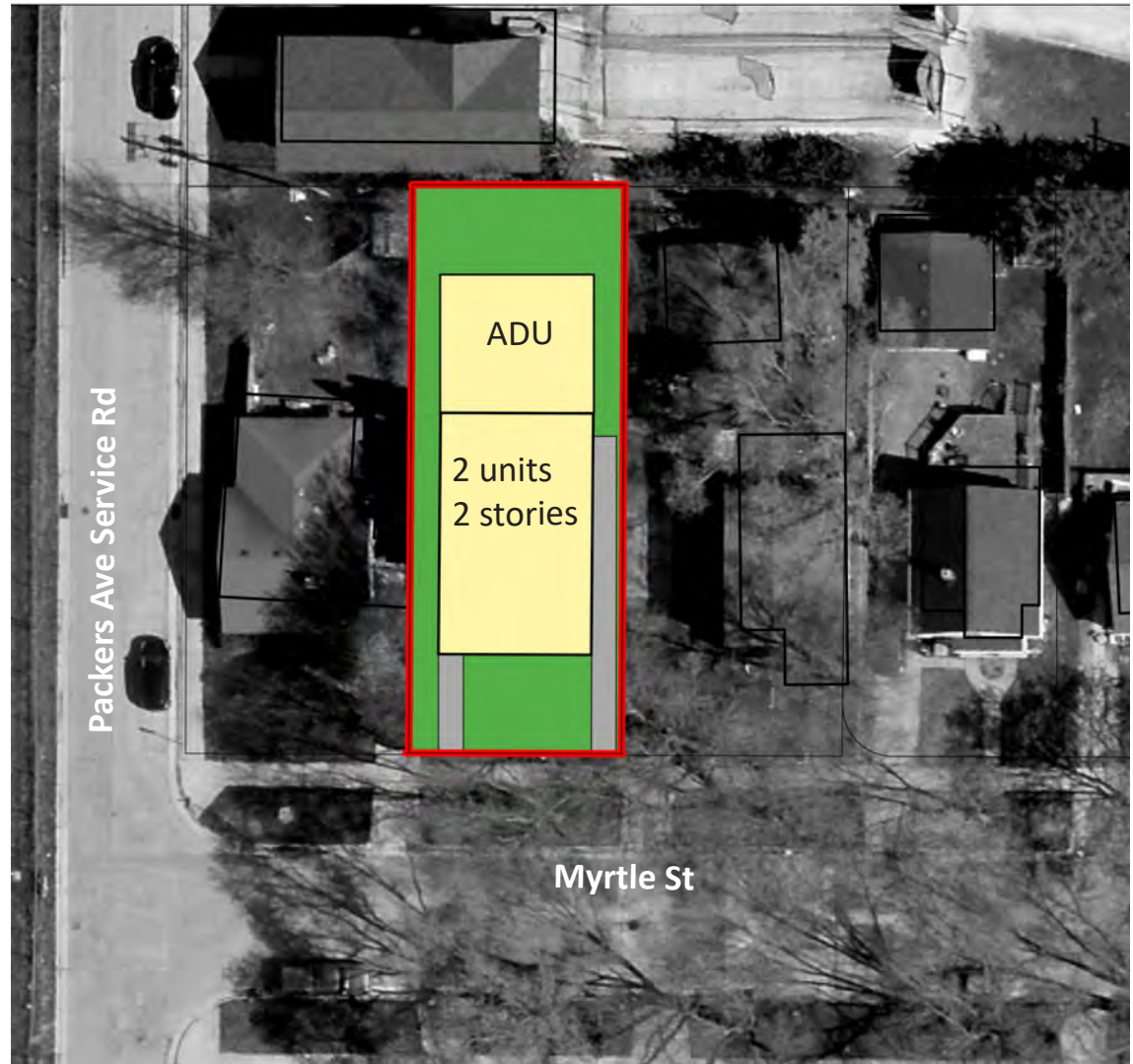
Bldg Footprint: 1,488 sq ft

Units: 3 (currently 1)

ADU: 860 sq ft



Existing Site



Coolidge-Myrtle National Historic District

Add ADU and second unit (while TOD overlay zoning would otherwise allow four DUs, the lot is too small, so four DUs cannot be built).

Example #5

Site: 3614 Nakoma Rd.

Site Acreage: 0.18 acres

Zoning: Traditional Residential Consistent 1 District

Comp Plan Land Use: Low Residential (1-2 stories)

Stories: 2 (currently 2)

Units: 3 allowed under TOD overlay (currently 1 unit; a second unit as an ADU is allowed under current zoning)

Bldg Footprint: 2,110 sqft

ADU: 845 sqft



Existing Site



Nakoma National Historic District

Example #6

Site: 715 E Gorham St.

Site Acreage: 0.20 acres

Zoning: Traditional Residential Varied 1 District

Comp Plan Land Use: Low Medium Residential (1-3 stories)

Stories: 3 (currently 3)

Units: 6 (currently 4)

Bldg Footprint: 3,513 sqft

No parking assumed



Existing Site



Fourth Lake Ridge National Historic District

Redevelopment to a six unit building (redevelopment assumed to have no parking; land use allows 8 DU, but lot area per DU allows a maximum of six)

Example #7

Site: 815 Prospect Pl.

Site Acreage: 0.12 acres

Zoning: Traditional Residential Consistent
3 District

Comp Plan Land Use: Low Residential
(1-2 stories)

Stories: 2

Units: 3



Existing Site

Fourth Lake Ridge National Historic District

TOD overlay allows three units, which are already on the site

Example #8

Site: 317-324 Norris Ct.

Site Acreage: 0.47 acres

Zoning: Traditional Residential Urban 1 District

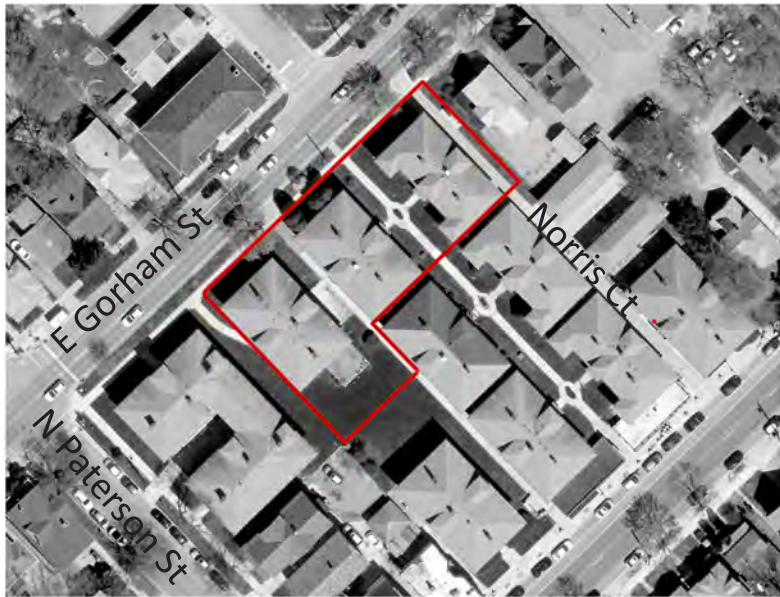
Comp Plan Land Use: Medium Residential (2-5 stories)

Stories: 4 (currently 3)

Units: 27 (currently 24)

Bldg Footprint: 8,300 sqft

Underground Parking



Existing Site



Fourth Lake Ridge National Historic District

Lot area per DU limits redevelopment to 27 DUs, which is just three more than are currently on the three buildings for this site, making redevelopment as a permitted use (without rezoning) very unlikely.

Maximum Setbacks

Staff is proposing a revised maximum setback of 20 feet for the following multifamily residential, mixed-use, commercial, and employment zoning districts in the TOD overlay area: TR-V1, TR-V2, TR-U1, TR-U2, NMX, TSS, CC-T, CC, SE, TE, and RMX. The chart below summarizes all zoning districts that are impacted by the current TOD overlay area draft, showing which districts would be subject to the new TOD overlay maximum front setback.

Zoning District	Zoning District Name	Current Minimum Front Setback*	Current Maximum Front Setback*	Proposed Maximum Front Setback in TOD Overlay
SR-C1	Suburban Residential - Consistent 1	30	--	No change
SR-C2	Suburban Residential - Consistent 2	30	--	No change
SR-C3	Suburban Residential - Consistent 3	25	--	No change
TR-C1	Traditional Residential - Consistent 1	20	30	No change
TR-C2	Traditional Residential - Consistent 2	20	30	No change
TR-C3	Traditional Residential - Consistent 3	15	30	No change
TR-C4	Traditional Residential - Consistent 4	20	30	No change
SR-V1	Suburban Residential - Varied 1	25	--	No change
SR-V2	Suburban Residential - Varied 2	25	--	No change
TR-V1	Traditional Residential - Varied 1	20	30	20
TR-V2	Traditional Residential - Varied 2	20	30	20
TR-U1	Traditional Residential - Urban 1	15	30	20
TR-U2	Traditional Residential - Urban 2	15	30	20
NMX	Neighborhood Mixed-Use	0/5**	25	20
TSS	Traditional Shopping Street	0/5**	25	20
CC-T	Commercial Corridor - Transitional	0/5**	25/65~	20
CC	Commercial Center	0/5**	85	20
SE	Suburban Employment	0/5**	25	20
TE	Traditional Employment	0/5**	--	20
RMX	Regional Mixed-Use	--	25	20

Notes: Setbacks are in feet; some additional detailed setback regulations apply to some districts - see MGO Chapter 28 for details.

* For SR- and TR- districts, listed setbacks are for residential development.

** Depending on the distance between the curb and the property line - see MGO Chapter 28 for details.

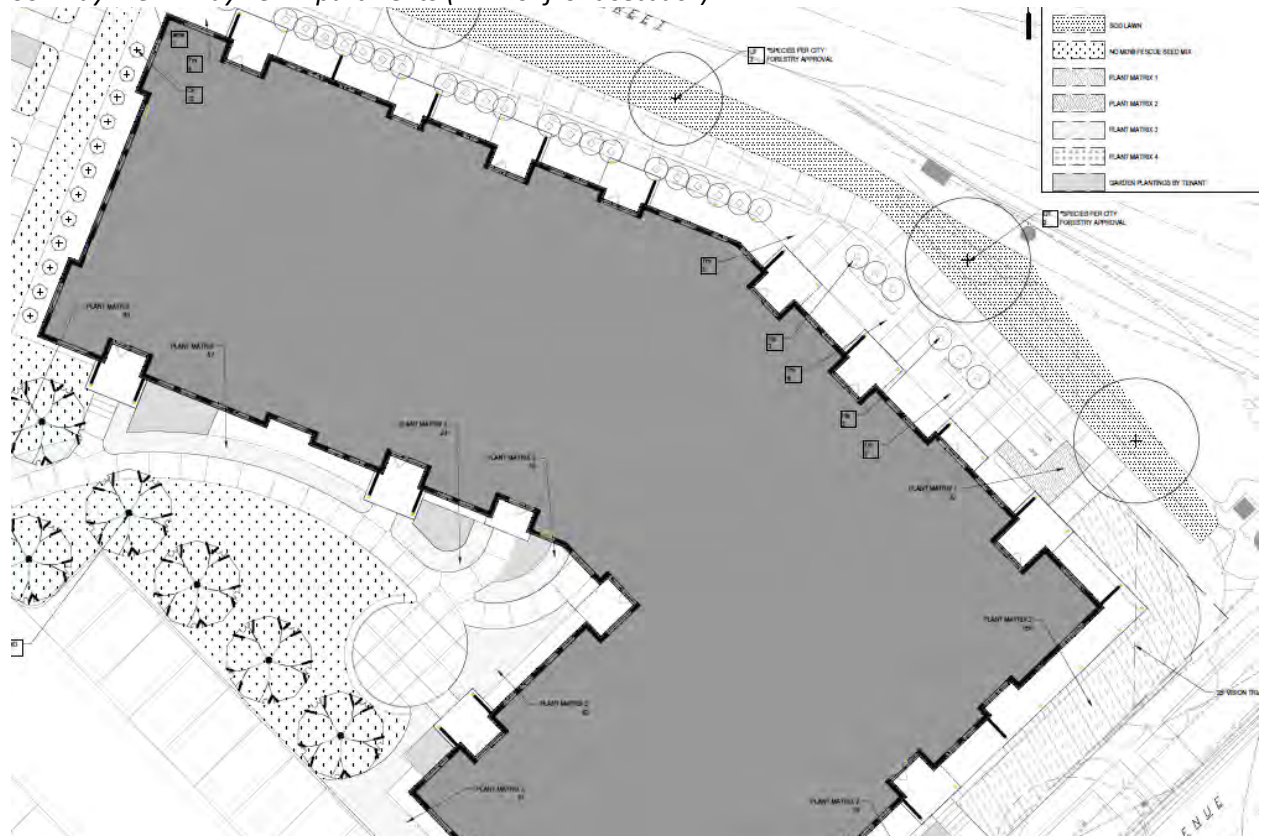
~ 65 if there is no on-street parking.

The following are some examples of setbacks between 5 and 20 feet:

1402 Regent Street – The Regent Apartments (approximately 19' front setback)



601 Bay View - Bayview Apartments (11'-16' front setback)



516 Cottage Grove Road – Pinney Library (11' front setback)



902 Royster Oaks Drive – Pinney Lane Apartments (12'-18' front setback)



The Lyric Apartments – 1010 East Washington Avenue (15' front setback)

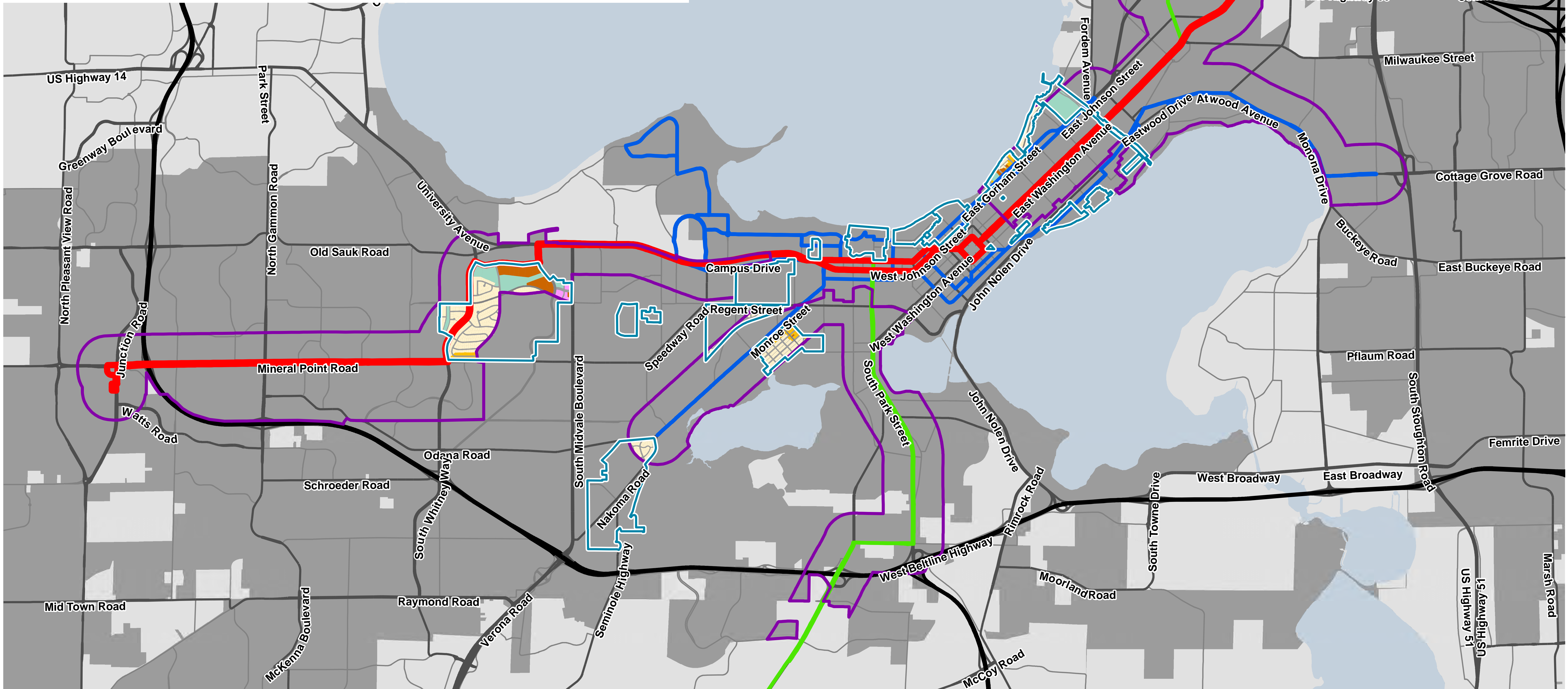
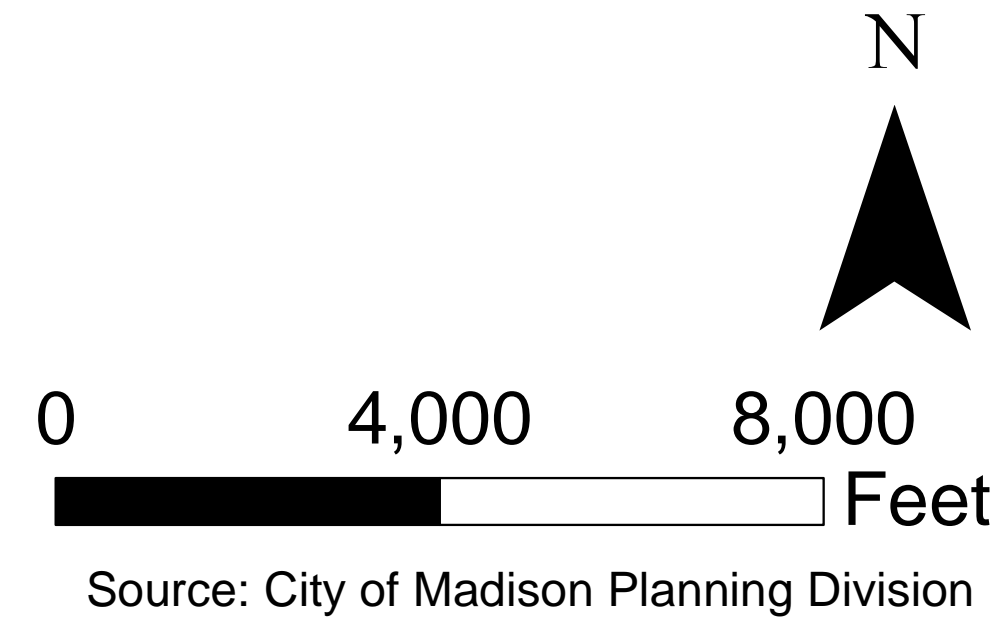


TOD Overlay Zoning Area & National Register Historic Districts












- National Register of Historic Places
- TOD Overlay Zoning Area (including National Historic Districts)
- Approved High-Frequency Local Bus (15 min. headway)
- Approved East-West BRT Line
- Planned North-South BRT Line

Zoning in Historic District

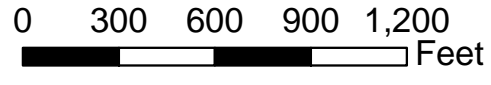
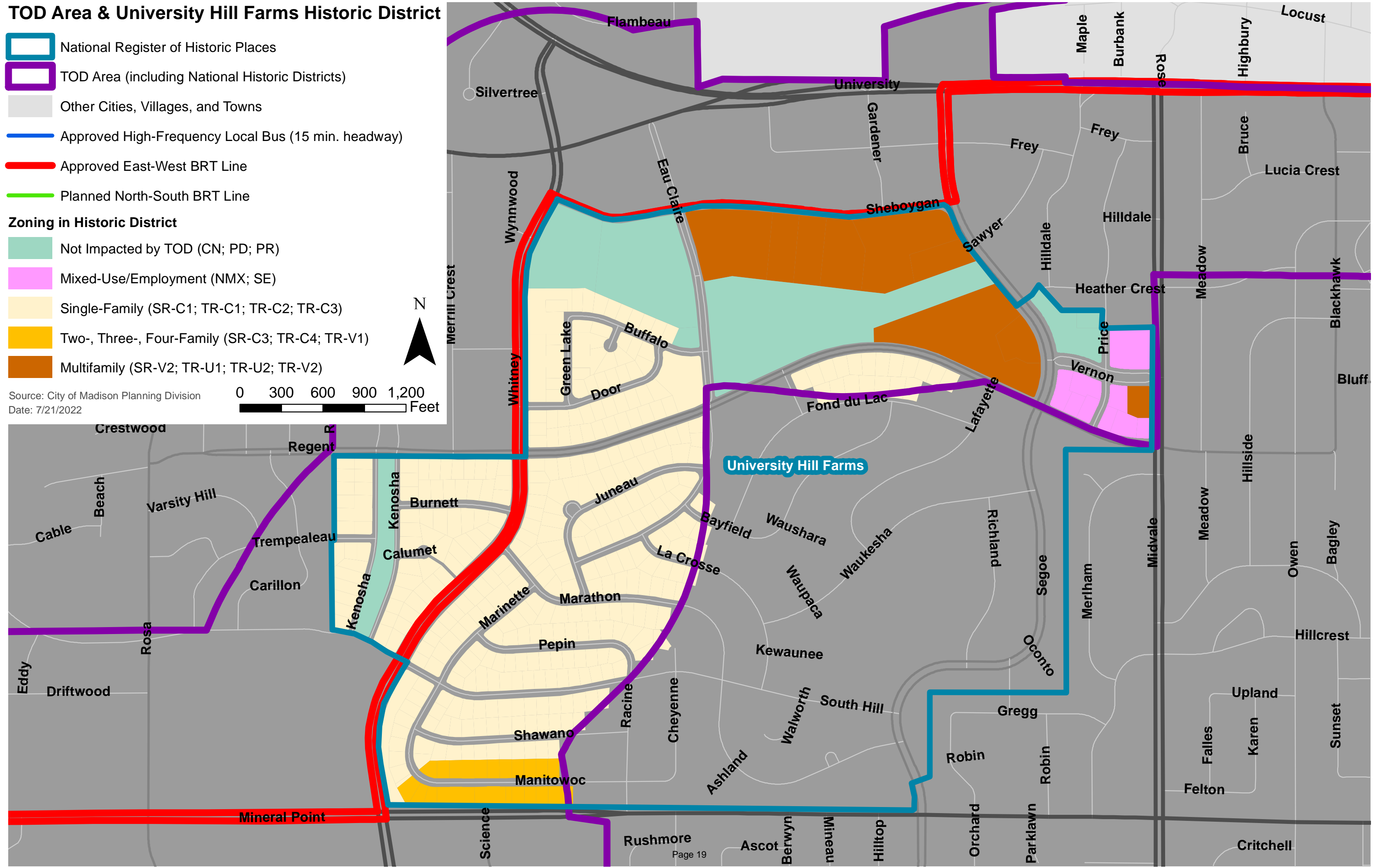
- Not Impacted by TOD (CN; PD; PR)
- Mixed-Use/Employment (NMX; SE)
- Single-Family (SR-C1; TR-C1; TR-C2; TR-C3)
- Two-, Three-, Four-Family (SR-C3; TR-C4; TR-V1)
- Multifamily (SR-V2; TR-U1; TR-U2; TR-V2)
- Other Cities, Villages, and Towns





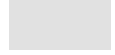



TOD Area & University Hill Farms Historic District

-  National Register of Historic Places
 -  TOD Area (including National Historic Districts)
 -  Other Cities, Villages, and Towns
 -  Approved High-Frequency Local Bus (15 min. headway)
 -  Approved East-West BRT Line
 -  Planned North-South BRT Line
- Zoning in Historic District**
-  Not Impacted by TOD (CN; PD; PR)
 -  Mixed-Use/Employment (NMX; SE)
 -  Single-Family (SR-C1; TR-C1; TR-C2; TR-C3)
 -  Two-, Three-, Four-Family (SR-C3; TR-C4; TR-V1)
 -  Multifamily (SR-V2; TR-U1; TR-U2; TR-V2)


Source: City of Madison Planning Division
 Date: 7/21/2022

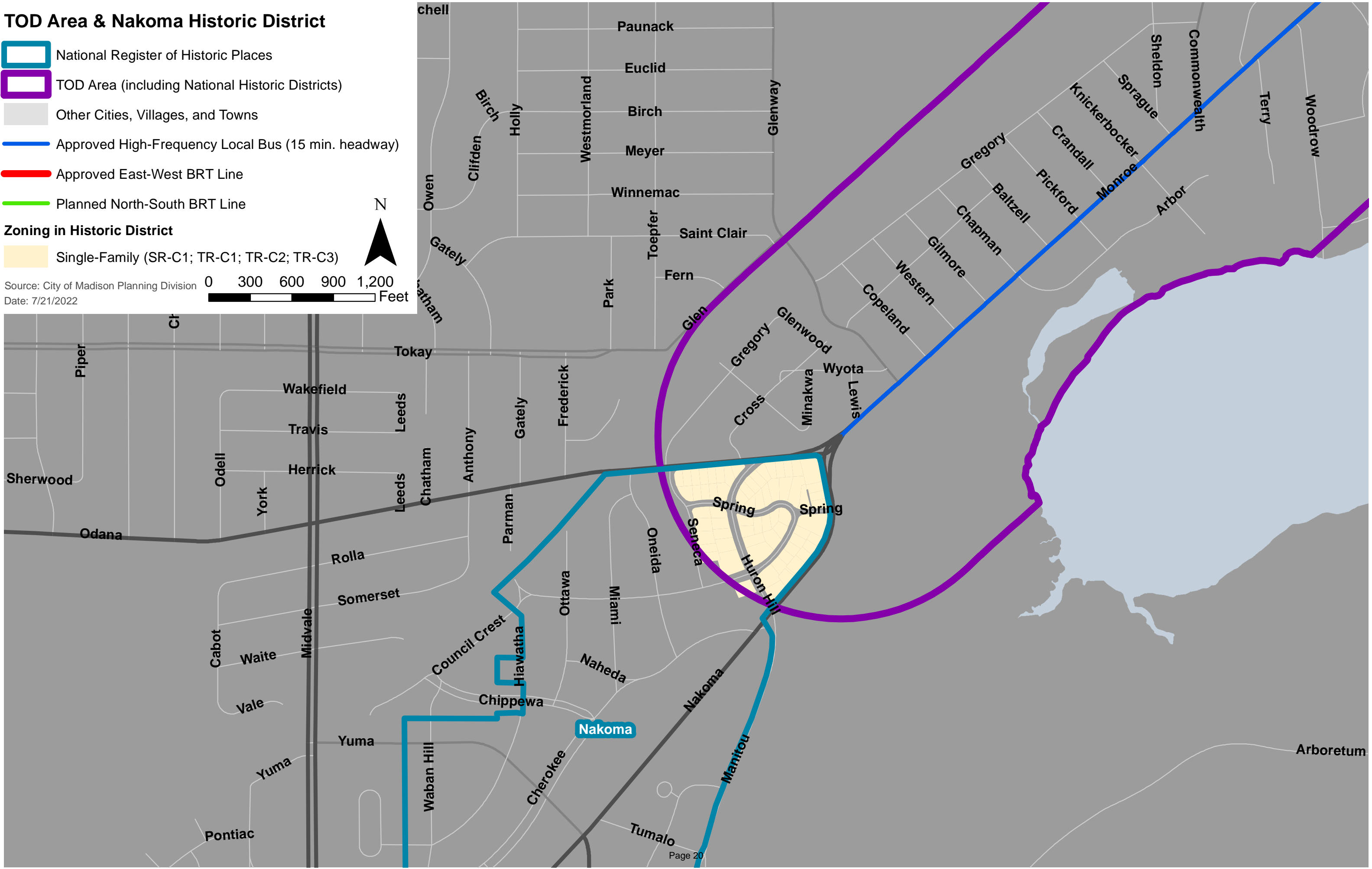
TOD Area & Nakoma Historic District

-  National Register of Historic Places
-  TOD Area (including National Historic Districts)
-  Other Cities, Villages, and Towns
-  Approved High-Frequency Local Bus (15 min. headway)
-  Approved East-West BRT Line
-  Planned North-South BRT Line







Zoning in Historic District

-  Single-Family (SR-C1; TR-C1; TR-C2; TR-C3)




Source: City of Madison Planning Division
 Date: 7/21/2022

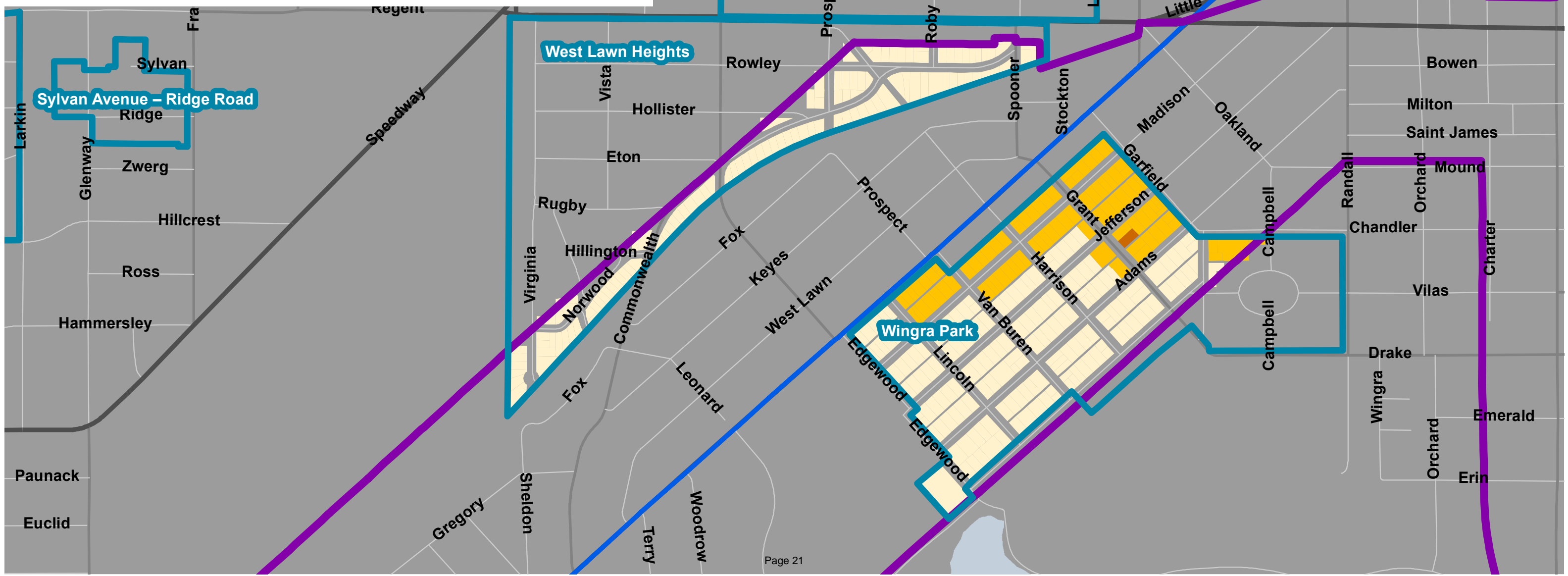
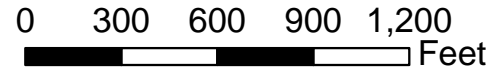
TOD Area & West Lawn Heights & Wingra Park Historic Districts

-  National Register of Historic Places
-  TOD Area (including National Historic Districts)
-  Other Cities, Villages, and Towns
-  Approved High-Frequency Local Bus (15 min. headway)
-  Approved East-West BRT Line
-  Planned North-South BRT Line







Zoning in Historic District

-  Single-Family (SR-C1; TR-C1; TR-C2; TR-C3)
-  Two-, Three-, Four-Family (TR-V1; TR-C4; SR-C3)
-  Multifamily (SR-V2; TR-U1; TR-U2; TR-V2)






Source: City of Madison Planning Division
Date: 7/21/2022



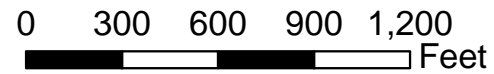
TOD Area & Fourth Lake Ridge, Sherman Avenue, Tenny/Yahara, & East Dayton Street Historic Districts

-  National Register of Historic Places
-  TOD Area (including National Historic Districts)
-  Other Cities, Villages, and Towns
-  Approved High-Frequency Local Bus (15 min. headway)
-  Approved East-West BRT Line
-  Planned North-South BRT Line







Zoning in Historic District

-  Not Impacted by TOD (PD; CN; PR)
-  Mixed/Use Employment (NMX; SE)
-  Single-Family (SR-C1; TR-C1; TR-C2; TR-C3)
-  Two-, Three-, Four-Family (TR-V1; TR-C4; SR-C3)
-  Multifamily (SR-V2; TR-U1; TR-U2; TR-V2)

Source: City of Madison Planning Division
Date: 7/21/2022



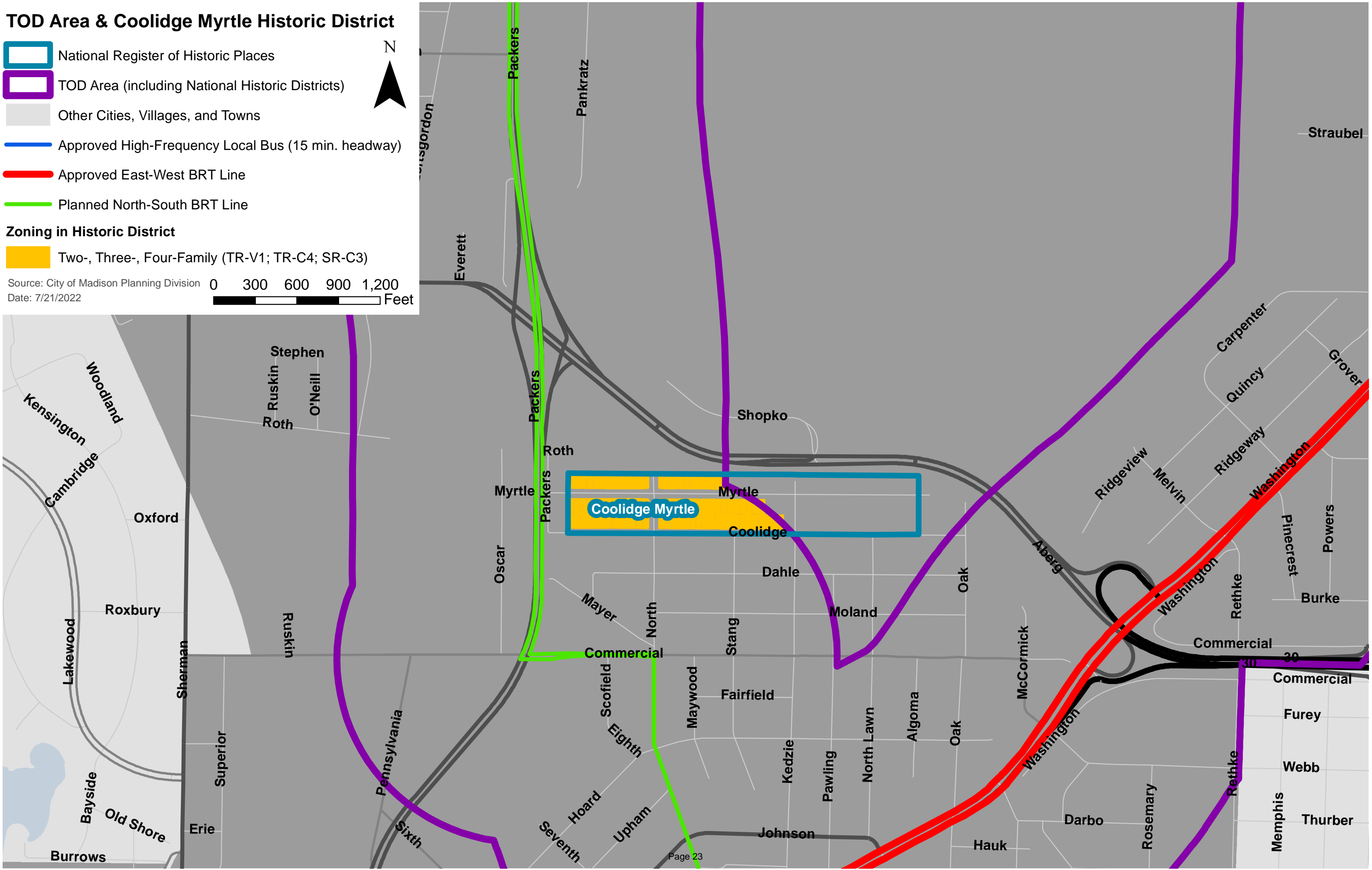
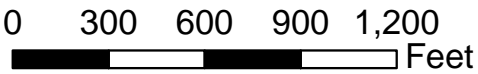
TOD Area & Coolidge Myrtle Historic District

-  National Register of Historic Places
-  TOD Area (including National Historic Districts)
-  Other Cities, Villages, and Towns
-  Approved High-Frequency Local Bus (15 min. headway)
-  Approved East-West BRT Line
-  Planned North-South BRT Line

Zoning in Historic District

-  Two-, Three-, Four-Family (TR-V1; TR-C4; SR-C3)

Source: City of Madison Planning Division
 Date: 7/21/2022



Building Heights





The following pages illustrate/highlight four sub-areas of the TOD overlay:

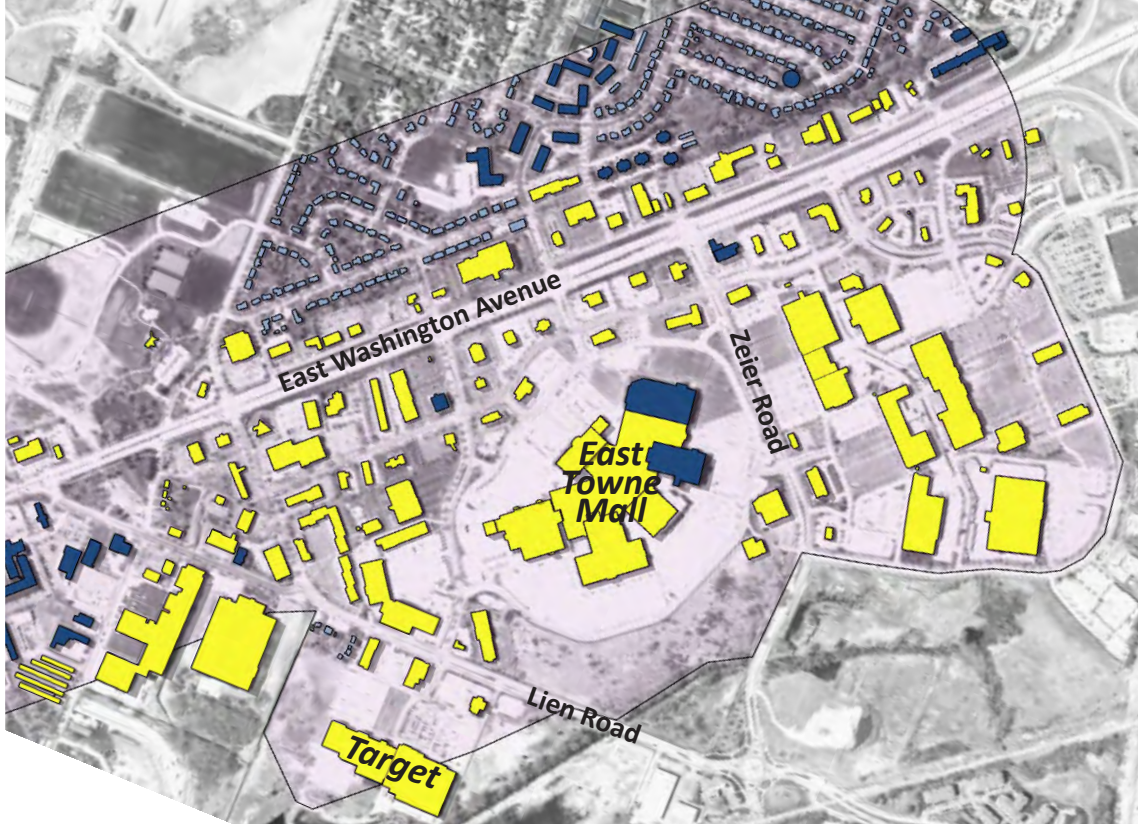
1. The East Towne area
2. The Hawthorne area along East Washington Avenue
3. The West Towne area
4. The East Isthmus

One story buildings are highlighted in yellow. Single-family parcels have buildings shown in light blue, and mixed-use/employment/commercial buildings that are not one story are shown in dark blue. This information is provided to aid in any further discussion the Commission may have concerning minimum building heights.

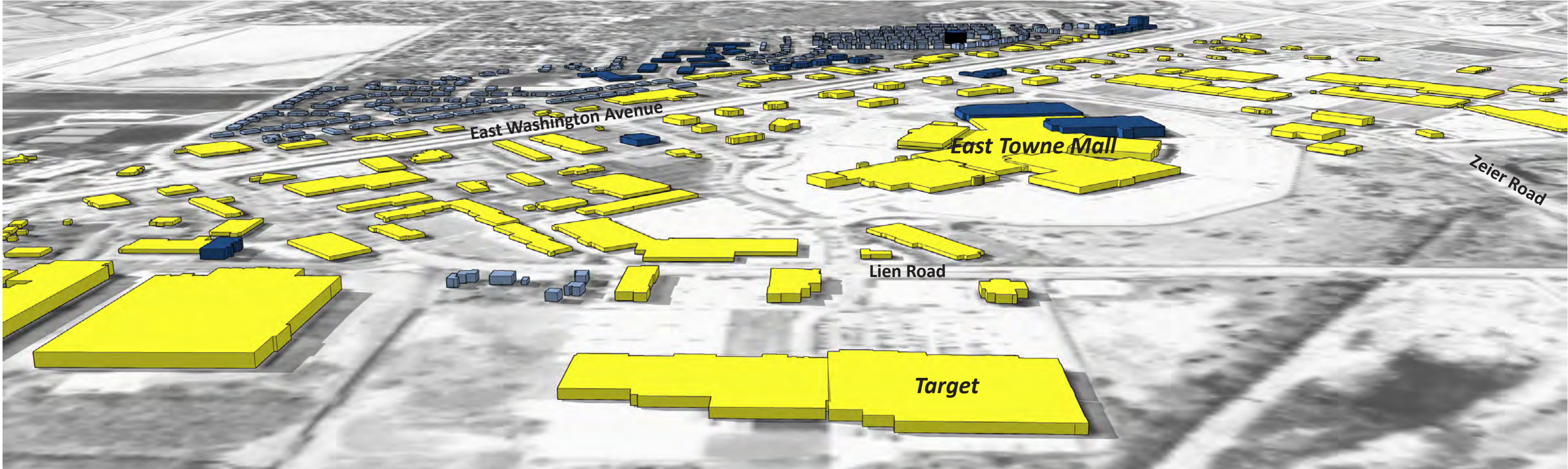
TOD Overlay District

Single Story Buildings - East Towne Mall Area

-  One Story Retail/Commercial/Employment/Institutional Buildings
-  Multi-Story Buildings (not including single-family/small residential)
-  Single-Family and Small Residential Buildings
-  TOD Overlay District






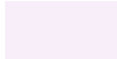
Plan View

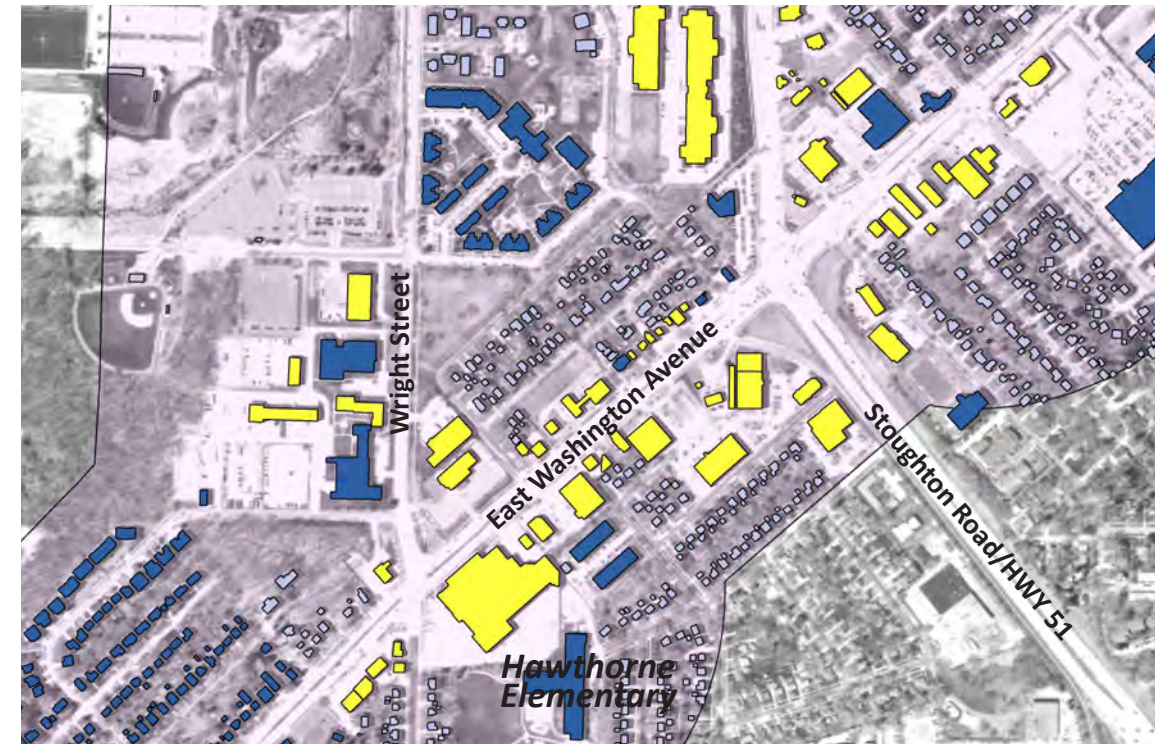


Perspective View

TOD Overlay District

Single Story Buildings - Hawthorne Elementary

-  One Story Retail/Commercial/Employment/Institutional Buildings
-  Multi-Story Buildings (not including single-family/small residential)
-  Single-Family and Small Residential Buildings
-  TOD Overlay District






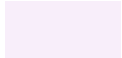
Plan View

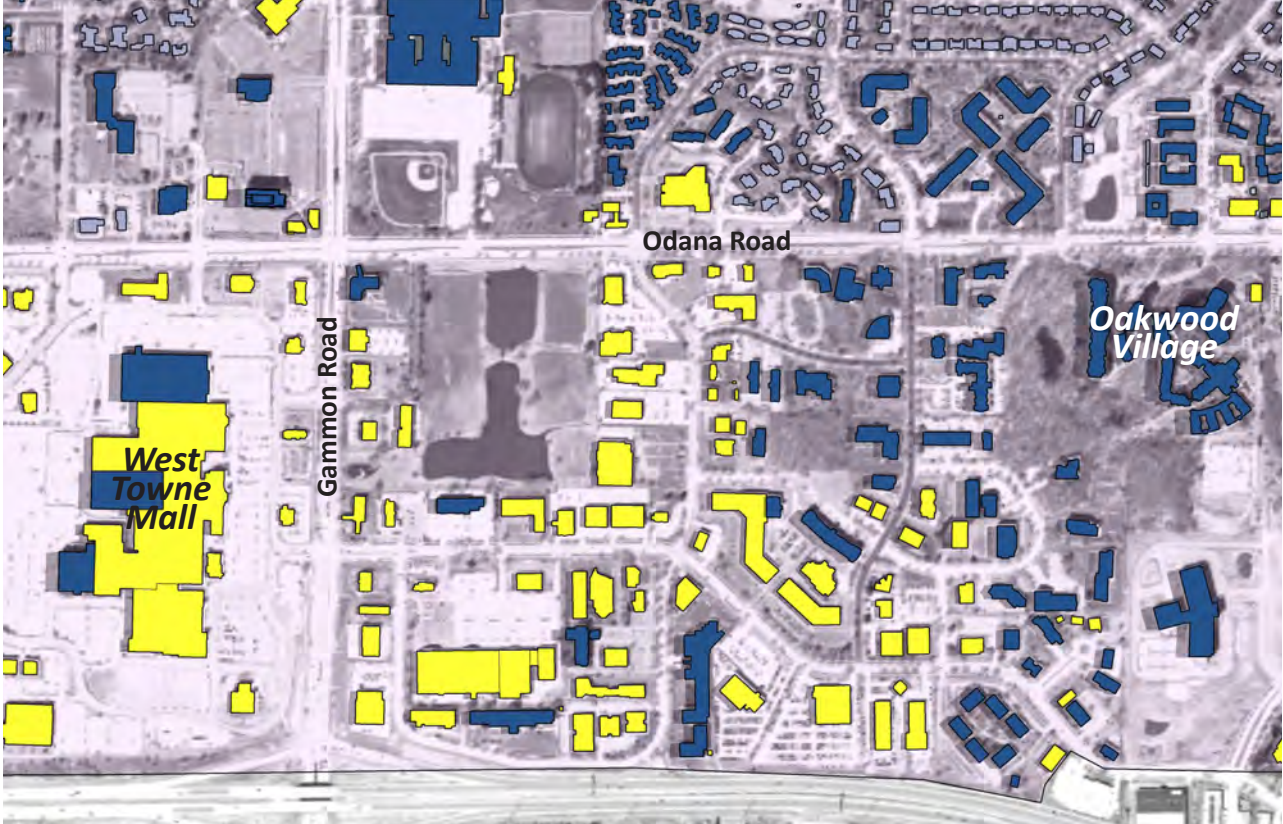


Perspective View

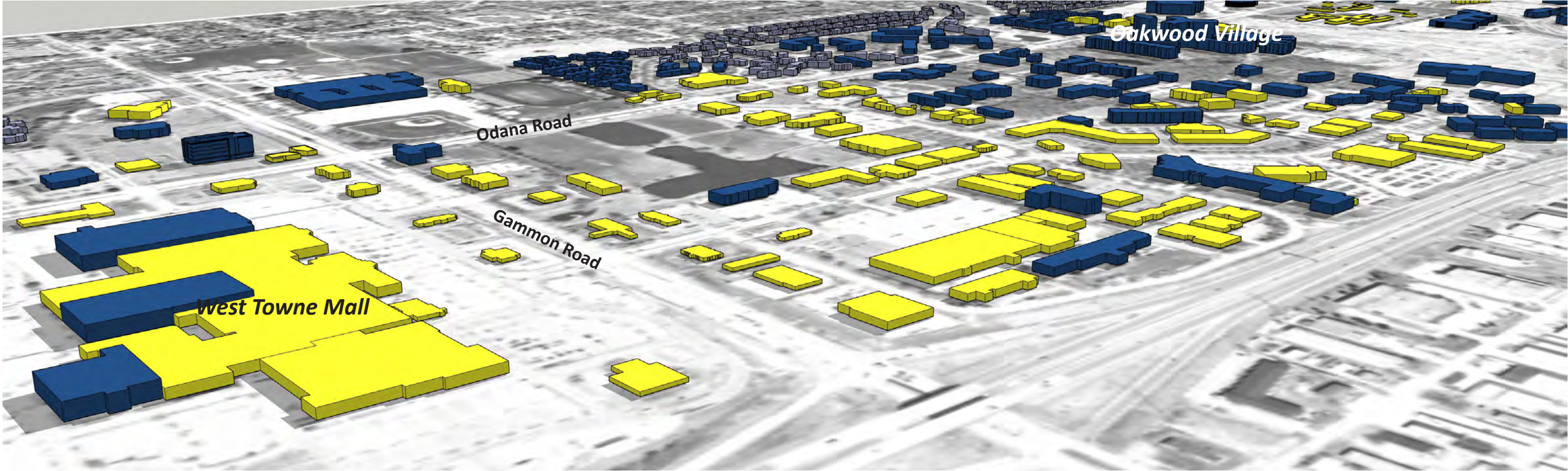
TOD Overlay District

Single Story Buildings - West Towne Mall Area

-  One Story Retail/Commercial/Employment/Institutional Buildings
-  Multi-Story Buildings (not including single-family/small residential)
-  Single-Family and Small Residential Buildings
-  TOD Overlay District







Plan View

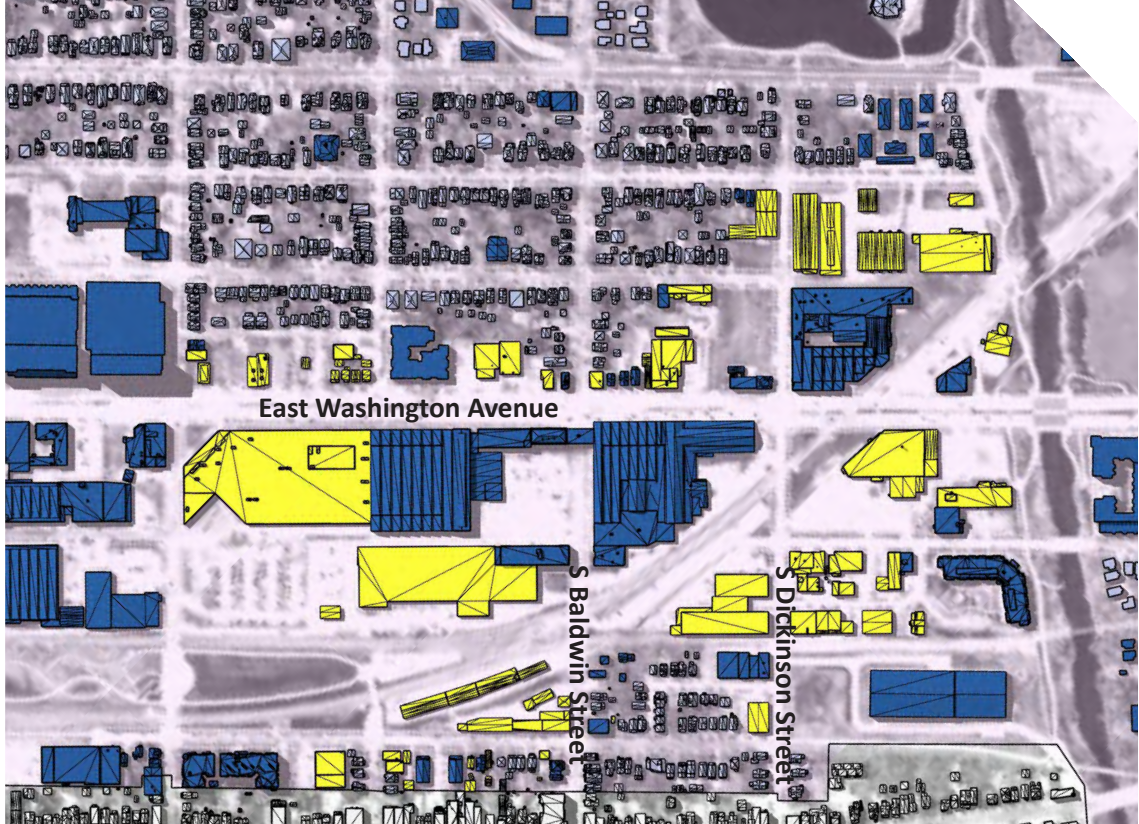


Perspective View

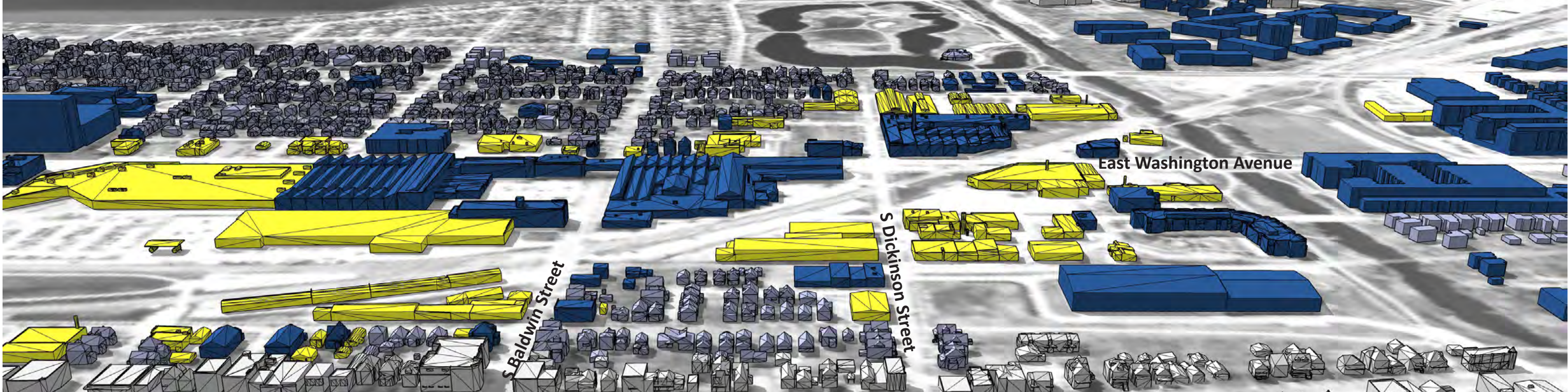
TOD Overlay District

Single Story Buildings - Dickinson

-  One Story Retail/Commercial/Employment/Institutional Buildings
-  Multi-Story Buildings (not including single-family/small residential)
-  Single-Family and Small Residential Buildings
-  TOD Overlay District



Plan View



Perspective View