

The applicant—Lincoln Avenue Communities, ranked No. 1 among U.S. affordable housing developers and Preservation Housing Partners, a national affordable housing nonprofit—submits this written testimony due to time limits placed on its presentation at the public hearing.

1. INTRODUCTION & PROJECT OVERVIEW

Madison is in the grip of a housing crisis—and the proposed five-story, 93-unit mixed-use development at 4506–4514 Verona Road presents a shovel-ready solution. The applicant meets or agrees to meet all requirements and conditions specified in the City ordinance and those recommended by City staff. The project advances Madison’s broader housing goals by delivering much-needed, resilient housing in a walkable, transit-accessible area near retail, parks, good schools and jobs. This development is:

- 100% affordable.
- within 100 feet of Madison Metro Transit routes “D” and “H”.
- within .25 miles of the Southwest Commuter Bike Path.
- within .26 miles and 5-minute walk to Britta Park.
- Within .38 miles and 8-minute walk to De Volis Park.
- within .65 miles and 13-minute walk to Doncaster Park (fully improved).
- within .25 miles and 5-minute walk to Santa Maria Grocery.
- within .47 miles and 10-minute walk to Variedades Nica’s grocery.
- within .48 mile and 10-minute walk to Luna’s Groceries.
- within 14-minute bus ride to HyVee & 17-minute ride to Aldi with busses leaving every 30 minutes.
- within the Verona School District, with assigned school within 4.3 to 9.1 miles, and served by Verona School District bussing.

The development location has been vetted and approved by two national housing developers, two of the largest banks in the State of Wisconsin, and WHEDA. It secured competitive 4% State Rental Housing Tax Credits from WHEDA for all 93 units. This development is the only WHEDA-funded affordable housing project in Madison in 2025 representing the city’s entire allocation—and its last competitive tax credit opportunity for 2025.

WHEDA tax credits are awarded through a highly competitive process. There were seven projects located in Madison that applied. This development beat out the other six projects in Madison. That accomplishment demonstrates the project’s high quality, feasibility, and alignment with WHEDA’s priorities, and the competitive nature of affordable housing tax credit applications.

Beyond complying with legal standards, this project stands as a strategic advancement of Madison’s housing and equity objectives. If denied, this proposal would not only block a single development, it would eliminate the entirety of Madison’s competitive 2025 WHEDA-funded affordable housing pipeline, reset momentum on its housing strategy, and risk losing future competitive award opportunities, as the development was able to satisfy WHEDA’s Permissive Zoning Threshold based on the site only needing conditional use approval.

After the State of Wisconsin enacted legislation in 2017 limiting municipal discretion in denying conditional use permits, the City of Madison successfully lobbied WHEDA to treat zoning districts that allow multifamily housing as a conditional use as satisfying WHEDA’s permissive zoning threshold. This

was critical because many of Madison’s zoning districts require a conditional use permit for multifamily development. WHEDA accepted this approach, and the current project meets that threshold. If the City begins denying conditional use permits for projects where applicants agree to meet all required conditions, it risks undermining this framework and could place Madison-based proposals at a disadvantage in future WHEDA affordable housing tax credit competitions.

We urge the Commission to grant the conditional-use permit so Madison can move forward with this critically important, high-impact housing solution that is located in an amenity rich area with great connectivity for future community members, and most importantly meets the conditional use standards, as further outlined below

2. CONDITIONAL USE STANDARDS – LEGAL OVERVIEW

The Plan Commission’s evaluation of a conditional use permit is not discretionary—it must apply clear, objective standards set forth in Madison Ordinance § 28.183(6)(a), as reinforced by Wis. Stat. § 62.23(7)(de), commonly known as Act 67. Together, these provisions require a fair and consistent review based on measurable criteria and fact-based decision making, rather than subjective or shifting opinions.

Act 67 established binding legal constraints that transformed the conditional use review process. First, approval is mandatory if the applicant “meets or agrees to meet all of the requirements and conditions specified in the relevant ordinance or those imposed by the zoning board.” See Wis. Stat. § 62.23(7)(de)2.a. Second, any denial must be supported by substantial evidence, defined as “facts and information, other than merely personal preferences or speculation, directly pertaining to the requirements and conditions an applicant must meet.” See Wis. Stat. § 62.23(7)(de)1.b. Third, any conditions imposed must be reasonable, must serve the purposes of the ordinance, and must be measurable to the extent practicable. See Wis. Stat. § 62.23(7)(de)2.b. These conditions may include restrictions on the duration, transfer, or renewal of the permit. (Wis. Stat. § 62.23(7)(de)2.b.

As noted by the League of Wisconsin Municipalities legal counsel:

“Prior to the change, general non-specific CUP requirements in zoning ordinances were reasonable and, thus legally permissible. Now, they must be based on substantial evidence and, where practicable, they must be measurable to be reasonable.”

Olson, D. M. (2018, February). Legislature curtails municipal conditional use permit authority. *The Municipality*. Retrieved from <https://unicourt.github.io/fyi.extension.wisc.edu/lwm-info.org/villageofeggharbor.gov/>

Importantly, a **“conditional use permit that may be issued by a political subdivision does not need to be consistent with the political subdivision’s comprehensive plan.”** See Wis. Stat. § 66.1001(2m)(b). This is because it is already zoned as a use under the applicable zoning.

This strengthened legal framework replaces subjective or inconsistent decisions with a transparent, evidence-based process—providing clear expectations and fairness for both applicants and the Commission, which was instrumental in WHEDA changing their zoning threshold requirements to allow for conditional uses to be considered as having zoning in place.

3. COMPLIANCE WITH CONDITIONAL USE STANDARDS

Below is the evidence, facts, and information that demonstrate the project fully satisfies each conditional use standard of the Ordinance. **When analyzing the development’s compliance with the conditional use standard it’s important to note that “conditional use findings must be based on “substantial evidence” that directly pertains to each standard and not based on personal preference or speculation”, as noted in the staff report.**

Ordinance Standard (§ 28.183(6)(a))	Project Compliance Summary	Evidence / Attachments
1. Public Health, Safety & Welfare	<ol style="list-style-type: none"> 1. Sean Malloy at Traffic Engineering has stated that the surrounding roadway network can accommodate the project’s projected traffic of around 200 to 250 daily trips. Noted access to transit and bike trail will account for some of those trips will use them. The Home Depot by comparison would be over 4000 trips. This use will have a lot less trips than other commercial and retail. Sean Malloy further noted there will be an additional cross walk to address the path people will take to the bus stop so that there will be multiple cross stops. Sean Malloy also noted that the pedestrian tunnel is lit with security cameras in it. 2. Zero reported pedestrian, or bicycle accidents on Verona Road or adjacent intersections in the past five years. 3. State-built Verona Road interchange and pedestrian tunnel meet or exceed City lighting standards. 4. Safe, accessible pedestrian infrastructure—lit pedestrian tunnel with security cameras, existing cross walk across Verona Road and a second cross walk being installed. 5. Access improvements support vehicles, bicyclists, pedestrians, and transit. 	<p>Item 1: See Neighborhood meeting. Madison City Channel Redevelopment Proposal for 4506 & 4514 Verona Road: Meeting of May 8, 2025 5/8/2025 6:03 PM at 1:43¹</p> <p>Item 2: See Exhibit D</p> <p>Item 3: See confirmation email to Sean Malloy</p> <p>Item 4 and 5: Neighborhood Meeting. Madison City Channel - Redevelopment Proposal for 4506 & 4514 Verona Road: Meeting of May 8, 2025 5/8/2025 6:03 PM at 1:04</p> <p>Item 6: See Exhibit I- KBA Letter</p> <p>Item 7: See Exhibit H</p> <p>Item 8: Exhibit Not Applicable</p>

¹ <https://media.cityofmadison.com/mediasite/Showcase/madison-city-channel/Presentation/e57bc06b798a4535a7d6c6bba49b987c1d/Channel/70ff129d5be06379a9cc866e2acfe595f>

Ordinance Standard (§ 28.183(6)(a))	Project Compliance Summary	Evidence / Attachments
	<ol style="list-style-type: none"> 6. Sound attenuation: Building envelope surpasses HUD noise standards using advanced windows and wall assemblies tested in comparable infill projects. 7. Air quality: High-performance HVAC and filtration ensure indoor air is as good as—or better than—in the City’s Isthmus and downtown districts. 8. Applicant agrees to provide documentation that final building envelope surpasses HUD’s noise standards prior to receiving a building permit. 	
2. Municipal Services Availability	<ol style="list-style-type: none"> 1. Timothy Sobota at Traffic Engineering Division explained there is good public transportation using Rapid Bus Route B and routes using Verona Road every 30 minutes during the day and every hour at night and weekends. The service goes to grocery stores, libraries, and other shopping areas. 2. Sean Malloy at Traffic Engineering has stated that the surrounding roadway network can accommodate the project’s projected traffic of around 200 to 250 daily trips. Noted access to transit and bike trail will account for some of those trips will use them. The Home Depot by comparison would be over 4000 trips. This use will have a lot less trips than other commercial and retail. Sean Malloy further noted there will be an additional crosswalk to address the path people will take to the bus stop so that there will be multiple cross stops. Sean Malloy also noted that the pedestrian tunnel is lit with security cameras in it. 	<p>Item 1: See Neighborhood meeting. Madison City Channel Redevelopment Proposal for 4506 & 4514 Verona Road: Meeting of May 8, 2025 5/8/2025 6:03 PM at 1:43.</p> <p>Item 2: Neighborhood Meeting. Madison City Channel - Redevelopment Proposal for 4506 & 4514 Verona Road: Meeting of May 8, 2025 5/8/2025 6:03 PM at 1:04; Also, see confirmation email with Sean Malloy.</p> <p>Item 3: See Staff Report, it notes that Britta Park is a 0.4 mile walk, but the walking distance is actually 0.26 miles as shown in Exhibit C.</p> <p>Item 4: See Conditional Use Application, KBA Plan Commission Presentation Slides & Sigma Stormwater/Access Letter</p>

Ordinance Standard (§ 28.183(6)(a))	Project Compliance Summary	Evidence / Attachments
	<p>All required public improvements—streets, sidewalks, bicycle lanes, transit connections, stormwater systems, lighting, and utilities—will be provided in accordance with staff recommendations, and the applicant commits to fully meeting any additional or upgraded infrastructure conditions imposed by the City.</p> <p>3. From a parks and green space perspective, Britta Park is located just 0.13 miles from the site as the crow flies and is a 0.26 mile walk, satisfying Madison’s 10-minute walking distance guideline for residential units. The policy is based on proximity rather than park amenities—a distinction underscored by Parks Superintendent Eric Knepp. Although Britta Park currently lacks restrooms or play equipment, planned improvements—including a picnic shelter and native flower garden—are scheduled to be completed before project occupancy. Unlike nearby developments such as The Canyons, which received approval without formal park access or improvement commitments, the Verona Road project is uniquely prepared to meet both existing standards and future green space objectives, with better access and confirmed enhancements to nearby parks.</p> <p>4. Additionally the development will include an on-site playground in the courtyard, an interior play area, an exercise room, a community room, an onsite property management office, and onsite community service facility</p>	

Ordinance Standard (§ 28.183(6)(a))	Project Compliance Summary	Evidence / Attachments
	that will provide empowerment services to residents from local community partners.	
3. No Undue Impact on Neighbors	<p>The Verona Road development will have <i>less</i> traffic impact than a retail or other auto-oriented use would generate, as confirmed by the Traffic Engineering Division's projections of 200–250 daily trips. The current parcels have a combined 3 curb cuts on the site and our development proposal will reduce the number of curb cuts down to 1, which will be a significant improvement to safety along the frontage road. The site is adjacent to the Beltline and abuts a commercial corridor—making it optimally located for this type of infill development. Far from detracting from the area, this project will <i>enhance</i> pedestrian safety and activation in nearby public spaces, including the pedestrian tunnel and bike trail. By introducing consistent, street-level activity, improved lighting, and greater “eyes on the street,” the project reduces the potential for crime, improves visibility, and fosters a sense of community responsibility. In this context, activating this underutilized parcel improves both the character and safety of the neighborhood rather than adversely affecting its established uses.</p>	<p>See Traffic Engineering Neighborhood Meeting. Madison City Channel - Redevelopment Proposal for 4506 & 4514 Verona Road: Meeting of May 8, 2025 5/8/2025 6:03 PM at 1:04, KBA Plan Commission Presentation Slides & Sigma Stormwater/Access Letter</p>
4. Supports Orderly Development	<p>The proposed development fully complies with the existing Commercial Center (CC) zoning, including 324 square feet of commercial space that qualifies it as a mixed-use project under the City’s zoning ordinance. This approach embraces the intended flexibility of CC zoning and meets a critical demand for infill housing near employment corridors.</p>	<p>See Conditional Use Application, support within the written testimony within this document & KBA Plan Commission Presentation Slides & Sigma Stormwater/Access Letter</p>

Ordinance Standard (§ 28.183(6)(a))	Project Compliance Summary	Evidence / Attachments
5. Infrastructure & Circulation Adequacy	Site plans illustrate compliant sidewalks, bike lanes, transit enhancements, parking, and stormwater solutions as per City standards.	See KBA Plan Commission Presentation Slides, Conditional Use Application, & Sigma Stormwater/Access Letter
6. Conforms with District Regulations	All aspects of the project—including massing, use, landscaping, height, and setbacks—strictly adhere to district zoning requirements.	See KBA Plan Commission Presentation Slides & Conditional Use Application
7. Visual Compatibility (New Construction)	Architectural massing, materials, and design are contextually appropriate.	See KBA Plan Commission Presentation Slides & Conditional Use Application
8. Park Dedication or Fee	The development agrees to meet the City’s requirements.	Not Applicable
9-16.	Updated Staff Report confirms that Standards 9-16 are not applicable.	Not Applicable

4. RESPONSE TO STAFF CONCERNS

A. The Development Proposal Is Consistent with The Comprehensive Plan.

The Comprehensive Plan states that General Commercial (GC) areas are intended to provide “a wide range of retail goods and services, including certain business and professional offices.” This development meets that intent through its housing and mixed-use components, which include both services and professional spaces. While the Plan notes that “GC districts are not generally recommended for residential uses,” it also explicitly allows residential uses **“as part of a conditional use... when there is adequate access to parks, transit, and a walkable street network.”**

This project clearly meets those criteria. There is adequate transit access, with Routes D and H stopping less than 100 feet from the site—providing safe, convenient access to healthcare, libraries, parks, and retail. **See Exhibit A.** Parks staff confirmed access to public parks, including one within a 5-minute walk, another within 8 minutes, and a third within 13 minutes, in addition to an on-site playground and indoor play area. **See Exhibit B.** Traffic Engineering confirmed a walkable street network of adequate sidewalks and crossings. **See Exhibit C.** Additionally, traffic safety data shows that the Verona Road interchange and Verona Road has had zero reported bike or pedestrian incidents in the past five years. **See Exhibit D.** This is notable given that several multifamily developments—The Summit Residences, Nakoma Towers, Britta Park Apartments, and 4343–4449 Doncaster Drive—are already located at the adjacent corners of the interchange with no reported incidents during that period.

Other objective measures reinforce this conclusion. The site has a Walk Score of 68 and a Bike Score of 83. **See Exhibit E.** Among the comparable developments listed in Appendix A of the staff report, the subject site has the number 1 ranked combined Walk Score, Bike Score, and Transit Score, while averaging over 17 points higher than the comparable projects. **See Exhibit F** This strong alignment with the Comprehensive Plan, supported by objective data, demonstrates that the site meets the conditions under which residential use should be approved in a GC zoning district.

B. The Proposal Supports and Strengthens the Surrounding Commercial Environment

The Staff Report notes that the proposed development is in an area designated General Commercial (GC) in the Comprehensive Plan and raises a potential concern under Standard 4—specifically, whether the development could limit the City’s ability to meet future commercial needs or impact existing commercial users in the area. However, the evidence points in the opposite direction: this mixed-use proposal supports, rather than displaces, commercial vitality.

Bryant Meyer from the Oakbrook brokerage team has submitted written expert testimony addressing current market conditions. **See Oakbrook Letter.** Oakbrook is a family owned and locally based commercial brokerage with over 10 million square feet of under management that includes over 6,000 apartments and 46 commercial buildings. Oakbrook is one of the Midwest’s largest commercial real estate service providers with unique expertise in managing both affordable housing and commercial real estate in the Madison market. While they are not managing the proposed development they are considered one of the top affordable housing property managers in the State. —Oakbrook’s team highlights the supply-demand imbalance in the local retail market. Their analysis reflects growing support from commercial property owners for mixed-use redevelopment to take underperforming commercial properties off the market and reinvest in vibrant, multi-use centers.

The development team has also received direct support from several nearby businesses that want to see continued reinvestment and redevelopment around the Verona Road interchange. These stakeholders recognize that housing density will drive more foot traffic, support new retail and restaurant opportunities, and help attract and retain employees for local businesses. Far from undermining commercial activity, the proposed development enhances the long-term viability of the area’s commercial base. As noted in the Strand Engineering summary (**see Exhibit G**) of their Roads & Bridges award that ranked the Verona Road Interchange project number 1 nationally for safety, connectivity, and design quality, the interchange redesign supported the 393 business that were located within a mile of the corridor. Per Strand, the businesses combined to employ more than 6,500 workers, further supporting the need for attainable workforce along the Verona Road corridor.

C. The Proposal Is Consistent with the Comprehensive Plan’s Growth Priorities

This site lies on the edge of a designated Growth Priority Area, identified in the Comprehensive Plan as a Transitioning Center and Neighborhood Activity Center. The Plan encourages redevelopment of underutilized, automobile-oriented areas into mixed-use hubs well-served by transit. It notes that “public input suggested that automobile-dominated commercial areas be redeveloped over time with a mix of uses, including a variety of residential development and the public infrastructure to support it.”

This project supports that vision by building upon the significant investment in the Verona Road interchange—activating multi-use pedestrian paths and improving safe access to transit, biking, and walking options. The Plan also calls for supporting the integration of diverse housing types and amenities

near existing transit corridors and shared-use paths—another box this proposal clearly checks. Per Strand the Verona Road Interchange project “improved modes of all transportation”, and included “2.5 miles of sidewalks, 3 miles of bike lanes, 1 mile of multiuse paths, 13 bus stops, 6 bus pullouts, 2 pedestrian overpasses, and 1 pedestrian underpass.” **See Exhibit G.** It’s also very clear that the DOT’s design goal of designing the interchange to support walking and biking for “folks who don’t have access to other forms transportation, and planning for multimodal” was highly successful with zero reported bike or pedestrian incidents in the past five years. **See Exhibit D.**

D. This Proposal Meets Neighborhood and Housing Strategies Under the Comprehensive Plan

The proposed development also advances six of the eight Comprehensive Plan strategies for Neighborhoods and Housing:

1. Create complete neighborhoods with access to transportation and daily needs.
2. Support a mix of housing types, sizes, and prices citywide.
3. Increase the overall supply of housing.
4. Integrate lower-priced and subsidized housing into complete neighborhoods.
5. Provide housing options with health and social services for residents in need, including those experiencing homelessness.
6. Ensure access to affordable, nutritious, and culturally appropriate food.

The alignment with these strategies reinforces the proposal’s consistency with the Comprehensive Plan and its contribution to Madison’s broader housing and community development goals.

E. This Proposal Fulfills the Purpose of CC Zoning and Neighborhood Plan Goals

The Commercial Center (CC) zoning district was created to recognize existing large-format retail and office sites that remain primarily auto-oriented and to guide their transformation into vibrant, mixed-use centers that support pedestrians, cyclists, transit riders, and drivers alike. The district also aims to improve landscaping, site and urban design, and to encourage a broader mix of land uses within commercial centers.

This proposal clearly fulfills that intent. It redevelops an underutilized parcel into a walkable, transit-accessible mixed-use site, activating existing multi-use paths and supporting the City’s investment in surrounding infrastructure. The development is allowed conditional use within the CC zoning district and meets all applicable standards without the need for any variances.

The proposal also aligns strongly with the Allied-Dunn’s Marsh Neighborhood Plan, advancing at least 8 of its 10 stated goals:

- “Improve the image of the area” – Redevelops a blighted property into a high-quality mixed-use development.
- “Foster better understanding and acceptance of social, economic and cultural differences” – Includes affordable housing and space for nonprofit service providers offering community support.
- “Establish a permanent facility to adequately serve area health, nutritional, educational and other social needs” – Partners like Lutheran Social Services and the Education & Training Association will deliver services and training to residents and the broader community.

- “Improve the physical appearance of the residential and commercial areas” – Adds green space and significantly improves the condition and use of the site.
- “Improve, maintain and upgrade the residential housing stock” – Delivers new housing options with a mix of affordability levels and unit types.
- “Maintain a variety of housing choices, including affordable housing for both renters and owners” – Provides a diverse mix of unit sizes and price points.
- “Discourage vandalism and other crime-related activities” – Brings new eyes and activity to a currently inactive corner of the neighborhood.
- “Ensure the safe and easy movement of pedestrians, including joggers and bicyclists” – Improves safety and connectivity for those using the neighborhood’s multi-use paths.

This project is a clear example of how thoughtful redevelopment can simultaneously meet zoning objectives and neighborhood priorities.

F. This Proposal Meets—and Exceeds—Public Health, Safety & Welfare Standards with Verified Evidence

City staff raised general concerns about potential noise and air quality impacts due to the site’s proximity to the Beltline. However, there is no objective evidence to support those concerns. If the mere presence of a nearby highway were enough to disqualify development, then no housing should be built anywhere along the Beltline—a proposition clearly inconsistent with past practice and the City’s own planning goals. This project goes beyond typical standards by providing site-specific data and independent expert analysis showing that noise and air quality meet or exceed all safety benchmarks.

- **Noise:** The development team worked with Knothe Bruce Architects to complete a HUD Noise Study, the industry benchmark for evaluating residential noise impacts. The study confirmed that the building design keeps interior sound levels at approximately 45 decibels—equivalent to a quiet office or light rainfall, and well below HUD’s safety threshold. **See Exhibit I Letter from KBA**
- **Air Quality:** Indoor air quality experts at Ultravation analyzed the site and found that EPA data ranks Madison’s air quality in the highest category nationwide. More specifically, firststreet.org shows that this location has better air quality than most of the isthmus and east side, reinforcing the suitability of this site for housing. **See Exhibit H.** To go further, the development will include Ultravation’s UV Catalyst filtration system, combining a MERV 13 filter, photocatalytic carbon filtration, and UV treatment—a layered, high-performance system comparable in effectiveness to a reverse osmosis water filter using a similar concept where the order and types of filters work together to maximize air purification. This is designed to neutralize brake dust, exhaust, and other airborne particles often associated with high-traffic corridors with Ultravation stating the the proposed development will provide superior Indoor Air Quality to “95% of all homes in Madison.”
- The project is also pursuing Indoor AirPlus certification and WHEDA’s Net Zero Certification, setting a new standard for sustainability, air quality, and resident health among multifamily housing in Madison.
- The building envelope is also being constructed to ENERGY STAR standards, incorporating high-performance insulation and window systems that further reduce noise intrusion and improve energy efficiency. **Exhibit I Letter from KBA**

- The site's walkability, bikeability, and access to public transit promote healthier, car-free lifestyles and directly support the City's goals for public health and community well-being. **See Exhibits E & F**

4. CONCLUSION

This proposal presents a timely and well-supported opportunity to deliver Madison's only WHEDA-funded affordable housing project for 2025. It meets all requirements of the City's zoning ordinance, complies with the conditional use standards under Wis. Stat. § 62.23(7)(de), and aligns with the goals of the Comprehensive Plan, the zoning district, and the Allied-Dunn's Marsh Neighborhood Plan.

The applicant has provided objective, third-party evidence confirming that the project meets or exceeds standards for public health, safety, infrastructure, and design. It also supports walkability, transit access, and the continued revitalization of this important commercial corridor.

This development was selected through a competitive WHEDA process as the most viable affordable housing proposal in Madison.

Given the clear compliance with legal standards, the substantial supporting evidence, and the community benefit this project offers, we respectfully request that the Plan Commission approve the conditional use permit.

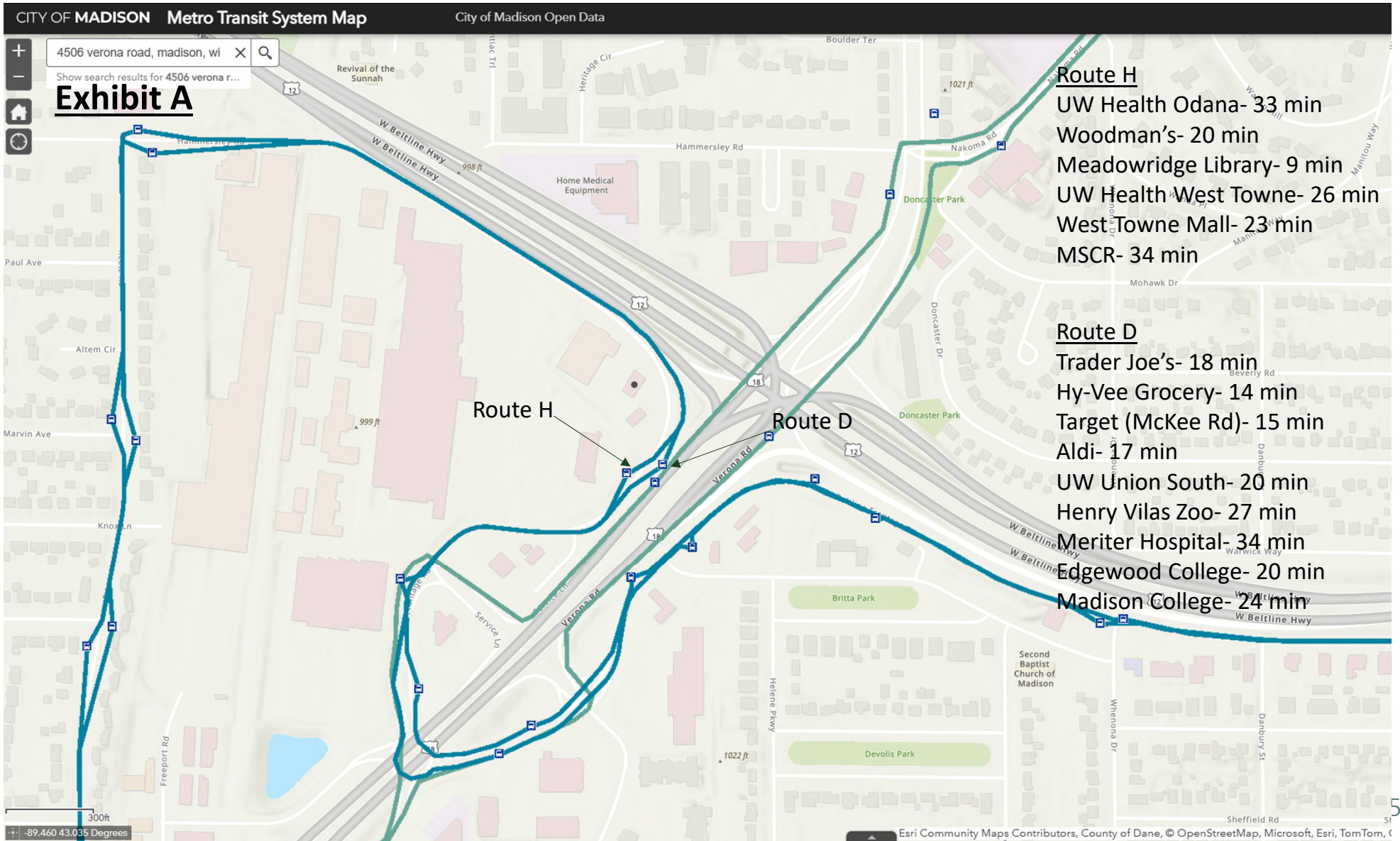


Exhibit B- Park Access Confirmed by Staff Report- see Exhibit C for actual walking distances confirmed by KBA

Updated Comments from Parks Division

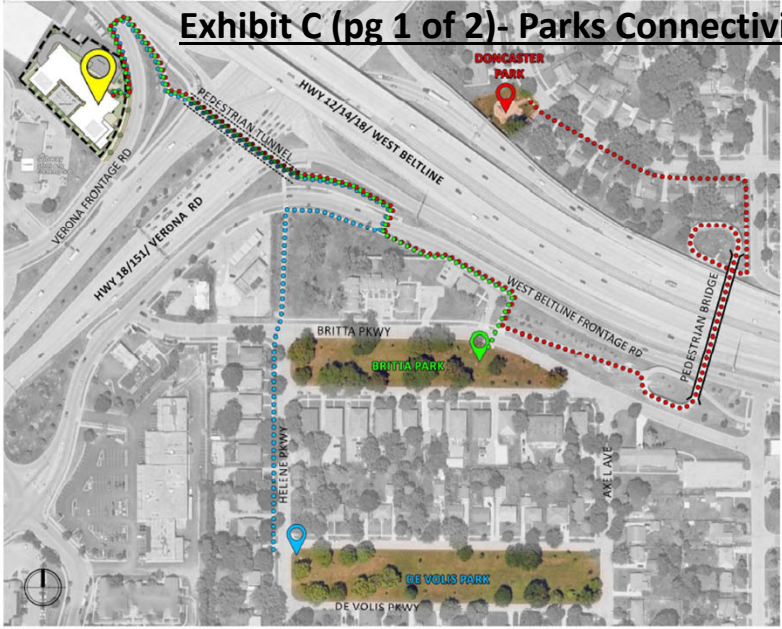
The Parks Division Planning and Development Manager has provided the following revised comments regarding Britta Park, the City park closest to the proposal site:

Britta Park is approximately a 0.4 mile walk from the site which fits within the Parks Division working policy for all residential units in Madison to be located no more than a 10-minute walk to a park. The walking route to Britta Park from the site requires residents to cross Verona Road either at-grade or by using the tunnel beneath, and both frontage roads. Britta Park is a 1.6 acre

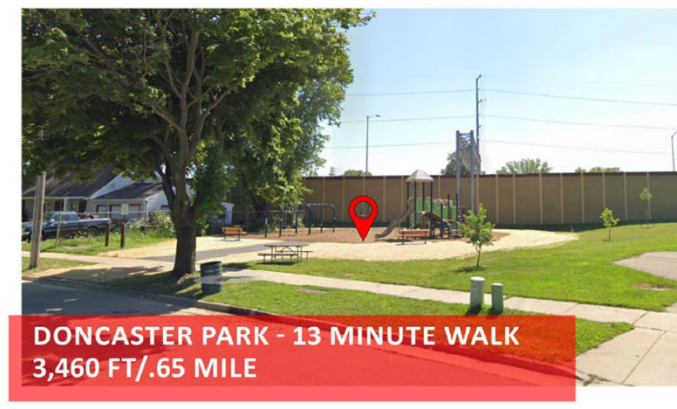
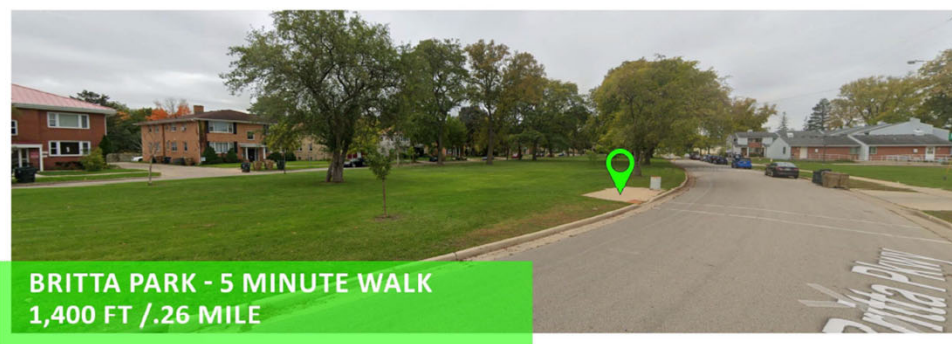
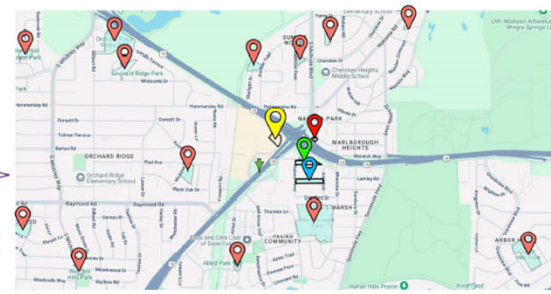
Legistar File ID 87879
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Mini Park, measured from the back of curb in the right-of-way on all sides, which is the area maintained by Parks. The park parcel itself 0.77 acres. Parks Division staff is making minor improvements to Britta Park in the Summer of 2025. Improvements include a short gravel path from the existing curb ramp leading to a gravel area for a picnic table. Surrounding those features will be small pollinator gardens and a small edible landscape garden. The remainder of the park is generally turf with mature trees.

Exhibit C (pg 1 of 2)- Parks Connectivity



play →
**MADISON
PARKS**

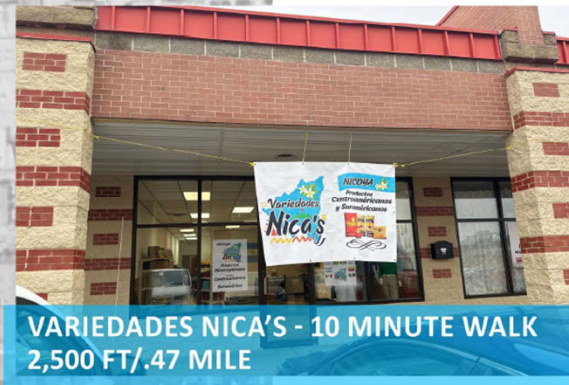
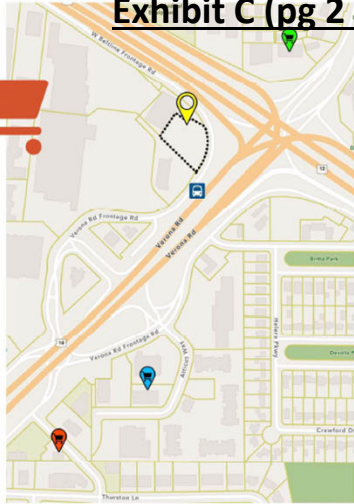


City of Madison Local Neighborhood Parks

Timberline Terrace Lincoln Avenue Communities
4506 & 4514 Verona Rd. Madison, Wisconsin
PC PRESENTATION | 2025.06.23 | 2512



Exhibit C (pg 2 of 2)- Grocery Store Connectivity



Confidential. Property of Lincoln Avenue Communities

Local Grocers

Timberline Terrace Lincoln Avenue Communities
4506 & 4514 Verona Rd. Madison, Wisconsin



LINCOLN AVENUE COMMUNITIES



Exhibit D- Zero Bike or Pedestrian Accidents in Last 5 Years in and Around the Verona Road Interchange

[Search](#) [Advanced](#) [Predictive Analytics](#) [Dashboard](#) [TSC Resources](#) [Training & Help](#) [Admin](#) [Contact](#) [About](#)

[Home](#) > [Community Maps](#) > [Crash](#) > [Search](#)

Search Input

☐ Fatality ☐ Injury (A) ☐ Injury (B) ☐ Injury (C)
☐ Property Damage

Select the form below to filter the crash map based on high level crash attributes. Click Apply to apply your filters or Reset to go back to the default settings.

There were **1212** total crashes reported resulting in **32** fatalities and **1115** injuries. Of this total, **1202** crashes are mapped. [\[More\]](#)

Counties ?

Center Map

Date Range ?

Begin Year/Month:
End Year/Month:

Crash Severity ?

- ☒ (K) Fatality
- ☒ (A) Suspected Serious Injury
- ☒ (B) Suspected Minor Injury
- ☒ (C) Possible Injury
- ☒ (O) No Apparent Injury

Clear Selection

Crash Flags ? [\[Definitions\]](#)

- | | |
|--|--|
| <input checked="" type="checkbox"/> Bike | <input checked="" type="checkbox"/> Pedestrian |
| <input type="checkbox"/> Distracted | <input type="checkbox"/> Speed |
| <input type="checkbox"/> Impaired | <input type="checkbox"/> Teen Driver |
| <input type="checkbox"/> Motorcycle | <input type="checkbox"/> 65+ Driver |
| <input type="checkbox"/> Occp Protection | <input type="checkbox"/> Work Zone |

Combine crash flags using: ☐ AND ☒ OR

Deer Flag ?

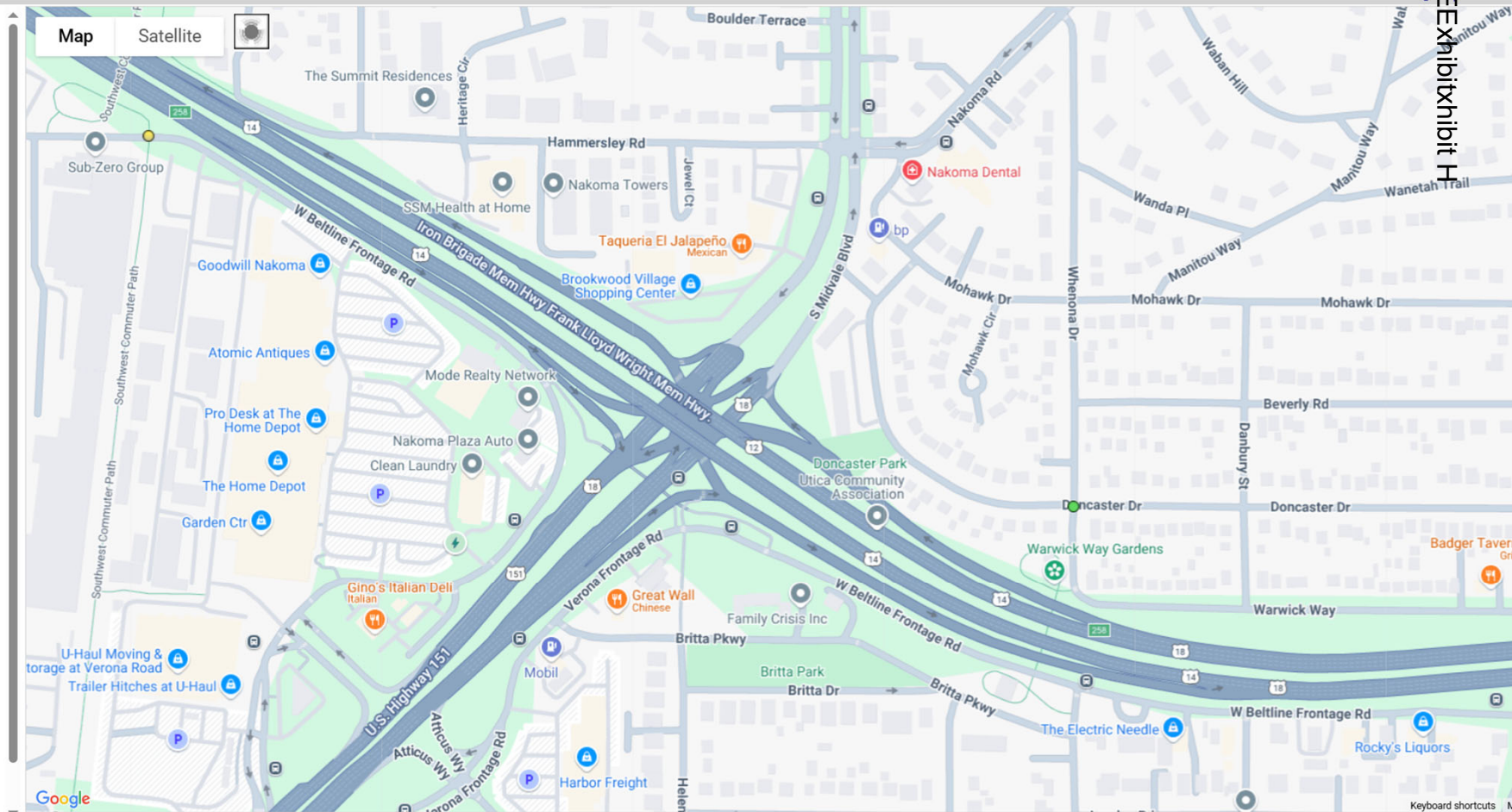




Exhibit E- Subject Site Walk Score

Walk Score

Get ScoresMy FavoritesAdd to Your Site




Type an address, neighborhood or city





Go


4506 Verona Road


[Add scores to your site](#)


Orchard Ridge, Madison, 53711

Commute to **Downtown Shorewood Hills** 

 10 min  38 min  19 min  60+ min [View Routes](#)

 Favorite

 Map

 Nearby Madison Apartments on Redfin

Looking for a home for sale in Madison? [🏠](#)

Walk Score

68

Transit Score

38

Bike Score

83

Somewhat Walkable

Some errands can be accomplished on foot.

Some Transit

A few nearby public transportation options.

Very Bikeable

Biking is convenient for most trips.

About your score

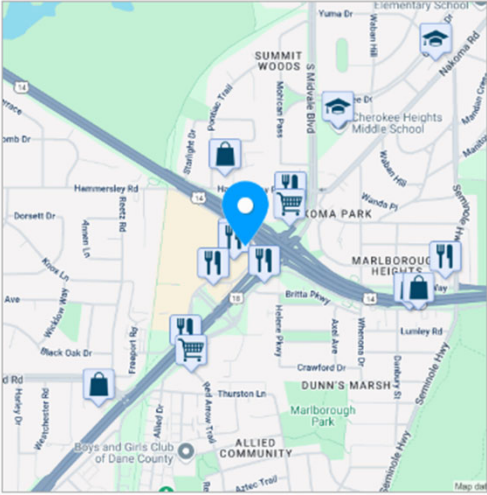


Exhibit F (pg 1 of 3)- Comparison of Walk Scores from Appendix A (staff report) Comps Approved by Plan Commission

<u>Address</u>	<u>Walk Score</u>	<u>Transit Score</u>	<u>Bike Score</u>	<u>Total Score</u>	<u>Subject vs Comp</u>	<u>Score Rank</u>
Subject Site (4506 Verona Rd)	68	38	83	189	0	1
4612 Hammersley Rd	56	38	90	184	5	2
4685 Atticus Way	60	38	74	172	17	3
5604 Schroeder Rd	50	40	81	171	18	4
5630 Shroeder Road	50	40	81	171	18	5
575 Zor Shrine Pl	65	47	57	169	20	6
686 Grand Canyon Dr	54	44	62	160	29	7

Exhibit F (pg 2 of 3)- Comparison of Walk Scores from Appendix A (staff report) Comps Approved by Plan Commission

4506 Verona Road

Orchard Ridge, Madison, 53711

Commute to **Downtown Shorewood Hills**

10 min 38 min 19 min 60+

[Favorite](#) [Map](#) [Nearby Ma](#)

[Looking for a home for sale in Madison?](#)

Walk Score
68
Somewhat Walkable
Some errands can be accomplished on foot.

Transit Score
38
Some Transit
A few nearby public transportation options.

Bike Score
83
Very Bikeable
Biking is convenient for most trips.

[About your score](#)

686 Grand Canyon Drive

Madison, Wisconsin, 53719

Commute to **Downtown Middleton**

9 min 47 min 19 min 60+

[Favorite](#) [Map](#) [Nearby Ma](#)

[Looking for a home for sale in Madison?](#)

Walk Score
54
Somewhat Walkable
Some errands can be accomplished on foot.

Transit Score
44
Some Transit
A few nearby public transportation options.

Bike Score
62
Bikeable
Some bike infrastructure.

[About your score](#)

5604 Schroeder Road

Madison, Wisconsin, 53711

Commute to **Downtown Shorewood Hills**

11 min 28 min 19 min 60+

[Favorite](#) [Map](#) [Nearby Ma](#)

[More about 5604 Schroeder Road](#)

Walk Score
50
Somewhat Walkable
Some errands can be accomplished on foot.

Transit Score
40
Some Transit
A few nearby public transportation options.

Bike Score
81
Very Bikeable
Biking is convenient for most trips.

[About your score](#)

4685 Atticus Way

Allied, Fitchburg, 53711

Commute to **Downtown Shorewood Hills**

11 min 41 min 21 min 60+

[Favorite](#) [Map](#) [Nearby Fit](#)

[Looking for a home for sale in Fitchburg?](#)

Walk Score
60
Somewhat Walkable
Some errands can be accomplished on foot.

Transit Score
38
Some Transit
A few nearby public transportation options.

Bike Score
74
Very Bikeable
Biking is convenient for most trips.

[About your score](#)

Exhibit F (pg 3 of 3)- Comparison of Walk Scores from Appendix A (staff report) Comps Approved by Plan Commission

575 Zor Shrine Place

Madison, Wisconsin, 53719

Commute to **Downtown Middleton**

7 min 43 min 22 min 60+

[Favorite](#) [Map](#) [Nearby M](#)

[More about 575 Zor Shrine Place](#)

Walk Score
65
Somewhat Walkable
Some errands can be accomplished on foot.

Transit Score
47
Some Transit
A few nearby public transportation options.

Bike Score
57
Bikeable
Some bike infrastructure.

[About your score](#)

4612 Hammersley Road

Madison, Wisconsin, 53711

Commute to **Downtown Shorewood Hills**

9 min 40 min 18 min 60+

[Favorite](#) [Map](#) [Nearby M](#)

[More about 4612 Hammersley Road](#)

Walk Score
56
Somewhat Walkable
Some errands can be accomplished on foot.

Transit Score
38
Some Transit
A few nearby public transportation options.

Bike Score
90
Biker's Paradise
Daily errands can be accomplished on a bike.

[About your score](#)

5630 Schroeder Road

Madison, Wisconsin, 53711

Commute to **Downtown Shorewood Hills**

11 min 28 min 19 min 60+

[Favorite](#) [Map](#) [Nearby Ma](#)

[More about 5630 Schroeder Road](#)

Walk Score
50
Somewhat Walkable
Some errands can be accomplished on foot.

Transit Score
40
Some Transit
A few nearby public transportation options.

Bike Score
81
Very Bikeable
Biking is convenient for most trips.

[About your score](#)

Exhibit G (pg 1 of 3)

Verona Road Interchange- Nationally Recognized Design for Safety By Strand Associates



Awards for the Verona Road Interchange:

- 2018 ACEC Engineering Excellence National Recognition Award
- 2018 ACEC Wisconsin Engineering Excellence Best of State Award
- 2018 ACEC Wisconsin Grand Award
- 2017 APWA Wisconsin Project of the Year Award
- 2017 ASCE Wisconsin Project Achievement Award
- 2017 WisDOT Excellence in Highway Design Award Best Urban Design by a Consultant
- Roads and Bridges Magazine Top Road of 2017
- 2016 WisDOT Excellence in Highway Design Award – Best Urban Project
- 2015 ITS Wisconsin Project of the Year
- *photos courtesy of Strand Engineering

Exhibit G (pg 2 of 3)

#1 Top Road Project of the Year in North America – Verona Road (USH 18/151) Stage 1



Roads & Bridges named Verona Road (USH 18/151) Stage 1 Reconstruction the No. 1 Top Road Project of 2017. Each year, this award recognizes the best road construction projects in North America. Click [here](#) for the full article.

The major aspects of this \$107 million Stage 1 reconstruction project, let in 4 contracts, include a specialized SPUI design (1st in the Country), a jug-handle intersection paired with a straddle bent bridge and roundabout intersection *beneath* Verona Road (1st in Wisconsin), a strong partnership established with the community to create a lasting context sensitive design, and improved modes of all transportation, including 2.5 miles of sidewalks, 3 miles of bike lanes, 1 mile of multiuse paths, 13 bus stops, 6 bus pullouts, 2 pedestrian overpasses, and 1 pedestrian underpass. The socioeconomic significance of the project includes benefits to the 393 businesses located within a one-half-mile radius of the Verona Road Project corridor. These businesses combine to employ more than 6,500 workers, with an estimated \$2.2 billion in annual sales revenue. Additionally, the Beltline and Verona Road interchange accommodates traffic carrying more than \$13 billion of freight annually. More than 250,000 hours of traveler delay will be eliminated annually through this project.

Noted transportation author and UC-Berkeley professor Robert Cervero once wrote, “Planning of the automobile city focuses on saving time. Planning for the accessible city, on the other hand, focuses on time well spent.”

This statement stands well as a philosophical and operational treatise for the planners of the USH 18/151 Verona Road Reconstruction Project (Stage 1) in Madison, Wis., the Roads & Bridges top road project of 2017.

“This is such a sensitive area,” John Vesperman, Southwest Region megaproject chief for the Wisconsin Department of Transportation (WisDOT), told Roads & Bridges. “This project was squeezed into an urban area between an environmental justice neighborhood, so connectivity between both sides of the project was so important. For folks to see that was crucial. There’s a lot of walking and biking that goes on throughout the whole city of Madison. Throw in the economically disadvantaged area in the project zone, with folks who don’t have access to other forms of transportation, and planning for multimodal was a key concern.”

The project limits describe the complete reconstruction of 2 miles of USH 12/14 (the “Beltline”) and the reconstruction of .75 miles of USH 18/151 (Verona Road), including the complete reconstruction of the interchange at USH 12/14/18/151 from a diamond interchange to a single-point urban interchange. Alongside concerns about congestion relief, mobility improvements for the community were paramount.

“I remember when we were first starting this project,” Vesperman said, “I saw a few wheelchair-bound people going down the actual road because there were literally no sidewalks in the area to accommodate them for going to the market and so forth. Well, now those people are going to be safer, and it helps with our traffic congestion concerns.”

Quotes from <https://www.roadsbridges.com/awards/article/10650155/no-1-ush-18-151-verona-road-stage-1-reconstruction>

Exhibit G (pg 3 of 3)

Many years in the making, meticulous design and coordination were critical factors to successfully reconstructing the Beltline/Verona Road interchange on-time and under budget, as a pivotal epicenter to the continued economic growth of the Madison Metropolitan area. The magnitude of the reconstruction within the tight corridor is incredibly substantial for any major artery, let alone for Madison, Wisconsin.

Verona ROAD

USH 18/151 RECONSTRUCTION STAGE 1

Client: WisDOT
Location: Madison, WI



Smart Transportation: Corridor Solutions Beyond the Pavement

The major aspects of this \$107 million Stage 1 project, let in 4 contracts, include a specialized SPUI design (1st in the Country), 3 jug-handle intersection paired with a straddle beam bridge and roundabout intersection beneath Verona Road (1st in Wisconsin), a strong partnership established with the community to create a lasting context-sensitive design, and improved modes of all transportation, including 2.5 miles of sidewalks, 3 miles of bike lanes, 1 mile of multiuse paths, 13 bus stops, 6 bus pullouts, 2 pedestrian overpasses, and 1 pedestrian underpass. The socioeconomic significance of the project includes benefits to the 393 businesses located within a one-half-mile radius of the Verona Road Project corridor. These businesses combine to employ more than 6,500 workers, and contribute an estimated \$2.2 billion in annual sales revenue. Additionally, the Beltline and Verona Road interchange accommodates traffic carrying more than \$13 billion of freight annually. More than 250,000 hours of traveler delay will be eliminated annually through this project, helping to ensure the continued success of the adjacent businesses and businesses that rely on the operations of this interchange for many years to come.



Verona Road (USH 18/151) Stage 1 Reconstruction Wins 5th Award

Verona Road (USH 18/151) Stage 1 Reconstruction in Madison, WI, won the 2017 Project of the Year through AWP Wisconsin in the Transportation category for Projects of More than \$75 million. The reconstruction of the Verona Road and Beltline interchange provides economic benefits to the State of Wisconsin by significantly reducing traffic congestion in the corridor, increasing accessibility, and decreasing travel time for businesses, pedestrians, and motor vehicles.

Stage 1 consisted of reconstructing Verona Road between Raymond Road and the West Madison Beltline (Beltline) and the Beltline between Whitney Way and Todd Drive. This portion included the new Beltline/Verona Road single point urban interchange (SPUI) as well as the Summit Road jug-handle that involved construction of a roundabout directly underneath Verona Road! Construction for Stage 1 took place between 2013 and 2016.

Verona Road Wins Best Urban Design by a Consultant

The Verona Road (USH 18/151) corridor is an essential backbone route in the Madison, WI, metropolitan area that carries more than \$13 billion of freight annually. Stage 1 of the reconstruction project was recently chosen for the 2017 Best Urban Design by a Consultant through the Excellence in Highway Design Awards. This award submittal specifically focused on the unique Single Point Urban Interchange (SPUI) design portion of the project.

Traditional SPUI's are very effective at moving large volumes of traffic through a tight area but make pedestrian accommodations challenging. However, with innovative design modifications, the project achieved improved efficiency and safety for both pedestrian and motorized travel. Click [here](#) for more project information or contact us at marketing@strand.com

Announced at the ACEC gala on Friday, March 23, Strand Associates and Wisconsin Department of Transportation were selected as the recipients of the Engineering Excellence Grand Award for the Verona Road (USH 18/151) Stage 1 Reconstruction Project. This award is given to the top project selected out of the 2018 Best of State winners.

"This incredible project highlights both the complexity of transportation systems and the crucial role professional engineers play. The new design increases safety and decreases time wasted by drivers in traffic. Strand provided a great design for motorists, local businesses and pedestrians with multiple innovative solutions. Congratulations to Strand for their incredible design achievement!" — ACEC WI

Memorandum Summary – Indoor Air Quality at 4506 Verona Road Development

Prepared by: Ultravation Team

Subject: Indoor Air Quality (IAQ) Measures for Proposed Lincoln Avenue Communities Development

Statement of Position

Ultravation strongly asserts that the **indoor air quality (IAQ)** of the proposed development at **4506 Verona Road** will be **superior to 95% of all homes in Madison**, due to the project's commitment to high IAQ standards.

Supporting Reasons

1. **High IAQ Standards**
 - **Energy Star Certified**
 - **EPA Indoor Air Plus Guidelines** met
 - **Beyond-code enhancements:**
 - **MERV 13 filtration system**
 - **Ultravation UV Catalyst System**
 2. **Urban Context and Air Quality**
 - Acknowledges the urban location's air quality risks.
 - Emphasizes the importance of high-quality filtration for urban developments.
 3. **Comparative Air Quality**
 - **EPA data** shows Madison ranks high nationally for air quality.
 - **First Street data** shows the development site itself has **better air quality than most of Madison**, including the isthmus and east side.
-

Technology Descriptions

MERV 13 Filter with Carbon Capture:

- Traps allergens, dust (e.g., brake dust), odors, VOCs, and pathogens.
 - Designed to meet ANSI/ASHRAE 52.2 standards.
-

UVCatalyst System:

- Combines **UV-C germicidal light** with **photocatalytic carbon block**.
- Removes **microorganisms, VOCs, odors, and automotive pollutants**.
- **Energy-efficient** and designed for **durability and low operational cost**.
- Ideal for residential and commercial use to maintain cleaner, safer indoor environments.

Combination of UVCatalyst System with MERV 13 Filter with Carbon Capture:

- The effectiveness of the **MERV 13 Filter combined with the UV Catalyst System with photocatalytic carbon block is analogous to the effectiveness of a reverse osmosis system** for water with the combination of filters for the proposed **system expected to capture up to 98% of the pollutants within the apartment units**.

Conclusion

The combination of **Energy Star design, Indoor Air Plus compliance, and the integration of advanced air purification technologies**—including the MERV 13 filtration system and Ultravation's UV Catalyst System—establishes a gold standard for indoor air quality. Backed by data indicating superior outdoor air quality at the site itself and enhanced by **filtration systems capable of removing up to 98% of pollutants**, this development significantly exceeds baseline expectations for multifamily housing.

Ultravation concludes with confidence that the 4506 Verona Road development will not only meet but **substantially exceed the indoor air quality standards of the vast majority of Madison homes**—setting a new benchmark for residential health, comfort, and performance in urban infill projects. **The IAQ strategy reflects a proactive and scientifically grounded approach to urban development, ensuring that future residents benefit from a cleaner, healthier living environment supported by best-in-class design and technology.**

Detailed product information can be found by visiting www.ultravation.com

Scott Russell

Scott Russell
President

Ultravation, Inc.
67 Tubbs Ave.
Brandon, VT
05733.

Exhibits

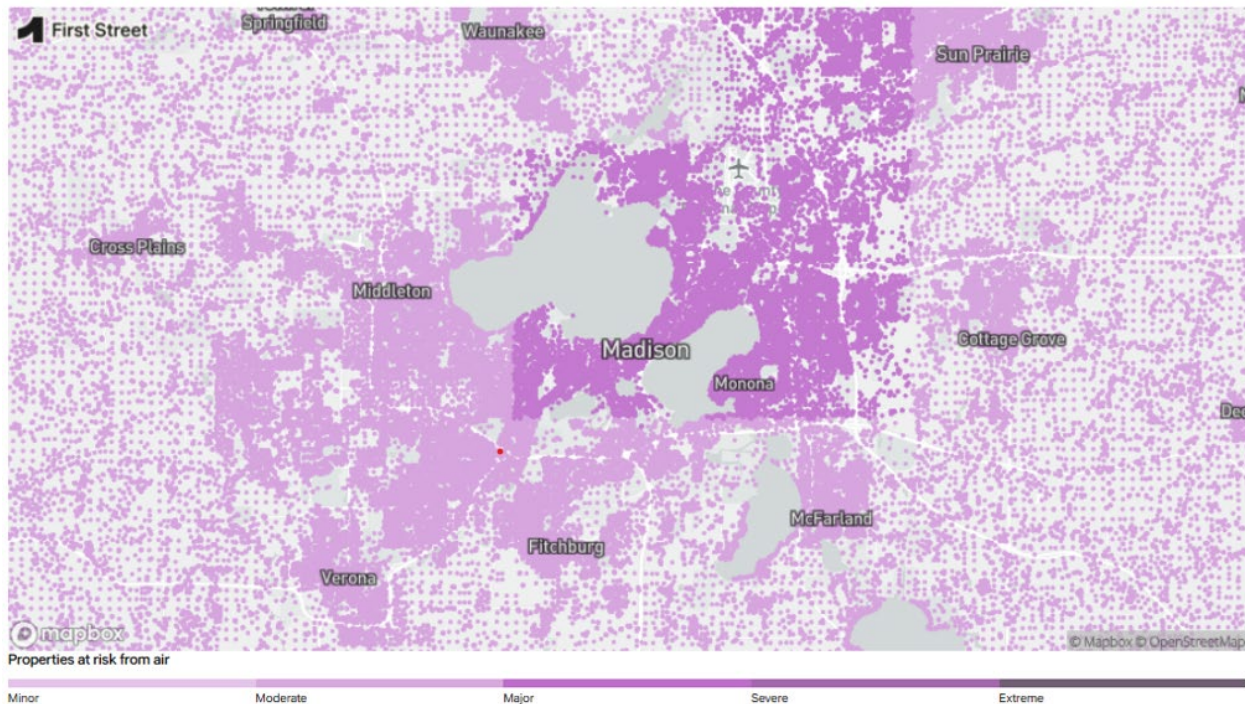
Firststreet.org Air Quality Map with Red Dot Indicating Site Location

Does Madison have risk?

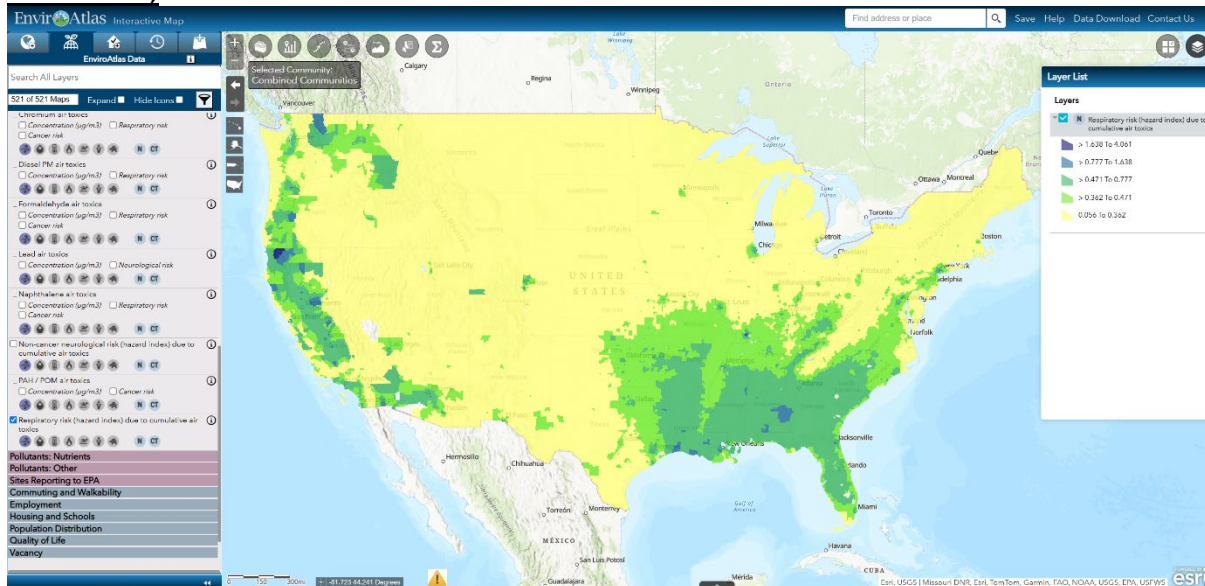
Minor



Madison has a **minor** risk from air quality. The number of poor air quality days with an Air Quality Index (AQI) over 100 in Madison will be **higher** in 30 years. Based on the the number of poor air quality days, Madison has **worse** air quality than **87%** of cities in Wisconsin.



National EPA Air Quality Map (Areas in Yellow have the Best Air Quality Per EPA Standards)



June 20, 2025

Kevin McDonell
Lincoln Avenue Communities
401 Wilshire Blvd., 11th Floor
Santa Monica, CA 90401



RE: Sound Attenuation Design- Timberline Terrace

Kevin:

This project will be constructed of highly durable materials that will reduce the noise levels within the building. This is accomplished with the use of dense exterior materials including masonry and cement board siding, along with the use of sound attenuation windows that are properly sealed. Moreover, the developments commitment to becoming Energy Star certified increases the requirements for the building envelope and windows to provide a high level of insulation that provides a higher level of sound attenuation. This project will comply with HUD's STraCAT sound measurement requirements and a report showing this will be generated based on the final construction documents for this structure.

Sincerely,

A handwritten signature in black ink that reads 'Kevin Burow'.

Kevin Burow, AIA, NCARB, LEED A.P.

Exhibit J

From: [Robert C. Procter](#)
To: smalloy@cityofmadison.com
Cc: [Kevin McDonell](#); [Figueroa Cole, Yannette](#)
Subject: Lincoln Communities Verona Road Project
Date: Sunday, June 15, 2025 1:28:24 PM

Caution: This message is from an EXTERNAL SENDER. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Hi Sean,

Thank you for taking the time to meet with us to review traffic and pedestrian considerations for the development located at 4506 Verona Road. I wanted to confirm our understanding of the points we discussed:

1. Traffic Engineering Division did not have any traffic concerns from a capacity standpoint. The expected 250–275 daily trips generated by the development are not a concern. A commercial, retail, or auto-oriented use would result in significantly higher traffic volumes.
2. Regarding safety along Verona Road, there have not been reports of vehicle, pedestrian, or bicycle accidents at the intersection or along Verona Road in the past five years.
3. The Verona Road interchange (including in the pedestrian tunnel) were Wisconsin Department of Transportation projects built to State of Wisconsin standards, which either meet or exceed the City's standard as to lighting.
4. There is a generally safe and accessible pedestrian route to nearby stores and parks, with sidewalks, crosswalks, and a pedestrian tunnel providing separation from vehicle traffic.
5. There are adequate access roads, and improvements for pedestrians, bicyclists, and public transit.

We intend to include in our application materials that this information was confirmed with Traffic Engineering.

If you have any clarifications or additional comments, please let me know so we can include those.

Sincerely,

Robert

Robert Procter
Attorney

AXLEY BRYNELSON LLP

2 E. Mifflin St. Ste 200 | Madison, WI 53703

P.O. Box 1767 | Madison, WI 53701-1767

Phone: 608.283.6762 | Mobile: 608.692.8270 | Fax: 608.257.5444

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