



Department of Planning & Community & Economic Development

Planning Division

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To: City of Madison Urban Design Commission

From: Ben Zellers, AICP, CNU-A (Planning Division Staff)

Date: July 15, 2022

Subject: Transit-Oriented Development (TOD) Overlay Zoning

Staff will be providing an overview of ongoing development of a TOD overlay zoning district at the July 27th UDC meeting. Materials attached for Commission review in advance of the meeting are:

1. Pages 2-23: The presentation for the UDC meeting. *The presentation includes a summary of what TOD overlay zoning is, how it relates to the Comprehensive Plan, how the draft TOD overlay area boundary was developed, a review of overlay zoning adjustments and form-based elements, and a few hypothetical project examples, among other things.*
2. [Pages 24-27](#): A chart showing TOD overlay changes to underlying zoning, a summary of TOD overlay form-based changes, and a list of zoning districts with those impacted by TOD highlighted in green.

The Plan Commission is leading development of the TOD overlay zoning district. They have met four times since last fall to discuss TOD and provide guidance to staff. Four public meetings were held in May to publicize the effort, answer questions from residents, and gather feedback. The [project web page](#) has links to meeting recordings for those who are interested in reviewing previous discussion. Staff prepared [a "storymap" on TOD overlay zoning](#) as well. Development of TOD overlay zoning is part of a larger effort, funded by a Federal grant, to prepare the city for the planned opening of the [east-west bus rapid transit \(BRT\) line](#) in summer/fall 2024.

Staff is providing this overview because the draft TOD overlay area overlaps with Urban Districts 4, 5, 6, 7, and 8. UDD regulations and guidelines will still be in full force where the TOD overlay area is implemented. Staff will be available to answer any questions after the presentation and will convey any UDC thoughts on the effort to the Plan Commission.

Transit-Oriented Development Overlay Zoning



Urban Design Commission Meeting
July 27, 2022

Agenda: UDC TOD Overlay Meeting



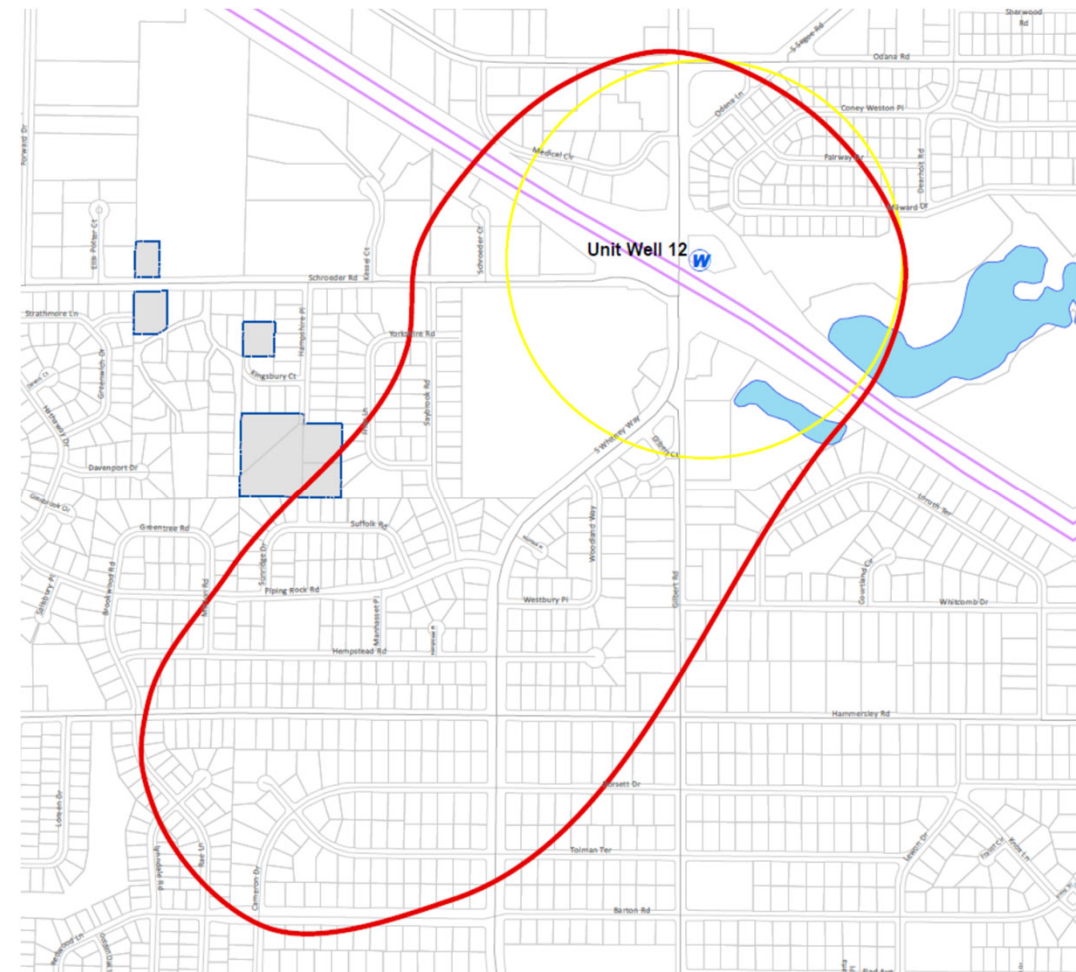
1. What is *Transit-Oriented Development* (TOD)?
2. TOD in Comprehensive Plan
3. Draft TOD overlay boundary
4. TOD overlay zoning adjustments
5. TOD overlay project examples
6. Timeline
7. Q&A



What is ?



- TOD = pedestrian-oriented, compact, mixed-use development that is centered on quality public transit.
- Zoning = city ordinance that regulates allowed land uses, building heights, building setbacks from property lines, and density.
- Overlay zoning = added to base zoning district to modify underlying zoning regulations. Example: wellhead protection overlay limits uses that could contaminate city wells.



TOD in the Comprehensive Plan



City projected to add over 100,000 residents between 2020-2050

2018 Comprehensive Plan, Land Use & Transportation Strategy #5:
“Concentrate the highest intensity development along transit corridors, downtown, and at Activity Centers.”

Action A: *“Implement Transit Oriented Development (TOD) overlay zoning along BRT and other existing and planned high-frequency transit service corridors to create development intensity minimums, reduce parking requirements, and support transit use.”*



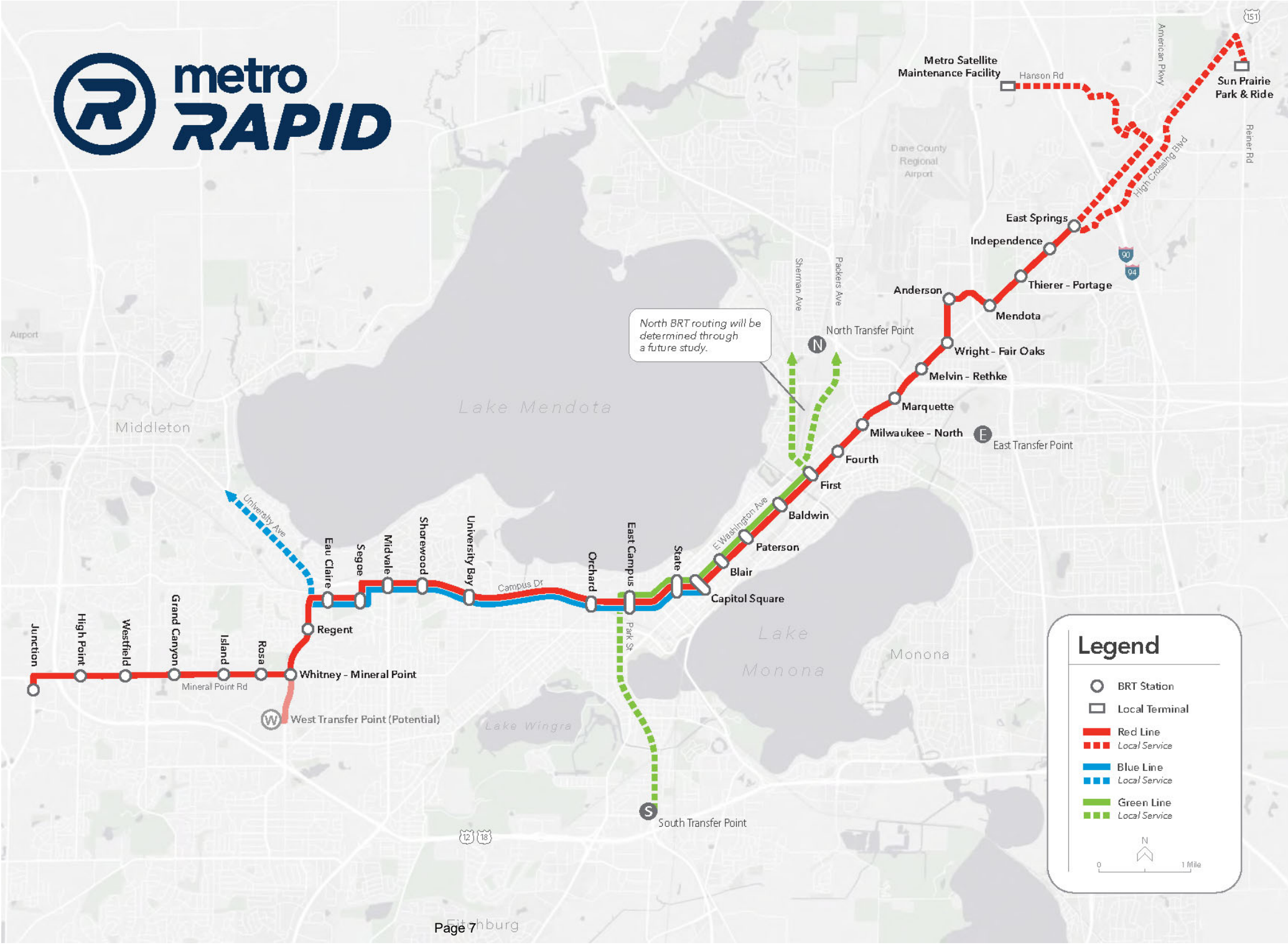
Why TOD?



- Reduce dependence on automobiles by enabling households to go “car light” or car free.
- Reduce emissions and driving’s negative impact on the environment.
- Provide an alternative to getting stuck in traffic.
- Enhance mobility without costly or unfeasible roadbuilding projects.
- Create neighborhoods and corridors with easy access to services and goods without a car.
- Enhance access to employment.

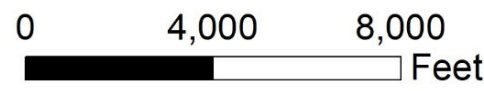


Bus Rapid Transit (BRT)

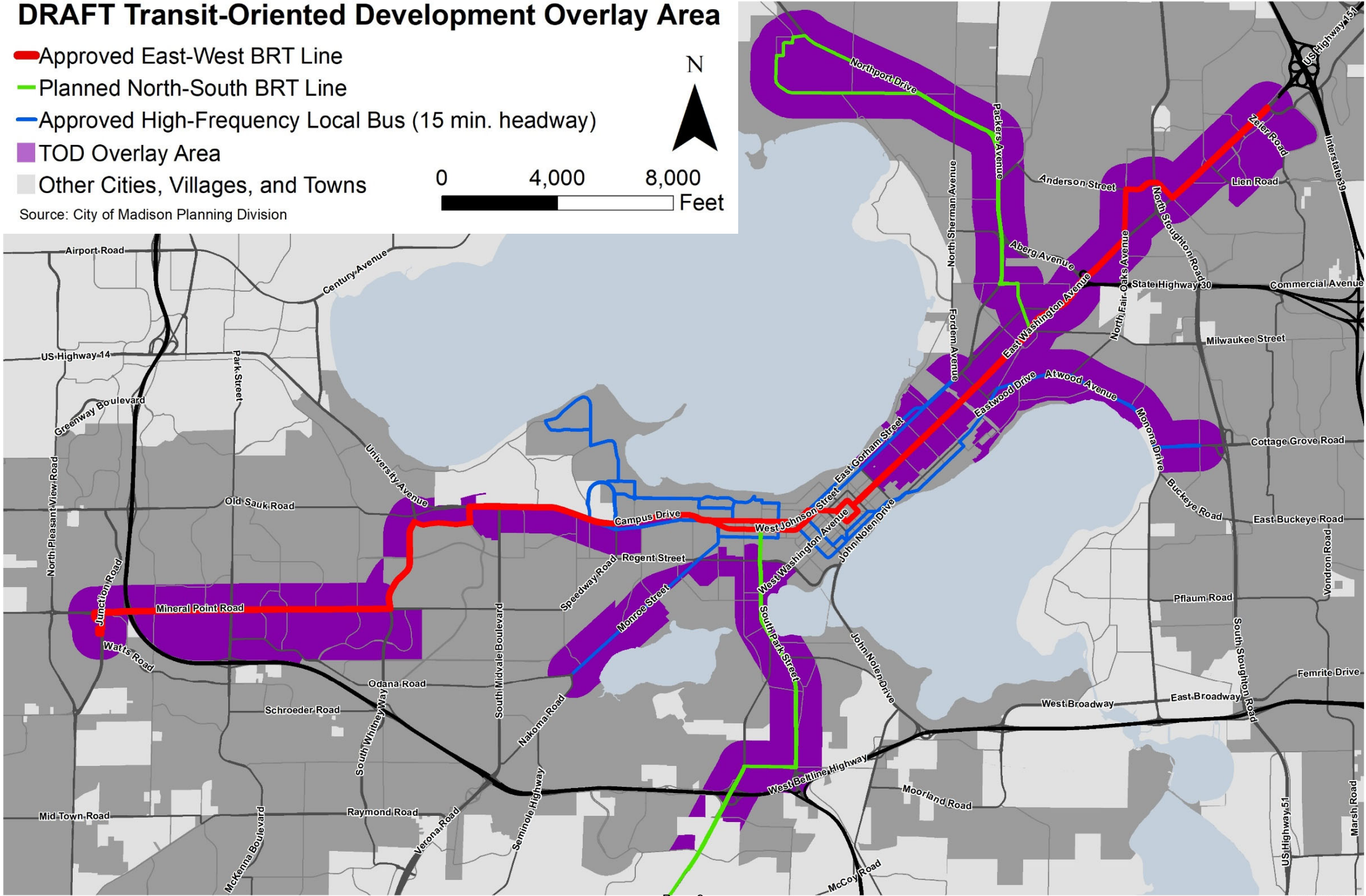


DRAFT Transit-Oriented Development Overlay Area

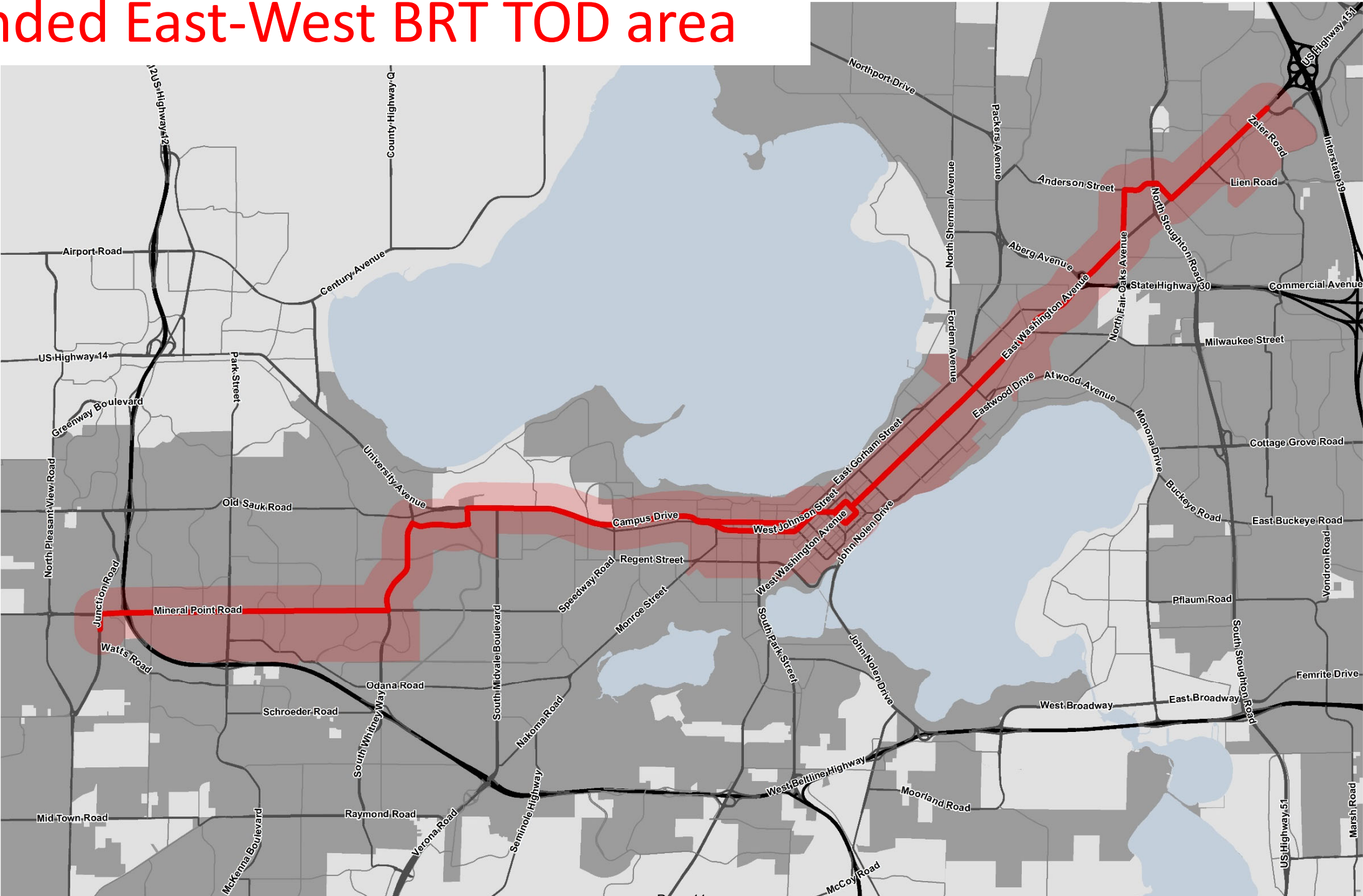
- Approved East-West BRT Line
- Planned North-South BRT Line
- Approved High-Frequency Local Bus (15 min. headway)
- TOD Overlay Area
- Other Cities, Villages, and Towns



Source: City of Madison Planning Division



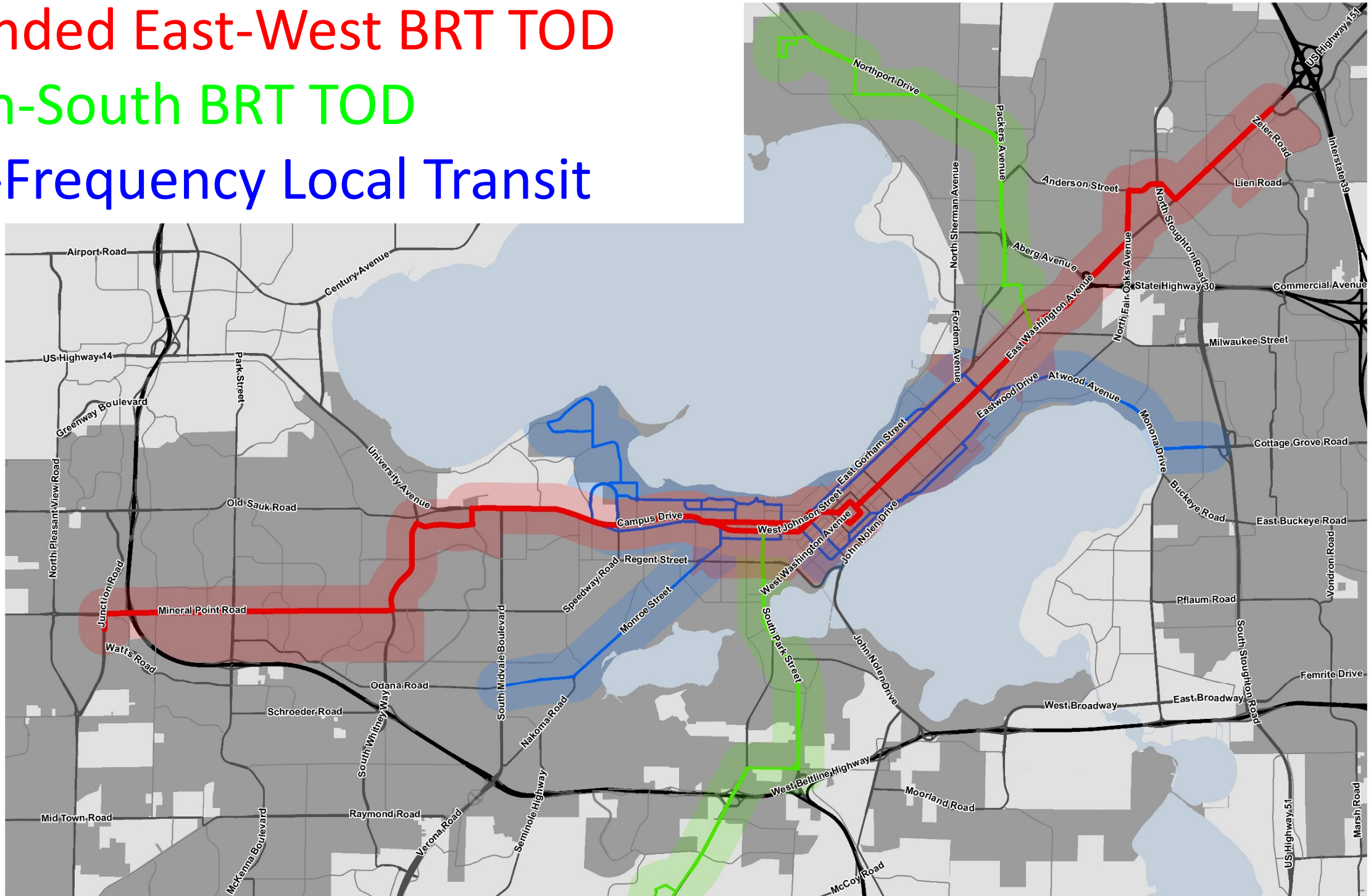
Expanded East-West BRT TOD area



Expanded East-West BRT TOD

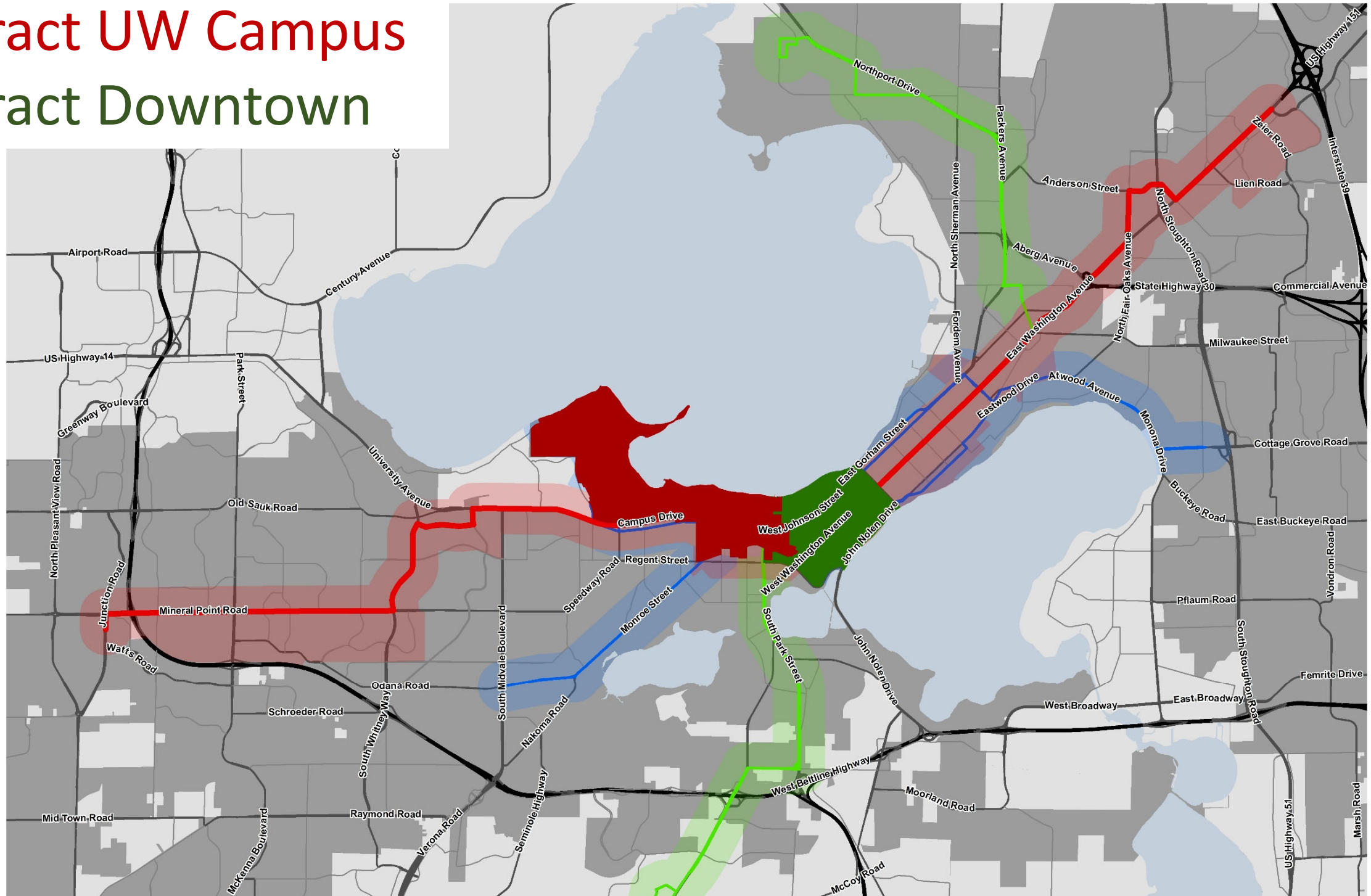
North-South BRT TOD

High-Frequency Local Transit



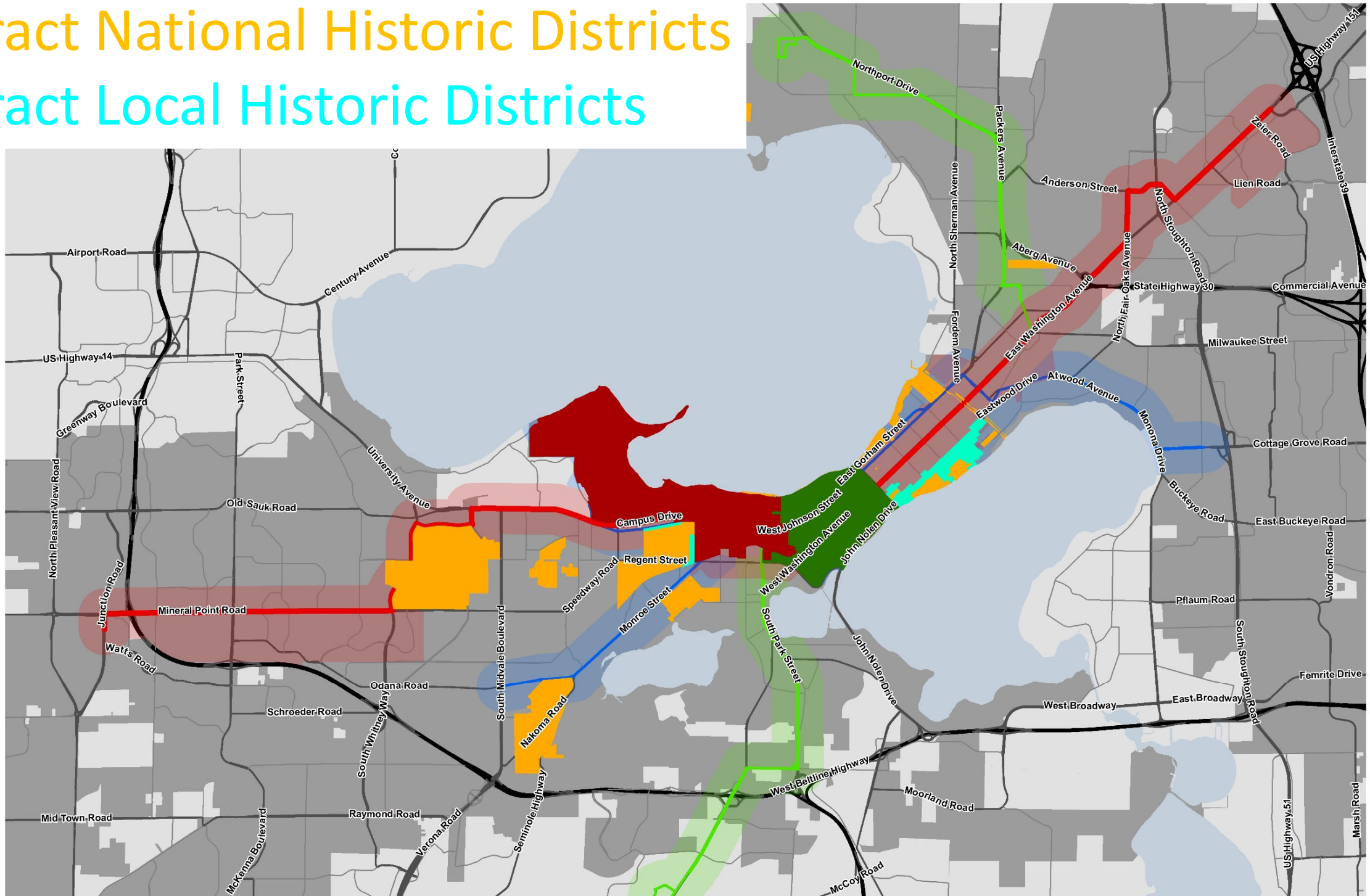
Subtract UW Campus

Subtract Downtown



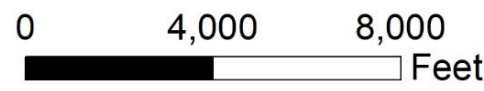
Subtract National Historic Districts

Subtract Local Historic Districts

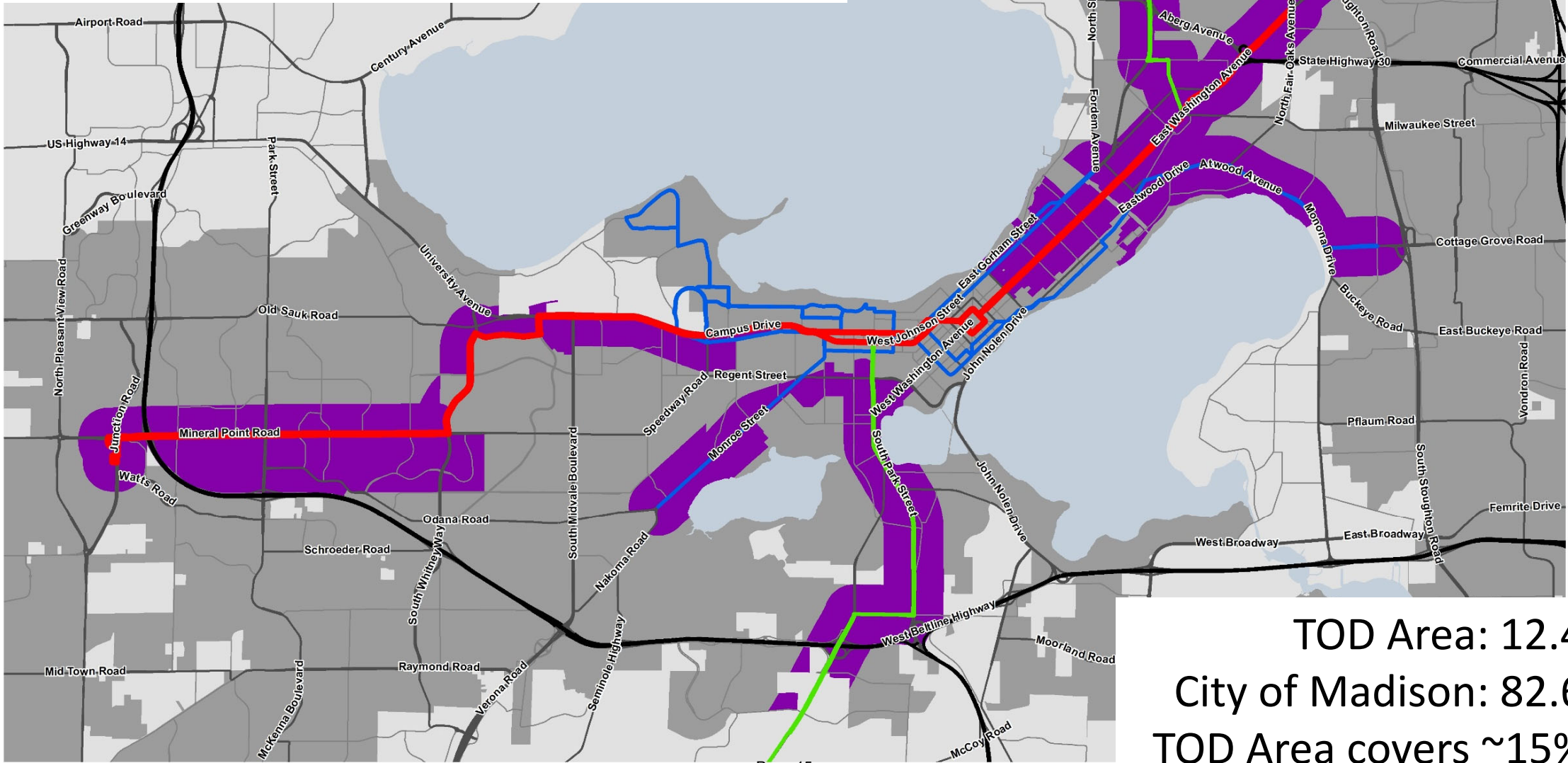


DRAFT Transit-Oriented Development Overlay Area

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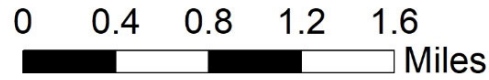
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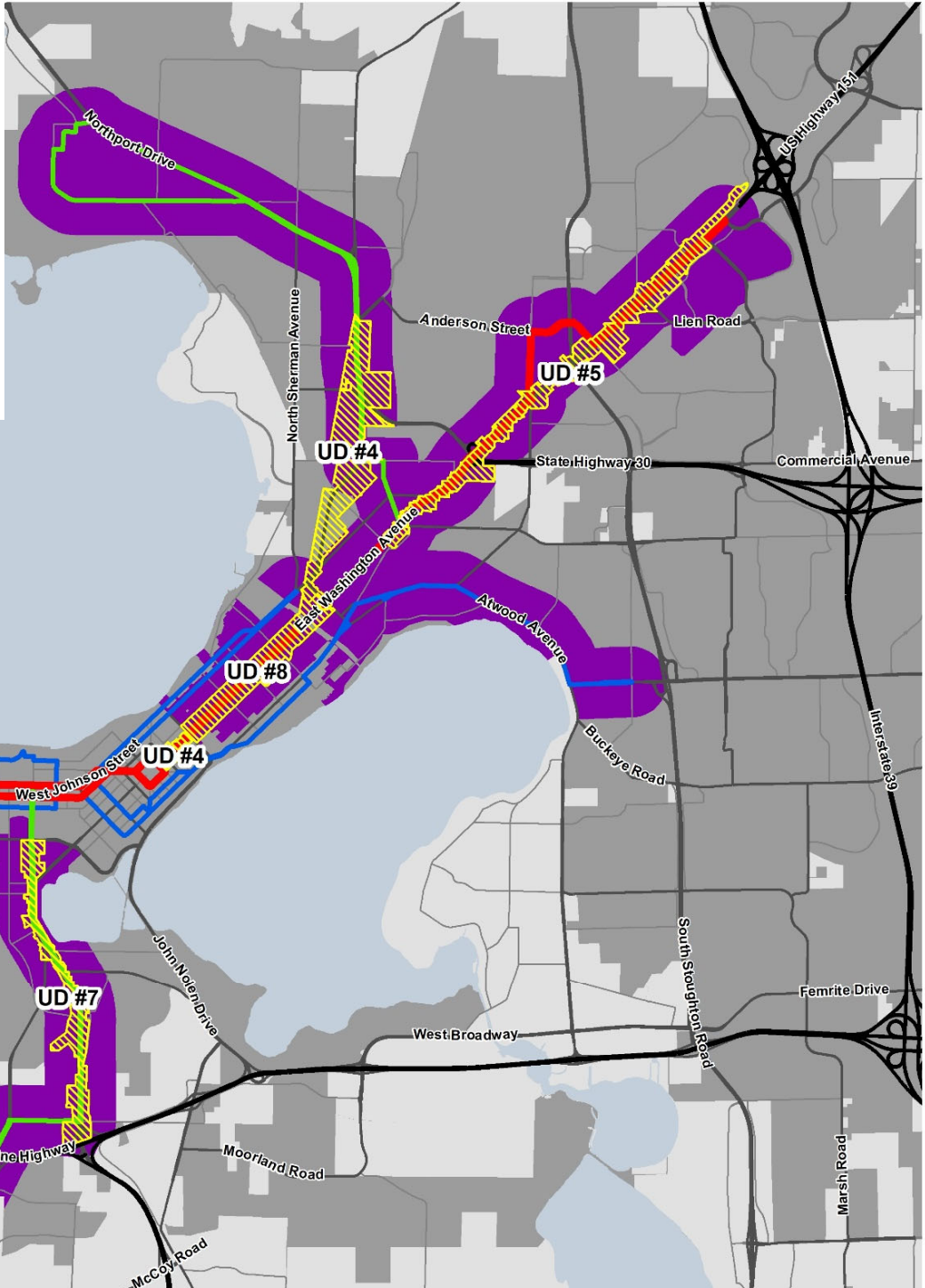
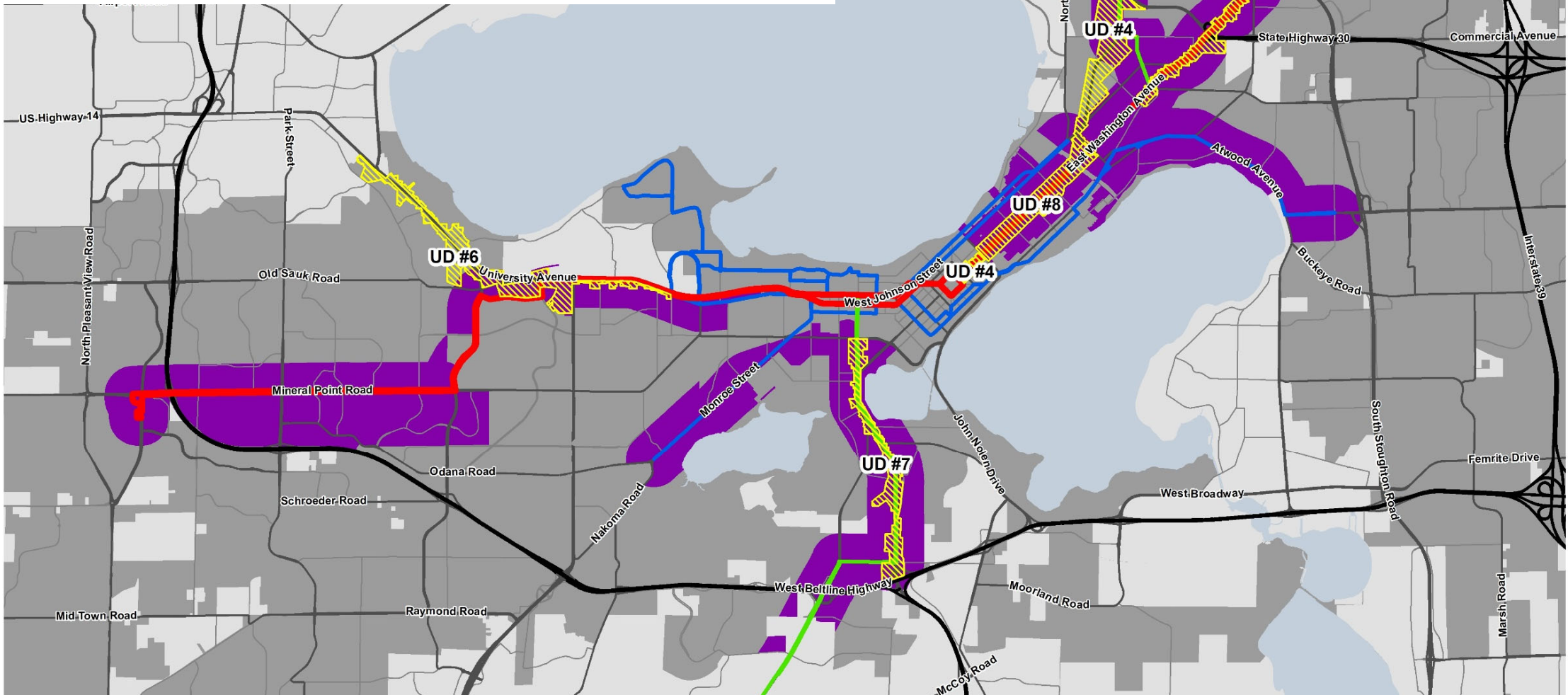
TOD Area: 12.4 sq. mi.
 City of Madison: 82.6 sq. mi.
 TOD Area covers ~15% of City

DRAFT Transit-Oriented Development Overlay Area With Overlapping Urban Design Districts

-  Approved East-West BRT Line
-  Planned North-South BRT Line
-  Approved High-Frequency Local Bus (15 min. headway)
-  TOD Overlay Area
-  Urban Design District
-  Other Cities, Villages, and Towns



Source: City of Madison Planning Division



Draft Changes to Underlying Zoning



Allow for more intensive (re)development within the overlay

- Allow more dwelling units as a permitted use. Examples:
 - Property zoned for a single-family home may be allowed to have a two-unit building and an accessory dwelling unit
 - Property zoned for up to a 24-unit building as a permitted use may allow up to a 36-unit building as a permitted use.
- Additional building height allowed in select underlying zoning districts (SR-V2, TR-V2, TR-U2, NMX, TSS, CC, SE, RMX).
- Require a minimum of two stories for new buildings in employment, mixed-use, and multifamily residential zoning districts.

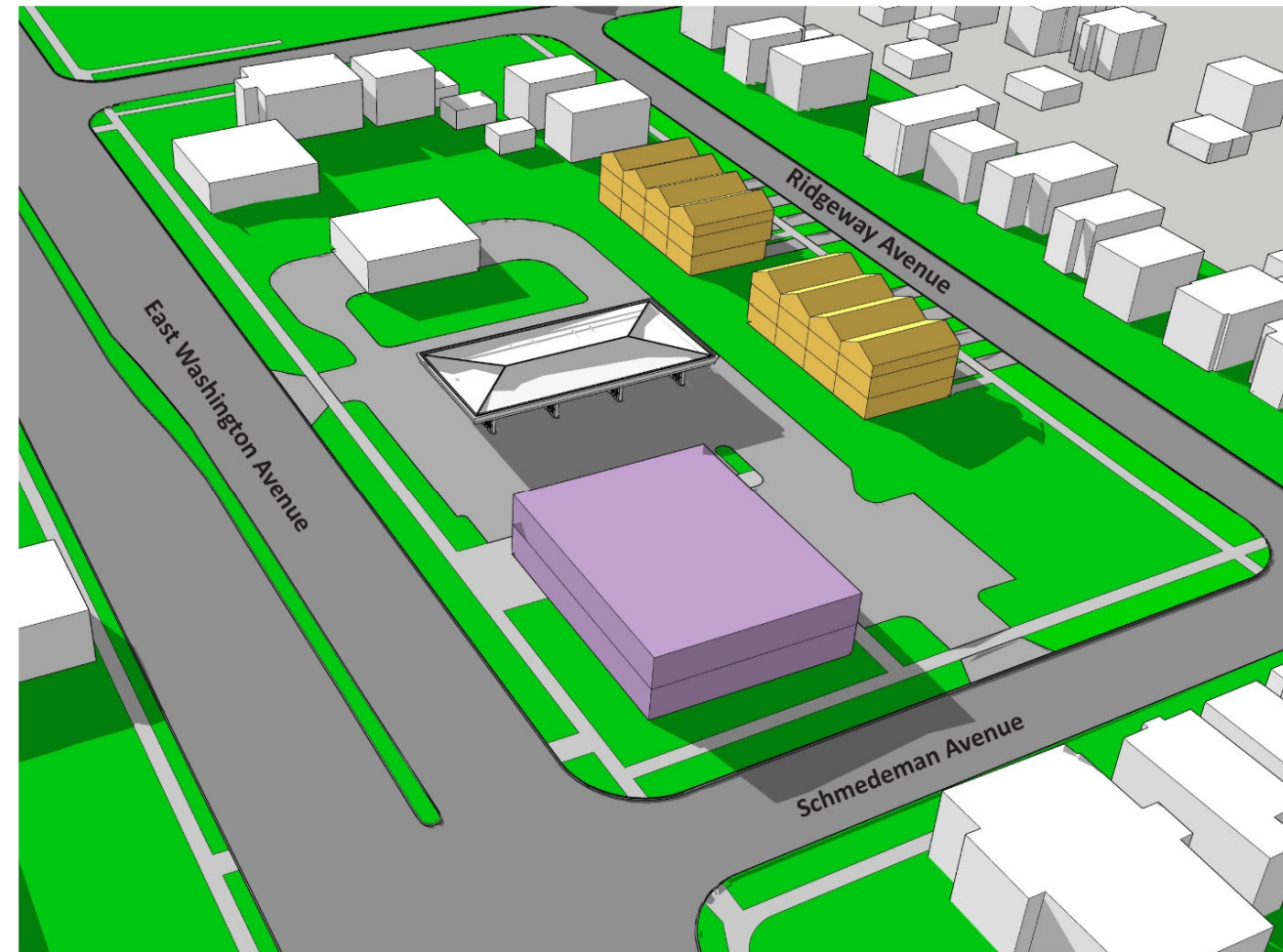


Draft Changes to Underlying Zoning

Promote transit over automobiles within the overlay

- Eliminate (car) parking minimums and reduce parking maximums.
- More stringent building form/site layout regulations for auto-oriented uses like drive-throughs, gas stations, and auto repair businesses.

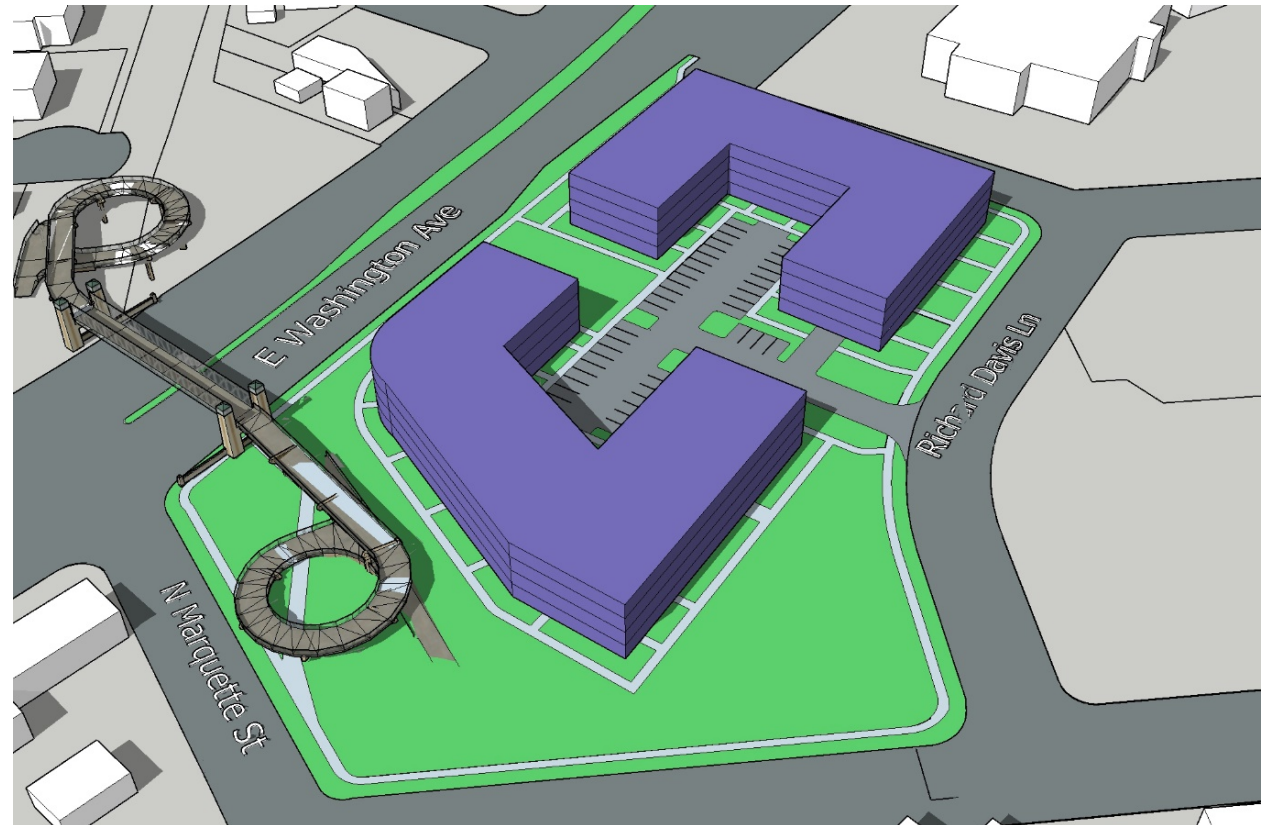
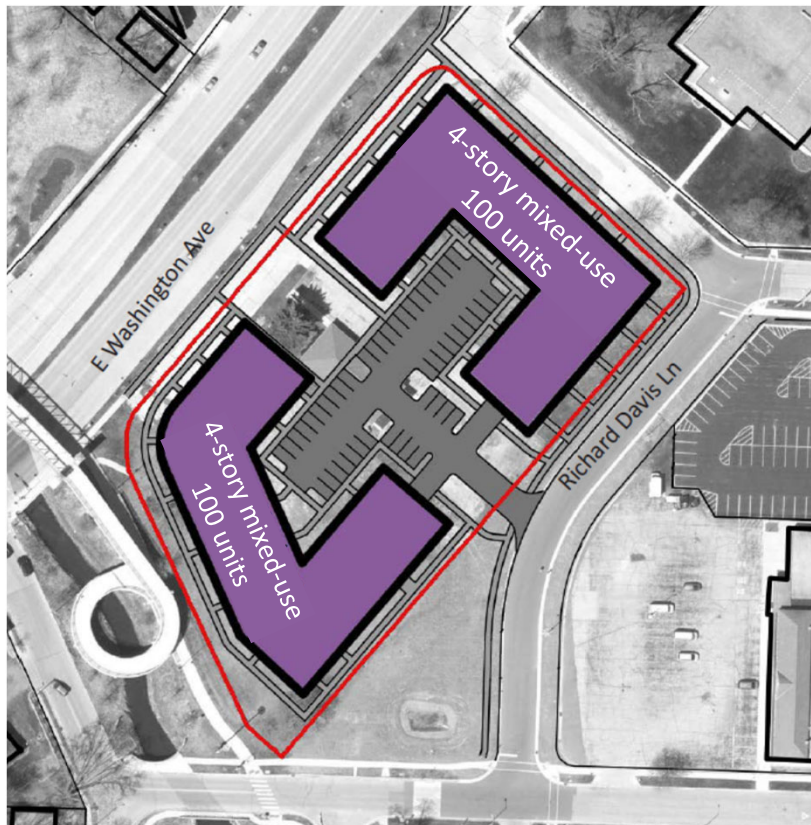
Site Example: East Washington Avenue





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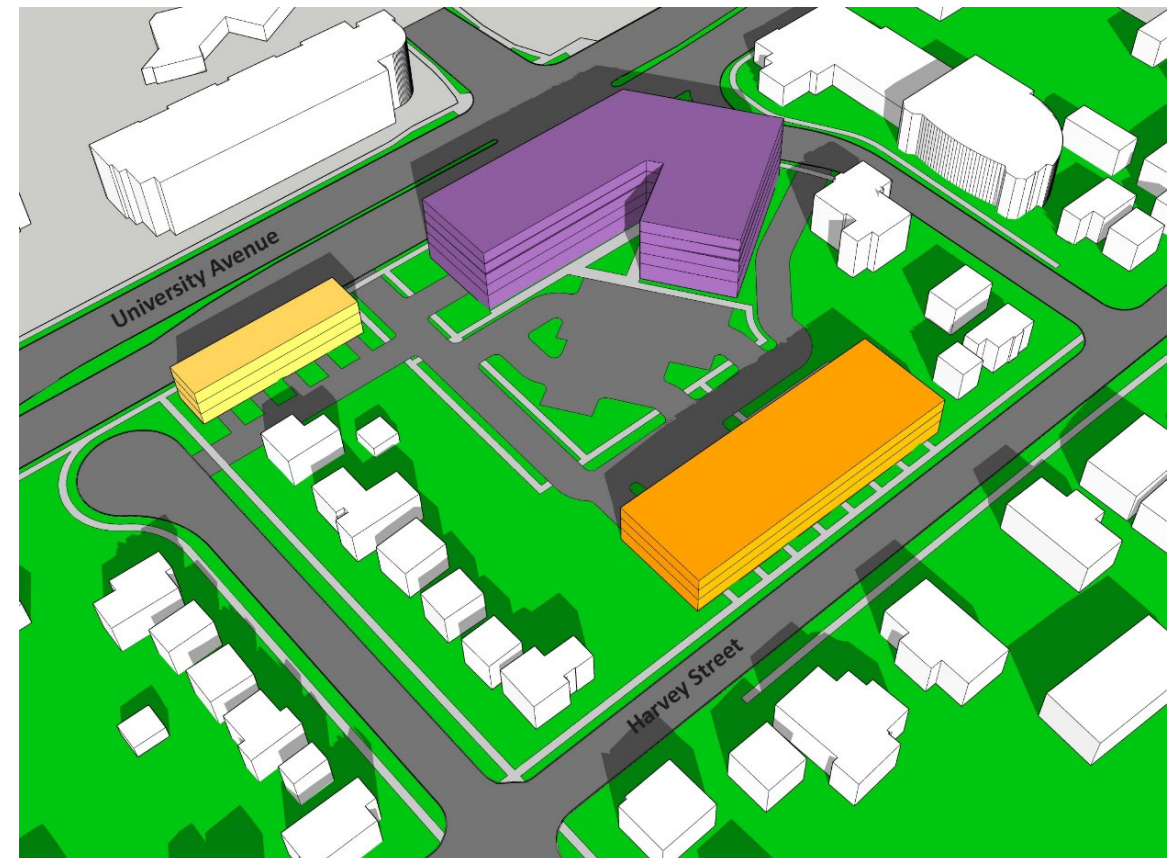
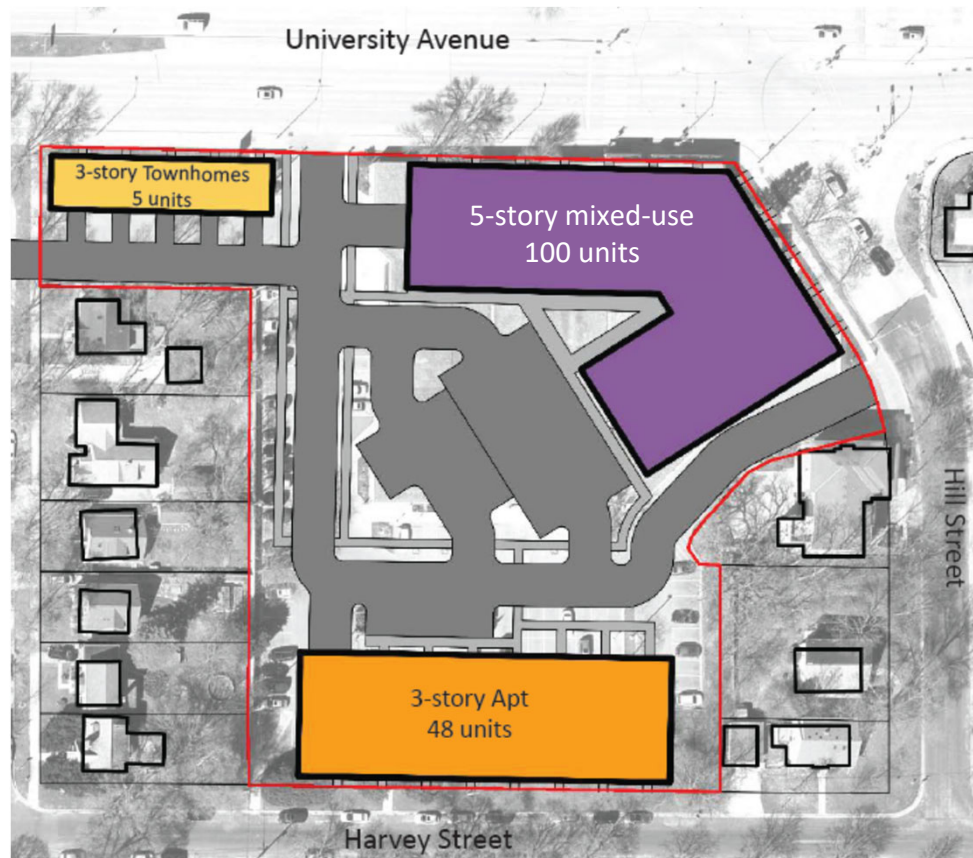
- Commercial Corridor – Transitional (CC-T) Zoning: would now allow up to 100 units in a mixed-use building





Site Example: University Avenue

- Commercial Corridor – Transitional (CC-T) Zoning: would now allow up to 100 units in a mixed-use building



Updated Timeline



Date	Action
April	Publicity for virtual public meetings (alders, neighborhood associations, etc)
May	Virtual public meetings – series #1 (4 meetings)
June	RESJ (racial equity & social justice) policy analysis
June 23	PC & TPPB update
July	Additional analysis; refine TOD overlay based on public/PC feedback
July 27	Urban Design Commission update
August 8	Plan Commission update
September	Common Council introduction; TPPB & PC review
October	Common Council – consider adoption

Questions?

For additional project background, meeting recordings, and a project update email list, please visit the project web page:

www.cityofmadison.com/tod

Project staff:

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Transit-Oriented Development Overlay Zone Changes to Underlying Zoning – July 11, 2022 DRAFT

Zoning District(s)	Use List Changes	Maximum Building Height (Note: require 2-story minimum building height for all districts except TR-C and SR-C)
SR-C1, SR-C2, TR-C1, TR-C2, TR-C3	Allow 2-family buildings + 1 ADU for any lot meeting the existing minimum lot area requirements for single-family homes	No change (2 currently permitted)
SR-C3	Allow 3-family buildings for any lot meeting the existing minimum lot area requirements for 2-family building	No change (2 currently permitted)
TR-C4	Allow “Multi-family dwelling (4 units)” for any lot meeting the existing minimum lot area requirements for 3-family building.	No change (2 currently permitted)
SR-V1	“Multi-family dwelling (9-12 units)” is permitted. “Single-family attached dwelling (5-8 units)” is permitted. (Increases # MF units permitted from 8 to 12)	No change (3 currently permitted)
SR-V2	“Multi-family dwelling (25-36 units)” and “Multi-family dwelling (37-60 units)” are permitted. 61+ units is conditional. “Single-family attached dwelling (>8 units)” is conditional. (Increases # MF units permitted from 24 to 60)	Increase permitted height from 3 to 4 stories
TR-V1	“Multi-family dwelling (5-8 units)” is permitted. “Single-family attached dwelling (5-8 units)” is permitted. (Increases # MF units permitted from 4 to 8)	No change (3 currently permitted)
TR-V2	“Multi-family dwelling (13-24 units)” is permitted. “Single-family attached dwelling (5-8 units)” is permitted. (Increases # MF units permitted from 12 to 24)	Increase permitted height from 3 to 4 stories
TR-U1	“Multi-family dwelling (25-36 units)” is permitted. (Increases # units permitted from 24 to 36)	No change (4 currently permitted)
TR-U2	“Multi-family dwelling (37-60 units)” is permitted. (Increases # units permitted from 36 to 60)	Increase permitted height from 4 to 5 stories
NMX	“Dwelling units in mixed-use buildings (25-36 units)” is permitted. More than 36 dwelling units requires conditional use approval. (increases # units permitted from 24 to 36)	Increase permitted height from 3 to 4 stories
TSS	“Dwelling units in mixed-use buildings (48-60 units)” is permitted. More than 60 dwelling units requires conditional use approval. (increases # units permitted from 48 to 60)	Increase permitted height from 3 to 4 stories
CC-T	“Dwelling units in mixed-use buildings (60-100 units)” is permitted. More than 100 dwelling units requires conditional use approval. (increases # units permitted from 60 to 100)	No change (5 currently permitted)
CC	--	Increase permitted height from 5 to 6 stories
SE	--	Increase permitted height from 5 to 8 stories
TE	“Dwelling units in mixed-use buildings (≤24 units)” and “Dwelling units in mixed-use buildings (25-36 units)” are permitted. More than 36 dwelling units requires conditional use approval. (all dwelling units in TE are currently conditional)	No change (5 currently permitted)
RMX	--	Increase permitted height from 5 to 8 stories

- Usable Open Space (UOS)
 - For all SR-C1, C2, C3 and TR-C1, C2, and C3 districts: UOS only required for the first unit.
 - TR-C4: No UOS requirement for fourth unit.
 - For all non-SR-C/TR-C districts: all UOS can be part of the structure (such as balconies, rooftop terraces).
- Parking:
 - Eliminate all minimum parking requirements.
 - Exceeding maximum parking requirements is not allowed.
 - No parking is allowed between building(s) and the street.
 - Modify Table 28I-3 to add TOD maximum parking column.
 - Strike “Transit corridor proximity” from Table 28I-4, Minimum Parking Adjustments/Reductions.
- Change 28J, Dwelling Units in Mixed-Use Buildings supplemental regulation (e) to add TE.

Form-Based Zoning Code Changes– July 11, 2022 DRAFT

- Require buildings to be built closer to the street and to both streets on a corner lot
 - Maximum front and corner side yard setback: 20'
- Require a certain percentage of the front and corner side yard building facades to be at the maximum setback so we don't only have a small building bumpout that meets the maximum.
 - At least 50% of front and corner side yard street-facing building walls shall be setback no more than five feet for lots less than 60 feet wide, and 25% for lots wider than 60 feet.
- Require an accessible pedestrian entrance.
 - Buildings shall have an accessible pedestrian entrance on the street-facing facade. In the case of a building with multiple street-facing facades, the pedestrian entrance shall be on the façade facing the street frontage with the higher frequency of transit service. If neither street has transit service, the street-facing facade on the higher classified street shall have the accessible pedestrian entrance. For purposes of this section, interstates and other limited access highways shall not be used as the higher classified street.
 - Accessible pedestrian entrance shall remain open and operable during the same hours as all other public building entrances.
- On planned multi-use sites and residential building complexes, require some percentage of the street frontage to have a building so we don't have a very small building upfront with little frontage and then a large building to the rear surrounded by parking.
 - When more than one principal building is developed on a zoning lot, planned multi-use site, or residential building complex, additional buildings shall be exempt from the front yard setback requirement if approved and constructed concurrently with or after a building or buildings that comply with the front yard and corner side yard setback requirements and occupy at least X% of front yard and corner side yard street frontage on the zoning lot, residential building complex, or planned multi-use site.
- Minimum parking setback – parking may be aligned with the building façade but no closer and not in front of the building.
 - Parking shall be located no closer to the right-of-way than the building's front and corner side yard setback.
- Not allow automobile use between the building and the street.
 - Parking, loading, drives, vehicle access sales and service windows, and gas pumps shall not be located between the building and the street on the front and corner side yards.
- All 'Vehicle Access Sales and Service Windows' (aka, drive-thrus) shall be located under the building in which it is located, and the building shall have commercial or residential uses along the primary street frontage in all districts where this use is permitted.

ZONING DISTRICTS

Who to contact:

Zoning, (608) 266-4551

Residential Districts*

SR-C1 Suburban Residential - Consistent District 1

SR-C2 Suburban Residential - Consistent District 2

SR-C3 Suburban Residential - Consistent District 3

SR-V1 Suburban Residential - Varied District 1

SR-V2 Suburban Residential - Varied District 2

TR-C1 Traditional Residential - Consistent District 1

TR-C2 Traditional Residential - Consistent District 2

TR-C3 Traditional Residential - Consistent District 3

TR-C4 Traditional Residential - Consistent District 4

TR-V1 Traditional Residential - Varied District 1

TR-V2 Traditional Residential - Varied District 2

TR-U1 Traditional Residential - Urban District 1

TR-U2 Traditional Residential - Urban District 2

TR-R Traditional Residential - Rustic District

TR-P Traditional Residential - Planned District

* When other Chapters of the Madison General Ordinances refer to residential districts, the Downtown Residential Districts, DR1 and DR2, shall be included.

Commercial and Mixed-Use Districts

LMX Limited Mixed-Use

NMX Neighborhood Mixed-Use District

TSS Traditional Shopping Street District

MXC Mixed-Use Center District

CC-T Commercial Corridor - Transitional District

CC Commercial Center District

Employment Districts

TE Traditional Employment District

SE Suburban Employment District

SEC Suburban Employment Center District

EC Employment Campus District

IL Industrial - Limited District

IG Industrial - General District

Downtown and Urban Districts

DC Downtown Core
UOR Urban Office Residential
UMX Urban Mixed-Use
DR1 Downtown Residential 1
DR2 Downtown Residential 2

Special Districts

A Agricultural District
UA Urban Agricultural District
CN Conservancy District
PR Parks and Recreation
AP Airport District
CI Campus Institutional District
PD Planned Development District
PMHP Planned Mobile Home Park District

Overlay Districts

WP Wellhead Protection Overlay Districts
W Wetland Overlay District
TOD Transit Oriented Development Overlay District
NC Neighborhood Conservation Overlay Districts
F1 Floodway District
F2 Flood Fringe District
F3 General Floodplain District
F4 Flood Storage District

Historic District Suffixes

HIST-L Designated Landmark
HIST-MH Mansion Hill Historic District
HIST-TL Third Lake Ridge Historic District
HIST-UH University Heights Historic District
HIST-MB Marquette Bungalows Historic District
HIST-FS First Settlement Historic District