



PREPARED FOR THE PLAN COMMISSION

Project Address: 3414 Monroe Street (13th Aldermanic District, Alder Dailey)
Application Type: Demolition and Conditional Use
Legistar File ID #: [37586](#)
Prepared By: Heather Stouder, AICP, Planning Division
Report Includes Comments from other City Agencies, as noted
Reviewed By: Jay Wendt, Principal Planner and Katherine Cornwell, Planning Division Director

Summary

Applicant/Property Owner: Patrick Corcoran; Patrick Properties; 2417 University Ave., Madison, WI, 53726

Project Contact: Paul Cuta; CaS4 Architecture; 3414 Monroe St., Madison, WI, 53711

Requested Action: Approval of demolition of a one-story office building and a conditional use to construct a four-story, 35,800 square foot mixed-use building.

Proposal Summary: The applicant proposes to demolish a one-story, 4,000 square foot commercial building constructed in 1954 and added to in 1991. Following demolition, the applicant proposes to construct a four-story, 35,800 square foot mixed-use building with 3,492 square feet of commercial space, 19 residential units, 20 underground parking stalls, and 9 at-grade surface parking stalls.

Applicable Regulations & Standards: This proposal is subject to the standards for demolition (MGO Section 28.185) and conditional uses (MGO Section 28.183).

Review Required By: Landmarks Commission (LC), Plan Commission (PC) (referred to UDC for an advisory recommendation)

Summary Recommendation: The Planning Division recommends that the Plan Commission find that the demolition standards can be met. If, following the public hearing, the Plan Commission finds that the conditional use standards can be met, the Plan Commission should **approve** the request at 3414 Monroe Street. This recommendation is subject to input at the public hearing and the conditions recommended by the Planning Division and other reviewing agencies. If the Plan Commission finds that the conditional use standards cannot be met, the Plan Commission should make a finding as to which standard(s) are not met and **place on file** the request.

Background Information

Parcel Location: The property is located at the northeast corner of Monroe Street and Glenway Street; Aldermanic District 13 (Dailey); Madison Metropolitan School District.

Existing Conditions and Land Use: The 13,200 square foot property is developed with a one-story, 4,000 square foot office building constructed in 1954, with a 1991 addition. The building is set back approximately 6 feet from Glenway Street, and 22 feet from Monroe Street, with three large deciduous trees between the building and the street. The building is set back approximately 8 feet from the Arbor House property immediately to the east. Behind the building is a surface parking area accessed from Glenway Street.

Surrounding Land Use and Zoning:

North: Single-family homes in the TR-C2 District

East: Arbor House Bed and Breakfast, a Local Landmark, in the PD District

South: Across Monroe Street to the south, UW Arboretum in the Conservancy (CN) District

West: Across Glenway Street to the west, Parman Place, a mixed-use building with a first floor restaurant and 18 residential units on upper levels.

Adopted Land Use Plan: The Comprehensive Plan (2006) recommends Neighborhood Mixed-Use for this area. The Monroe Street Commercial District Plan (2008) recommends commercial and mixed-use for this property.

Zoning Summary: The property is in the Traditional Shopping Street (TSS) District.

Requirements	Required	Proposed
Front Yard Setback	0	TBD
Side Yard Setback	6'	TBD - RS TBD - LS
Rear Yard Setback	20'	TBD
Usable Open Space	40 sq. ft. per dwelling unit = 760 sq. ft. (can be roof decks and balconies)	TBD
Maximum Lot Coverage	85%	62.5%
Maximum Building Height	3 stories / 40', except when approved as a conditional use	4 stories / approx. 50'

Site Design	Required	Proposed
Number Parking Stalls	Apartments 19 Commercial Space- TBD	29
Accessible Stalls	Yes	2
Loading	No	No
Number Bike Parking Stalls	1 per unit up to 2-bedrooms, ½ space per add'l bedroom = 21 1 guest space per 10 units = 2 Bike Parking for 3,500 sq. ft. commercial TBD Total =23 + commercial	28 (appears adequate)
Landscaping	Yes	Yes
Lighting	Yes	Yes
Building Forms	Yes	TBD

Other Critical Zoning Items: Adjacent to Landmark (Arbor House), Barrier Free (ILHR 69).

Environmental Corridor Status: The subject site is not located in a mapped environmental corridor.

Public Utilities and Services: This property is served by a full range of urban services, including Metro Transit Route 3.

Related Reviews and Approvals

Landmarks Commission – On June 30, 2014, the Landmarks Commission informally reviewed the proposed demolition of the existing building, and voted to advise the Plan Commission that they oppose the demolition of the building, as it has historic value associated with two masters (William Kaeser, architect, and Marshall Erdman, builder) in their respective fields.)

The Landmarks Commission reviewed a previous 3-story version of the proposal on October 6, 2014 due to its adjacency to the Arbor House Bed and Breakfast, which has a local Landmark building (The Plough Inn) on the eastern half of the site. The Landmarks Commission voted to recommend to the Plan Commission that the proposal is not so large or visually intrusive as to adversely affect the historic character and integrity of the adjoining landmark site, but strongly encouraged the developer to increase the setback on the eastern property line and along Monroe Street. On October 20, the Landmarks voted 3:2 to reconsider this item, and ultimately reversed their October 6 recommendation by a vote of 3:1.

The Landmarks Commission then reviewed the current version of the proposal on March 2, 2015 (Legistar Item # [35614](#)). The Landmarks Commission voted to recommend to the Plan Commission that the proposal is so large as to adversely affect the historic character and integrity of the adjoining landmark site; however, the setbacks (on the east side of the building) in the revised proposal lessen the visual intrusiveness.

Please see attached materials related to the June 30, 2014 and March 2, 2015 Landmarks Commission meetings pertaining to the current proposal.

Urban Design Commission – On April 8, the Urban Design Commission reviewed the proposal in order to provide an advisory recommendation to the Plan Commission for a conditional use request. The UDC found that the building massing and design as proposed is appropriate for this location, and members were generally very impressed with the architectural design of the building. A draft report from the UDC meeting will be provided when it is completed.

Project Description

The applicant proposes to demolish an existing one-story, 4,000 square foot commercial building on the property which was originally constructed in 1954. The building was built as an office in 1954 by Marshall Erdman, with William Kaeser as the architect. For decades, it was used as an office building, and in 1991, Neckerman Insurance added on to the building. Preparation of the site for the proposed building would also involve removal of the existing asphalt surface parking lot on the north side of the property, and vegetation on the site, including three large trees on the south side of the building. Following demolition and site preparation, the applicant proposes to construct a four-story mixed-use building approximately 35,800 gross square feet in size, including the underground parking area and all areas under a roof.

Land Use – The proposed building has 3,492 square feet of first floor commercial space and 19 residential dwelling units on the upper floors. The residential density for the site is 63 units per acre. Dwelling units range in size from a 619 square foot efficiency to a 1,322 square foot three-bedroom unit, and the mix includes 2 efficiencies, 8 one-bedroom units, 5 two-bedroom units, and 4 three-bedroom units. All but two of the units have private balconies, and each unit has its own laundry facilities. The proposal includes a small 410 square foot fitness room on the fourth floor, adjacent to a small shared balcony space for all residents. Overall, the proposal includes an average of 133 square feet of structured usable open space per dwelling unit. The underground parking area has 20 automobile stalls proposed for residential use, and an at-grade surface parking area behind the building with nine stalls proposed to serve the commercial tenants and guests.

Building Placement and Massing – The building is approximately 129 feet deep along Glenway, 79 wide along Monroe Street at its base, and 52 feet tall at its highest point. It is placed approximately two feet from both streets, with the first floor commercial space inset up to seven feet further to allow space for pedestrian circulation on a raised sidewalk (this sidewalk is a maximum of approximately 30 inches above the public sidewalk). The fourth floor of the building is stepped back six to ten feet from the floors below on the Monroe Street side, and approximately ten feet from the floors below on the Glenway side.

On the east side, which has been a focus of discussion regarding its relationship to the Arbor House property, the underground parking area and first floor are six feet from the property line (approximately two feet closer than the setback of the existing building). Second and third floors are placed at 15 feet from the eastern property line, increasing to 21 feet in the southeast corner of the building. The fourth floor steps back several feet further, ranging from 22-24 feet from the eastern property line.

On the north side, which is the rear yard adjacent to single-family homes, the building is set back by a range of 20-25 feet, with the third floor stepped back an additional eight feet, and the fourth floor stepped back by an additional 11 feet, to meet the 45 degree angle on upper levels that is required for development adjacent to residential districts.

Access, Parking, and Circulation – Automobile access to the site is from Glenway Street, leading to both the 20-stall underground parking area and to the smaller 9-stall surface parking area. There are 21 bicycle parking stalls in the underground parking area, and an additional six stalls behind the building in a covered area. Pedestrian entrances to the building include three entrances to commercial spaces from the Glenway Street side, and another in the southeast corner from Monroe Street. All are from a raised private sidewalk approximately 30 inches above the public sidewalk along Monroe Street. Residential entrances are provided on the east side of the building near Monroe Street and also behind the building.

While the City is not a party to it, it is important to note that there is an existing private easement between the subject property and the Arbor House property immediately to the east, allowing for one-way egress from Arbor House through the subject property to Glenway Street, and also allowing for use of surface parking in the evenings. The proposal currently allows for the continuance of the provisions in that easement, although staff is aware that there have been discussions between the two property owners about the possibility of terminating the easement.

Building Exterior – The building exterior is a modern design unique to the immediate area. Materials include a concrete base at the very bottom of the building and a high proportion of glass within dark grey ground face masonry on the first floor. The dark grey masonry extends vertically to portions of the second and third floor along Glenway Street and at the corner of the building. Otherwise, cedar colored fiber cement siding is the main material on the second and third floor, with insets and accents of white stucco/"plaster" (the plaster becomes the main material on the second floor of the north side of the building). Plaster and glass alone are used on the stepped back fourth floor, and the screening parapet for the rooftop equipment and elevator overrun is clad in the fiber cement siding. The building has a central HVAC system with condensers on the rooftop, and thus no louvers associated with individual units.

Landscape Plan – The landscape plan includes five winterberry shrubs, low sedges, and boulders along the east side of the building, in the six feet between the building and the property line. Smaller shrubs and low perennials are proposed in the narrow areas between the building and the sidewalk, and grasses are proposed in the raised planter immediately in front of the building. Along the north side of the property, a row of chokeberries is proposed just north of a wooden fence and retaining wall, which follow the angle of the property line. Grasses are proposed in the acute triangle between the fence and surface parking stalls. Plans also show several green roof areas totaling 2,170 square feet (over 20% of the building footprint), but details are not yet provided on the plant mix or maintenance plan for the tray systems proposed.

The maple trees between the existing building and Monroe Street would be removed in conjunction with the demolition and new building.

Project Analysis and Conclusion

Land Use and Plan Consistency – The Comprehensive Plan (2006) recommends Neighborhood Mixed Use for this property. The proposed building is generally consistent with Comprehensive Plan recommendations for neighborhood mixed-use, which include buildings with ground floor commercial spaces and residential units on upper levels, and buildings with strong orientation to the streets and storefront windows. Notably, the proposed density at 63 dwelling units per acre is higher than that which is generally recommended for these areas. However, several recently approved and constructed mixed-use buildings in “Neighborhood Mixed Use” areas have similar or higher residential densities (see table at right).

Project Name	Address	DU	Ac	DU/Ac
The Glen (Proposed)	3414 Monroe St	19	0.30	63
The Monroe	2620 Monroe St	21	0.33	64
Parman Place	3502 Monroe St	18	0.28	65
Empire Photo	1911 Monroe St	18	0.26	68
Baldwin Corners	320 S Baldwin St	31	0.42	74

The detailed Monroe Street Commercial District Plan (2008) includes this property within “Block 36”, and identifies it as a potential redevelopment site for commercial uses (see especially pp. 70-71 in the attached excerpt). The Plan specifically mentions “green” businesses consistent with the mission of the Arbor House Bed and Breakfast next door, and recommends development of the site with the same “build-to-line” as the other structures on the block, and at a height between two and four stories. The building mass should respect the overall pattern of the street. The facades along Monroe and Glenway Streets should have storefront windows, and principal entrances should be on Monroe Street, with additional entrances on Glenway Street. The back of the building shall be a high quality material and have window openings similar to the other sides of the building. A landscape buffer should be provided along the rear of the property. The Plan recommends a prominent corner feature to help frame a “gateway” for those traveling south on Glenway toward Monroe Street. Finally, parking should be located on the northern portion of the site, and all service areas should be screened complementary to the building architecture. In a more general section on p. 49, the Plan notes that four-story buildings are generally out of character with the traditional street and the residential neighborhoods, and in order to be supported, four-story buildings would need creative design, consideration of contextual impact, lot size, proximity to other buildings, setbacks, stepbacks, floor-to-floor heights, value-added features, and effective prior consultation with neighborhoods.

The proposal does have inconsistencies with the Monroe Street Commercial District Plan, which should be considered by the Plan Commission in determining whether the demolition and conditional use standards can be met. First, use of upper floors for residential uses was not explicitly recommended for this particular site. Rather, in Figure K-17 on p. 70, the Plan specifies redevelopment with commercial uses on the ground floor and upper levels for this site. Although the Plan recommends purely commercial uses, staff notes that the mixed-use building as proposed would likely have significantly less traffic and parking impacts than a commercial building of a similar size. With this in mind, staff is generally comfortable with the residential use proposed on upper levels of the building.

Secondly, on p. 71, the Plan recommends for this site that “the building edge should follow the same “build-to line” as other structures on the block”, which would be approximately twenty feet, rather than two feet from Monroe Street. The proposed building does not meet this recommendation, and would result in a significantly different feel at this corner than would a smaller building set back twenty feet from Monroe Street. On the other hand, the building is consistent with recommendations for parking placement, screening of service

uses, street activation with storefront windows and entrances, a landscape buffer along the northern property line, and building materials and articulation. Further, it is generally consistent with the maximum four-story height recommended, provides for a “gateway” at the intersection, and has been significantly revised to improve compatibility with the Arbor House property to the east. The Plan Commission should carefully consider some of the competing recommendations in the Plan regarding street activation and a “gateway” feature versus a building with commercial use and a deeper setback from Monroe Street.

Access, Parking, and Circulation – The provision of parking has been a major focus of many in the neighborhood as this proposal has taken shape. Many residents living in close proximity to this site have significant concerns about inadequate on-site parking due to the fact that overflow parking for the restaurant across the street utilizes on-street parking opportunities in the evenings. When this proposal was originally submitted several months ago, the building had 16 residential units and a total of 16 at-grade, under-building parking stalls to serve both residents and commercial spaces in a shared parking arrangement (as well as providing stalls when needed for the property owner next door as stipulated in the private easement). The 16 stalls were not viewed by many in the neighborhood as adequate. As such, the developer revised the project substantially to include underground parking. Added costs for this, in combination with the strong interest in stepping upper levels of the building back from the Arbor House property, correlated with the addition of three additional dwelling units on a new fourth floor of the building. Essentially, the provision of parking relates closely to the building mass in this case, as in many similar situations across the City.

When analyzing the access, parking, and circulation provisions for the proposal before the Plan Commission, staff believes that the automobile and bicycle parking should adequately serve the site, but that the applicant may want to pursue a few additional bicycle parking opportunities either between the building and the street, or perhaps within the public terrace for short term visitors to the commercial spaces. Staff recommends that the applicant explore with Traffic Engineering staff the provision of additional bicycle parking in the terrace, and if it cannot be accommodated, at least two bicycle stalls be provided on private property along either Glenway Street or Monroe Street.

Building Massing and Placement- The proposed building is nearly ten times larger in gross square footage than the existing building on the property, and would result in a significant change not only due to the impacts of its mass and height, but also due to the removal of trees and other existing vegetation on the southern and eastern portions of the property. It is important to reiterate here that the Landmarks Commission, which reviewed two versions of the proposal (see Monroe Street elevations below, for comparison), has recommended to the Plan Commission that the building as currently proposed is “so large as to adversely affect the historic character and integrity of the adjoining landmark site; however, the stepbacks (on the east side of the building) in the revised proposal lessen the visual intrusiveness.”

October 2014 Monroe Street Elevation



April 2015 Monroe Street Elevation



Staff appreciates the work of the development team to add significant and effective setbacks of the second through fourth floors of the building on the eastern side, which is not required in the zoning district but helps to pull away massing from the adjacent Arbor House property. The small private balconies and green roof elements integrated within these areas are among the strengths of the project.

When compared with “Parman Place” across the street to the west, the proposed building is similar in overall mass (10% greater in gross square footage), but the massing is articulated very differently. “Parman Place” is essentially a three-story traditional building with very little articulation on the street sides, and a very small fourth story element. Conversely, the proposed building has setbacks and inset balconies on all levels, and a much larger fourth floor.

The fourth floor of the building includes full dwelling units, rather than the “loft” spaces associated with third floor units as built in “The Monroe” at the corner of Monroe and Knickerbocker Streets, and the “Empire Photo” building at 1911 Monroe Street. While the fourth floor of the proposed building is stepped back from the third floor on all sides, it is still 5,300 square feet in size, and will be seen from streets and adjacent properties. Further, since it must include elevator access to the units, the highest point on the building atop the elevator run is over approximately 52 feet from grade along Monroe Street. For comparison, the fourth floor element on “Parman Place”, also at a height of 52 feet, is just 437 square feet. The fourth floor “loft” spaces on “The Monroe” reach up to 43 feet, and comprise 1,800 square feet.

Exterior Design and Site Details- Staff is generally supportive of the modern design of the building, noting that while it is different than the design of buildings in the immediate area, the Monroe Street corridor does have a wide variety of architectural styles represented today, and this building would be a product of its time. Integration of usable open spaces within the building massing is a strength of the design. The eight-foot deep balcony spaces along Glenway provide significant articulation of the facade, and the the upper level setbacks, particularly on the east and north sides of the building, provide for high-quality terraces, both private and shared.

The palette of building materials is simple and straightforward, and each change in materials occurs in conjunction with a meaningful change in plane. The white “plaster” on the fourth floor element carries down on inset portions of the building, reading almost as an inset cube, rather than a disconnected architectural element. The applicant is aware that the zoning code only allows for use of the “plaster” material as an accent material or at the top of the building. Thus, the plaster shown as the main material on the north facade will need to be changed to a substitute material – mostly likely the cedar-colored fiber cement or dark grey masonry shown elsewhere on the building. If the proposal is approved, staff would like to review with the applicant an alternative for the north facade prior to the submittal of final plans.

The landscape plan seems appropriate for an urban site, and the green roof elements and rain gardens are appreciated. However, the loss of maple trees on the site in the area between the building and Monroe Street is regrettable, and deserves attention especially since the Monroe Street Commercial District Plan recommended a “build-to line” similar to other buildings on this block, which would have likely maintained space for the trees. Staff has suggested that the applicant provide an arborist’s assessment of these trees, as well as an assessment of the likelihood of survival for the trees just on the other side of the eastern property line during and after construction. If this report is received by staff, it will be provided to the Plan Commission for review.

Demolition Standards – As noted in MGO Section 28.185(7), the Plan Commission must find that the requested demolition and proposed use are compatible with the purpose of the demolition section and the intent and purpose of the TSS Zoning District. Furthermore, the proposal should be compatible with adopted plans. The Plan Commission shall consider and give decisive weight to any relevant facts, including but not limited to impacts on normal and orderly development, efforts to relocate the existing building, and the limits

that the location of the building would place on efforts to relocate it. While it is not a landmark building, nor does it lie within a local historic district, the Plan Commission shall consider any reports from the Landmarks Commission and Historic Preservation Planner when determining whether the demolition standards are met.

As has been noted, the proposed mixed-use building is generally consistent with the Comprehensive Plan recommendation for “Neighborhood Mixed-Use” areas, but has some inconsistencies with the Monroe Street Commercial District Plan, which recommends redevelopment of this site with commercial uses, and recommends that buildings maintain a “build-to” line from Monroe Street consistent with others on the block. The proposal is consistent with many other recommendations in the Monroe Street plan, and with the TSS Zoning District Standards, and staff believes that the proposed building will allow for normal and orderly development of properties in the area. Staff does not believe that the relocation of the existing building is practical.

Due to the involvement of two “masters”, Kaeser and Erdman, the Landmarks Commission voted on June 30, 2014 to oppose the demolition of the building. Following the Landmarks Commission discussion regarding the demolition, the applicant coordinated with a UW-Madison Professor to allow a group of students to spend time on site and inside the building to document its integrity. The group found that in comparison with original construction drawings, the building interior had been significantly altered since it was constructed in 1954. Aside from the 1991 addition, which significantly altered the integrity of the building, the group also found that the original entrance had been relocated, and original windows had been partially filled in. With these findings, the preservation planner does not consider the building to be a candidate for Landmark or National Register status.

Given the findings by the Historic Preservation Planner that the existing building has lost its integrity over the decades, and general compatibility with the underlying TSS zoning district and adopted plans, staff believes that the demolition standards can be met with this proposal.

Conditional Use Standards – The Planning Division staff evaluation of the proposed project’s ability to meet the standards for conditional use approval is summarized below.

As stated in MGO Section 28.183(6)(a), *“The City Plan Commission shall not approve a conditional use without due consideration of the recommendations in the City of Madison Comprehensive Plan and any applicable neighborhood, neighborhood development, or special area plan, including design guidelines as adopted as supplements to these plans. No application for a conditional use shall be granted by the Plan Commission unless it finds that all of the following conditions are present:*

1. *The establishment, maintenance, or operation of the conditional use will not be detrimental to or endanger the public health, safety, or general welfare.*

Staff believes that this standard is met.

2. *The City is able to provide municipal services to the property where the conditional use is proposed, given due consideration of the cost of providing these services.*

Staff believes that this standard is met.

3. *The uses, values, and enjoyment of other property in the neighborhood for purposes already established will not be substantially impaired or diminished in any foreseeable manner.*

Staff believes that this standard can be met. The significant setbacks on the second and fourth floors of the building on the east side, and the setback of the southeastern corner of the building have improved its relationship with the property immediately to the east, which is used as a bed and breakfast facility. The building follows zoning requirements on the north side, stepping back at a 45 degree angle from the single-family home to the north, and the applicant has worked closely with the property owner to the

north on an acceptable screening fence and landscaping between the two buildings. Finally, the provision of sufficient parking on-site for both the residential units and the commercial spaces should minimize negative impacts on the surrounding neighborhood.

4. *The establishment of the conditional use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district.*

Staff believes that this standard is met.

5. *Adequate utilities, access roads, drainage, parking supply, internal circulation improvements, including but not limited to vehicular, pedestrian, bicycle, public transit, and other necessary site improvements have been or are being provided.*

Staff believes that this standard can be met, so long as conditions of approval related to automobile and bicycle parking are addressed.

6. *Measures, which may include transportation demand management (TDM) and participation in a transportation management association have been or will be taken to provide adequate ingress and egress, including all off-site improvements, so designed as to minimize traffic congestion and to ensure public safety and adequate traffic flow, both on-site and on the public streets.*

Staff believes that this standard can be met, and does not believe that there is a need for a TDM in this case.

7. *The conditional use conforms to all applicable regulations of the district in which it is located.*

Staff believes that this standard is met, so long as all Zoning conditions of approval are sufficiently addressed.

9. *When applying the above standards to any new construction of a building or an addition to an existing building, the Plan Commission shall find that the project creates an environment of sustained aesthetic desirability compatible with the existing or intended character of the area and the statement of purpose for the zoning district. In order to find that this standard is met, the Plan Commission may require the applicant to submit plans to the Urban Design Commission for comment and recommendations.*

Statement of Purpose for the Traditional Shopping Street (TSS) District

The TSS District is established to encourage and sustain the viability of Madison's mixed-use corridors, which sustain many of the City's traditional neighborhoods. The district is also intended to:

a) Encourage pedestrian, bicycle and transit use as a means of accessing and moving through these corridors.

b) Encourage diversification of uses, including residential, commercial, and civic uses, in order to enhance the vitality and appeal of these areas.

c) Maintain the viability of existing residential buildings located within or adjacent to these corridors.

d) Encourage appropriate transitions between higher-intensity uses within TSS districts and adjacent lower-density residential districts.

e) Facilitate preservation, development or redevelopment consistent with the adopted goals, objectives, policies, and recommendations of the Comprehensive Plan and of adopted neighborhood, corridor, or special area plans.

The Plan Commission should carefully consider whether this standard can be met, with particular attention to the transition between the building and adjacent properties, and the noted inconsistencies with the Monroe Street Commercial District Plan.

12. *When applying the above standards to an application for height in excess of that allowed in the district, the Plan Commission shall consider recommendations in adopted plans; the impact on surrounding properties, including height, mass, orientation, shadows, and view; architectural quality and amenities; the relationship of the proposed building(s) with adjoining streets, alleys, and public rights of ways; and the public interest in exceeding the district height limits.*

The TSS District would allow for three stories by right. While the applicant originally had submitted a three-story version of the proposal in late 2014, the current proposal before the Plan Commission is four stories, complete with underground parking and three additional units from that which had been proposed.

As has been discussed, the Monroe Street Commercial District Plan recommends a 2-4 story maximum height for this site, noting that the although notes that in order to be supported, four-story buildings would need creative design, consideration of contextual impact, lot size, proximity to other buildings, setbacks, stepbacks, floor-to-floor heights, value-added features, and effective prior consultation with neighborhoods.

In this particular case staff believes that the significant stepbacks on the east side of the building on the second and fourth floors go a long way toward reducing negative impacts on the adjacent property that existed with the three-story version of the proposal, which had no stepbacks on this side of the building. Further, the stepbacks on the fourth floor from all other sides of the building help to alleviate its apparent mass as perceived from the street or from adjacent properties, although it will likely still be visible from many vantage points.

Staff believes that the impacts of the fourth floor could be further reduced if the floor were only to be used as upper level spaces (bedrooms, etc.) associated with third floor units. This scenario had been discussed with the applicant, but the applicant team felt that a true fourth floor with complete units all on one floor was necessary to provide more accessible dwelling units attractive for the intended market. Further, the incorporation of underground parking weighed in to the economics of the project such that the applicant determined that more fourth floor units were necessary to attain economic goals for the proposal.

The Plan Commission should carefully consider whether the public benefits of underground parking and stepbacks on the east side of the building are sufficient to meet this standard for a four-story building.

[Standards 8, 10, 11, and 13-15 do not apply to this request]

Conclusion- Staff believes that the current iteration of the proposal before the Plan Commission is in many ways a better project than the three-story building proposed for the site late last year by the applicant. The incorporation of significant stepbacks on the east side of the building helps to provide more space for the property to the east, and also results in a better building form. The proposed building is well designed and located to support a variety of household types and commercial users over time, with adequate parking to serve all tenants and high quality usable open spaces for residents.

Staff notes that the advisory recommendations to the Plan Commission from the Landmarks Commission and Urban Design Commission, each working under their purview, differ significantly for this proposal. The Landmarks Commission does not support demolition of the existing building, and The Landmarks Commission voted to recommend to the Plan Commission that the proposal is so large as to adversely affect the historic character and integrity of the adjoining landmark site; however, the stepbacks (on the east side of the

building) in the revised proposal lessen the visual intrusiveness. The UDC reviewed the proposal and found that the building design and massing (including the fourth floor as proposed) would be appropriate for this site and its surroundings.

While generally consistent with the TSS Zoning District requirements, Comprehensive Plan recommendations for Neighborhood Mixed Use, and many aspects of the Monroe Street Commercial District Plan, the proposal does have inconsistencies with the Monroe Street Commercial District Plan regarding land use and building placement that should be carefully considered by the Plan Commission. Staff believes that a majority of the conditional use standards are met, but that the Plan Commission should make a clear finding as to whether Standards No. 9 and No. 12 can be met with the proposal. As always, the Plan Commission should take into account the input from registrants at the public hearing and advisory commissions when making their findings.

Recommendation

Planning Division Recommendation (Contact Heather Stouder, 266-5974)

The Planning Division recommends that the Plan Commission find that the demolition standards can be met. If, following the public hearing, the Plan Commission finds that the conditional use standards can be met, the Plan Commission should **approve** the request at 3414 Monroe Street. This recommendation is subject to input at the public hearing and the conditions recommended by the Planning Division and other reviewing agencies. If the Plan Commission finds that the conditional use standards cannot be met, the Plan Commission should make a finding as to which standard(s) are not met and **place on file** the request.

Recommended Conditions of Approval

Major/Non-Standard Conditions are Shaded

Planning Division (Contact Heather Stouder, 266-5974)

1. Prior to submittal of final plans for staff review and approval, the applicant shall review with staff an alternative for the north facade that does not include “plaster” as a main material, but instead utilizes a combination of materials used elsewhere on the building.
2. The applicant shall submit a report from a certified arborist including suggested “best practices” to increase the likelihood of survival for trees just across the property line to the east. These “best practices” shall be followed during construction of the building.
3. The applicant shall explore with Traffic Engineering staff the provision of additional bicycle parking in the terrace, close to the entrances to the commercial spaces. If this cannot be accommodated, at least two bicycle stalls be provided on private property along either Glenway Street or Monroe Street.
4. With final plans, the applicant shall submit written confirmation from the property owner to the north that the proposed screening along the north property line (which does not meet typical standards) is adequate.

City Engineering Division (Contact Janet Schmidt, 261-9688)

5. The building interior configuration has changed from the initial 11/10/2014 Demo review. This change results in new proposed addresses. The base address of the proposed apartments is 723 Glenway St. The 3492 sq ft commercial space looks like it might be dividable. Individual address(es) will be assigned when configuration of the tenant space(s) is known. The address of 3414 Monroe St is being retired with the demolition of the existing building.
 6. The grading plan along the east side is not consistent with the run off conveyance or a bio-swale. Both are proposed and needed. Revise the grading plan as necessary.
 7. Provide sizing calculations for the proposed 12-inch storm sewer on the east side of the lot for review and approval.
 8. The Applicant shall revise the plans to show the proposed sanitary sewer lateral on Glenway Street. The City sewer on Monroe Street is 6-inch diameter while the sewer on Glenway is 12-inch diameter. A 6-inch diameter lateral can't connect to a 6-inch diameter main without the construction of a new manhole.
 9. If groundwater is encountered with the development, it shall not be temporarily or permanently discharged to the sanitary sewer system.
 10. Due to the project's proximity to the Lake Wingra Spring network, the Applicant shall be required to submit geotechnical borings with the water table information included. Submit borings to Brynn Bemis at bbemis@cityofmadison.com.
11. The construction of this building will require removal and replacement of sidewalk, curb and gutter and possibly other parts of the City's infrastructure. The applicant shall enter into a City/Developer agreement for the improvements required for this development. The applicant shall be required to provide deposits to cover City labor and materials and surety to cover the cost of construction. The applicant shall meet with the City Engineer to schedule the development of the plans and the agreement. The City Engineer will not sign off on this project without the agreement executed by the developer. The developer shall sign the Developer's Acknowledgement prior to the City Engineer signing off on this project (MGO 16.23(9)c).
 12. The site plan shall reflect a proper street address of the property as reflected by official City of Madison Assessor's and Engineering Division records.
 13. Submit a PDF of all floor plans to izenchenko@cityofmadison.com so that a preliminary interior addressing plan can be developed prior to plans being submitted for permit review. If there are any changes pertaining to the location of a unit, the deletion or addition of a unit, or to the location of the entrance into any unit, (before, during, or after construction) the addresses may need to be changed. The interior address plan is subject to the review and approval of the Fire Marshal.
 14. The approval of this Conditional Use or PUD does not include the approval of the changes to roadways, sidewalks or utilities. The applicant shall obtain separate approval by the Board of Public Works and the Common Council for the restoration of the public right of way including any changes requested by developer. The City Engineer shall complete the final plans for the restoration with input from the developer. The curb location, grades, tree locations, tree species, lighting modifications and other items required to facilitate the development or restore the right of way shall be reviewed by the City Engineer, City Traffic Engineer, and City Forester (MGO 16.23(9)(d)(6)).
 15. The Applicant shall provide the City Engineer with a survey indicating the grade of the existing sidewalk and street. The Applicant shall hire a Professional Engineer to set the grade of the building entrances adjacent to the public right of way. The Applicant shall provide the City Engineer the proposed grade of

the building entrances. The City Engineer shall approve the grade of the entrances prior to signing off on this development (POLICY).

16. The Applicant shall replace all sidewalk and curb and gutter which abuts the property which is damaged by the construction or any sidewalk and curb and gutter which the City Engineer determines needs to be replaced because it is not at a desirable grade regardless of whether the condition existed prior to beginning construction (POLICY).
17. The Applicant shall provide the City Engineer with the proposed earth retention system to accommodate the restoration. The earth retention system must be stamped by a Professional Engineer. The City Engineer may reject or require modifications to the retention system (POLICY).
18. All work in the public right-of-way shall be performed by a City licensed contractor (MGO 16.23(9)(c)5 and MGO 23.01).
19. All damage to the pavement on Monroe Street and Glenway Street, adjacent to this development shall be restored in accordance with the City of Madison's Pavement Patching Criteria. For additional information please see the following link: <http://www.cityofmadison.com/engineering/patchingCriteria.cfm> (POLICY)
20. This project falls in the area subject to increased erosion control enforcement as authorized by the fact that it is in the ROCK RIVER TMDL ZONE and by Resolution 14-00043 passed by the City of Madison Common Council on 1/21/2014. You will be expected to meet a higher standard of erosion control than the minimum standards set by the WDNR.
21. The plan set shall be revised to show a proposed private internal drainage system on the site. This information shall include the depths and locations of structures and the type of pipe to be used (POLICY and MGO 10.29).
22. The applicant shall show the storm water "overflow" path from the northeast corner of the lot to the southeast corner of the lot, that will safely route runoff when the storm sewer is at capacity (POLICY).
23. The applicant shall demonstrate compliance with Section 37.07 and 37.08 of the Madison General Ordinances regarding permissible soil loss rates. The erosion control plan shall include Universal Soil Loss Equation (USLE) computations for the construction period. Measures shall be implemented in order to maintain a soil loss rate below 7.5-tons per acre per year.
24. For Commercial sites < 1 acre in disturbance the City of Madison is an approved agent of the Department of Commerce and WDNR. As this project is on a site with disturbance area less than one (1) acres, and contains a commercial building, the City of Madison is authorized to review infiltration, stormwater management, and erosion control on behalf of the Department of Commerce. No separate submittal to Commerce or the WDNR is required (NOTIFICATION).
25. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to: Reduce TSS by 80% (control the 5 micron particle) off of newly developed areas compared to no controls, and; Complete an erosion control plan and complete weekly self-inspection of the erosion control practices and post these inspections to the City of Madison website – as required by Chapter 37 of the Madison General Ordinances.

Stormwater management plans shall be submitted and approved by City Engineering prior to signoff.
26. The plan set shall be revised to show more information on proposed drainage for the site. This shall be accomplished by using spot elevations and drainage arrows or through the use of proposed contours. It is necessary to show the location of drainage leaving the site to the public right-of-way. It may be necessary to provide information off the site to fully meet this requirement (POLICY).

27. The Applicant shall submit, prior to plan sign-off, a digital CAD file (single file) to the Engineering Division (mapping). The digital CAD file shall be to scale and represent final construction. The CAD file shall be in a designated coordinate system (preferably Dane County WISCRS, US Ft). The single CAD file submittal can be either AutoCAD (dwg) Version 2013 or older, MicroStation (dgn) V8i Select Series 3 or older, or Universal (dxf) format and shall contain the only the following data, each on a separate layer name/level number:

- a) Building Footprints
- b) Internal Walkway Areas
- c) Internal Site Parking Areas
- d) Other Miscellaneous Impervious Areas (i.e. gravel, crushed stone, bituminous/asphalt, concrete, etc.)
- e) Right-of-Way lines (public and private)
- f) Plat name and lot lines (metes & bounds parcel lines if unplatted)
- g) Platted lot numbers (noted "unplatted lands" if not platted)
- h) Lot/Plat property dimensions
- i) Street names

All other levels (contours, elevations, etc) are not to be included with this file submittal.

THE CAD FILE WILL ONLY BE REQUIRED PRIOR TO FINAL PLAN REVIEW SO THAT MULTIPLE FILES DO NOT NEED TO BE SUPPLIED OR REVIEWED.

NOTE: Email CAD file transmissions are preferred to: lzenchenko@cityofmadison.com. The party responsible for the CAD file email transmission shall include the project site address in the email subject line. Any changes or additions to the location of the building, private utilities, sidewalks, parking/pavement during construction will require a new CAD file transmittal.

28. The Applicant shall submit, prior to plan sign-off, a digital CAD file (single file) to the Engineering Division (storm/sanitary section). The digital CAD file shall be to scale and represent final construction. The CAD file shall be in a designated coordinate system (preferably Dane County WISCRS, US Ft). The single CAD file submittal can be either AutoCAD (dwg) Version 2013 or older, MicroStation (dgn) V8i Select Series 3 or older, or Universal (dxf) format and shall contain the only the following data, each on a separate layer name/level number:

- a) Building Footprints
- b) Internal Walkway Areas
- c) Internal Site Parking Areas
- d) Other Miscellaneous Impervious Areas (i.e. gravel, crushed stone, bituminous/asphalt, concrete, etc.)
- e) Right-of-Way lines (public and private)
- f) Plat name and lot lines (metes & bounds parcel lines if unplatted)
- g) Platted lot numbers (noted "unplatted lands" if not platted)
- h) Lot/Plat property dimensions
- i) Street names
- j) Private on-site sanitary sewer utilities (including all connections to public sanitary)
- k) Private on-site storm sewer utilities (including all connections to public storm)

THE CAD FILE WILL ONLY BE REQUIRED PRIOR TO FINAL PLAN REVIEW SO THAT MULTIPLE FILES DO NOT NEED TO BE SUPPLIED OR REVIEWED.

NOTE: Email CAD file transmissions are preferred to: jbendict@cityofmadison.com or ttroster@cityofmadison.com . The party responsible for the CAD file email transmission shall include

the project site address in the email subject line. Any changes or additions to the location of the building, private utilities, sidewalks, parking/pavement during construction will require a new CAD file transmittal.

29. The applicant shall submit, prior to plan sign-off, digital PDF files to the Engineering Division (Jeff Benedict or Tim Troester). The digital copies shall be to scale, and shall have a scale bar on the plan set. (POLICY and MGO 37.09(2)).

PDF submittals shall contain the following information:

- a) Building footprints
- b) Internal walkway areas
- c) Internal site parking areas
- d) Lot lines and right-of-way lines
- e) Street names
- f) Stormwater Management Facilities
- g) Detail drawings associated with Stormwater Mgmt Facilities (including if applicable planting plans)

30. The Applicant shall submit prior to plan sign-off, electronic copies of any Stormwater Management Files including:

- a) SLAMM DAT files
- b) RECARGA files
- c) TR-55/HYDROCAD/Etc
- d) Sediment loading calculations

If calculations are done by hand or are not available electronically the hand copies or printed output shall be scanned to a PDF file and provided (POLICY and MGO 37.09(2)).

31. The area adjacent to this proposed development has a known flooding risk. All entrances shall be 2-feet above the adjacent sidewalk elevation or 1-foot above the 100-year regional flood elevation (whichever is greater). This includes garage entrances (POLICY).
32. This project appears to require construction dewatering. A dewatering plan shall be submitted to City Engineering as part of the Erosion Control Permit.
33. This project appears to require permanent dewatering. A permit to connect to the public stormwater system shall be required from City Engineering. Additionally, a permit for non-storm discharge to the storm sewer system from the City/County Health Department shall be required.
34. The applicant's utility contractor shall obtain a connection permit and excavation permit prior to commencing the storm sewer construction (MGO 37.05(7)). This permit application is available on line at <http://www.cityofmadison.com/engineering/permits.cfm>.
35. Prior to approval, the owner or owner's representative shall obtain a permit to plug each existing sanitary sewer lateral that serves a building which is proposed for demolition. For each lateral to be plugged the owner shall complete a sewer lateral plugging application and pay the applicable permit fees.

NOTE: As of January 1, 2013 new plugging procedures and permit fees go into effect. The new procedures and revised fee schedule is available on line at <http://www.cityofmadison.com/engineering/permits.cfm>. (MGO CH 35.02(14)).

36. All outstanding Madison Metropolitan Sewerage District (MMSD) are due and payable prior Engineering sign-off, unless otherwise collected with a Developer's / Subdivision Contract. Contact Janet Schmidt (608-261-9688) to obtain the final MMSD billing a minimum of two (2) working days prior to requesting City Engineering signoff (MGO 16.23(9)(d)(4)).

37. The site plan shall be revised to show all existing public sanitary sewer facilities in the project area as well as the size, invert elevation, and alignment of the proposed service (POLICY).

Traffic Engineering (Contact Eric Halvorson, 266-6527)

38. Per MGO 10.08 parking stalls with an 8 - 8.5 foot width require a minimum back up of 26 – 28 feet, modify parking lot design to meet this standard.

39. The addition of residential and commercial uses is likely to increase pedestrian activity at the corner of Glenway Street and Monroe Street. As currently designed, the placement of the building within the vision triangle prohibits proper pedestrian facilities from being constructed. Applicant shall provide a pedestrian easement and construct Type 2 pedestrian ramps as shown in the attached illustration.

40. The applicant shall submit one contiguous plan showing proposed conditions and one contiguous plan showing existing conditions for approval. The plan drawings shall be scaled to 1" = 20' and include the following, when applicable: existing and proposed property lines; parcel addresses; all easements; pavement markings; signing; building placement; items in the terrace such as signs, street light poles, hydrants; surface types such as asphalt, concrete, grass, sidewalk; driveway approaches, including those adjacent to and across street from the project lot location; parking stall dimensions, including two (2) feet of vehicle overhang; drive aisle dimensions; semitrailer movement and vehicle routes; dimensions of radii; and percent of slope.

41. The Developer shall post a security deposit prior to the start of development. In the event that modifications need to be made to any City owned and/or maintained traffic signals, street lighting, signing, pavement marking and conduit/handholes, the Developer shall reimburse the City for all associated costs including engineering, labor and materials for both temporary and permanent installations.

42. The City Traffic Engineer may require public signing and marking related to the development; the Developer shall be financially responsible for such signing and marking.

43. All parking facility design shall conform to MGO standards, as set in section 10.08(6).

Fire Department (Contact Bill Sullivan, 261-9658)

44. Coordinate building addresses with City Engineering as the primary addresses will be off Glenway Street.

45. The Madison Fire Department does not object to this proposal provided the project complies with all applicable fire codes and ordinances.

Parks Division (Contact Kay Rutledge, 266-4714)

46. Park impact fees (comprised of the Park Development Impact Fee per MGO Sec. 20.08(2) and the Parkland Impact Fee in lieu of land dedication per MGO Sec. 16.23(8)(f) and 20.08(6)) will be required for all new residential development. The developer must select a method for payment of park fees before signoff on the demolition permit and conditional use. This development is within the Vilas-Brittingham park impact fee district (SI27). Please reference ID# 14152 when contacting Parks about this project.

47. Street trees are needed for this project. All street tree planting locations and trees species with the right of way shall be reviewed by City Forestry. Please submit a site plan (in PDF format) to Dean Kahl –

dkahl@cityofmadison.com or 266-4816. Approval and permitting of tree planting shall be obtained from the City Forester and/or the Board of Public Works prior to the approval of the site plan. Tree planting specifications can be found in section 209 of City of Madison Standard Specifications for Public Works Construction - <http://www.cityofmadison.com/business/pw/documents/StdSpecs/2013/Part2.pdf>.

Water Utility (Contact Dennis Cawley, 266-4651)

48. This property is not in a wellhead protection district. All wells located on this property shall be abandoned if no valid well operation permit has been obtained from the Madison Water Utility.

Zoning Administrator (Contact Matt Tucker, 266-4569)

49. Building materials for mixed-use building under section 28.060(2)(g) do not include "Natural Plaster." Provide a further explanation for this material to confirm it meets allowed material types per section 28.060, or provide a revised material type.

50. Provide a reuse/recycling plan, to be reviewed and approved by The City's Recycling Coordinator, Mr. George Dreckmann, prior to a demolition permit being issued.

51. Sec. 28.12(12)(e) of the Madison Zoning Ordinance requires the submittal of documentation demonstrating compliance with the approved reuse and recycling plan. Please note, the owner must submit documentation of recycling and reuse within 60 days of completion of demolition.

52. Sec. 28.185(9)(a). A demolition or removal permit is valid for one (1) year from the date of the Plan Commission.

53. Signage approvals are not granted by the Plan Commission. Signage must be reviewed for compliance with Chapter 31 Sign Codes of the Madison General Ordinances prior to sign installations.

54. Pursuant to Sec. 28.142(3) Landscape Plan and Design Standards: Landscape plans for zoning lots greater than ten thousand (10,000) square feet in size must be prepared by a registered landscape architect.

55. Show building setbacks on final plans.

56. Provide details of lot coverage and usable open space by identifying qualifying areas and calculations on final plans.

57. Sec. 28.142(8): requires that screening along district boundaries shall be a solid wall, solid fence or hedge with year-round foliage, between six (6) and eight (8) feet in height on the North boundary. Provide detail on final plans meeting this requirement. NOTE: as this is a Conditional Use, district boundary screening may be modified by Plan Commission. The proposed fence along the north property line is not a screening fence.

58. Pursuant to Sec. 28.060(2)(d), provide window and door calculations for the Glenway Street facade.

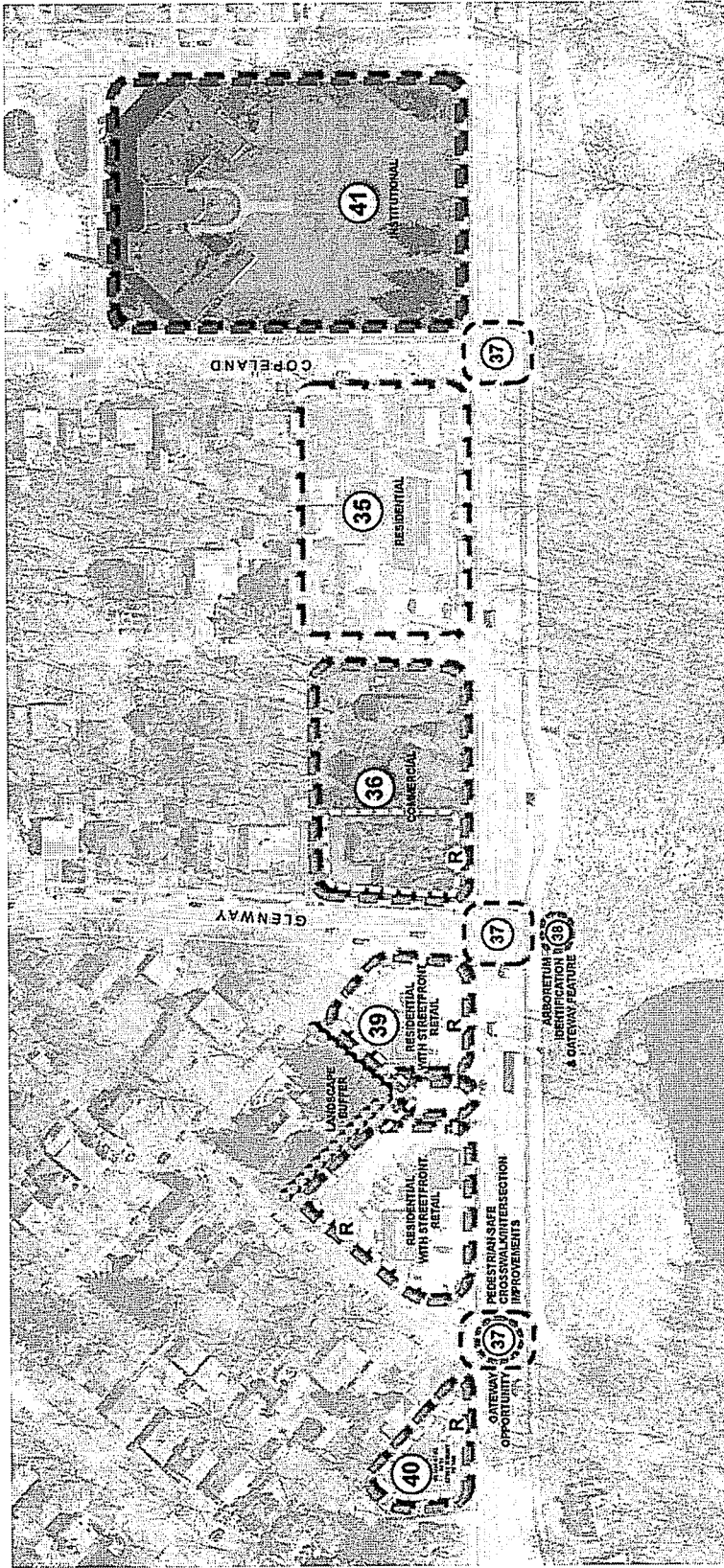


Figure K-17: Land Use, Development Strategies, and Target Projects for the Monroe-Glenway Node. Yellow depicts residential, red depicts commercial, and blue depicts institutional land uses. The dashed line surrounding the area depicts ground floor use and the fill depicts land use on upper floors. White dashed lines indicate potential redevelopment sites.

Monroe-Glenway Node (Figure K-17):

General Comment: This node could be considered as a possible center for "green" businesses, which would fit with the environmental mission of the Arbor House. The method of establishing a business center of this type is not different from attracting more typical businesses, except that since this is a relatively new and unique business type, it may be more difficult to find developers willing to take on such a project. It may be more feasible to find local entities and organizations already engaged in the business (or perhaps the Arbor House) to take a leadership role in developing a "green" project. In regard to streetscape elements, indicate the start of the Monroe Street shopping district with the installation of pedestrian-scale streetlights and banners in this district.

Block 35
(S-L) This is a residential block which should remain.

Block 36

(S-L) This particular block provides a national attraction, the Arbor House, which takes advantage of its unique location along the UW-Arboretum. This is exactly the type of establishment which this node should encourage.

This block could be considered as a possible center for "green" businesses, which would fit with the environmental mission of the Arbor House. A portion of Block 36 has been identified as possessing potential medium-term redevelopment opportunities, and future development should adhere to the general development standards in Section J as well as the following site-specific development guidelines:

- **Build-To Line:** The building edge should follow the same Build-to-Line as the other structures on the block.
- **Building Heights:** 2-4 stories maximum (note that due to the scale of development in this area, the neighborhood feels that the lower end of this range is generally more appropriate).
- **Building Composition, Articulation, and Scale:** The building mass should respect the overall pattern of the street. The facade along Monroe Street should have storefronts with architectural details to be attractive to pedestrians. Storefronts or windows are also encouraged for facades along Glenway Street. Since the back of the buildings directly abuts residential properties, the back facade of the building should be a high quality material such as brick rather than concrete block and have window openings or other fenestration details. A landscape buffer should also be provided along this edge.
- **Special Features:** This is a prominent site which could merit a special feature such as a projecting bay, recessed entrance, or tower element at the corner of Glenway and Monroe Streets. Coupled with a special feature suggested for the site across the street, these two elements could frame a "gateway" for those traveling south on Glenway Street when they arrive at Monroe Street.
- **Entrances:** Principal entrances should be off Monroe Street. Additional entrances could also occur off Glenway Street.
- **Vehicles and Parking:** Since there is no alley in this block to act as a buffer between the residences and the redevelopment site, provision of parking and service access must be dealt with carefully. Parking and service should be to the rear (north) edge of the site where it will be adjacent to the existing residential garage and driveway. All service areas should be visually screened by walls, fences, or landscape materials that are appropriate to the architectural character of the building.

Block 37

(S-M) Although there is currently a traffic signal at Glenway, aesthetic enhancements, such as special paving treatments or other appropriate traffic calming measures, should be considered at these intersections to calm traffic as pedestrians cross Monroe Street to enter the Arboretum. Paving treatments could have gently-sloped raised area of no more than 2% along Monroe Street. Design modifications of the intersection that will slow turning traffic to allow safer pedestrian crossings should be examined. Any traffic speed reduction devices will need to be reviewed by the Madison Fire Department and other agencies.

Block 38

(M) Provide a gateway feature to the Arboretum at this location featuring low limestone walls and a stencil-type sign similar to those used elsewhere in the Arboretum.

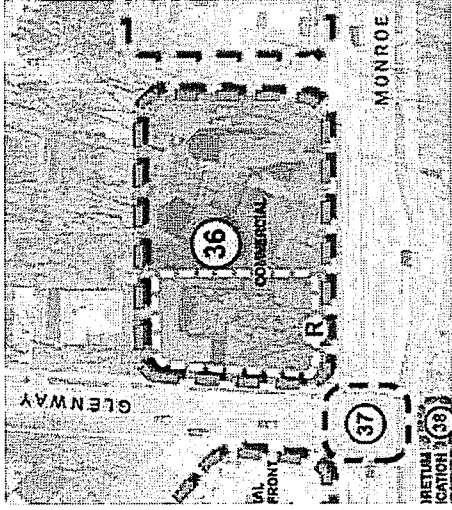


Figure K-18: Block 36