

City of Madison, Wisconsin

REPORT OF: URBAN DESIGN COMMISSION **PRESENTED:** June 29, 2016

TITLE: 109 South Fair Oaks Avenue – PD(GDP-SIP), Adaptive Restoration and Reuse of the Historic Garver Feed Mill Including Micro-Lodging, an Olbrich Storage Building and Gardens. 6th Ald. Dist. (38227) **REFERRED:**
REREFERRED:

AUTHOR: Alan J. Martin, Secretary **ADOPTED:** **POF:**

DATED: June 29, 2016 **ID NUMBER:**

Members present were: Richard Wagner*, Chair; Cliff Goodhart, Michael Rosenblum, Lois Braun-Oddo, Tom DeChant, Sheri Carter and Richard Slayton*.

*Slayton acted as Chair.

SUMMARY:

At its meeting of June 29, 2016, the Urban Design Commission **GRANTED INITIAL APPROVAL** of a PD(GDP-SIP) for the adaptive restoration and reuse of the historic Garver Feed Mill located at 109 South Fair Oaks Avenue. Appearing on behalf of the project were Bryant Moroder, Lou Host-Jablonski, Tom Rogers and Adam Voltz, representing Baum Development.

Approximately 50 micro lodges will be installed, the designs of which are still being narrowed down.

The adopted policy of the Commission requires prototypical designs in order to grant final approval, as well as landscape designs. SIP level is a detailed level of approval. There are discrepancies in the renderings, issues as to how the venting and HVAC will be handled, a lack of micro-lodge details and landscape plans.

Staff noted specific conditions as contained in Heather Stouder’s Planning Division report as follows:

1. Final plans submitted for review and approval by staff shall include a phasing plan demonstrating that clearly shows the rehabilitation of the Garver Feed Mill building in the first phase of the site build-out, and describes the intended phasing of the storage building, the micro-lodge subareas, urban agriculture components, and other site improvements.
2. The applicant shall submit the following supplemental items to the UDC for consideration of *final approval* of the design to include:
 - a) Photometric plans, scaled to be legible on 11” by 17” paper.
 - b) Detailed landscape plans, consistently labeled and scaled to be legible on 11” by 17” paper.
 - c) Colored and rendered building elevations, with shadow lines.
 - d) Details on the building materials and colors for the unheated storage building.

- e) Details for HVAC units, venting, and rooftop equipment associated with the Garver building.
- f) At least two (2) prototypical designs (elevations and floor plans) for the micro-lodges, and a prototypical landscape plan for each micro lodge pod area.
- g) Narrative describing the process desired by the applicant for staff review and approval of the micro-lodges. The narrative shall include acknowledgement that staff may elect to involve the UDC and/or Landmarks Commission in the review at any time deemed necessary by staff.

Comments and questions from the Commission were as follows:

- The Landmarks Commission recommended no screening of rooftop HVAC. When you come back we'll need to see the elevations of what that non-screened HVAC is going to look like, because that's unusual.
 - One of the things that will have to be worked out on this project is what exactly doesn't get screened and what does, because it is embedded in the Zoning Code that you screen. I don't think it's Landmarks' vision that a bit air handler is going to be unscreened, maybe a chimney or an industrial type. These things will be worked out.
- We need to see how the transition of landscaping works from one area to another.
 - There is planting that gives a break, it's more in some areas and less in others. For instance, by the orchard there are 2 pods that really relate to one another, the way they're laid out. Where when we transition we're divided by a space where there might be a hedge that separates those two areas.
- When you do the prototypical you have to portray that to some degree so what you're describing verbally is being seen, at least in concept. We need enough information, otherwise we don't know the relationship between the different layers at all without some definition.
- Representative species for each zone and each pod type.
- I would suggest that these prototypes come in as these zones or pods are developed. Maybe you have two buildings and a landscaping plan prototypical of each one of them. A landscaped theme for each cluster. You have to explain how they're all different and have a different character related to their landscape design.
- How does the landscaping relate to the contemporary pod? A more traditional building form might have foundation plantings that would relate to that traditional look, where with a contemporary building, it would be incorrect to use foundation plantings.
- We really want and need clarity as to what the design approach is.
- Staff on each one of these pods can approve these things as they go without having to come back here.

ACTION:

On a motion by Goodhart, seconded by Rosenblum, the Urban Design Commission **GRANTED INITIAL APPROVAL**. The motion was passed on a vote of (6-0).



PREPARED FOR THE URBAN DESIGN COMMISSION AND PLAN COMMISSION

Project Address: 109 South Fair Oaks Avenue (6th Aldermanic District, Alder Rummel)
Application Type: Planned Development Rezoning
Legistar File ID # [38876](#)
Prepared By: Heather Stouder, AICP, Planning Division
 Report Includes Comments from other City Agencies, as noted

Summary

Applicant: Garver Feed Mill, LLC; 1030 West Chicago; Chicago, IL 60622
Project Contact: Bryant Moroder; Sustainable Resource Group, LLC; 29 Farwell St., Madison, WI 53704
Property Owner: City of Madison Parks Division; 210 Martin Luther King Jr. Blvd.; Madison, WI 53703
Requested Action: Approval of a rezoning of a 10.5-acre property from the TE (Traditional Employment) District to the PD-GDP-SIP (Planned Development – General Development Plan – Specific Implementation Plan) District for an overall site plan and the rehabilitation and conversion of a Landmark building into a multi-tenant light industrial building. Further detail up to 48 “micro-lodges”, a new storage building, site landscaping, and lighting will be provided in a subsequent PD-SIP.

Proposal Summary: On a 10.5-acre leased portion of a larger City-owned piece of land, the applicant proposes to rezone property from TE to PD-GDP-SIP for a mixed-use redevelopment of the site to include the rehabilitation and restoration of the 58,900 square foot Landmark Garver Feed Mill building as a multi-tenant space with office space, light production and processing, and other uses. In the area just east of the building, the applicant would construct a 10,000-12,000 square foot storage building for shared use by the applicant and the City of Madison Parks Division. In the area north of the main building, the applicant proposes to construct over time a series of up to 48 “micro-lodges”, to be rented for use primarily for short-term lodging, with the possibility for extended stays and rental for office and studio space. The City has prepared a corresponding Subdivision Application and Certified Survey Map to divide the existing property into a total of 4 Lots and 1 Outlot. Lots 1, 2, and 3 will be part of the subject 10.5-acre site to be rezoned to PD-GDP-SIP and leased to the applicant pending all relevant approvals. Due to a need to have a recorded PD-SIP prior to recording a Certified Survey Map and entering into negotiations for land leases on the property, the Planned Development rezoning for the property will take place in two phases, as shown in the table below.

Garver Feed Mill Site – Rezoning Approval Process

Phase 1		Phase 2
PD-GDP (July 21, 2015 Common Council)	PD-SIP Phase 1 (July 21, 2015 Common Council)	Amended PD-SIP* Fall, 2015 Common Council
<ul style="list-style-type: none"> • Lot Lines • Building Placement • Access, Circulation, and Parking • Landscaping Overview • Zoning Text with Land Uses 	<ul style="list-style-type: none"> • Lot Lines (consistent with CSM) • Access, Circulation, and Parking, Utilities layout for entire site • Grading and Stormwater Management Plans • Overall Phasing Plan • Floor Plans and Elevations for Garver Building (Lot 1) 	<ul style="list-style-type: none"> • Detail on Micro-lodges (Lot 2) • Detail on Storage Building (Lot 3) • Lighting Details for Site • Detailed Landscape Plan and Plant List • Any revisions to the site and Garver Feed Mill to address conditions of approval

* To be submitted and reviewed later in 2015, prior to any issuance of building permits.

Applicable Regulations & Standards: This proposal is subject to the standards for rezoning (MGO Section 28.182) and for Planned Developments (MGO Section 28.098).

Review Required By: Urban Design Commission (UDC), Plan Commission (PC), Common Council (CC)

Summary Recommendation: Planning Division staff recommends that the Plan Commission find that the standards for approval for zoning map amendments and Planned Developments can be met for the subject property, and forward the request to the Common Council with a recommendation to **approve** the requested rezoning. This recommendation is subject to input at the public hearing and the conditions recommended by the Planning Division and other reviewing agencies.

Background Information

Parcel Location: The subject property is located on the east side of Fair Oaks Avenue, south of Starkweather Creek and just north of a railroad right-of-way, the Capital City Trail, and Olbrich Gardens; Aldermanic District 6 (Rummel); Madison Metropolitan School District.

Existing Conditions and Land Use: The subject property is the site of the long-vacant Garver Feed Mill, a Local Landmark building originally constructed as a Sugar Beet factory. The 58,900 square foot building has been owned by the City since 1997, and is currently in a severe state of disrepair. Access to the site is currently provided from South Fair Oaks Avenue on the west side, and very limited access is provided from Sugar Avenue over the railroad right-of-way.

Surrounding Land Use and Zoning:

North and East: Immediately north and east of the subject site, City of Madison Parks Division property in the TE District. Across Starkweather Creek in both directions, low density residential uses in the Traditional Residential–Varied 1 (TR-V1) and Traditional Residential – Consistent 4 (TR-C4) Districts.

South: Just south of the subject property and also in the TE District is an existing City-owned “cottage” that would remain. Across the railroad right-of-way, Olbrich Gardens is located in the Parks and Recreation District.

West: Kessenich’s, retail and wholesale of commercial grade kitchen equipment, in the TE District.

Adopted Land Use Plan: The Comprehensive Plan (2006) recommends Park and Open Space Uses for this property and the larger area surrounding it. The Schenk-Atwood-Starkweather-Worthington Park Neighborhood Plan (2000) notes that the City purchased the subject property for potential expansion of Olbrich Gardens uses, and that the neighborhood residents at that time were expected to see a mix of activity and open space on the larger site. In recent years, the City has sought proposals to rehabilitate the Landmark Building on the site, the most recent RFP being released in October 2014 at this [link](#). The proposal under review at this time was accepted by the Garver Feed Mill Criteria and Selection Committee on March 18, 2015.

Zoning Summary: This property as proposed would be within the PD-SIP (Planned Development Specific Implementation Plan) District.

Environmental Corridor Status: The subject site is not located in a mapped environmental corridor, although an environmental corridor runs along Starkweather Creek on City of Madison Parks property immediately to the north.

Public Utilities and Services: This property is served by a Metro Transit routes running along Fair Oaks Avenue to the west, and the Capital City Trail, a regional multi-use path just south of the site. New private utilities would be constructed within the site, linking primarily to public utilities within the South Fair Oaks Avenue right-of-way.

Related Approvals

Selection of Baum Development Team to Restore Garver Building– The selection of the applicant to move forward with this development proposal, as a response to the City’s request for proposals in 2014, was recommended for approval for the following bodies and ultimately adopted by the Common Council as follows:

- March 18, 2015 - Garver Feed Mill Criteria and Selection Committee
- April 6, 2015 - Plan Commission
- April 8, 2015 - Board of Park Commissioners
- April 13, 2015 - Landmarks Commission
- April 13, 2015 - Board of Estimates
- April 21, 2015 - Common Council

In addition, the following approvals of the more detailed development proposal currently before the Plan Commission will be necessary:

Landmarks Commission – The Landmarks Commission must review and approve changes to Landmark buildings and sites, and will review the proposal at their July 6, 2015 meeting.

Urban Design Commission – The Urban Design Commission must review and approve requested PD-GDP-SIP rezoning, and will first consider the proposal on June 24, 2015.

Common Council – The Common Council will review the proposed rezoning and related Certified Survey Map following recommendations from the Urban Design Commission, Landmarks Commission, and Plan Commission. Subsequently, the Council will review ground leases for the subject property and ultimately the sale of the Garver Feed Mill Building from the City to the applicant.

Project Description

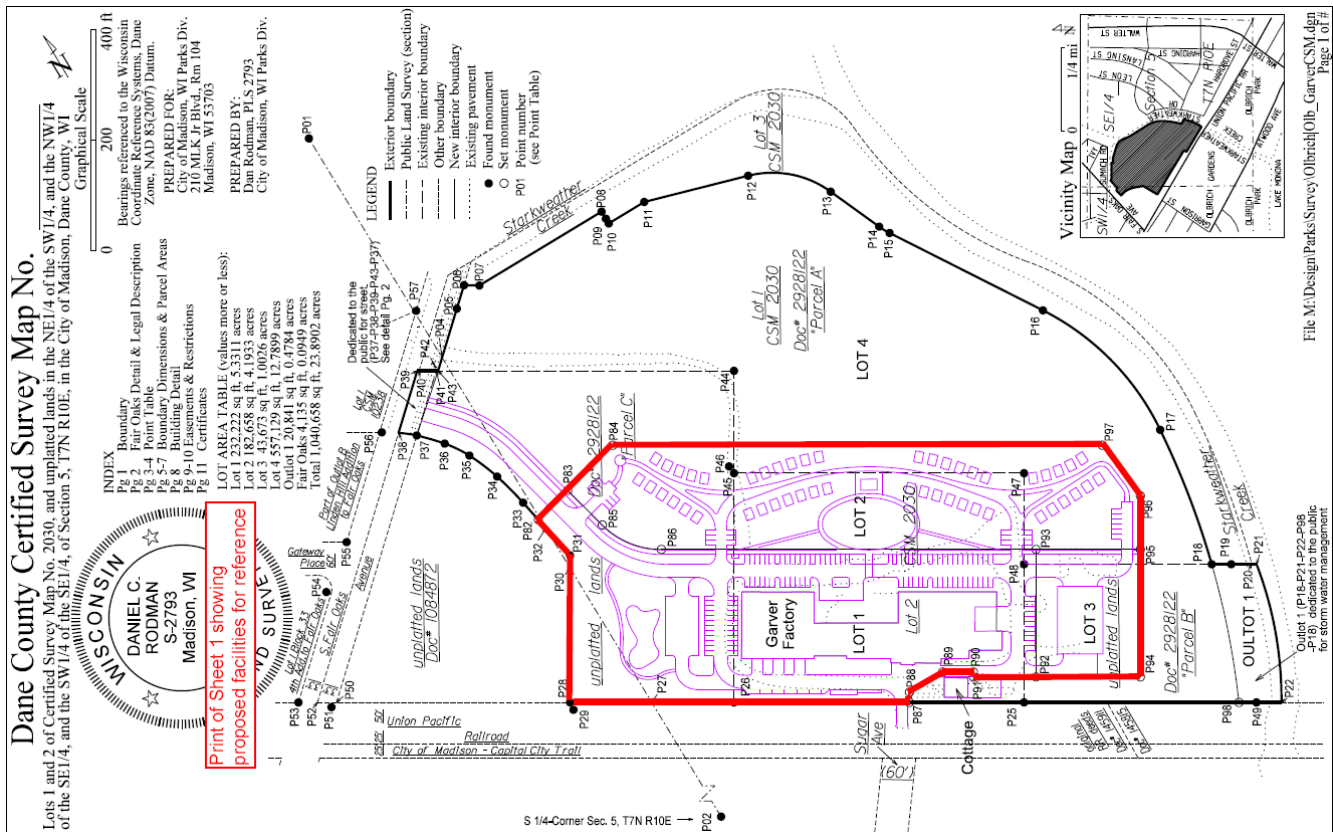
The potential rehabilitation of the vacant Garver Feed Mill building has been a City of Madison goal for nearly two decades. The unique Landmark building is in a severe state of disrepair, and must be protected and rehabilitated in the very near future in order to avoid demolition. The overall project and potential transaction involving a private development team is an incredibly complicated and multi-layered process, involving necessary state-level approvals, City purchase of off-site waterfront land for Parks purposes, a complex land division with many public easements, a proposed long term land lease of a 10.5 acre site to the applicant, and the request and acquisition of National Historic Tax Credits by the applicant. This report will focus fairly narrowly on the details of the rezoning request for 10.5 acres of property, including references to the related land division, both of which are time-sensitive components of the critical path for the rehabilitation of the Landmark Garver Feed Mill building.

The applicant, Baum Development, is requesting approval of a rezoning of 10.5 acres of a larger 26-acre City-owned property from the TE (Traditional Employment) District to the PD (Planned Development) District. With this application, the applicant has provided for review a General Development Plan for the entire property and a Phase 1 Specific Implementation Plan (SIP) for certain components of the development, with the intent to submit a Phase 2 SIP later this year. The applicant intends to secure a long term lease for this 10.5-acre property from the City, and to purchase the Garver Feed Mill building, a local Landmark building in urgent need of significant repair and rehabilitation.

The proposed development includes the rehabilitation of the Garver Feed Mill building, which was formerly utilized as a sugar beet processing facility, for use as a multi-tenant production and employment facility focused on food and drink-related businesses. Along with the rehabilitation of this two-story 58,900 square foot building, which is the centerpiece of the site, the applicant proposes the following uses:

- Just north of the Garver Feed Mill, the applicant would construct in phases up to 48 small “micro-lodge” buildings for rent primarily to short-term guests utilizing them for overnight lodging, and also for occasional extended stays or for rent as office and studio space.
- Just east of the Garver Feed Mill, the applicant would construct a storage facility for shared use with the City Parks Division (primarily Olbrich Park and Gardens) in the southeast portion of the site.
- As proposed, the applicant would also construct a new private driveway from Fair Oaks Avenue on City-owned land just west of the subject site, and new surface parking areas and internal circulation routes and utilities to serve the proposed uses.

The subject site includes the extent of Lots 1, 2, and 3 outlined on the draft Certified Survey Map shown below.



Land Use, Building Placement and Design –

Lot 1 - As detailed in the Zoning Text provided for review, the Garver Feed Mill building would be purchased and restored by the applicant on the proposed 5.3-acre “Lot 1”. Land would remain under City ownership, but would be leased to the applicant long term. Based on the summary table on submitted floor plans, the rehabilitated building would include approximately 32,800 square feet of space for food and beverage processing tenant spaces, 18,100 square feet of office space, 4,000 square foot atrium for community and private events, and a 1,900 square foot retail/restaurant space showcasing food produced on-site. Specific tenants are still being solidified, but will likely include local businesses such as a coffee roaster, ice cream and cheese makers, a bakery, a brewery, distillery, cracker-maker, and others. While not planned at this time, the applicant would like for a daycare facility to be an allowable use in the PD District, subject to future conditional use review.

The light colored brick exterior of the building will be repaired, new windows to match the originals will be incorporated within existing openings, and a new roof will be constructed on the building with small areas for rooftop mechanicals in the south central and eastern portions of the building. On the east side of the building, a

small portion of the building which was not original will be demolished to make way for a courtyard style loading area. On the north side, a glass curtain wall with metal accents will be added to the main entrance area.

Lot 2 - A group of up to 48 “micro-lodges” is proposed on the 4.2-acre “Lot 2”, which is located directly north of the Garver Feed Mill building and would also remain in city ownership, but would be the subject of a separate land lease to the applicant. The micro-lodges would be a mix of uniquely designed buildings, ranging in size from 150 to 750 square feet. As mentioned above, these are primarily intended to serve short-term guests for lodging purposes, but could also be used for extended-stay guests for up to one year, and to individuals interested in renting the spaces for office or studio use. The small buildings would be constructed in groups or “pods” of 5-8, and in order to meet building code, each will need to have a foundation on grade, plumbing, and electricity. As part of the Planned Development, the applicant seeks flexibility in the design details for individual units, so that the collection as a whole might serve as an attractive showcase of possibilities for living and/or working in small spaces. Parameters for the range of sizes, a minimum 8 foot distance between buildings, and a list of likely and unlikely building materials has been provided for review as part of the Zoning Text. In addition, the applicant has provided exterior photographs and floor plans of similar buildings, and further detail will be required in the Phase 2 PD-SIP.

Lot 3 - Finally, on the proposed 1.0-acre “Lot 3” just to the southeast of the Garver Feed Mill building, the applicant proposes a 10,000-12,000 square foot storage facility for shared use by the applicant and the City of Madison Parks Division, primarily Olbrich Gardens. This building was required in the 2014 Request for Proposals for the site. The simple metal building is shown on submitted plans as approximately 80 by 120 feet. Renderings of the intended design show a silver metal building with a low pitched metal roof and four blue overhead doors on the south side of the building facing Olbrich Gardens. Detailed elevations of the building have not yet been provided, and the exact dimensions are yet to be determined. It would include stacked storage for Olbrich Gardens and City of Madison Parks Division, as well as a small storage area for use by the applicant. Further Details will be provided in the Phase 2 PD-SIP.

Access, Parking, Loading, and Circulation – A new private driveway is proposed from South Fair Oaks Avenue on City-owned property to serve the site for vehicle access and utilities. A total of 132 surface parking stalls and 54 bicycle stalls are distributed throughout the site, as well as an area designated for a future B-Cycle station. A majority of the surface parking is located just north and west of the Garver Feed Mill building, with additional space called out on plans for 24 additional parking stalls west of the building if needed in a later phase. Small 6-stall parking areas are distributed among the groupings of micro-lodges, and other small parking areas are included near the proposed storage building and immediately south of the Garver Feed Mill building. As requested in the RFP for the site, on-site surface parking has been minimized to the extent practical, and while the parking provided should serve the day-to-day use of the site, for large events or at peak times, the site will rely heavily on alternative modes of transportation and on-street parking within walking distance.

Service access driveways are located on the western part of the south side of the building to serve the tenant spaces, and a new service and loading area is proposed on the east side of the building in place of a small portion of the building that is proposed for demolition. There is a separate drop off area for guests and visitors near the main entry on the north side of the building.

The site is well-served by current and planned bicycle infrastructure, with the Capital City Trail running along its southern edge, across the railroad right-of-way. Bicycle access will also be provided from the south through the Olbrich Gardens site via Sugar Avenue, and from Fair Oaks Avenue on the west side via the private driveway. The City plans to create a critical bicycle connection through the subject site and surrounding city-owned lands across Starkweather Creek in order to improve connections for the Eastmorland Neighborhood and areas further to the north and east with this site, the Capital City Trail, and other destinations. This connection will be secured as an easement with the proposed Certified Survey Map for the larger 26-acre site.

Pedestrian access to the site will be provided from Fair Oaks Avenue to the main entrance on the north side of the building, and from Olbrich Gardens (via Sugar Avenue) to two new entrances on the south side of the building, and to three significant patio seating areas associated with tenant spaces.

Metro Transit Routes 3, 37, and 38 run along Atwood Avenue on weekdays, providing decent service to the site, although involving an x mile walk from the bus stop on Atwood Avenue. On weekends, there is no transit service to the site along Atwood Avenue, but overall, service to the site improves, with Route 7 running along Fair Oaks Avenue every thirty minutes throughout the day and evening.

Landscaping and Other Site Details – The general landscape plan provides an overview of the intended direction for landscaping on the site, with details to follow in a subsequent PD-SIP for the site. Fruit trees are proposed in areas surrounding the micro-lodges on the northern portion of the site, and at least 40 large deciduous trees and several small deciduous trees are distributed throughout the parking area and other portions of the site. Lanscaped beds with shrubs and other plantings are shown around the foundation of the main building and around the parking area s. A stormwater detention area / rain garden is proposed on the western portion of the site. In the zoning text, the applicant has indicated an interest in including vineyards and additional agricultural components on the site. These details are not yet provided in submitted plans, and could be considered in future phases of the overall project.

Project Analysis and Conclusion

On the whole, the proposed mix of uses represents a creative way to return the Garver Feed Mill building to its former food production and employment use, while also transforming it into a valuable community-oriented resource. Plans submitted for the Landmark building are part of the Phase 1 PD-SIP, and are strongly supported by staff, as they preserve and restore the integrity of the brick structure, while adding appropriate new elements, such as the prominent glass entry area on its north side.

The “micro-lodges” proposed in the four acre area immediately to the north would be unique to the region, and will hopefully draw wide interest from local residents, tourists, and those who attend evening events at Olbrich Gardens. Meanwhile, the site layout and physical parameters for these small buildings will minimize impacts on the adjacent City Park property, Starkweather Creek, and the surrounding neighborhood, and guarantee that the two-story Garver Feed Mill building will visually dominate the site. Staff is comfortable with the concept of the micro-lodges and the range of uses desired by the applicant (short term lodging, extended stay lodging, and office/studio rental, as long as the collection of buildings remains a semi-public site feature and is not utilized for long term residential use. From a traffic circulation and fire safety perspective, the proposed layout appears to meet all requirements.

The most difficult aspect of this part of the proposal from a zoning standpoint is finding balance between the *flexibility* for future design details desired by the applicant team and the *predictability and detail* customarily required as part of a Planned Development (PD) zoning district. Along these lines, staff recommends that the Urban Design Commission, Plan Commission, and Common Council review and approve the proposed placement of the micro-lodge groupings on Lot 2 along with the proposed size and bulk ranges. However, the applicant should be aware that in the subsequent Phase 2 PD-SIP, more detail is expected for review by the UDC and Plan Commission. Staff suggests that the applicant consider themed groupings of structures that complement one another, as well as the larger Landmark site and Garver Feed Mill building. In the Phase 2 SIP, a “pattern book” with six to ten detailed examples with detailed elevations and floor plans could be provided and “pre-approved”, and then if further variety is desired in the future, the applicant could seek approval from the Urban Design Commission Secretary or Urban Design Commission, based on the discretion of the Secretary. Further, prior to submitting plans for the Phase 2 SIP, the applicant should work carefully with staff to fully understand

any impacts that leasing the micro-lodges as commercial office or studio spaces, or as extended stay lodging opportunities, may have on fire safety requirements or on park impact fees.

The 10,000-12,000 square foot storage building in the southeast portion of the site will help meet the needs of Olbrich Gardens, which will continue to utilize portions of the larger surrounding park property for their leaf mulching operation as well. Staff is concerned that the utilitarian metal building as shown in conceptual plans may detract visually from the Garver Feed Mill building, and asks that the applicant work closely with Planning Division staff prior to submitting the Phase 2 SIP with further details for this building.

Planned Development Standards (MGO 28.098) – Staff believes that the Planned Development standards can be met with this proposal, as noted in the analysis of each relevant standard below.

1) Statement of Purpose.

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

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

2) Standards for Approval of Zoning Map Amendment

The standards for approval of a zoning map change to a PD District are as follows:

- a) The applicant shall demonstrate that no other base zoning district can be used to achieve a substantially similar pattern of development. Planned developments shall not be allowed simply for the purpose of increasing overall density or allowing development that otherwise could not be approved unless the development also meets one or more of the objectives of (1) above. Conditions under which planned development may be appropriate include:
 - 1. Site conditions such as steep topography or other unusual physical features; or*
 - 2. Redevelopment of an existing area or use of an infill site that could not be reasonably developed under base zoning district requirements.**

Staff believes that this standard can be met. The proposal meets most if not all of the objectives in the Statement of Purpose. Further, the site is very unique in that it lies within the middle of City of Madison Park property, without clear opportunities to orient directly to surrounding streets (Fair Oaks Avenue and Sugar Avenue).

- b) The PD District shall facilitate the development or redevelopment goals of the Comprehensive Plan and of adopted neighborhood, corridor, or special area plans.*

Staff believes that this standard can be met, as the proposal will restore productive use and structural integrity to a deteriorating Landmark building, and will create a new community destination within a park and open space setting along Starkweather Creek. This is consistent with recommendations in the Comprehensive Plan for preservation of historic buildings in general, for the recommended Park and Open Space use of the larger property itself, and the City's detailed RFP for this site. It involves the preservation and creative reuse of a signature Landmark Building, while preserving public access to the site and plenty of surrounding land for Park and Open Space purposes.

- c) The PD District plans shall not adversely affect the economic health of the City or the area of the City where the development is proposed, including the cost of municipal services.*

Staff believes that this standard can be met, so long as all conditions of approval regarding utility infrastructure are sufficiently addressed.

- d) The PD district plan shall not create traffic or parking demands disproportionate to the facilities and improvements designed to meet those demands. A traffic demand management plan may be required as a way to resolve traffic and parking concerns. The Plan shall include measureable goals, strategies, and actions to encourage travelers to use alternatives to driving alone, especially at congested times of the day. Strategies and actions may include, but are not limited to, carpools and vanpools; public and private transit; promotion or bicycling, walking, and other non-motorized travel; flexible work schedules and parking management programs to substantially reduce automobile trips.*

Staff believes that this standard can be met so long as conditions of approval are addressed. The proposal includes a detailed table showing the intent for shared parking on the site. The employment and lodging uses on the site should complement one another well, and bicyclists and those taking transit will have improved access to visit the site, particularly following the construction of critical bicycle connections through the site and over Starkweather Creek.

- e) The PD District plan shall coordinate architectural styles and building forms to achieve greater compatibility with surrounding land uses.*

Staff believes that this standard can be met, noting that all new construction proposed on the site is compatible in scale with surrounding park and open space uses and surrounding neighborhoods.

- f) The PD district plan shall include suitable assurances that each phase could be completed in a manner that would not result in an adverse effect upon the community as a result of termination at that point.*

Staff believes that this standard can be met so long as Condition No. 1 is sufficiently addressed.

Conclusion - Staff believes that the standards for approval of zoning map amendments and Planned Development districts can be met with the submitted plans. While staff expects more detailed plans for the micro-lodges, the storage building, landscaping and other site components to be submitted in the near future as a Phase 2 PD-SIP for the project, the level of detail provided or required in the conditions of approval for the overall site plan, site circulation, parking, and other infrastructure, and the restoration of the Garver Feed Mill building sufficiently addresses the standards for approval of a Planned Development. Approval by the Urban Design Commission, Landmarks Commission, Plan Commission, and Common Council can bring us one critical step closer to ensuring not only the long term viability of the Garver Feed Mill Landmark building, but that the building is adaptively reused as food production facility for the twenty-first century. Staff is confident that with further work on the design details, the proposed auxiliary uses on the site will be compatible with the history of the site, the larger city-owned property, Starkweather Creek, and the surrounding neighborhood context, and will also be strong assets to the city and region as a whole.

Recommendation

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

Planning Division staff recommends that the Plan Commission find that the standards for approval for zoning map amendments and Planned Developments can be met for the subject property, and forward the request to the Common Council with a recommendation to **approve** the request. This recommendation is subject to input at the public hearing and the conditions recommended by the Planning Division and other reviewing agencies.

Recommended Conditions of Approval

Major/Non-Standard Conditions are Shaded

Planning Division (Contact Heather Stouder, 266-5974)

1. Final plans submitted for review and approval by staff shall include a phasing plan demonstrating that clearly shows the rehabilitation of the Garver Feed Mill building in the first phase of the site build-out, and describes the intended phasing of the storage building, the micro-lodge subareas, urban agriculture components, and other site improvements.
2. Final plans submitted for review and approval by staff shall include a floor plan showing the usable spaces on the second floor of the Garver Feed Mill building (individual tenant spaces need not be delineated at this time), an accessible route to the second floor, and a rooftop plan.
3. Final plans submitted for review and approval by staff shall include a revised zoning text including a table of allowable and prohibited building materials for “micro-lodges”, based on input from the Urban Design Commission.
4. Following the recording of this PD-GDP-SIP and the associated Certified Survey Map, a Phase 2 PD-SIP is anticipated to be submitted by the applicant. Materials submitted at that time shall include the following items:
 - a) A detailed landscape plan and plant list.
 - b) Further detail on the design parameters and overall programming for the micro-lodge area on Lot 2. The applicant shall coordinate with Planning Division staff, including the Historic Preservation Planner and the Secretary of the Urban Design Commission, prior to submitting this component for an informational presentation to the Urban Design Commission for the Phase 2 PD-SIP.
 - d) Detailed elevations and a floor plan for the storage building on Lot 3. The applicant shall coordinate with Parks Division and Planning Division staff, including the Historic Preservation Planner and the Secretary of the Urban Design Commission, prior to submitting this component.
 - e) Lighting details and photometrics for the entire site.
 - f) Any revisions to the Garver Feed Mill building or other components of the Phase 1 SIP as required by reviewing commissions.

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

5. It is understood that a revised SIP approval is forthcoming. Engineering comments may change based on the new submittal.

6. The main 24' entry drive off of S Fair Oaks Ave shall be a named private drive, which is currently proposed as Garver Green. The address of the Garver Feed Mill building shall be 3241 Garver Green. The Garver Green private drive street name is a suggestion. Please submit names for approval to Lori Zenchenko (Lzenchenko@cityofmadison.com). The interior suite numbers shall be determined when the interior configurations are known.
7. The varying width drive for the micro lodges will need to be named in order to assign address numbers to each micro lodge. Please provide naming suggestions (Sugar Beet Ln, Sugar Cane Ln, Molasses Trl, etc) to Lzenchenko@cityofmadison.com.
8. Revise the proposed storm outlet to go to the north to Starkweather Creek. The proposed outlet in the southwest corner does not drain properly.
9. Show the removal of the existing spur line for the property as necessary.
10. Applicant shall confirm whether proposed sanitary sewer lift station is necessary to provide sanitary sewer service to the redevelopment.
11. Sanitary service to this development will come off of Fair Oaks Avenue, as shown.
12. It is understood that each microlodge will have its own separate utility connections (including sanitary sewer, water, electric, gas, etc.). Modify the plans to show all utility connections.
13. The sanitary sewer and water main necessary to serve this development shall be considered private. A private easement / agreement shall be provided for review and approval and shall be recorded at the Dane County Register of Deeds.
14. The property has an open investigation site with the DNR (BRRTS #03-13-252719) and also a closed site (#03-13-000437). Developer shall provide proof of coordination with the DNR to close the open site as part of the redevelopment. If contamination is encountered during construction, all WDNR & SSPS regulation must be followed.
15. The project requires the dissolving of underlying CSM platted lot lines and the creation of parcels to permit ground leases for the project. A CSM and required supporting information shall be prepared and submitted to the City of Madison Planning Department. The CSM shall be approved by the City and recorded with the Dane County Register of Deeds prior to issuance of a building permit.
16. A common access, parking and cross drainage agreement/document between the future lots will be necessary to provide access for all of the future lots within this development. This agreement shall be recorded prior to building permit issuance for new construction.
17. Provide copies of the approval and/or coordination with Union Pacific that will allow drainage of the stormwater to the rail corridor and for placement of the proposed bike/pedestrian signage on Union Pacific's property. All work within the rail corridor will require the appropriate railroad insurance and flagging as required by the railroad.
18. A bike and pedestrian path easement through the site from the existing railroad crossing at Sugar Avenue north to a planned bike and pedestrian bridge over the Starkweather Creek in the vicinity of Dawes Street shall be required.
19. The site plan shall identify lot and block numbers of recorded Certified Survey Map or Plat
20. 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.

21. 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.
22. All damage to the pavement on Fair Oaks Avenue, 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).
23. 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.
24. 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).
25. The applicant shall demonstrate compliance with MGO Section 37.07 and 37.08 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.
26. This site appears to disturb over one (1) acre of land and requires a permit from the WDNR for stormwater management and erosion control. The City of Madison has been required by the WDNR to review projects for compliance with NR216 and NR-151 however a separate permit submittal is still required to the WDNR for this work. The City of Madison cannot issue our permit until concurrence is obtained from the WDNR via their NOI or WRAPP permit process.

Contact Eric Rortvedt at 273-5612 of the WDNR to discuss this requirement. Information on this permit application is available on line <http://dnr.wi.gov/Runoff/stormwater/constrformsinfo.htm> (NOTIFICATION).

27. Prior to approval, this project shall comply with MGO Ch. 37 regarding stormwater management. Specifically, this development is required to:
 - a) Reduce TSS by 80% off of the proposed development when compared with the existing site.
 - b) 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.

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 ttroester@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 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>.
32. 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)).
33. 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).

Parks Division (Contact Kay Rutledge, 266-4816)

34. The Parks Division's initial review of the proposed unheated storage building indicates the current design does not provide sufficient storage space to meet the needs of the Olbrich Gardens maintenance operation. In addition to the storage area concerns, the proposed vehicle bay is under-sized: vehicle stalls shall be a minimum of 30 feet deep to provide space for maintenance operations. Vehicle bays shall also be designed to allow for temporary heating during cold weather operations. The Developer shall continue to refine the program and space allocation for this facility with the Parks Division prior to final project approval.
35. The Developer shall work with the Madison Fire Department in determining the necessary fire suppression systems for the storage building based upon the materials stored within by the Parks Division.
36. The Developer shall enter into an access easement agreement with the Parks Division to allow vehicle access from Olbrich Gardens to the future leaf mulch production area in the northwest quadrant of the site. The easement shall extend from the existing railroad crossing to the proposed entry drive and allow the transportation of leaf mulch via motorized carts and occasional tractor traffic. The proposed access route shall follow the alignment of the future stone path indicated in the submittal. The path shall be widened from 5 feet to a minimum of 8 feet and curb cuts shall be provided at the access drive and at the edge of proposed south parking lot.
37. The Developer shall provide a minimum of twelve (12) parking stalls near the storage building and the Olbrich Gardens cottage for staff parking.
38. The Developer shall provide a minimum 2 inch water service and spigot at the exterior of the storage building for use by the Parks Division.
39. Approval of plans for this project does not include any approval to prune, remove or plant trees in the public right-of-way. Permission for such activities must be obtained from the City Forester, 266-4816.

Water Utility (Contact Dennis Cawley, 266-4651)

40. 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.

Fire Department (Contact Bill Sullivan, 261-9658)

41. Provide automatic fire sprinklers in each micro lodge supplied by the domestic water service in accordance with NFPA 13D- Standard for Sprinkler Systems in One- and Two-family dwellings. Additional information is available at the Home Fire Sprinkler Coalition website:
<http://www.homefiresprinkler.org/Consumer/ConsHome.html>

Traffic Engineering (Contact Eric Halvorson, 266-6527)

Comments will be provided to the Plan Commission when received.

Zoning Administrator (Contact Matt Tucker, 266-4569)

Comments will be provided to the Plan Commission when received.



Project Name & Address: Garver Feed Mill, 3244 Atwood/109 S Fair Oaks

Application Type(s): Certificate of Appropriateness for exterior alteration of a landmark and landmark site

Legistar File ID # 43314

Prepared By: Amy L. Scanlon, Preservation Planner, Planning Division

Date Prepared: June 12, 2016

Background Information

Project Applicant/Contact: Garver Feed Mill LLC

Parcel Location/Information: The landmark site is located behind Olbrich Gardens and is part of a larger site that is generally bounded by S Fair Oaks, Starkweather Creek and the railroad tracks.

Relevant Ordinance Sections:

- 41.18 STANDARDS FOR GRANTING A CERTIFICATE OF APPROPRIATENESS.** A certificate of appropriateness shall be granted only if the proposed project complies with this chapter, including all of the following standards that apply.
- (1) New construction or exterior alteration. The Landmarks Commission shall approve a certificate of appropriateness for exterior alteration or construction only if:
 - (a) In the case of exterior alteration to a designated landmark, the proposed work would meet the Secretary of the Interior’s Standards for Rehabilitation.
 - (b) In the case of exterior alteration or construction of a structure on a landmark site, the proposed work would meet the Secretary of the Interior’s Standards for Rehabilitation.

Secretary of the Interior’s Standards for Rehabilitation

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.
2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.

8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

28.144 DEVELOPMENT ADJACENT TO A LANDMARK OR LANDMARK SITE.

Any development on a zoning lot adjoining a landmark or landmark site for which Plan Commission or Urban Design Commission review is required shall be reviewed by the Landmark Commission to determine whether the proposed development is so large or visually intrusive as to adversely affect the historic character and integrity of the adjoining landmark or landmark site. Landmark Commission review shall be advisory to the Plan Commission and the Urban Design Commission.

Analysis and Conclusion

Requests related to this project came before the Landmarks Commission on July 6, 2015 and received a Certificate of Appropriateness with conditions of approval and an advisory recommendation. With that approval there was a general understanding that the proposed plans would develop in detail with staff involvement and staff could send the proposal to the Commission for review as necessary. The project is now returning to the Landmarks Commission for review because the cold storage building has been relocated and there is further development of the design concepts that may affect the historic character of the building and site.

The Baum Development team is proposing the adaptively reuse the landmark Garver Building and landmark site with a modern use that is similar to the historic use. Their proposal would use the building as a food production facility and parts of the landmark site would be used for micro-lodges. Adjacent to the landmark site, a cold storage building would be constructed for use by Olbrich/Parks. These general concepts were discussed and approved in 2015.

The micro-lodges are "temporary" structures with individual foundations and utilities. The Urban Design Commission will review the varying designs of the micro-lodges. Some of the micro-lodges will be placed on the landmark site, but will be buffered from the Garver building by significant space and landscaping. The Landmarks Commission provided a general approval for the micro-lodges with the understanding that the applicant shall work with staff on the review and approval of the designs of the structures related to the landmark site. And that staff has the discretion to send the revisions to the Commission for review and approval if necessary.

The Commission shall review the revised submission materials related to the treatment of the landmark building and determine if the relocated adjacent cold storage building is so large or visually intrusive as to adversely affect the historic character and integrity of the adjacent landmark.

The design of the cold storage building is similar to the out buildings that historically existed on the site.

Staff understands that the applicant is pursuing historic tax credits. The proposed project may be revised to meet the Secretary of the Interior's Standards and other State and Federal requirements for the tax credit program.

Update the Certificate of Appropriateness for exterior alteration

The Garver Feed Mill adaptive reuse project will meet the Secretary of Interior's Standards in the following ways: The building will continue to be used for commercial food processing; Distinctive materials, features, spaces, and spatial relationships will be retained and preserved; The full exterior masonry restoration will repair deteriorated areas and replace the material only where the deterioration is severe; The historic window configurations will be replicated with replacement windows; The design of the added entrance elements is differentiated from the old; The placement of the added entrance elements allows the majority of the historic building to be visible and if removed, the essential form and integrity of the historic property and its environment would be unimpaired.

Some of the micro-lodges will be placed on the landmark site, but will be buffered from the Garver building by significant space and landscaping.

Adjacency to Landmark

The relocation of the cold storage building to the western side of the landmark Garver building does not adversely affect the historic character and integrity of the adjoining landmark.

The location of micro-lodges adjacent to the landmark site will not adversely affect the historic character and integrity of the adjoining landmark.

Recommendation

Update the Certificate of Appropriateness for exterior alteration

Staff believes that the proposed revisions meet the standards to update the previously approved Certificate of Appropriateness with the following conditions of approval:

1. The Applicant will continue to inform staff of project updates and revisions.
2. Due to the tax credit review process for the Garver building, revisions to the current proposal are likely. The Applicant shall work with staff on the review and final approval of these revisions. Staff has the discretion to send the revisions to the Commission for review and approval if necessary.
3. Due to the varying nature of the designs of the micro-lodges, the applicant shall work with staff on the review and approval of the designs of the structures related to the landmark site. Staff has the discretion to send the revisions to the Commission for review and approval if necessary.

Adjacency to Landmark

Staff believes the relocation of the cold storage building to the west and the location of micro-lodges to the east and north are not so large or visually intrusive as to adversely affect the historic character and integrity of the adjacent landmark. Staff requests that the Commission allow the applicant to work with staff on the review and approval of the design of the storage building related to the adjacency issues.

AGENDA # 4

City of Madison, Wisconsin

REPORT OF: LANDMARKS COMMISSION

PRESENTED: June 20, 2016

TITLE: 109 South Fair Oaks Avenue - Historic Landmark - Revised redevelopment of the Garver Feed Mill building. 6th Ald. Dist.

REFERRED:

REREFERRED:

REPORTED BACK:

AUTHOR: Amy Scanlon, Secretary

ADOPTED:

POF:

DATED: June 20, 2016

ID NUMBER:

Members present were: Stuart Levitan, Chair; Anna V. Andrzejewski, Vice Chair; Erica Fox Gehrig, Lon Hill, David WJ McLean, Marsha A. Rummel, and Christina Slattery.

SUMMARY:

Bryant Moroder, registering in support, wishing to speak, and available to answer questions. Moroder explained that the revisions to the Garver proposed redevelopment plan include the relocation of the storage building and the reconfiguration of the mini houses. Moroder also explained that this project is dependent on historic tax credits and the project is currently going through that process.

Lou Host-Jablonski, registering in support and wishing to speak. Host-Jablonski explained that windows have also been surveyed and further detailed and entrance features have been revised.

There was general discussion about the revisions. The Commission explained that they were neutral on the additional train car location since it can be removed from the site.

Host-Jablonski explained that the UDC requested that a different metal siding be used on the storage building and Parks requested that windows be added to the garage doors. There was general discussion about these issues. There was general consensus that the Landmarks Commission is interested in having the storage building be as unobtrusive as possible and speak to the character of the out buildings that previously existed on the site. There was general discussion about using translucent panels in the roof in lieu of windows in the garage doors, but generally the Commission did not have a strong recommendation on this issue.

There was general discussion about the treatment of equipment on the roof of the Garver building. There general consensus that the Landmarks Commission understands that equipment was historically located on the roof and may be visible. Staff explained that mechanical equipment is usually screened due to related noise and appearance, but in this case, the screen to improve appearance is not necessary.

ACTION:

A motion was made by McLean, seconded by Rummel, that subject to noise considerations, the mechanicals on the roof do not need to be screened. The motion passed by voice vote/other.

A motion was made by Slattery, seconded by Gehrig, to reaffirm the approval of the Certificate of Appropriateness, subject to the additional comments related to mechanicals.