



Project Address: 900 John Nolen Drive
Application Type: Conditional Use, Development in Urban Design District 1
Legistar File ID # [31541](#) and [31111](#)
Prepared By: Heather Stouder, AICP, Planning Division
Report Includes Comments from other City Agencies, as noted

Summary

Applicant and Property Owner: Causeway Office Centre Condominium Unit Owners Association, Inc. and 900 John Nolen Residences LLC; 7609 Elmwood Ave., #201; Middleton, WI 53562

Project Contact: Kirk Keller; Plunkett Raysich Architects LLP; 2310 Crossroads Dr., Suite 2000; Madison, WI 53718

Requested Action: The applicant requests approval of a conditional use for construction of a new six-story mixed-use building in the SE (Suburban Employment) District.

Proposal Summary: The applicant proposes to construct a new 6-story mixed-use building with 20,075 square feet of ground floor commercial space and 80 residential units on upper levels. The proposal includes 79 underground parking stalls and 40 surface parking stalls.

Applicable Regulations & Standards: This proposal is subject to the standards for conditional uses (MGO Section 28.183(6)), and to the requirements in Urban Design District 1 (MGO Section 33.24(8)).

Review Required By: Plan Commission (PC) and Urban Design Commission (UDC)

Summary Recommendation: This report focuses on design in UDD 1. A full report with a Planning Division recommendation to the Plan Commission will be prepared prior to the November 4 Plan Commission meeting.

Background Information

Parcel Location: The subject property is located on the northeast side of John Nolen Drive between Rimrock Road and the Beltline Highway; Suburban Employment (SE) District; Urban Design District 1; Aldermanic District 14 (Strasser); Madison Metropolitan School District.

Existing Conditions and Land Use: The 1.8-acre parcel is currently vacant, after the 2012 demolition of a fire-damaged two-story office building.

Surrounding Land Use and Zoning:

North/Northwest: Immediately to the north are vacant 2.9-acre and 1.3-acre properties planned for employment uses and within the SE (Suburban Employment) District. Beyond these is a contractor's office, the existing Holiday Inn Express, and the Sheraton Hotel. While not directly linked to it due to the presence of the railroad, the City's Olin-Turville Park is about 500-600 feet north of the subject property, in the Conservancy District.

Northeast: Beyond the vacant property and a 75-foot railroad right-of-way is Lake Monona.

East/Southeast: To the south are two properties in the SE District which rely on a shared easement through the subject property for access. Adjacent to the site is a 16,000 square foot, one-story office building constructed in 1977 and remodeled in 1998. The building is currently listed for sale. The second is a 26,000 square foot medical

clinic building on a 3-acre property. The one-story building was originally constructed in 1986, and has a 2002 addition. Beyond these two properties is the right-of-way for the Beltline Highway.

West: Across the 200-foot right-of-way for John Nolen Drive is an 18.7-acre City stormwater facility, with two smaller office properties to the north.

Adopted Land Use Plan: The Comprehensive Plan (2006) recommends employment uses for this property. The South Madison Plan (2006) does not have a more specific recommendation.

Zoning Summary: 900 John Nolen Drive is in the SE (Suburban Employment) District.

Dimensional Requirements	Required	Proposed
Lot Area	20,000 sq. ft.	78,457 sq. ft.
Lot Width	65'	463.56'
Front Yard Setback	30'	75'
Side Yard Setback	15' or 20% building height	56' RS / 54' LS
Rear Yard	30'	Adequate
Maximum Lot Coverage	75%	50%
Minimum Height	22', measured to building cornice	adequate
Maximum Height	5 stories / 68', except when approved as a conditional use	6 stories / 68'
Usable Open Space	32,000 sq. ft. total (8,000 sq. ft. at grade)	TBD

Site Design		
Number parking stalls	No minimum	119 (79 below grade, including 8 stacked stalls 40 surface)
Bike parking	Residential - 88 (1 per unit + 1 guest stall per 10 units) Commercial TBD	92 82 interior 10 surface
Landscaping	Yes	Yes
Lighting	Yes	Yes
Accessible stalls	4 total (2 lower level and 2 surface, with 1 van accessible)	2
Loading	1 (10' x 35')	None
Building forms	Yes	Meets building forms
Other Critical Zoning Items: Urban Design District 1, Utility easements, Barrier free (ILHR 69)		

Table Prepared by Patrick Anderson, Assistant Zoning Administrator

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

Public Utilities and Services: This property is served by a range of urban services, including Metro Route 12, with a stop approximately a quarter-mile from the site and weekday peak-only buses to and from the Capitol Square and the West Transfer Point.

Project Description

On a 1.8-acre site left vacant following the removal of a fire-damaged building, the applicant proposes to construct a six-story mixed-use building with just over 108,000 square feet of floor area, and a projected cost of \$16.3 million.

Land Use – As proposed, the building has 18,000 square feet of commercial space on the ground level, with 80 residential units on upper floors. The proposed unit mix includes 12 studios, 64 one-bedroom, and four two-bedroom apartments. Each residential unit has a small private balcony, and common usable open spaces include rooftop terraces and some at-grade usable open space on the north side of the building, atop the underground parking area.

Building Placement and Massing – The triangular building is placed in the middle of the triangular property. The longest building face is about 280' in length, and faces north toward a 4.2-acre undeveloped parcel, with a railroad track and Lake Monona just beyond. The building "front" is approximately 225 feet long, and faces John Nolen Drive to the southwest. The southeast side of the building is just over 200 feet long. The building is 68 feet high from grade, with a "fin" on the southern corner which projects approximately 8-10 feet above this.

Above the first floor, the building is "V-shaped", with a 2nd floor rooftop terrace on the north side for common use. Second through fifth floors have the same general floor plan, and the sixth story consists of a series of five small "mezzanine" areas providing indoor space and rooftop access for the ten of the fifth floor units. Aside from 10 private rooftop patios, much of the rooftop is proposed as common usable open space, with lawn areas, three gathering areas, and a few community garden plots on the western and eastern ends of the building.

Access and Parking – The site is currently accessed from the eastern terminus of the John Nolen Drive frontage road, which is accessed through the Sheraton Hotel entryway from Rimrock Road and John Nolen Drive, nearly a quarter mile to the northwest. Currently, there is a private access drive running along the southwest property line toward the two properties just east of the subject property. As proposed, this private access drive would be removed, and access to the two properties to the east would instead rely on a new easement through the proposed surface parking lot. The removal of the access drive along the length of the subject property greatly reduces the overall impervious area, provides a meaningful area for landscaping on the private property, and allows for the proposal to meet zoning requirements for building placement on the site. (As noted by Zoning staff, the "Option B" provided by the applicant, which includes the existing access drive, does not meet zoning requirements and will not be supported by staff).

Automobile parking is proposed in both an underground parking area with 79 stalls, and 40 stalls within a surface parking area wrapping around the west, southwest and southeast sides of the building. No surface parking is provided on the north side of the building. The underground parking area is accessed on the east side of the building. As with the current condition, the surface parking area on the southeast side of the building is shared by the subject property and the property immediately to the east, as the property line runs down the middle of the drive aisle.

Bicycle parking is provided in the underground parking area, within a first floor bicycle parking area, and within two small outdoor bicycle parking areas near the building entrances. As is noted by Zoning staff, the proposed bicycle parking will need to increase slightly in order to meet zoning requirements. Located adjacent to the Capital City Trail, the proposal includes a small bicycle maintenance area in public right-of-way, which will need to be reviewed and approved by the Traffic Engineering and Engineering Divisions, but is generally supported by Planning staff.

Building Exterior – As shown in submitted plans, the proposed building materials include grey porcelain tile panels for the base and some of the upper portions of the building, a white metal paneling for a majority of the second through fourth and sixth floors, and grey ribbed metal siding for the fifth floor. Glass is a predominant material on the first and sixth floors of the building, and is incorporated in a random window pattern on other levels of the building. Accent materials include vegetated privacy screens between the balconies of adjacent units.

Analysis of Design Requirements for UDD 1

The property lies within Urban Design District 1 (UDD 1), which was established in 1988 to ensure that John Nolen Drive and the South Beltline Highway are a “most visually attractive approach to the City of Madison”, and to assure that future development in the district will preserve and enhance the property values in the district...”, among other reasons outlined in the Statement of Purpose (MGO Section 33.24(8)(a)). Below are the requirements for development in UDD 1 (MGO Section 33.24(8)(c)). The Urban Design Commission should also consider how the proposal meets the guidelines for UDD 1, found in the same section of MGO.

Grading - Grading shall insure a positive drainage consistent with established water runoff patterns in the district. All grading shall allow for the installation and maintenance of appropriate landscape materials.

It appears that grading planned for the site prior to construction is minimal, and that drainage from the parking lot and other impervious surfaces will flow into an existing storm inlet in the cul-de-sac at the end of the John Nolen Drive frontage road, on the western edge of the site.

Landscaping – Landscaping shall be used for a functional as well as decorative purpose, including framing desirable views, screening unattractive features and views along the roadway, screening different uses from each other, and complementing the architectural massing of the building.

The landscape plan appears to meet minimum standards required in the zoning code. Arguably the most important area to landscape for screening purposes is the southwestern edge of the property parallel to John Nolen Drive. This 290-foot long linear area is shown with two maples and an elm, five crabapples, two spruce trees, and several viburnum shrubs. The UDC should consider whether this is a sufficient amount of landscaping within this area.

In addition, the landscape plan includes landscaped islands within surface parking areas, minimal foundation plantings on the north side of the building, and grasses, perennials, and community garden spaces on rooftop terraces.

Building Relationships – The structures shall be related to the site to enhance or maintain current contours. New development shall consider activities on adjacent properties with relation to access from abutting streets, parking areas, service areas, building setbacks, heights of structures, and color and materials of adjacent or nearby buildings.

The proposed building would introduce a new architectural style, new building materials, and would be the tallest building in the area. There is no development on the adjacent site to the north, and the two properties to the east are both developed with single-story commercial buildings. These two properties have no street frontage, and rely completely on an easement through the subject property for vehicle access. The property immediately to the east shares the surface parking area on the east side of the proposed building. Staff is not particularly concerned with the architectural or massing differences between the proposed building and the existing buildings to the east.

Lighting – The functions of exterior lighting on private property shall be:

- i. To illuminate building facades, especially those bearing business identification signs.*
- ii. To illuminate pedestrian walks and spaces.*
- iii. To illuminate parking and service areas.*

The choice of equipment, design, quantity, and placement of on-site lighting shall relate to these functions. Lighting shall be adequate but not excessive. The height and number of lighting standards shall be appropriate to the building and its function and to the neighborhood.

The UDC should review the lighting plan to ensure that these requirements are met.

Utility Service – To the extent possible, overhead wiring should be eliminated in the district. Owners should work with relevant utility companies to provide for underground service. When not possible in conjunction with

development and construction, certification to the fact that provisions have been made for the placement of service underground, signed by representatives of each company, shall appear on plans submitted to the UDC for review.

On the survey provided by the applicant, it appears that there are no overhead utility lines on the property.

Signs

Signage details will be reviewed at a later date.

Parking and Service Areas; Screening-

- i. The amount of parking and service areas to be provided in conjunction with any use shall conform to the requirements as set forth in MGO Chapter 28 (Zoning Code).*

This requirement is not yet met. Zoning staff has noted that the required 10' by 35' loading zone has not been shown in provided plans, and will need to be shown in final plans for staff review.

The parking requirements are met, in that the parking provided does not exceed the maximum allowed, and a majority of the surface parking has been placed to the side or rear (in this case the sides) of the building. There is no minimum parking requirement.

- ii. Parking and service areas shall be screened from views from John Nolen Drive, the South Beltline Highway, frontage roads, and abutting properties. Screening shall be accomplished with a manner consistent with zoning requirements.*

Staff believes that this requirement can be met, noting the wide swath of landscapable greenspace on the property between the John Nolen Drive and the proposed parking area on the southwest side of the building, which was discussed earlier. However, staff recommends that additional landscaping be added along the northern property line to screen the parking areas from the vacant property to the north.

- iii. Parking areas shall be illuminated using attractive low-profile standards and fixtures. Drawings of these standards and fixtures shall be part of the plans submitted to the UDC for review and approval.*

Staff has not reviewed the lighting details provided, and the UDC should review the submittal to ensure that this requirement is met.

- iv. Off-Street parking and loading areas – All open off-street parking areas containing more than three spaces, and all open off-street loading, shall have effective screening on each side adjoining or fronting on any residential property or any public or private street. If the screening is to be accomplished by using plant material, it shall be planted at a minimum height of 30 inches and grown to a height of 54 inches. If any other material is used to screen these types of areas, it shall be a minimum height of 54 inches.*

It is not clear that this requirement is met in the area between John Nolen Drive and the proposed building.

- v. District boundary lines – Any property located in a commercial or manufacturing district shall have effective screenings along lot lines adjoining any residence district*

Not applicable

- vi. Screening of rubbish and trash storage – Such areas shall be screened to block the view of rubbish and trash containers from any point outside the property on which the storage area is located.*

Staff believes that this requirement is met, as no outdoor trash container area is shown on the site plan provided. As part of the land use review, staff will request more information on trash management plans for both the commercial and residential uses.

Building Design -

- i. Materials and colors shall be durable, low maintenance, and harmonious with each other and with other buildings in the neighborhood.*

Staff does not believe that the architecture necessarily needs to take cues from other buildings nearby. The predominantly white and grey color palette could be appropriate, but the UDC should carefully consider whether the metal, porcelain, and glass materials can meet this requirement.

- ii. Mechanical elements mounted on the roof or ground shall be screened from the view of adjacent properties and roadways.*

It appears that this requirement can be met, but final plans submitted for staff review should include all mechanical elements proposed to be placed on the roof and ground to meet this requirement.

- iii. Contemporary architecture shall be the goal of this district. Buildings shall be designed to complement and enrich this character. Building component massing, materials, textures, and colors shall be consistent with this character.*

Staff believes that this requirement can be met.

- iv. The overall design of the building shall be of high quality, considering the importance of the district as a principal gateway to the City.*

See comments for "i" above. In addition, staff recommends that the UDC carefully review the proposed window pattern and detailing. Windows have no heads or sills, and are randomly placed on the second through fifth stories. Staff recommends revisions to the window patterning and detail to result in more glass, with windows in a linear pattern on the building.

- v. Metal shall not be used as an exterior material for the building, except as an integral part of a design of exceptional merit.*

As the proposed building is almost entirely clad in metal, the UDC would need to find that the architectural design has exceptional merit in order to approve it.

Analysis of Conditional Use Standards and Conclusion

Conditional use review is requested for two reasons. First, the proposed mixed-use building has 80 residential units, and residential units require conditional use review in the SE zoning district. Second, the proposed building is 6 stories, and any building exceeding 5 stories or 68 feet requires conditional use approval. A careful analysis of the proposed building and land use against recommendations in adopted plans, a review of the conditional use standards, and an overall conclusion will be provided in a subsequent report, prior to the November 4 Plan Commission meeting.

Recommendation

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

The Planning Division will provide a full recommendation on the proposed conditional use in a subsequent report. At this time, the Planning Division recommends that the UDC make a finding as to whether the requirements for development in UDD 1 can be met. Specific attention should be paid to the material palette, the proposed window patterning, and the landscaping detail. Comments from reviewing agencies that have been received are included below for reference.

Recommended Conditions of Approval

Major/Non-Standard Conditions are Shaded

Zoning Administrator (Contact Pat Anderson, 266-5978)

1. Submitted site plan option B, drawing number C102, does not meet requirements of section 28.085(4)(b).
2. 32,000 sq. ft. of usable open space (UOS) is required for this development. A maximum of 24,000 sq. ft. of balcony or rooftop space may be counted toward this requirement, with the remaining 8,000 sq. ft. being at grade. Submitted plans do not clearly identify the required and qualifying UOS. Identify qualifying UOS on final plans.
3. Pursuant to section 28.137(2)(a), a planned multi-use site shall have a plan and reciprocal land use agreement approved by the Traffic Engineer, City Engineer, and Director of Planning and Community and Economic Development recorded in the office of the Dane County Register of Deeds.
4. Provide a minimum of 88 bike parking stalls for the residential component of the project. Bike parking shall be located in a safe and convenient location on an impervious surface subject to section 28.141(11) to be shown on the final plan. Bike parking for the commercial/retail component of the project shall comply with the requirements in sec. 28.141(4)(g) and 28.141(11). Provide a detail of the proposed bike rack.
5. Pursuant to Sec. 28.142(3) Landscape Plan and Design Standards: Landscape plans for zoning lots greater than ten thousand (10,000) square feet must be prepared by a registered landscape architect.
6. Parking and loading shall comply with MGO Sec. 28.141(13): Provide one 10' x 35' loading area with 14' vertical clearance to be shown on the plan. The loading area shall be exclusive of drive aisle and maneuvering space.
7. Signage approvals are not granted by the Plan Commission. Signage must be reviewed for compliance with MGO Chapter 31 Sign Codes and MGO Chapter 33, Urban Design District. Signage permits are issued by the Zoning section of the Department of Planning and Community and Economic Development.
8. Parking requirements for persons with disabilities must comply with sec. 28.141(4)(e). Final plans shall show the required accessible stalls, including van accessible stalls.

Traffic Engineering (Contact Eric Halvorson, 266-6527)

9. When the applicant submits plans for approval, the applicant shall show the following on one contiguous plan: existing items in the terrace (e.g., signs and street light poles), type of surfaces, percent of slope, existing and proposed property lines, addresses, all easements, all pavement markings, building placement, adjacent driveway approaches to lots on either side and across the street, signage, semitrailer movements

and vehicle routes, dimensions of radii, aisles, driveways, parking stall dimensions including the two (2) feet overhang on a scaled drawing at 1" = 20'. Contact City Traffic Engineering if you have questions.

10. The Developer shall post a deposit and reimburse the City for all costs associated with any modification to traffic signals, street lighting, signing and pavement marking, and conduit/handholes, including labor, engineering and materials for both temporary and permanent installations.
11. Public signing and marking related to the development may be required by the City Traffic Engineer for which the developer shall be financially responsible.
12. All parking facility designs shall conform to MGO standards as set in section 10.08(6).

Parks Division (Contact Kay Rutledge, 266-4714)

13. The developer shall pay approximately \$188,272.00 for park dedication and development fees for the new 80 MF unit development (fees are subject to an annual increase – see 2013 calculation below).

New Development:

Fees in lieu of dedication = (80 MF @ \$1,708) =	\$136,640.00
<u>Park development fees = (80 MF @ \$645.40) =</u>	<u>\$51,632.00</u>
Subtotal =	\$188,272.00

14. The developer must select a method for payment of park fees before signoff on the conditional use.
15. This development is within the Olin-Turville park impact fee district (SI28). Please reference ID# 13154 when contacting Parks about this project.
16. 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)

17. The property is not in a wellhead protection district. All operating private wells shall be identified and permitted by the Water Utility in accordance with Madison General Ordinance 13.21. All unused private wells shall be abandoned in accordance with Madison General Ordinance 13.21.

Fire Department (Contact Bill Sullivan, 261-9658)

18. A sprinkler system in accordance with NFPA 13, 2013 edition, is required.

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

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

Comments to be provided in a subsequent report.

Planning Division (Contact Heather Stouder, 266-5974)

Comments to be provided in a subsequent report.