



## Report to the Plan Commission

December 17, 2012

**Legistar I.D. #28382**  
**2628 Arbor Drive**  
**PUD-GDP-SIP Amendment**

Report Prepared By:  
Heather Stouder, AICP  
Planning Division Staff

**Requested Action:** Approval of a rezoning from PUD-SIP to Amended PUD-GDP-SIP to change the unit mix in an approved multi-family building at 2628 Arbor Drive.

**Applicable Regulations & Standards:** Section 28.12(10) provides the process for zoning map amendments. Section 28.07(6) of the Zoning Ordinance provides the requirements and framework for Planned Unit Development Districts.

**Summary Recommendation:** The Planning Division recommends that the Plan Commission finds the project can meet applicable standards and **approve** the proposed request for an amended PUD-GDP-SIP at 2628 Arbor Drive, subject to input provided at the public hearing and conditions from reviewing agencies.

### Background Information

**Applicant/Property Owner:** James Corcoran; J. Michael Real Estate; 2707 Monroe Street, Madison

**Project Contact:** Randy Bruce; Knothe and Bruce Architects, LLC; 7601 University Ave., #201; Middleton

**Proposal:** Construct a previously approved 21-unit condominium building as a 36-unit apartment building following demolition of three existing residences (approved for demolition in 2007).

**Parcel Location:** 2628 Arbor Drive is located on the north east corner of Arbor Drive and Knickerbocker Street, one block south of Monroe Street; Aldermanic District 13 (Ellingson); Madison Metropolitan School District.

**Existing Conditions:** The site is currently developed with three multi-family buildings with a total of 14 dwelling units, which were approved for demolition in 2007.

### Surrounding Land Use and Zoning:

**North:** Rice's auto repair and multi-tenant neighborhood retail and office buildings, zoned C2 (General Commercial District); 24-unit apartment building, zoned PUD-SIP (part of the same existing PUD-SIP being amended).

**South:** Wingra Park, zoned R2 (Single-Family Residence District); UW Arboretum, zoned A (Agriculture District);

**East:** West Apartments (on Arbor Drive), zoned R5 (General Residence District); Michael's Frozen Custard, Laurel Tavern (on Monroe Street), zoned C2.

**West:** Knickerbocker Place multi-tenant neighborhood retail plaza at the southeast and southwest corners of Monroe and Knickerbocker streets, zoned C2; Temple Beth El (on Arbor Drive), zoned R4 (General Residence District).

**Adopted Land Use Plans:** The Comprehensive Plan generally identifies the section of Monroe Street from Pickford Street to Commonwealth Avenue, including the subject site, for Neighborhood Mixed-Use development. The site is also included in Areas 21 and 24 of the Monroe Street Commercial District Plan, which recommends commercial redevelopment of the Monroe Street frontage with a 2-4-story building and long-term residential redevelopment along Arbor Drive with 2-4-story buildings that step down to Wingra Park. The range of building heights recommended in the plan includes language permitting four-story buildings with the understanding that lot size, proximity to other building forms, setbacks, step-backs, and floor to floor height shall all be considered when reviewing the redevelopment of properties on Monroe Street.

**Environmental Corridor Status:** The property is not located within a mapped environmental corridor. Wingra Park to the southeast of the site across Arbor Drive is identified within the corridor.

**Public Utilities and Services:** The area is served by a full range of urban services, including Metro Transit Routes 3, 19, and 58, which run along Monroe Street.

**Zoning Summary:** Existing PUD-SIP zoning

Bulk Requirements	Required*	Proposed
Lot Area	6,000 sq. ft.	20,183 sq. ft
Lot width	50'	Adequate
Usable Open Space	As shown on approved plans	For PUD
Front yard	As shown on approved plans	For PUD
Side yards	As shown on approved plans	For PUD
Rear yard	As shown on approved plans	For PUD
Floor area ratio	As shown on approved plans	For PUD
Building height	As shown on approved plans	For PUD

Site Design	Required	Proposed
Number parking stalls	36	31
Accessible Parking	2 underground	1 underground
Loading	As shown on approved plans	For PUD
Bike parking stalls	36	34
Landscaping	Yes	Yes
Lighting	Yes	Yes

Other Critical Zoning Items	
Urban Design	Yes- PUD
Historic District	No
Landmark Building	No
Floodplain	No
Utility Easements	Yes
Waterfront development	No
Barrier Free (ILHR 69)	Yes

\*Compared with R5 standards.

Compiled by Pat Anderson, Assistant Zoning Administrator

**Previous Approvals**

On May 1, 2007, the Common Council approved a request to rezone 1.05 acres located in the southeasterly quadrant of Monroe and Knickerbocker streets from R5 (General Residence District) and C2 (General Commercial District) to PUD-GDP-SIP to allow demolition of six buildings and construction of a 45-unit condominium building and a 4,000 square-foot commercial building.

On July 5, 2011, the Common Council approved a request to rezone 2607 Monroe Street and 2628 Arbor Drive from PUD-SIP to Amended PUD-GDP-SIP to allow construction of a previously approved 45-unit condominium building as a 24-unit apartment building and separate 21-unit condominium building.

## **Related Actions**

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On November 7, 2012, the Urban Design Commission reviewed the proposal and recommended *initial approval* for the design, with instructions to return the roof to its original design, study the corner treatment, and the way the roofline turns the corner at Knickerbocker. On November 28, the Urban Design Commission reviewed the proposal and recommended *final approval* for the design.

## **Project Review, Analysis and Conclusion**

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The applicant proposes to amend the PUD-GDP-SIP zoning for the construction of a 36-unit apartment building similar in design to the 21-unit condominium building formerly approved for this site in 2011. When the building was approved in 2011, the applicant had the intention of constructing it once the lending environment for owner-occupied multi-family projects improves. He has since decided to move forward with a rental project with a revised unit mix within a similar building footprint.

The overall planned unit development is an L-shaped 1.05-acre site generally located one parcel in from the southeastern corner of Knickerbocker and Monroe streets that includes approximately 225 feet of frontage along Arbor Drive, 120 feet of frontage along Knickerbocker Street and 100 feet of frontage along Monroe Street. The PUD is developed with a renovated two-story mixed-use building on the western half of the site's Monroe Street frontage, which houses Jac's Restaurant on the first floor and 2 rental apartments above, and a newer two-story commercial building on the eastern half of the frontage that houses office uses. The center of the site is developed with a recently completed 24-unit apartment building constructed on the second through fourth floors above a first floor-level 16-stall parking area for tenants of the Monroe Street buildings and visitors to the residential units in the development.

The portion of the PUD that is subject to the current amendment request is developed three multi-family buildings located at 717 Knickerbocker Street and 2612 and 2620 Arbor Drive, which contain a total of 14 dwelling units. The redevelopment plan for the site calls for the 3 Arbor Drive residential buildings and the former well building to be demolished; the approval to demolish these structures was previously granted with the original 2007 approval of the project. A former Water Utility well building located on Knickerbocker Street was previously demolished to provide driveway access and parking for the PUD.

The 36-unit apartment building now proposed in place of the 21-unit condominium building will front onto Arbor Drive will feature a total of 22 one-bedroom, 14 two-bedroom, and 2 three-bedroom units. As with the previous plans for this portion of the PUD, the fourth floor will be stepped back along the Arbor Drive facade. Entrances to all of the proposed units will be provided from interior corridors, with entrances to the building to be provided from Arbor Drive and along the rear wall. Seven of the first floor units will include individual entrances from the public sidewalk along the Arbor Drive side of the building. Floor plans submitted with the project indicate that each of the dwelling units will have a porch or balcony, with the units on the Arbor Drive side of the fourth floor sharing access to the open space created by the fourth floor setback.

An underground parking garage with 31 automobile stalls and 28 bicycle stalls is proposed below the building. Plans note that there are an additional 11 surface automobile stalls and 8 surface bicycle parking stalls. While one bike-parking stall per unit is likely sufficient for the intended market, the applicant could consider providing additional wall-mounted bicycle parking spaces in the underground parking area if needed.

The exterior of the 36-unit building will contain the same Tudor influences as the versions of the building approved in 2007 and 2011, and the landscaping plan for the amended planned unit development will complete implementation of the woonef (pedestrian path) first proposed in 2007 along the northeasterly edge of the site to provide a private connection through the development from Monroe Street to Wingra Park.

The Planning Division believes that the standards for planned unit developments can be met with the proposed amendment. Despite the proposed increase in residential density, staff does not believe that the proposed 36-unit building will result in a significantly different built environment on this portion of the planned unit development compared to the proposals previously approved for this site. The proposed apartment building should blend well with other aspects of the PUD as well as its varied surroundings, which include neighborhood-serving commercial uses along Monroe Street and in the adjacent Knickerbocker Place development, and a variety of multi-family buildings located along Arbor Drive.

Staff believes that the Amended PUD-GDP-SIP is consistent with many of the recommendations for the subject site contained in the Monroe Street Commercial District Plan, which was adopted in 2007 to serve as a guide for development activities along Monroe Street from Glenway Street to Regent Street. That plan recommends long-term residential redevelopment along Arbor Drive between Knickerbocker Street and Wingra Park with two- to four-story buildings that step down towards Wingra Park, with the mass of new buildings encouraged to be placed near the center of the site. The plan also recommends that new buildings along Arbor Drive have articulated facades that give the impression of many smaller buildings rather than one large facade, and that parking and loading for new developments along Monroe Street and Arbor Drive be shared if possible. Staff also feels that the revised development proposal is generally consistent with the Neighborhood Mixed-Use development recommendations in the Comprehensive Plan, which apply to the section of Monroe Street that extends from Pickford Street to Commonwealth Avenue, though the proposed overall density of 59 units an acre for the amended PUD will be greater than the 40 units an acre generally recommended for NMU areas.

## **Recommendations and Proposed Conditions of Approval**

Major/Non-Standard Conditions are shaded

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

The Planning Division recommends that the Plan Commission find that the rezoning and planned unit development standards can be met and **approve** the request subject to input at the public hearing and the following conditions:

### **Planning Division** (Contact Heather Stouder, 266-5874)

1. Per the 2007 condition of approval, that the applicant receive approval of site plans for the relocation of the residential buildings at 717 Knickerbocker Street and 2612 and 2620 Arbor Drive from the Planning Division, Zoning Administrator and Building Inspection Division prior to demolition and construction of the 36-unit building (if the new sites are located within the City of Madison). In the event that the all or some of those buildings are not relocated, a reuse and recycling plan approved by the Recycling Coordinator will be required prior to the issuance wrecking permits.
2. In final plans submitted for staff review and approval, the applicant is encouraged to include additional bicycle parking opportunities, such as vertical or wall-mounted stalls, in the underground parking area so as to provide one bicycle parking stall per bedroom.

### ***The following conditions have been submitted by reviewing agencies:***

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

3. In accordance with 10.34 MGO – STREET NUMBERS - Submit a PDF of each floor plan to Engineering Mapping Lori Zenchenko (Lzenchenko@cityofmadison.com ) so that a preliminary interior addressing plan can be developed. 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.

4. Provide additional detail for proposed pumping from the drain in the underground parking entrance. Design shall be sealed by a Professional Engineer.
5. Proposed sanitary connects to a shared private sewer. Provide evidence of an ownership and maintenance agreement for shared private sewer.
6. The Applicant shall provide boring logs to City of Madison Engineering along with this information . The applicant shall provide information on proposed rates/volume of groundwater pumping both during construction and long term post construction.
7. The Developer shall supply surety in the amount of \$27,000.00 to guarantee the completion of the infrastructure improvements to serve the development, per City Contract 2160. There are currently holds on all building permits until the surety is provided.
8. Lot 1 of in CSM 13230 is currently deed restricted from sale or transfer until the Developer has provided new surety to replace the letter of credit for City contract 2160 to complete the contractual obligations of this PUD. Once the Developer has completed the required infrastructure improvements to serve the development as required in this contract, the City shall release the deed restriction for the properties.
9. The Applicant shall close all abandoned driveways by replacing the curb in front of the driveways and restoring the terrace with grass (POLICY).
10. 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).
11. 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).
12. All damage to the pavement on Knickbocker Street and Arbor Drive 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).
13. 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).
14. 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.
15. Prior to approval, this project shall comply with MGO Chapter 37 regarding stormwater management. Specifically, this development is required to: Control 60% TSS (20 micron particle) off of new paved surfaces.  
  
Stormwater management plans shall be submitted and approved by City Engineering prior to signoff.
16. The Applicant shall submit, prior to plan sign-off, a digital CAD file (single file) to the Engineering Program Specialist in the Engineering Division (Lori Zenchenko). The digital CAD file shall be to scale and represent final construction. The single CAD file submittal can be either AutoCAD (dwg) Version 2001 or older, MicroStation (dgn) Version J or older, or Universal (dxf) format and contain 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 Misc Impervious Areas (i.e. gravel, crushed stone, bituminous/asphalt, concrete, etc.)
- e) Right-of-Way lines (public and private)
- f) All Underlying Lot lines or parcel lines if unplatted
- g) Lot numbers or the words "unplatted"
- h) Lot/Plat dimensions
- i) Street names

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

NOTE: Email file transmissions preferred [lzenchenko@cityofmadison.com](mailto:lzenchenko@cityofmadison.com) . Include the site address in the subject line of this transmittal. Any changes or additions to the location of the building, sidewalks, parking/pavement during construction will require a new CAD file (POLICY and MGO 37.09(2) & 37.05(4)).

17. 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 Management Facilities (including if applicable planting plans).

18. 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))

19. The 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>.

20. Prior to approval of the conditional use application, the owner shall obtain a permit to plug each existing sanitary sewer lateral that serves a building that is proposed for demolition. For each lateral to be plugged the owner shall deposit \$1,000 with the City Engineer. \$100 non-refundable deposit will cover for the cost of inspection of the plugging by City staff; and the remaining \$900 will cover the cost of City crews to perform the plugging. If the owner elects to complete the plugging of a lateral by private contractor and the plugging is inspected and approved by the City Engineer, the \$900 fee shall be refunded to the owner (POLICY). This permit application is available on line at <http://www.cityofmadison.com/engineering/permits.cfm>.

21. 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).

**Zoning Administrator** (Contact Pat Anderson, 266-5978)

22. Parking requirements for persons with disabilities must comply with MGO Section 28.11 (3)6(m), which includes all applicable State accessibility requirements, including but not limited to:
  - a) Provide and call out minimum of two accessible stalls in underground parking area, striped per State requirements.
  - b) Show signage at the head of the stalls. Accessible signs shall be a minimum of 60" between the bottom of the sign and the ground.
  - c) Show the accessible path from the stalls to the building. The stalls shall be as near the accessible entrance as possible. Show ramps, curbs, or wheel stops where required.
23. Provide 36 bike parking stalls in a safe and convenient location on an impervious surface to be shown on the final plan. NOTE: A bike-parking stall is two feet by six feet with a five-foot access area.
24. Show addresses of tenant spaces on the building of the final site plan pursuant to MGO Section 10.34(2). Put addresses of the buildings and number of units in each building on the site plans. The setback dimensions shall be from the nearest portion of the building. Address information can be obtained from Lori Zenchenko of City Engineering at (608) 266-5952.

**Traffic Engineering Division** (Contact Dan McCormick, 267-1969)

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| <ol style="list-style-type: none"><li>25. The site plan shall be revised to show a clear, unobstructed 8-10 ft wide sidewalk / promenade on the property's east side from Monroe Street to Arbor Drive. Staff's understanding is that this planned /expected as part of the initial project and neighborhood review.</li><li>26. Any legal cross access easements and encumbrances on the site and lot shall be shown, and documents provided.</li></ol> |
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27. When the applicant submits final plans of one contiguous plan for approval, the applicant shall show the following: items in the terrace as existing (e.g., signs and street light poles), type of surfaces, existing property lines, addresses, showing all easements, all pavement markings, building placement, and stalls, signage, percent of slope, vehicle routes, dimensions of radii, aisles, driveways, stalls including the two (2) feet overhang, and a scaled drawing at 1" = 20'.
  28. The Developer shall post a deposit and reimburse the City for all costs associated with any modifications to Traffic Signals, Street Lighting, Signing and Pavement Marking, and conduit and handholes, including labor, engineering and materials for both temporary and permanent installations.
  29. The applicant shall be required to provide any necessary easements for the installation of street lights, traffic signals, including control box, loops, hand-holes, markings and signing.
  30. Public signing and marking related to the development may be required by the City Traffic Engineer for which the developer shall be financially responsible. If the internal street is to be public the developer shall provide an upfront capital fee for the annual upkeep and maintenance, to be determined by the Traffic Engineer.

**Parks Division** (Contact Kay Rutledge, 266-4714)

31. This development is within the Vilas-Brittingham park impact fee district (SI27). The developer shall pay approximately \$49,718.24 in park dedication and development fees for the 36 multi-family units after a credit is given for the existing 14 multi-family units on the property (see calculations below – note that fees will slightly increase if paid after 2012).

**New Development:**

Fees in lieu of dedication = (36 MF @ \$1,631) = \$ 58,716.00

Park development fees = (36 MF @ \$628.92) = \$ 22,641.12

**Total Fees** = \$ 81,357.12

**Credit for Existing:**

Fees in lieu of dedication = (14 MF @ \$1,631.00) = \$ 22,834.00

Park development fees = (14 MF @ \$628.92) = \$ 8,804.88

**Total Credit** = \$ 31,638.88

32. The developer must select a method for payment of park fees before signoff.

33. Approval of the 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.

**Fire Department** (Contact Bill Sullivan, 261-9658)

34. The fire access plan C-1.3 shall be updated to reflect the approved site plan filed under 2605 Monroe Street.

35. Please consider allowing Madison Fire Department to conduct training sequences prior to demolition. Contact MFD Training Division to discuss possibilities (608) 246-4587.

**Water Utility** (Contact Dennis Cawley, 261-9243)

36. The Madison Water Utility shall be notified to remove the water meters prior to demolition.

37. This property is not in a wellhead protection district.

38. All wells located on this property shall be abandoned if no valid well operation permit has been obtained from the Madison Water Utility.

**Metro Transit** (Contact Tim Sobota, 261-4289)

This agency did not submit a response for this request.