



## Report to the Plan Commission

January 24, 2011

**Legistar I.D. #20908**

**2155-2205 Rimrock Road**

**Rezoning, Conditional Use & Demolition Permit**

Report Prepared By:

Timothy M. Parks, Planner

Planning Division

**Requested Action:** Approval of a request to rezone 2155-2205 Rimrock Road from Temp A. (Agriculture District) and C3L (Commercial Service and Distribution District) to C3L to allow demolition of five existing buildings and construction of a 247-room hotel and conference center.

**Applicable Regulations & Standards:** Section 28.04(23) of the Zoning Ordinance identifies a planned commercial site containing more than 40,000 square feet of gross floor area and where 25,000 square feet of gross floor area is designed or intended for retail use or for hotel or motel use as a conditional use. The same uses are included as conditional uses in C3L zoning in Section 28.09(6)(d). Section 28.12(10) of the Zoning Ordinance provides the process for zoning map amendments; Section 28.12(11) provides the guidelines and regulations for the approval of conditional uses; Section 28.12(12) provides the guidelines and regulations for the approval of demolition permits.

**Summary Recommendation:** The Planning Division recommends that the Plan Commission recommend **approval** of Zoning Map Amendment ID 3517, rezoning 2155-2205 Rimrock Road from Temp A. and C3L to C3L, to the Common Council and **approve** the related demolition permit and conditional use for the proposed hotel, all subject to input at the public hearing and the conditions from reviewing agencies beginning on page 5 of this report.

### Background Information

**Applicant:** Brad Carlson, Gateway Project, LLC; 2205 Rimrock Road; Madison.

**Agent:** Sarah Pittz, Vierbicher Associates, Inc.; 999 Fourier Drive, Suite 201; Madison.

**Proposal:** The applicant proposes to demolish 5 existing commercial buildings to allow construction of a 247-room Crowne Plaza Hotel and Conference Center. Construction is scheduled to commence in April 2011, with completion anticipated in July 2012.

**Parcel Location:** An approximately 4.5-acre parcel located in the northeastern quadrant of the Beltline Highway (US Highway 12&18)/ Rimrock Road (CTH MM) interchange; Aldermanic District 14 (Bruer); Madison Metropolitan School District.

**Existing Conditions:** The subject site is comprised of a total of 6 parcels developed with a series of 5 one-story commercial buildings in Temp A. (Agriculture District) and C3L (Commercial Service and Distribution District) zoning. Four of the 6 subject parcels were attached to the City from the Town of Madison on November 30, 2010.

### Surrounding Land Use and Zoning:

North: State of Wisconsin Department of Revenue in the Town of Madison;

South: Beltline Highway; Badger Bowl and multi-tenant commercial buildings south of Beltline in the Town of Madison and City, zoned C3L (Commercial Service and Distribution District);

West: Coyle Carpet, Gates Auto Body/ Enterprise Rental Car, Dane County Credit Union, Dane County Sheriff Ferris Center and Clarion Suites Hotel in the Town of Madison;

East: Wetlands and Beltline Highway-John Nolen Drive interchange, zoned W (Wetlands District) and C (Conservation District).

**Adopted Land Use Plan:** The Comprehensive Plan identifies the subject site and adjacent Department of Revenue property to the north for future Employment uses.

**Environmental Corridor Status:** This property is not located within a mapped environmental corridor.

**Public Utilities and Services:** This property is served by a full range of urban services.

**Zoning Summary:** Existing and proposed C3L (Commercial Service and Distribution District) zoning:

Requirements	Required	Proposed
Lot Area	6,000 sq. ft.	4.47 acres
Lot Width	50'	326.85' along Rimrock Road
Front Yard	25'	93'
Side Yards	0'	54'
Rear Yard	30'	Adequate
Floor Area Ratio	3.0 maximum	2.75 (see cond. #33, page 9)
Building Height	N/A	7 stories
No. Parking Stalls	247 (1 per hotel room)	287
Accessible Stalls	7 (2 van-accessible)	5 (see cond. #28a, page 8)
Loading	3	0 (see cond. #32, page 9)
No. Bike Parking Stalls	1 per 20 employees	36
<b>Other Critical Zoning Items</b>		
Yes:	Utility Easements, Barrier Free	
No:	Urban Design, Floodplain, Historic District, Landmark, Adjacent to Park, Wellhead Protection	
<i>Prepared by: Pat Anderson, Asst. Zoning Administrator</i>		

## Project Review

The applicant and property owners are requesting rezoning, demolition permit and conditional use approvals for a six-parcel, 4.5-acre property located in the northeastern quadrant of the Rimrock Road (CTH MM)/ Beltline Highway (US Highway 12 & 18) interchange to allow construction of a 247-room Crowne Plaza Hotel and Conference Center in C3L (Commercial Service and Distribution District) zoning following the removal of 5 commercial buildings that occupy the site. Four of the 6 subject parcels comprising the subject site were attached to the City from the Town of Madison on November 30, 2010 following approval of an Early Attachment and Revenue Sharing Agreement between the City and Town related to the proposed hotel development.

The commercial buildings to be demolished to accommodate the proposed hotel include a series of 3 connected buildings located along the northern edge of the subject site, 2 long, narrow buildings

located at the center of the western half of the site, and 2 smaller buildings located on the southern third of the assembled properties. The buildings are primarily of metal-standing seam construction and are used for a variety of mostly auto-related businesses. Portions of the overall site include areas of vehicle storage and display and outdoor materials storage. A staff visit to the site found the buildings to be in average condition. The remainder of the site is improved with surface parking, including a parking lot on the eastern half of the site, which is used by employees of the adjacent six-story Wisconsin Department of Revenue office building, which is located north of the subject site in the Town of Madison. Access to the subject site is currently provided by 3 driveways from Rimrock Road and from a private drive on the adjacent Department of Revenue parcel, which leads to the signalized intersection of Rusk Avenue and Rimrock Road. The private drive is governed by an existing driveway easement executed in 2000.

The subject site is characterized by a modest grade that falls generally to the north and east from a highpoint at the southwestern corner of the site. Visibility of most of the site from the Beltline is limited, with portions of the site located at or below the grade of the westbound off-ramp from the Beltline to Rimrock Road. The property is largely devoid of any significant vegetation

In addition to the Department of Revenue building in the Town, the subject site is bounded on the south and east by the Beltline Highway, including a large area of wetlands located northeast of the site and west of the Beltline-John Nolen Drive interchange. Lands south of the highway are developed with a series of low-rise multi-tenant commercial buildings housing a variety of retail, office and distribution uses located both in the City and Town of Madison. Properties to the west of the site across Rimrock Road are commercial in nature and include a carpet warehouse, credit union, hotel, and auto body and rental car business located in the Town. The Alliant Energy Center, Dane County Coliseum and Dane County Fairgrounds complexes are located further to the north on the west side of Rimrock Road.

The Comprehensive Plan identifies the subject site and the Department of Revenue property to the north for Employment uses. Properties to the west of the site across Rimrock Road are recommended for General Commercial uses consistent with the existing land uses present. The subject site is also located within the boundaries of the South Madison Neighborhood Plan, though that plan does not contain any specific land use, design or redevelopment recommendations for this site.

The proposed Crowne Plaza Hotel will be situated on the western half of the site currently occupied by the 5 buildings proposed for demolition. The surface parking lot on the eastern half of the site currently used by the Department of Revenue building will remain, with approximately 152 stalls proposed in a slightly reconfigured lot with improved landscaping. An additional 78 surface parking stalls will encircle the proposed hotel, with a total of 230 surface stalls proposed to serve the development. An additional 57 parking stalls will be located in an underground parking level below the building, with an access to the basement parking proposed at the southeastern corner of the hotel. A covered loading zone is also proposed at the southeastern corner near the underground parking entrance, though the loading facility will be located at first-floor level and will be accessible from the same drive that will access the surface parking stalls proposed along the south side of the building.

Two existing driveways into the site that provide access to the existing Department of Revenue parking lot from the private drive located opposite Rusk Avenue will remain as part of the hotel parking improvements. A new third driveway from the east-west drive is proposed to provide primary access to a large covered guest drop-off area proposed along the northern façade of the hotel. A second smaller porte-cochere is proposed at the main hotel entrance at the northwestern corner of the building.

The first floor of the proposed hotel will include lobby reception functions, a restaurant, a coffee/cocktail area, a 13,291 square-foot conference center, exercise room, pool, and hotel offices and support

facilities. Above the first floor, the seven-story building will become L-shaped, with the 247 proposed guest rooms to be located on floors 2-7. The southernmost portion of the building will step down to five stories, with mechanical facilities to be housed on floors 2-5. The exterior of the hotel will be constructed with a combination of red brick and buff-colored textured concrete and will feature distinctive arched windows along the first, sixth and seventh floors and a rounded building northwest corner. The southern, western and eastern facades of the five-story mechanical wing will include louvers intended to mimic the pattern of hotel room windows on those floors. The two covered drop-off areas will include glass-topped canopies located above columns constructed of the same buff-colored textured concrete as the base of the main hotel building. Additionally, a green roof is proposed above the first floor conference center.

## **Analysis & Conclusion**

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The Planning Division believes that the standards for approval for zoning map amendments, demolition permits and conditional uses can be met with the proposed hotel redevelopment of the subject site, portions of which were recently attached to the City from the Town of Madison to facilitate this project. As noted earlier in this report, the Comprehensive Plan identifies the subject site for Employment uses. While the Employment districts are primarily recommended for business and medical offices and research facilities and laboratories, the Comprehensive Plan identifies hotels and restaurants as complimentary uses in Employment districts.

Any new construction of a building or buildings on a zoning lot or an addition to an existing building or buildings which results in the total square footage of all buildings on the zoning lot exceeding 40,000 square feet in gross floor area and where 25,000 square feet or more of the gross floor area is designed or intended for retail use or for a hotel or motel use is a conditional use in the C3L zoning district. This conditional use was established to allow consideration of the potential impacts of such development on the transportation system and on the policy objectives for transportation and land use, including noise, air quality and appearance. In addition to the conditional use standards in Section 28.12(11), the applicant is required to provide an analysis of the proposed development's impacts on the transportation system and associated recommended solutions to the Plan Commission. The Urban Design Commission is also required to review the design and appearance of the proposed conditional use and provide its recommendations to the Plan Commission.

Staff believes that the proposed hotel is highly articulated and represents a welcome addition to the Beltline corridor and a significantly greater utilization of the subject site than the existing buildings. The development proposed should not have a negative impact on the uses, values and enjoyment or normal and orderly development of the surrounding area, which already includes similar hospitality uses nearby including the Clarion Suites Hotel to the northwest of the site at Rimrock Road and Rusk Avenue and the Holiday Inn Express and Sheraton Hotel at Rimrock and John Nolen Drive. Staff is not aware of any concerns by the Traffic Engineering Division that the proposed hotel will have an adverse impact on the transportation network.

The Urban Design Commission reviewed this project on December 15, 2010 and recommended final approval (see attached reports). The recommendation included directions for the applicant to revisit the architectural and elevation details with staff and for the Plan Commission to formally study and consider traffic patterns, vehicular and pedestrian circulation, parking and drop-off details, including the exact locations of vehicular traffic, bus movements and where cars will stop as part of its approval. In particular, members of the Urban Design Commission thought that the drop-off area along the northern wall of the hotel was counter-intuitive, with a large secondary drop-off area located closer to the primary

driveway into the site, and a smaller “main” drop-off located further west at the northwestern corner of the building. In addition to the double drop-offs, there is a 20-foot wide bypass lane along the northern and western edges of the drop-off areas intended to provide a more direct route to the parking stalls on the west side of the hotel. Planning staff will work with the hotel developers to identify opportunities to streamline the circulation pattern and reduce potential areas of vehicular and pedestrian conflict along the northern and western sides of the building prior to final staff approval of the conditional use plans and issuance of building permits.

### **Staff Recommendations, Conditions of Approval & General Ordinance Requirements**

Major/Non-Standard Conditions are shaded

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#### **Planning Division Recommendation** (Contact Timothy M. Parks, 261-9632)

The Planning Division recommends that the Plan Commission forward Zoning Map Amendment ID 3517, rezoning 2155-2205 Rimrock Road from Temp A. (Agriculture District) and C3L (Commercial Service and Distribution District) to C3L, to the Common Council with a recommendation of **approval** and **approve** a demolition permit and conditional use to allow the existing commercial buildings to be razed and the proposed hotel constructed, all subject to input at the public hearing, the following Planning Division conditions and the conditions from reviewing agencies:

1. That the applicant submit proof of financing for the entire scope of the project, which provide assurances that the entirety of the project will be completed once started, in a form acceptable to the Director of the Department of Planning and Community & Economic Development prior to final staff approval of the rezoning and conditional use plans and the issuance of any building permits. For the purposes of this condition, the entire scope of the project shall mean all excavation; site utility construction; construction of improvements in the public right of way and on the zoning lot; structural, electrical, plumbing and mechanical construction, and; any other building improvements and furnishings required by the Director of the Building Inspection Division for the issuance of a Certificate of Occupancy for the project.
2. That the applicant work with City staff to identify opportunities to streamline the circulation pattern and reduce potential areas of vehicular and pedestrian conflict along the northern and western sides of the building prior to final staff approval of the conditional use plans and issuance of building permits.

The following conditions have been submitted by reviewing agencies:

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

3. The concurrent Certified Survey Map approval conditions shall be satisfied and signed off by appropriate city agencies.
4. Proposed project shall require some reconstruction of the existing Wisconsin Department of Transportation storm sewers. Prior to approval, applicant shall provide a plan and a copy of the approved WisDOT permit for said work.
5. The applicant shall provide projected wastewater flows for the hotel prior to final plan approval.

6. Prior to final approval, arrangements shall be agreed upon between the City of Madison and the Town of Madison, owner of the existing adjacent sanitary sewer which serves the proposed development.

7. 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.

8. The applicant shall demonstrate compliance with Section 37.07 and 37.08 of the Madison General Ordinances regarding permissible soil loss rates. The erosion control plan shall include Universal Soil Loss Equation (USLE) computations for the construction period. Measures shall be implemented in order to maintain a soil loss rate below 7.5-tons per acre per year.

9. Effective January 1, 2010, the Department of Commerce's authority to permit commercial sites, with over one acre of disturbance for stormwater management and erosion control has been transferred to the Wisconsin Department of Natural Resources (WDNR). The WDNR does not have an authorized local program transferring this authority to the City of Madison. The City of Madison has been required by the WDNR to continue to review projects for compliance with NR-216 and NR-151, but a separate permit submittal is now required from the WDNR for this work as well.

As this site is greater than one acre, the applicant is required by State Statute to obtain a Water Resources Application for Project Permits (WRAPP) from the DNR, prior to beginning construction. This permit was previously known as a Notice of Intent Permit (NOI). Please contact Eric Rortvedt of the WDNR at 273-5612 to discuss this requirement.

10. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to: control 40% TSS (20 micron particle) off of new paved surfaces; provide oil and grease control from the first 1/2" of runoff from parking areas, and; complete an erosion control plan and complete weekly self-inspection of the erosion control practices and post these inspections to the City of Madison website as required by Chapter 37 of the Madison General Ordinances.

11. The plan set shall be revised to show more information on proposed drainage for the site. This shall be accomplished by using spot elevations and drainage arrows or through the use of proposed contours. It is necessary to show the location of drainage leaving the site to the public right of way. It may be necessary to provide information off the site to fully meet this requirement.

12. The applicant shall submit, prior to plan signoff, 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: building footprints; internal walkway areas; internal site parking areas; other miscellaneous impervious areas lot lines; lot/ plat lines, dimensions and labels; right-of-way lines; street names, stormwater management facilities and; detail drawings associated with stormwater management facilities (including if applicable planting plans).

13. The applicant shall submit, prior to plan sign-off, digital PDF files to the City Engineering Division. The digital copies shall be to scale, shall have a scale bar on the plan set, and shall contain the following items: building footprints; internal walkway areas; internal site parking areas; lot lines and right-of-way lines; street names, stormwater management facilities and; detail drawings associated with stormwater management facilities (including if applicable planting plans).

14. The applicant shall submit prior to plan sign-off, electronic copies of any Stormwater Management File including: SLAMM DAT files; RECARGA files; TR-55/HYDROCAD/etc., and; 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.
15. The applicant's utility contractor shall obtain a connection permit and excavation permit prior to commencing the storm sewer construction.
16. Prior to approval of the issuance of a demolition permit, 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 in two separate checks in the following amounts: (1) \$100 non-refundable deposit for the cost of inspection of the plugging by City staff; and (2) \$900 for 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.
17. All outstanding Madison Metropolitan Sewerage District (MMSD) and City of Madison sanitary sewer connection charges are due and payable prior City Engineering Division sign-off, unless otherwise collected with a Developer's/ Subdivision Contract. Contact Janet Dailey (261-9688) to obtain the final MMSD billing a minimum of 2 working days prior to requesting City Engineering Division signoff.
18. City of Madison Environmental Projects Staff have reviewed the subject site and determined that a Phase I ESA will be required of the applicant. The applicant shall provide 1 digital and 2 hard copies of an ASTM Phase I ESA prepared by an environmental professional. Staff review of this Phase I ESA will determine if a further investigative Phase II ESA is also required. Please submit any relevant Phase I and Phase II ESAs to Brynn Bemis (267-1986, [bbemis@cityofmadison.com](mailto:bbemis@cityofmadison.com)) for further review.

**Traffic Engineering Division** (Contact John Leach, 267-8755)

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| <ol style="list-style-type: none"><li>19. The applicant shall be responsible for securing all proper permits and approvals from any municipality or government unit having jurisdiction with the project. In particular, the applicant shall provide David Kreitzmann, Wisconsin Department of Transportation (608-516-6497) with site plans sets for review and approval. The applicant shall return a set of WisDOT-approved site plans or a letter to the City of Madison Traffic Engineering Division.</li><li>20. City of Madison radio systems are microwave directional line of sight to remote towers citywide. The building elevation will need to be reviewed by the Traffic Engineer Division to accommodate the microwave sight and building. The applicant shall submit grading plans and elevations if the building exceeds four stories prior to sign-off to be reviewed and approved by Keith Lippert, (266-4767) Traffic Engineering Shop, 1120 Sayle Street. The applicant shall return one signed approved building elevation copy to the City of Madison Traffic Engineering office with final plans for sign off.</li></ol> |
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21. When the applicant submits final plans 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, one contiguous plan (showing all easements, all pavement markings, building placement, and stalls), adjacent driveway approaches to lots on either side and across the street,

signage, percent of slope, vehicle routes, dimensions of radii, aisles, driveways, stalls including the 2-foot overhang, and a scaled drawing at 1" = 20'.

22. All existing driveway approaches to be abandoned shall be removed and replaced with curb and gutter and noted on the plan.
23. When site plans are submitted for approval, the developer shall provide recorded copies of joint driveway ingress/ egress and easements.
24. All directional/regulatory signage and pavement markings shall be shown and noted on the site plan.
25. The applicant 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.
26. Public signing and marking related to the development may be required by the City Traffic Engineer for which the developer shall be financially responsible.

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

27. Provide a detailed landscape plan, stamped by a registered landscape architect, showing proposed landscaping for the general area of the hotel site.
28. Parking requirements for persons with disabilities must comply with MGO Section 28.11(3)6.(m) which includes all applicable State accessible requirements, including but not limited to:
  - a.) Provide 7 accessible stalls striped per State requirements. A minimum of 2 of the stalls shall be a van accessible stall 8' wide with an 8' striped out area adjacent to and on the passenger side for the surface parking.
  - 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.) Highlight or call out the accessible path from the stalls to the building. The stalls shall be as near the accessible entrance or elevator as possible. Show ramps, curbs, or wheel stops where required.
29. Provide a reuse/recycling plan, to be reviewed and approved by the City Recycling Coordinator prior to a demolition permit being issued. Sec 28.12(12)(e) of the Zoning Ordinance requires the submittal of documentation demonstrating compliance with the approved reuse and recycling plan. Please note, the owner must submit documentation of recycling and reuse within 60 days of completion of demolition.
30. Bike parking shall comply with MGO Section 28.11: Provide 2 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 2 feet by 6 feet with a 5-foot access area. Structures that require a user-supplied locking device shall be designed to accommodate U-shaped locking devices.
31. Lighting is required and shall be in accordance with City of MGO Section 10.085. Provide a plan showing at least .5 foot candle on any surface on any lot and an average of .75 footcandles. The maximum light trespass shall be 0.5 fc at 10 ft from the adjacent lot line.



32. Provide three 10' x 35' loading areas with 14 feet of vertical clearance to be shown on the plan. The loading area shall be exclusive of drive aisle, fire lane, and maneuvering space.
33. Provide final floor area ratio calculations.
34. Signage approvals are not granted by the Plan Commission. Signage must be reviewed for compliance with MGO Section 31, Sign Codes, and Section 33, Urban Design Commission, ordinances. Signage permits are issued by the Zoning Office of the Department of Planning and Community & Economic Development.

**Parks Division** (Contact Kay Rutledge, 266-4714)  
This agency did not submit comments for this request.

**Fire Department** (Contact Bill Sullivan, 261-9658)  
The Madison Fire Department does not object to this proposal provided the project complies with all applicable fire codes and ordinances and the following conditions:

35. All portions of the exterior walls of newly constructed public buildings and places of employment and open storage of combustible materials shall be within 500 feet of at least two fire hydrants. Distances are measured along the path traveled by the fire truck as the hose lays off the truck. See MGO 34.507 for additional information.
36. Provide fire apparatus access as required by IFC 503 2009 edition and MGO 34.503, as follows:
  - a.) The site plans shall clearly identify the location of all fire lanes.
  - b.) IFC 503 Appendix D105, Provide an aerial apparatus access fire lane that is at least 26 feet wide, with the near edge of the fire lane within 30 feet and not closer than 15 feet from the structure, and parallel to one entire side of the structure, if any part of the building is over 30 feet in height.
  - c.) Provide a fire lane that extends to within 150 feet of all exterior portions of the structure, or it can be extended to within 250 feet if the building is fully sprinklered.

**City Assessor's Office** (Contact Maureen Richards, 266-4845)  
This agency did not submit comments for this request.

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

37. The Madison Water Utility shall be notified to remove any City water meters prior to demolition. 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 comments for this request.