



PREPARED FOR THE PLAN COMMISSION

Project Address: 1704 Autumn Lake Parkway
Application Type: Conditional Use
Legistar File ID # [46114](#)
Prepared By: Timothy M. Parks, Planning Division
Report includes comments from other City agencies, as noted.

Summary

Applicants: Grosse, Hanzel & Simons; 6650 University Avenue; Middleton.

Agent: Randy Bruce, Knothe & Bruce Architects, LLC; 7601 University Avenue, Suite 201; Middleton.

Property Owner: D & R Investment II, LLC; 7813 Cobblestone Circle; Middleton.

Requested Actions: Approval of conditional uses to construct a 47-unit apartment building, pool and clubhouse in CC-T (Commercial Corridor-Transitional District) zoning at 1704 Autumn Lake Parkway.

Proposal Summary: The applicant is requesting approval to construct a 47-unit apartment building, pool and clubhouse at 1704 Autumn Lake Parkway on Lot 564 of the Village at Autumn Lake (Replat) residential subdivision. The proposed apartment building and amenities are related to the four-building, 170-unit residential building complex proposed west of the subject site across Willow Rock Road on Lot 520, which is addressed as 5501 Spring Tide Way. A conditional use for that project was approved by the Plan Commission at its March 20, 2017 meeting (ID [45803](#)). Parking for the Lot 564 development will be provided in 50 underground parking stalls, 34 surface parking stalls and 55 bike parking stalls. Construction of the apartment development on Lots 520 and 564 will occur in phases beginning in June 2017, with completion anticipated in August 2021.

Applicable Regulations & Standards Table 28D-2 in Section 28.061(1) of the Zoning Code identifies multi-family dwellings and outdoor recreation as conditional uses in CC-T (Commercial Corridor-Transitional District) zoning. The outdoor recreation use is subject to supplemental regulations in Section 28.151. Section 28.183 provides the process and standards for the approval of conditional use permits.

Review Required By: Plan Commission.

Summary Recommendation: The Planning Division recommends that the Plan Commission find the standards met and **approve** a conditional use to allow construction of a 47-unit apartment building, pool and clubhouse at 1704 Autumn Lake Parkway subject to input at the public hearing, and the conditions from reviewing agencies beginning on page 5 of this report.

Background Information

Parcel Location: The proposed apartment building, pool and clubhouse will be developed on the western 2.16 acres of an overall 3.1-acre block on the southern edge of the Village at Autumn Lake development bounded on the south by Lien Road, on the west by Willow Rock Road, on the north by Summer Shine Drive, and on the east by Autumn Lake Parkway; Aldermanic District 17 (Baldeh); Sun Prairie Area School District.

Existing Conditions and Land Use: Undeveloped land, zoned CC-T (Commercial Corridor-Transitional District).

Surrounding Land Uses and Zoning:

North: Future single-family detached and attached residences and private pocket park north of Summer Shine Drive in the Village at Autumn Lake subdivision, zoned TR-P (Traditional Residential–Planned District);

South: Undeveloped land south of Lien Road in the Town of Burke;

West: Future multi-family residential building complex on Lot 520 of Village at Autumn Lake, zoned TR-P;

East: Future single-family attached residences across Autumn Lake Parkway, zoned TR-P.

Adopted Land Use Plans: The Comprehensive Plan recommends the subject site for Medium-Density Residential uses at a density of 16-40 units per acre. The larger Village at Autumn Lake development is also identified as a Transit-Oriented Development.

Adopted Land Use Plan: The 2002 Felland Neighborhood Development Plan was adopted primarily to facilitate the implementation of the Village at Autumn Lake development. The plan recommends development of the subject site with medium-density residential uses.

Zoning Summary: The subject property is zoned CC-T (Commercial Corridor-Transitional District); per Section 28.067(3)(b), the lot area, side yard and lot width requirements for a standalone residential building in CC-T zoning default to the TR-V2 (Traditional Residential–Varied 2 District):

Requirements	Required	Proposed
Lot Area	2,000 sq. ft./unit (94,000 sq. ft.)	131,856 sq. ft.
Lot Width	60'	256', existing
Maximum Front Yard	25'	20'
Side Yard	10'	19'
Rear Yard	The lesser of 20' or 20% of lot depth	Adequate
Maximum Lot Coverage	85%	53%
Usable Open Space	160 sq. ft. per one-bedroom unit; 320 sq. ft. for units with more than one-bedroom units (10,720 sq. ft.)	34,350 sq. ft.
Maximum Building Height	5 stories and 68'	3 stories, 53.9'
Building Form	Large Multi-Family Building	Complies with requirements
Number Parking Stalls	No minimum	84
Accessible Stalls	Yes	Yes
Number Bike Parking Stalls	1 per unit up to two-bedrooms, half space per additional bedroom (47) 1 guest space per 10 units (5) = 52	12 surface, 43 underground = 55 total (See conditions)
Other Critical Zoning Items		
Yes:	Barrier Free, Utility Easements	
No:	Urban Design, Wellhead Protection, Floodplain, Landmarks, Waterfront Development , Adjacent to Park	
<i>Prepared by: Jenny Kirchgatter, Assistant Zoning Administrator</i>		

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

Public Utilities and Services: The subject site and larger Village at Autumn Lake subdivision will be served by a full range of urban services as it develops with the exception of Metro Transit, which currently does not provide

service to the site. The closest accessible bus stop with scheduled bus service is approximately three-quarters of a mile west along Lien Road at the intersection of Zeier Road/N. Thompson Drive, or approximately three-quarters of a mile north of the site on City View Drive north of the railroad corridor (at Wall Street/ City View Drive/ Crossroads Drive).

Previous Approvals

On August 3, 2004, the Common Council approved a request to rezone approximately 285.2 acres located on both sides of Felland Road north of Lien Road from Temp. A (Agriculture District) to R2T, R2Y and R2Z (Single-Family Residence Districts), PUD-GDP, C2 (General Commercial District) and C (Conservancy District) [1966 Zoning Code] and the final plat of the "Village at Autumn Lake" subdivision to allow the development of 1,215 dwelling units, including 489 single-family residences, 12 two-family units, 714 multi-family units, 2 mixed-use town center properties, 1 general commercial property and various public and private outlots for open space, parks, an elementary school, alleys and stormwater management. The final plat was recorded on March 30, 2006.

On May 19, 2015, the Common Council approved a request to change the zoning of numerous parcels in the Village at Autumn Lake subdivision generally addressed as 1710 Ariel Spring Trail from TR-C3 (Traditional Residential–Consistent 3 District), PD (Planned Development District), and CN (Conservancy District) to TR-P (Traditional Residential–Planned District) and TR-C3, and approved the preliminary plat and final plat of the Village at Autumn Lake Replat, creating lots for 542 single-family units; 22 two-family-twin units, 8 four-unit dwellings, 48 townhouses, and 332 multi-family units, including 36 in a new mixed-use node; 16 outlots dedicated to the public; and 12 outlots to be private. On May 4, the Plan Commission recommended approval of the rezonings and subdivision plat and approved a demolition permit to allow a single-family residence on a parcel addressed as 5825 Sanctuary Lane and 2009 Expedition Trail to be razed as part of the proposed replat. The replat was recorded on December 3, 2015.

On September 1, 2015, the Common Council approved a request to rezone Lot 564 of the approved Village at Autumn Lake Replat from TR-P (Traditional Residential–Planned) to CC-T (Commercial Corridor–Transitional District) for future mixed-use development. The rezoning to CC-T was done in satisfaction of a Plan Commission condition of approval of the 2015 Village at Autumn Lake Replat that required either Lot 564 or Lot 641 be zoned to allow for future mixed-use development with a minimum of 2,000 square feet of commercial/residential flex space prior to final approval and recording of the replat.

Project Description

The applicants are requesting approval of a conditional use to allow construction of a 47-unit apartment building on the western 2.16 acres of the larger 3.1-acre Lot 564 of the Village at Autumn Lake residential subdivision. The subject site is a block bounded on the south by Lien Road, on the west by Willow Rock Road, on the north by Summer Shine Drive, and on the east by Autumn Lake Parkway. The entire 3.1-acre parcel is zoned CC-T pursuant to a condition of the 2015 approval of the Village at Autumn Lake subdivision, which required that one of the two lots on either side of Autumn Lake Parkway at Lien Road be zoned to support a mixed-use building or development. It is anticipated that the easternmost one-acre of the site fronting Autumn Lake Parkway will be developed in a future phase with a mixed-use building consistent with the 2015 zoning and plat approvals noted above. The applicants are also seeking approval of a one-story, 3,430 square-foot clubhouse and pool that will serve the 47-unit apartment building and the 170-unit residential building complex across Willow Rock Road on Lot 564. (A conditional use for Lot 564 project was approved by the Plan Commission at its March 20, 2017 meeting (ID [45803](#)).)

The proposed apartment building will be located in the northwestern corner of the block facing Summer Shine Drive, with 20-foot setbacks from Summer Shine and Willow Rock Road, while the pool and clubhouse will be located in the southwestern corner of the site. The clubhouse will be set back 44 feet from Lien Road in observance of a 40-foot platted building setback created with the Village at Autumn Lake subdivision. Access to 50 parking stalls proposed beneath the apartment building will be provided along the eastern wall from a driveway from Summer Shine Drive. The same driveway will provide access to 22 surface parking stalls to be located along the southern wall of the building. A separate parking lot with 12 stalls will be located between the apartment building and clubhouse building, which will be accessed from Willow Rock Road. A trellis-covered grilling patio will separate the two surface parking areas. The 47 dwelling units will include 3 efficiencies, 25 one-bedroom units, and 19 two-bedroom units. The 84 auto parking stalls proposed will result in a ratio of 1.8 stalls per dwelling unit. Fifty-five (55) bike parking stalls will be provide across the site.

The apartment building will stand primarily three stories in height but will step down to two stories at each end. Units on the first floor will include individual entrances connected to the public sidewalk on Summer Shine Drive along the north side and an internal sidewalk parallel to the south side. The building will primarily be clad in horizontal composite siding accented by composite shakes above a stone veneer base.

Analysis and Conclusion

The development of the western two-thirds of Lot 520 requires Plan Commission approval of conditional uses in CC-T zoning for a multi-family dwelling, and the pool, which is considered "outdoor recreation" and also requires conditional use approval in the CC-T district.

Outdoor recreation is defined as a "facility for outdoor conduct, viewing, or participation in recreational activities, which may include one or more structures. This term includes but is not limited to a golf facility, tennis, basketball or volleyball court, soccer, baseball or football field, sporting club, amusement park, miniature golf course, swimming pool, water park, an outdoor stage, band shell, or amphitheater." The supplemental regulations for outdoor recreation in Section 28.151 are:

- a) A minimum twenty-five (25) foot setback area maintained as open space shall be provided along the perimeter of the site wherever it abuts a residential district.
- b) If the use will be available to the general public, an arterial or collector street of sufficient capacity to accommodate the traffic that the use will generate shall serve the site. Ease of access to the site by automobiles, transit, bicycles, and pedestrians shall be considered as a factor in the review of any application.
- c) The site shall be designed in such a way as to minimize the effects of lighting and noise on surrounding properties. Hours of operation may be restricted and noise and lighting limits imposed as part of the conditional use approval.
- d) An appropriate transition area between the use and adjacent property may be required, using landscaping, screening, and other site improvements consistent with the character of the neighborhood.

The Planning Division believes that the Plan Commission can find the conditional use standards met for the proposed apartment building and pool. Staff also believes that the pool meets the supplemental regulations for outdoor recreation. Like the related complex across Willow Rock Road, staff feels that the scale and architecture of the apartment building should relate well to the scale and styles of lower-density housing that will be built generally to the north and northeast of the site, with a strong street orientation that will be enhanced by the

connection of the individual first floor unit entrances to the public sidewalk along Summer Shine Drive. Although now zoned CC-T, the proposed apartment building is also consistent with the master plan for the Village at Autumn Lake, which identified Lots 520 and 564 for development with a total of 250 dwelling units, and specifically recommended a maximum net density of 24.1 units per acre for the overall 3.1 site. The 47 units proposed on the western 2.16 acres of the lot will result in an initial density of approximately 21.8 units per acre. The proposed development of the western two-thirds of Lot 520 should result in an environment of sustained aesthetic desirability consistent with the medium-density residential uses envisioned for the site in the [Felland Neighborhood Development Plan](#), which will likely be further enhanced when the eastern portion of the site along Autumn Lake Parkway is developed in a future phase with additional dwelling units and the required minimum 2,000 square feet of commercial/residential flex space.

Recommendation

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

The Planning Division recommends that the Plan Commission find the standards met and **approve** conditional uses to construct a 47-unit apartment building, pool and clubhouse in CC-T (Commercial Corridor-Transitional District) zoning at 1704 Autumn Lake Parkway subject to input at the public hearing, the following Planning Division condition(s) and the conditions from reviewing agencies:

Recommended Conditions of Approval Major/Non-Standard Conditions are Shaded

Planning Division

1. The southern edge of the pool deck shall not extend into the 40-foot platted setback along Lien Road established on the Village at Autumn Lake Replat.

The following conditions of approval have been submitted by reviewing agencies:

City Engineering Division (Contact Brenda Stanley, 261-9127)

2. This development is subject to impact fees for the Felland Road Neighborhood Sanitary Sewer Improvement Impact Fee District. All impact fees are due and payable at the time building permits are issued. The following note shall put on the face of the plans: "Lots/ buildings within this development are subject to impact fees that are due and payable at the time building permit(s) are issued."
3. This project falls in the area subject to increased erosion control enforcement as authorized by the fact that it is in a TMDL ZONE. The project will be expected to meet a higher standard of erosion control than the minimum standards set by the Wisconsin Department of Natural Resources (WDNR) in order to comply with TMDL limits.
4. 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.
5. The applicant shall submit, prior to plan sign-off, a digital CAD file (single file) to the City 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. The digital copies shall be drawn to scale and represent final construction including: building footprints; internal walkway areas; internal site parking areas; other miscellaneous impervious areas (i.e. gravel, crushed stone, bituminous/asphalt, concrete, etc.); right-of-way lines (public and private); plat name and lot lines (metes & bounds parcel lines if unplatted); platted lot numbers (noted "unplatted lands" if not platted); lot/plat property dimensions; street names; private on-site sanitary sewer utilities (including all connections to public sanitary); 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. The party responsible for the CAD file e-mail 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.

6. Storm sewer to serve this development has been designed and constructed. The site plans shall be revised to identify the location of this storm sewer and to show connection of an internal drainage system to the existing public storm sewer.
7. The applicant shall demonstrate compliance with Section 37.07 and 37.08 of MGO 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 5.0 tons per acre per year.
8. This site appears to disturb over 1 acre of land and requires a permit from the Wisconsin Department of Natural Resources (WDNR) for stormwater management and erosion control. The City of Madison has been required by the WDNR to review projects for compliance with NR-216 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 of the WDNR at 273-5612 to discuss this requirement.
9. 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 Madison General Ordinances.
10. Provide additional detail how the enclosed depression(s) created by the parking entrance(s) to the below building parking area(s) is/are served for drainage purposes. The building must be protected from receiving runoff up through the 24-hour, 100-year design storm. If the enclosed depression(s) is/are to be served by a gravity system, provide calculations stamped by a Wisconsin P.E. that show inlet and pipe capacities meet this requirement. If the enclosed depression(s) is/are to be served by a pump system, provide pump sizing calculations stamped by a Wisconsin P.E. or licensed plumber that show this requirement has been met.
11. The construction of this project will require the applicant shall enter into a City/ Developer agreement for the required infrastructure improvements. The applicant shall contact City Engineering to schedule the development of the plans and the agreement. The City Engineer will not sign off on this project without the agreement executed by the developer. Note: Obtaining a developer's agreement generally takes approximately a minimum of 4-6 weeks.
12. The approval of this zoning approval does not include the approval of the changes to roadways, sidewalks or utilities. The applicant shall obtain separate approval by the Board of Public Works and the Common Council

for the restoration of the public right of way including any changes requested by developer. The City Engineer shall complete the final plans for the restoration with input from the developer.

13. All work in the public right of way shall be performed by a City-licensed contractor.
14. All damage to the pavement on Lien Road adjacent to this development shall be restored in accordance with the City's Pavement Patching Criteria.
15. The applicant or developer shall build public street and sidewalks on Summer Shine Drive and Willow Rock Road along the frontage of the development.

City Engineering Division – Mapping Section (Contact Jeff Quamme, 266-4097)

16. Label the 40-foot building setback line from Lien Road on the site plan.
17. The address of Building 1 is 5607 Summer Shine Drive; the address of the clubhouse is 1701 Willow Rock Road. 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.
18. The applicant shall submit a PDF of all floor plans for each separate building to Lori Zenchenko (Lzenchenko@cityofmadison.com); so that a preliminary building and preliminary interior addressing plan can be developed prior to plans being submitted for permit review. If there are any changes pertaining to the location of a unit, the deletion or addition of a unit, or to the location of the entrance into any unit, (before, during or after construction) the addresses may need to be changed. The interior address plan is subject to the review and approval of the Fire Marshal.

Traffic Engineering Division (Contact Eric Halvorson, 266-6527)

19. The applicant shall submit one contiguous plan for approval. The plan drawing shall be scaled to 1" = 20' and include the following, when applicable: existing and proposed property lines; parcel addresses; all easements; pavement markings; signing; building placement; items in the terrace such as signs, street light poles, hydrants; surface types such as asphalt, concrete, grass, sidewalk; driveway approaches, including those adjacent to and across street from the project lot location; parking stall dimensions, including two (2) feet of vehicle overhang; drive aisle dimensions; semitrailer movement and vehicle routes; dimensions of radii; and percent of slope.
20. The developer shall post a security deposit prior to the start of development. In the event that modifications need to be made to any City-owned and/or maintained traffic signals, street lighting, signing, pavement marking and conduit/handholes, the developer shall reimburse the City for all associated costs including engineering, labor and materials for both temporary and permanent installations.
21. The City Traffic Engineer may require public signing and marking related to the development; the developer shall be financially responsible for such signing and marking.
22. All parking facility design shall conform to the standards in MGO Section 10.08(6).

23. The public right-of-way is the sole jurisdiction of the City of Madison and may be modified at any time. Prior to final plan sign-off the applicant shall remove and all private items in the right-of-way including parking stall makings.
24. The applicant shall work with Traffic Engineering to lessen the slope of the driveway leading to the underground parking for the apartment building.
25. The applicant shall work with Traffic Engineering to see if there is a way to reasonably provide pedestrian access to the Summer Shine Drive right-of-way prior to the construction of phase 2.

Zoning Administrator (Contact Jenny Kirchgatter, 266-4429)

26. Future phases will require additional reviews and approvals.
27. Submit the landscape plan and landscape worksheet stamped by the registered landscape architect. Per Section 28.142(3) Landscape Plan and Design Standards, landscape plans for zoning lots greater than 10,000 square feet in size must be prepared by a registered landscape architect.
28. Submit bike rack details for the ground mounted and wall mounted bike racks.
29. Provide building elevations with building materials and colors specified.
30. Submit full details of the pool, patio, pergola, and grilling amenity area.
31. Provide details showing that the primary street façade meets the door and window opening requirements of Section 28.060(2)(d). For residential uses at ground level, a minimum of fifteen percent (15%) of the ground level of residential facades or side and rear facades not fronting a public street shall consist of windows and door openings. On upper stories, window or balcony openings shall occupy a minimum of fifteen percent (15%) of the upper-story wall area.
32. Per Section 28.186(4)(b), the property owner or operator is required to bring the property into compliance with all elements of the approved site plans by the date established by the Zoning Administrator as part of the site and building plan approval. Work with Zoning staff to establish a final site compliance date.
33. Signage approvals are not granted by the Plan Commission. Signage must be reviewed for compliance with MGO Chapter 31 Sign Codes and MGO Section 33.24 Urban Design ordinances. Signage permits are issued by the Zoning Section of the Department of Planning and Community and Economic Development.

Fire Department (Contact Bill Sullivan, 261-9658)

34. The proposed aerial access locations provide access only to a section of the two-story portion of the building. The Madison Fire Department will have added stress and reduced capabilities trying to provide a fire response to the third story of this building. Additional enhancements or some modifications to the site are warranted.

Metro Transit (Contact Tim Sobota, 261-4289)

This agency reviewed the request and has recommended no conditions of approval.

Parks Division (Contact Janet Schmidt, 261-9688)

35. The Park Development Impact Fee per MGO Sec. 20.08(2) shall be required for all new residential development. This development is within the East Park-Infrastructure Impact Fee district. Please reference ID# 17106 when contacting Parks Division staff about this project.

36. City Forestry will evaluate the terrace for new street tree plantings upon completion of the project. If there is space for new trees, City Forestry will schedule planting and assess the cost of the initial planting to the property owner.

Water Utility (Contact Adam Wiederhoeft, 266-9121)

37. The site plan(s) shall be revised to show all existing public water mains, valves, hydrants and service laterals in the project area as well as identify the diameters of the existing water mains and laterals.

38. All public water mains and water service laterals shall be installed by a standard City subdivision contract/City-Developer agreement. The applicant shall contact City Engineering Division to schedule the development of plans and the agreement. See City Engineering Division comments for additional information.

39. A Water Service Application Form and fees must be submitted before connecting to the existing water system. Provide at least two working days notice between the application submittal and the requested installation or inspection appointment. Application materials are available on the Water Utility's Plumbers & Contractors website (<http://www.cityofmadison.com/water/plumberscontractors>), otherwise they may be obtained from the Water Utility Main Office at 119 E. Olin Avenue. A licensed plumber signature is required on all water service applications. For new or replacement services, the property owner or authorized agent is also required to sign the application. A Water Meter Application Form will subsequently be required to size and obtain a water meter establish a Water Utility customer account and/or establish a Water Utility fire service account. If you have questions regarding water service applications, please contact Madison Water Utility at 266-4646.

40. The applicant's utility contractor shall obtain an excavation permit prior to commencing the water main or service construction in the public right-of-way.