



Report to the Plan Commission

October 3, 2011

Legistar I.D. #23691

8301 Old Sauk Road

Rezoning

Report Prepared By:
Heather Stouder, AICP
Planning Division Staff

Requested Action: Approval of a rezoning from PUD-GDP-SIP to amended PUD-GDP-SIP for the construction of a 33,000 square foot, 3-story addition to an assisted living facility with additional residential units, skilled nursing rooms, and a small physical therapy clinic.

Applicable Regulations & Standards: Section 28.12 (9) 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 find that the standards for zoning map amendments and planned unit developments can be met and forward the request to the October 18 meeting of the Common Council with a recommendation for **approval** to rezone 8301 Old Sauk Road from PUD-GDP-SIP to Amended PUD-GDP-SIP, subject to input at the public hearing and conditions from reviewing agencies.

Background Information

Applicant/Property Owner: Mary Ann Drescher; Attic Angel Place, Inc.; 640 Junction Road; Madison, WI, 53717

Project Contact: Duane Helwig; Community Living Solutions, LLC; 2801 East Enterprise Ave., Suite 202; Appleton, WI 54913

Proposal: The applicant proposes a three story, 33,000 square foot addition to Attic Angel Place, an existing senior housing facility and nursing home. The addition will include a ground floor physical therapy clinic, 24 new one-bedroom apartment units for a net gain of 20, and 14 skilled nursing units for a net gain of 8.

Parcel Location: 8301 Old Sauk Road is located on the south side of Old Sauk Road between Samuel Drive and Junction Road; Aldermanic District 9 (Skidmore); Madison Metropolitan School District.

Existing Conditions: The 9.2-acre site is developed with a 166-unit senior housing facility and nursing home. The original four-story building was constructed in the late 1990's, and a 2007 one-story addition has residential units for seniors requiring memory care.

Surrounding Land Use and Zoning:

North: Across Old Sauk Road to the north, one-story retail buildings in the C2 (General Commercial) District

South: Duplex condominiums for seniors within the same PUD-GDP.

East: One-story retail buildings in the PUD-SIP (planned unit development-specific implementation plan) District.

West: 80-unit apartment building for seniors in the PUD-SIP (planned unit development-specific implementation plan) within the same original PUD-GDP.

Adopted Land Use Plans: The Comprehensive Plan (2006) and the Junction Neighborhood Development Plan (1990) recommend Low-Density Residential uses for this area.

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

Public Utilities and Services: The area is served by a range of urban services and Metro Transit Route 15.

Zoning Summary:

Bulk Requirements	Required*	Proposed
Lot Area	700 sq. ft. / unit	401,703 sq. ft. existing
Lot width	50'	Adequate
Usable Open Space	160 sq. ft. / bdrm (6,400 sq. ft.)	As shown on final plans
Front yard	0'	As shown on plans
Side yards	6' / 15' total for 2 story 8' / 20' total for 3 story	As shown on plans
Rear yard	30'	As shown on plans
Building height	3 stories / 40'	As shown on plans

Site Design	Required	Proposed
Number parking stalls	N/A	29 surface
Accessible stalls	N/A	3 surface
Loading	N/A	TBD
Number Bike Parking stalls	2	As shown on plans
Landscaping	Yes	As shown on plans

Other Critical Zoning Items	
Urban Design	Yes (PUD)
Floodplain	No
Barrier Free (ILHR 69)	Yes

**Since this project is being rezoned to the PUD(GDP)(SIP) District, and there are no predetermined bulk requirements, we are reviewing it base on the criteria for the C-1 district, because of the surrounding land uses.*

Compiled by Pat Anderson, Assistant Zoning Administrator

Project Description

Existing Conditions

The 9.2-acre site on the southwest corner of Old Sauk Road and Junction Road has been developed with 166 units of senior housing beginning in the late 1990s. Units range from independent apartments to full-service care units, all in one large building with three main interconnected components. The northwestern wing of the building is 4 stories, the southwestern portion is three stories, and there is a one-story addition on the southeastern portion of the building dedicated to memory care. There are currently 151 automobile parking stalls on the site, 30 of which are in an underground parking area. The site is accessed from both Old Sauk Road to the north and Junction Road to the east via a private looped street, "Attic Angels Circle".

Description of Proposal

The applicant proposes a three-story building addition to accommodate a net gain of 8 skilled nursing units, 20 one-bedroom apartment units, and a small physical therapy center for the facility. Six parking stalls are proposed near the entrance to the physical therapy center. In addition, a surface lot with 20 new parking stalls and associated landscaping is proposed on the eastern portion of the site.

Building Bulk and Placement- The three story addition is located in the southwest corner of the property, set back fifteen feet from the private street, "Attic Angels Circle". The building addition will be linked to corridors in the existing building at its northern and eastern terminus, as well as a new diagonal walkway between portions of the building. The shape and placement of the addition creates a 6,000 square foot private courtyard space for residents and employees in the space between the main building and the addition. The building footprint of the addition is approximately 12,000 square feet, or 15% of that of the existing building.

Parking and Access- There are no proposed changes to the access to the property from Old Sauk Road or Junction Road. Likely the most significant change to the site with regard to access will be the new dropoff and loading area near the entrance to the physical therapy clinic on the southwest edge of the site. Attic Angels Circle will be widened at this location to provide adequate fire access and the loading area. 6 new parking stalls are proposed in this area, three on either side of the main entrance to the building. As mentioned previously, the proposal includes a small auxiliary surface parking area for 20 stalls, located on the eastern portion of the property for overflow parking.

Building Exterior- The proposed addition has a brick and EIFS facade and asphalt shingled roof to match the existing building. The main entrance from the exterior is on the southwest side of the addition, leading directly to the physical therapy clinic. Two secondary entrances are located on the south side of the building, leading to a stairway and to the main corridor through the addition. Two additional doors lead from the addition to the interior courtyard. Window openings are well proportioned and similar to the existing building on the site. Twelve of the new units have small balconies overlooking Attic Angel Place to the south and west.

Landscaping and Stormwater Management- The landscape plan includes 7 new deciduous trees, 34 evergreens, and many shrubs and low perennials along the foundation of the building addition and within the interior courtyard area. Surrounding the auxiliary parking lot on the eastern portion of the site are 8 additional deciduous trees and a bioretention area immediately to the east.

Related Approvals

This proposal has been reviewed by the Urban Design Commission for consistency with the standards and guidelines for a Planned Unit Development. On September 21, 2011, the UDC granted ***final approval*** for the proposal. The report from that meeting will be provided to the Plan Commission if available.

Public Input

Staff is unaware of any public input on the proposal at this time.

Evaluation and Conclusion

Land Use

The addition results in a total of 150 apartment units on the property, increasing the density to approximately 16 units per acre, as well as 44 skilled nursing rooms. While this is greater than the upper level of density recommended for Low Density Residential areas, the unit types greatly reduce any negative impacts on the surrounding area related to parking, noise, and other concerns. Staff believes that the proposal is consistent with the Comprehensive Plan recommendation for Low Density Residential uses.

Site and Building Design

The placement of the addition results in an efficient use of land, as well as a high-quality usable open space within the newly created private courtyard between two portions of the building. Building massing, orientation, and exterior materials are acceptable and consistent with the existing building on the site.

Criteria for Approval of Planned Unit Development Zoning

As outlined below, staff believes that the criteria for Planned Unit Development zoning can be met following small changes to reflect recommended conditions of approval by reviewing agencies.

MGO Section 28.07(6)(f) - PUD Criteria for Approval

a) Character and Intensity of Land Use- The addition will incorporate a net gain of 20 apartment units and 8 skilled nursing rooms, and a small physical therapy clinic to an existing senior housing and nursing home facility. The character of the addition blends in very well with the existing facility, and it appears that the private streets and public services serving the site will easily be able to accommodate it. Staff believes that this criteria is met.

b) Economic Impact- The addition should not have an economic impact, as this is a tax-exempt property.

c) Preservation and Maintenance of Open Space- While this addition would replace 12,000 square feet of existing open space adjacent to Attic Angel Place, it also creates a higher-quality private courtyard for use by residents and employees. Staff believes that this area will likely be utilized to a greater extent than the open space the building will replace, and that this criterion is met.

d) Implementation Schedule- The applicant intends to initiate construction in 2011 as soon as all approvals are obtained, and the addition will be completed as a single phase of the larger building. Staff believes that this criterion is met.

The Planning Division recommends that the Plan Commission find that standards for rezoning and Planned Unit Developments can be met, and forward this request to the October 18 meeting of the Common Council with a recommendation for **approval**.

Recommendations and Proposed Conditions of Approval

Major/Non-Standard Conditions are shaded

Planning Division Recommendation

The Planning Division recommends that the Plan Commission find that standards for demolition approval and rezoning to Amended PUD-GDP-SIP (Planned Unit Development-General Development Plan-Specific Implementation Plan) can be met, and forward this request to the October 18 meeting of the Common Council with a recommendation for **approval**.

Zoning Administrator (Contact Matt Tucker, 266-4569)

1. Provide two bike parking stalls in a safe and convenient location on an impervious surface to be shown on the final plan for the apartments. Bike parking at the proposed commercial building does not count toward the residential requirement. NOTE: A bike-parking stall is two feet by six feet with a five-

foot access area. Structures that require a user-supplied locking device shall be designed to accommodate U-shaped locking devices.

2. Parking and loading shall comply with MGO Section 28.11(4). Provide three (3) 10' x 35' loading areas with 14' vertical clearance to be shown on the plan. Work with planning and zoning staff to determine the location.
3. Meet all applicable State accessibility requirements, including but not limited to:
 - a) Provide the minimum number of accessible stalls on the surface lot, striped per State requirements. A minimum of one of the stalls shall be a van accessible stall 8' wide with an 8' striped out area adjacent for both interior and surface parking areas.
 - b) Show signage at the head of the stalls.
 - c) Show the accessible path from the stalls to the elevator. Parking stalls shall not block the entry to the elevators.
4. Lighting is required and shall be in accordance with MGO Section 10.085. Provide a plan showing at least 0.5 foot candle on any surface on any lot and an average of 0.75 foot candles. The maximum light trespass shall be 0.5 foot candles at 10 feet from the adjacent lot line (see City of Madison Lighting Ordinance).
5. Parking lot plans with greater than twenty (20) stalls shall comply with MGO Section 28.04(12). Landscape plans must be stamped by a registered landscape architect. Provide a landscape worksheet with the final plans that shows that the landscaping provided meets the point and required tree ordinances. In order to count toward required points, the landscaping shall be within 15' and 20' of the parking lot depending on the type of landscape element. (NOTE: The required trees do not count toward the landscape total).

Planting islands shall consist of at least 75% vegetative cover, including trees, shrubs, ground cover, and/or grass. Up to 25% of the island surface may be brick pavers, mulch, or other non-vegetative cover. All plant materials in islands shall be protected from vehicles by concrete curbs.

6. Signage approvals are not granted by the Plan Commission. Signage must be reviewed for compliance with MGO Chapter 31, Sign Code and MGO Chapter 33, Urban Design District ordinances. Signage permits are issued by the Zoning Section of the Department of Planning and Community and Economic Development.

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

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| <ol style="list-style-type: none">7. In accordance with 10.34 MGO—STREET NUMBERS - Submit a PDF of all floor plans indentifying existing apartment numbers to Engineering Mapping Lori Zenchenko (Lzenchenko@cityofmadison.com) to coordinate an addressing plan for this site. 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.8. It appears that the proposed sidewalk on Attic Angel Circle is being relocated outside the existing 15ft Ped/Bike Easement. The Applicant shall release the existing easement and dedicate a new easement in a location acceptable by the City Engineer. Provide a sketch, legal description and a \$500 fee to Eric Pederson (epederson@cityofmadison.com) for the administration of this easement. |
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9. The Applicant shall supply a detailed sidewalk design, stamped by a Professional Engineer, for review and approval. The concrete sidewalk within the easement shall be a minimum of 5 ft wide and shall be ADA accessible with no encroachments within the main line walk. The sidewalk shall be classified as a Type IV public walk in which there is a public easement and the adjacent property owner is responsible for all snow and ice removal while the City is responsible for inspection and repairs of the sidewalk. The Applicant shall take out a Permit to Excavate in the Right of Way and provide a \$5,000 deposit to ensure the work is completed per plan. Upon completion and acceptance of the sidewalk the deposit shall be refunded to the Applicant.

10. 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).

11. 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.

12. Prior to approval, this project shall comply with MGO Chapter 37 regarding stormwater management. Specifically, this development is required to:

- a) Control 80% TSS (5 micron particle) off of new paved surfaces
- b) Provide infiltration in accordance with MGO Chapter 37
- c) Provide oil & grease control from the first 1/2" of runoff from parking areas.
- d) 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 MGO Chapter 37.

Stormwater management plans shall be submitted and approved by City Engineering prior to signoff.

13. 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 addressing@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))

14. The applicant shall submit, prior to plan sign-off, digital PDF files to the Engineering Division (Jeff Benedict or Tim Troetser). 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).
15. 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)).
16. 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).

Water Utility (Contact Dennis Cawley, 261-9243)

17. This property is in a Wellhead Protection District. The applicant shall determine if any hazardous chemicals, as defined by the Environmental Protection Agency, are stored or used on site. If such chemicals are identified the applicant shall provide a report on the magnitude and/or frequency of these chemicals, as well as a plan for the storage or containment of these chemicals.

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

Fire Department (Contact Bill Sullivan, 266-4420)

19. The new building shall comply with all building and fire code requirements and it shall not create a code violation for the existing building. Designer shall address separation and fire rating requirements of IBC Chapter 6.

Parks Divison (Contact Kay Rutledge, 266-4714)

20. This development is within the Elver park impact fee district (SI31). The developer shall pay \$43,356.60 in park development fees for 20 additional one bedroom apartments associated with the amended PUD-GDP-SIP. These fees may be adjusted based on any remaining credit for the previous parkland dedication of Outlot 4 (Junction Ridge Park).

21. The calculation of the park impact fees for the new development can be further reduced if this development will be restricted to persons fifty-five (55) years of age or older. In accordance with MGO 16.23(8)(f)4, "... where a multi-family development in whole or part will be limited to occupancy by persons fifty-five (55) years of age or older by appropriate recorded restriction for a period of not less than thirty (30) years, ...", a restriction that remains in effect for 30 years limiting these units to persons 55 years of age or older must be recorded. Please contact Kay Rutledge for appropriate deed language.
22. The developer must select a method for payment of park fees before signoff on the rezoning.

Traffic Engineering Division (Contact Bryan Walker, 267-8754)

This agency submitted a report with no conditions of approval for this request.

Metro Transit (Contact Tim Sobota, 261-4289)

This agency did not submit comments for this request.