

Potential Zoning Code Changes to Support Additional Housing

JULY 30 PLAN COMMISSION WORK SESSION

CITY OF MADISON Comprehensive Plan



Imagine Madison
People Powered Planning

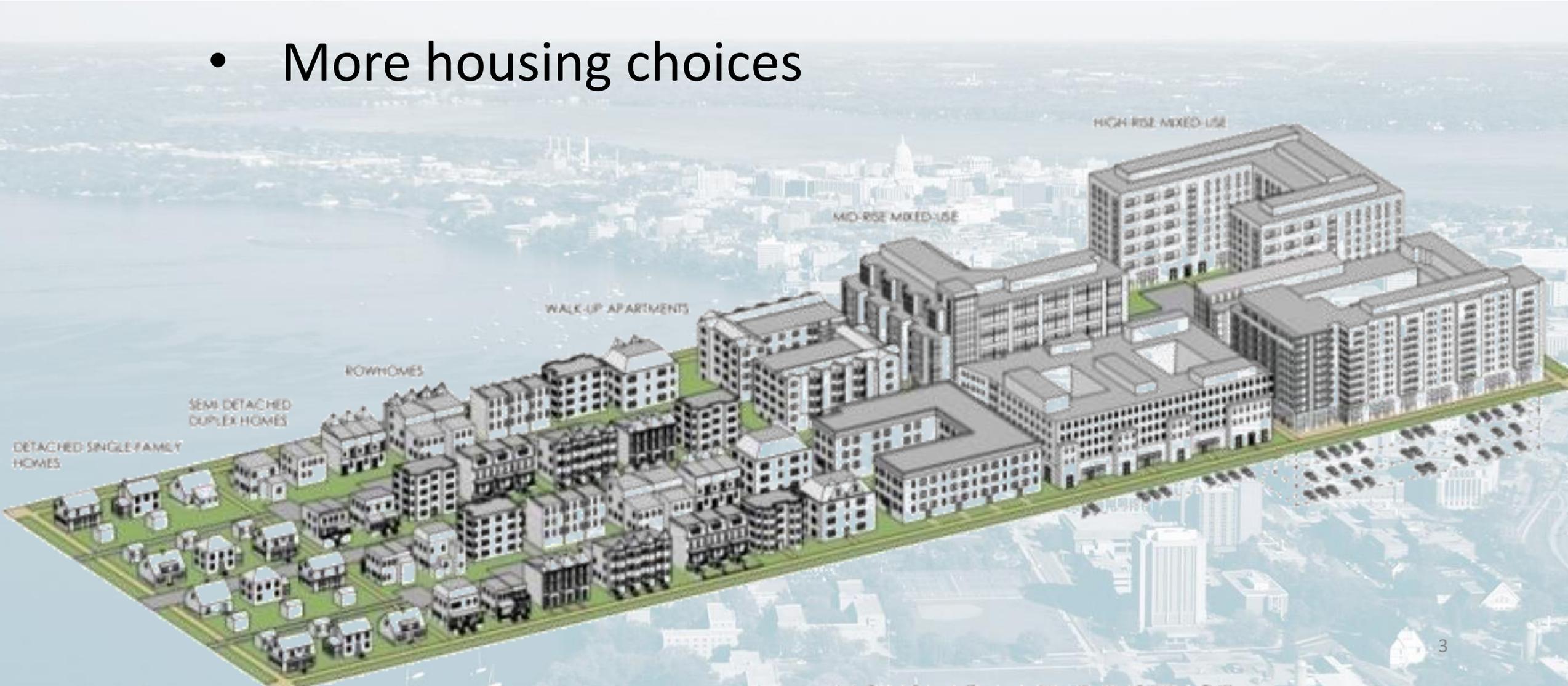


<https://plan.imaginemadisonwi.com/>

WHAT WE HEARD

-NEIGHBORHOODS & HOUSING-

- More housing choices



COMPREHENSIVE PLAN RECOMMENDATIONS

-NEIGHBORHOODS & HOUSING-



GOAL: Madison will have a full range of quality and affordable housing opportunities throughout the city.

COMPREHENSIVE PLAN RECOMMENDATIONS

-NEIGHBORHOODS & HOUSING-



GOAL: Madison will have a full range of quality and affordable housing opportunities throughout the city.



Strategy 2: Support development of a wider mix of housing types, sizes, and costs throughout the city.



Actions relate to: “Missing Middle” housing, life-cycle housing, variety of ownership and occupancy structures

COMPREHENSIVE PLAN RECOMMENDATIONS

-NEIGHBORHOODS & HOUSING-



GOAL: Madison will have a full range of quality and affordable housing opportunities throughout the city.



Strategy 3: Increase the amount of available housing.



Action B: Explore adjustments to the # dwelling units, building size, and height thresholds between permitted & conditional uses to increase the allowable density for residential buildings in mixed-use & select residential zoning districts

Other Housing-Related Reports

- Staff Response to 2016 White House Housing Development Toolkit (Oct 2017)

<https://madison.legistar.com/View.ashx?M=F&ID=5392910&GUID=D4DA1DE2-2C46-4D5A-A073-040FB7325B18>

- Analysis of Impediments to Fair Housing (Oct 2019)

<https://www.cityofmadison.com/cdbg/documents/FullReport-ImpedimentstoFairHousingChoiceFINAL.pdf>

- Equitable Development in Madison (Nov 2019)

<https://www.cityofmadison.com/dpced/planning/documents/Equitable%20Development%20Report%20111919.pdf>

Policy Issues for Discussion

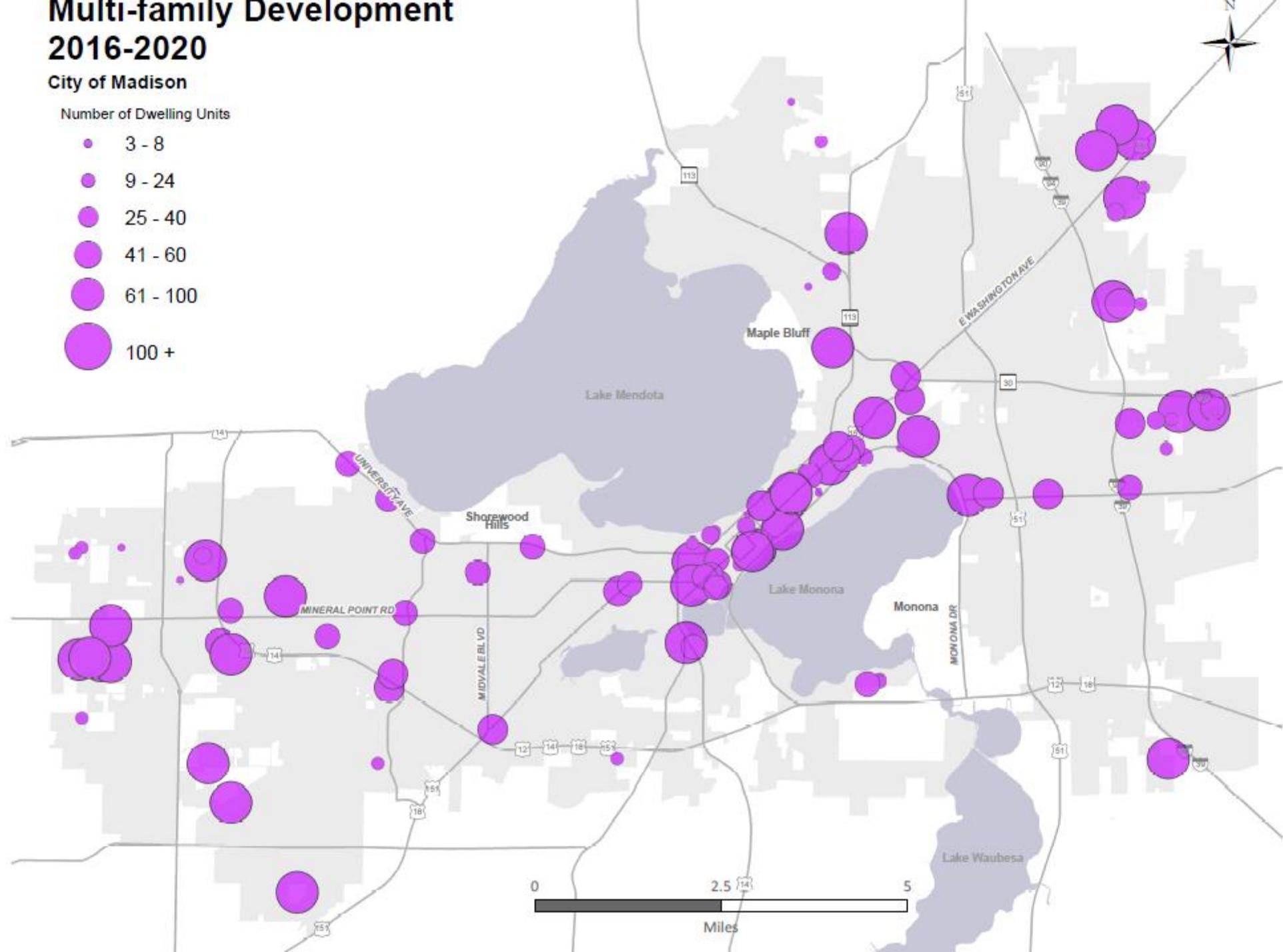
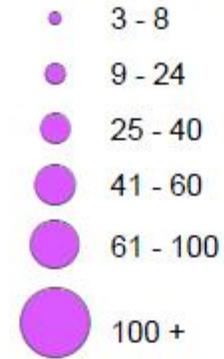
1. Promote multi-family residential development through zoning changes
2. Accessory Dwelling Units
3. Potential New Zoning Districts
4. City-Funded Affordable Housing
5. Demolition Ordinance

Summary of Recent Multi-family Residential Approvals

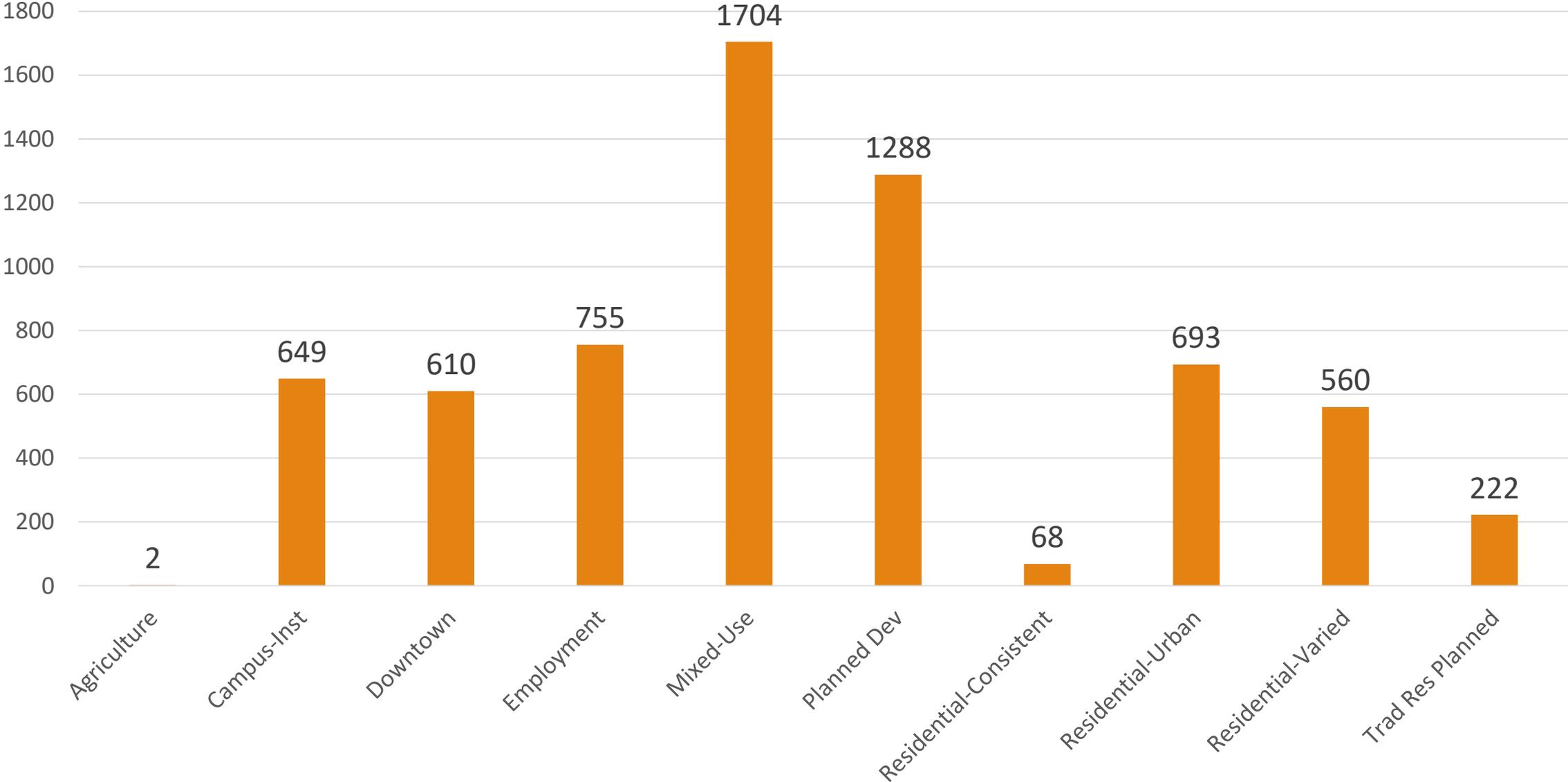
Multi-family Development 2016-2020

City of Madison

Number of Dwelling Units



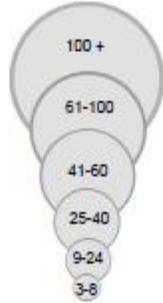
Approved Multi-Family Residential Since 2016 by Zoning Category



Multi-family Development NMX TSS CC-T CC Zoning Districts 2016-2020

City of Madison

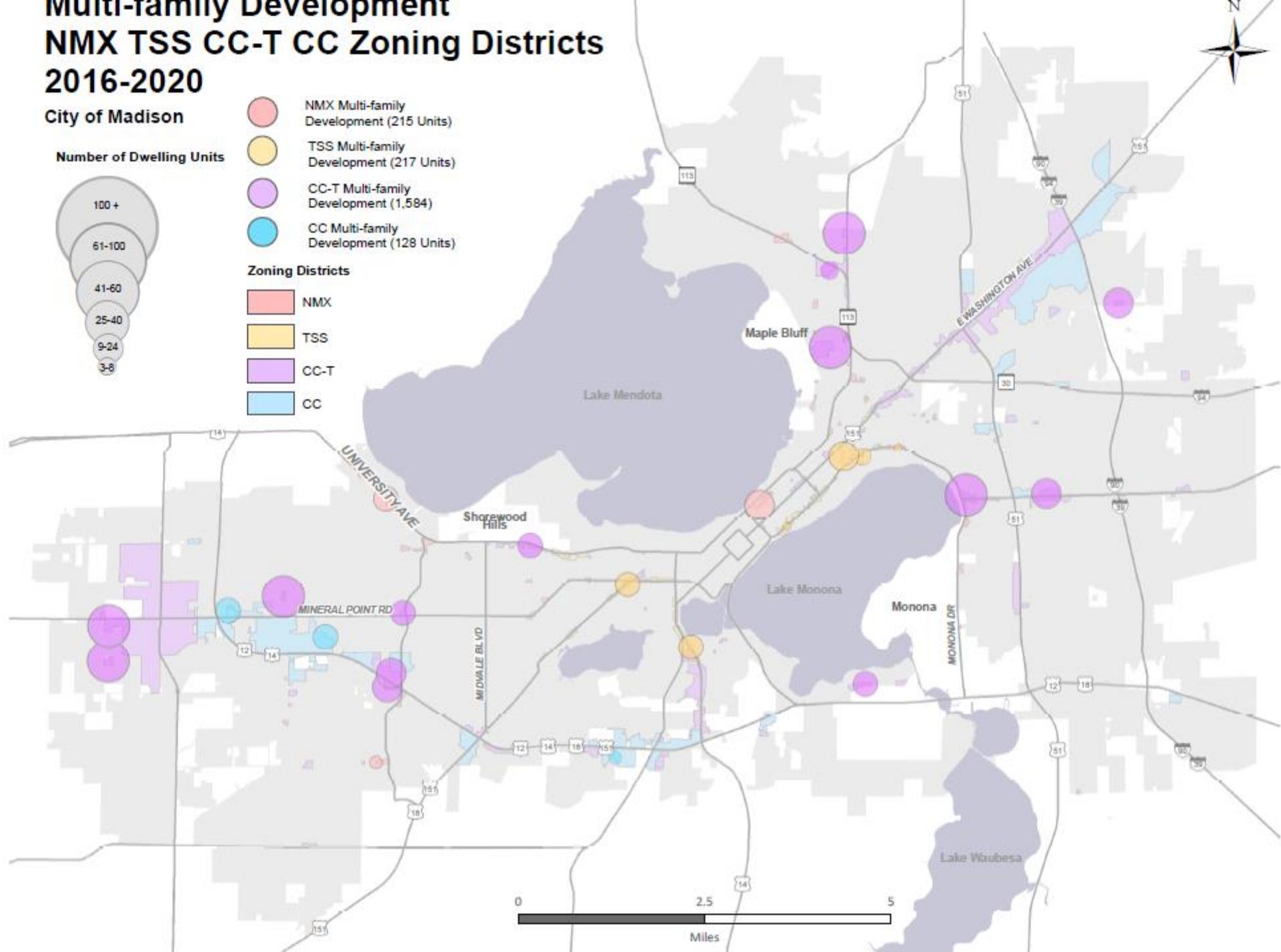
Number of Dwelling Units



- NMX Multi-family Development (215 Units)
- TSS Multi-family Development (217 Units)
- CC-T Multi-family Development (1,584 Units)
- CC Multi-family Development (128 Units)

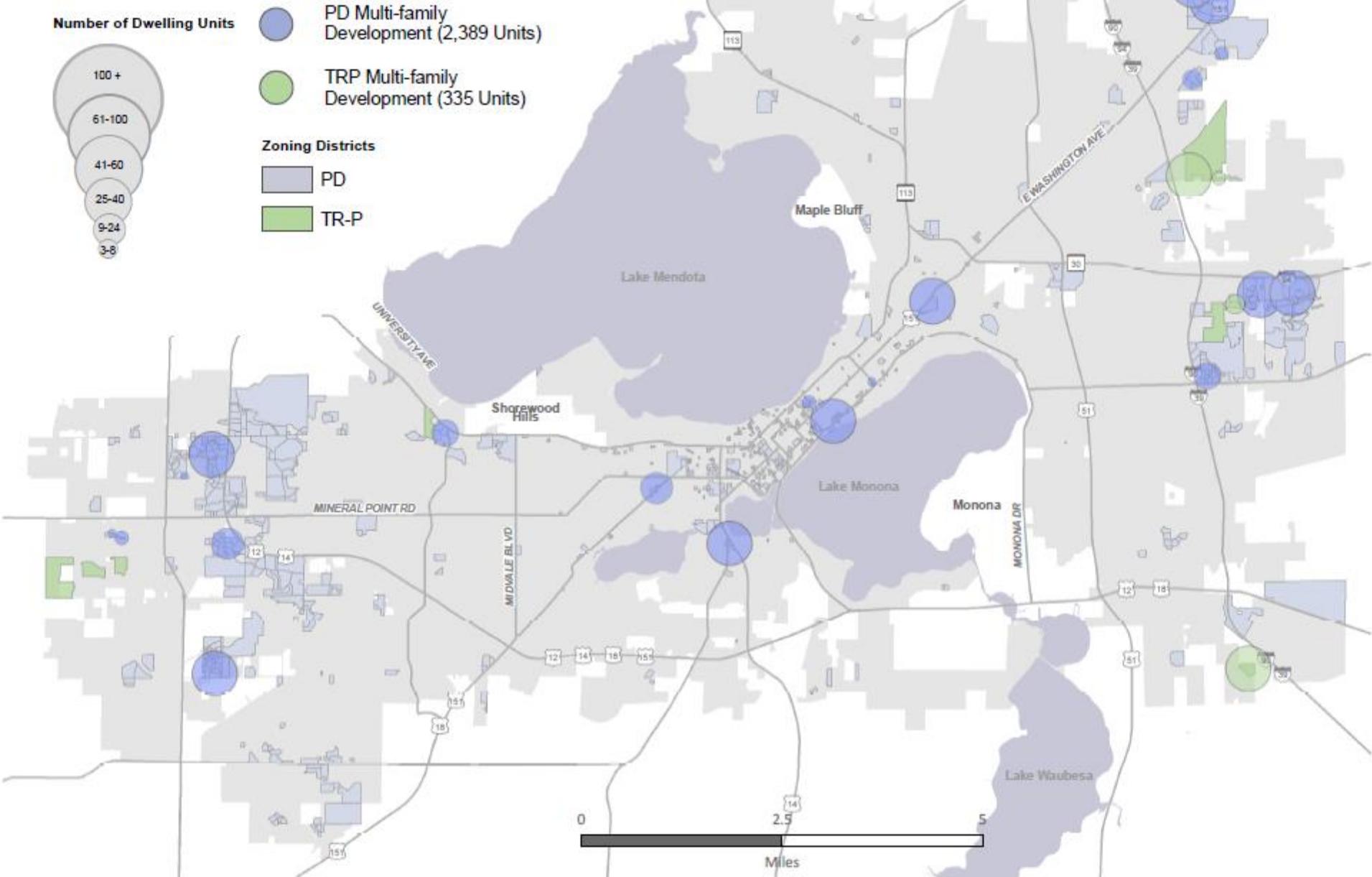
Zoning Districts

- NMX
- TSS
- CC-T
- CC



Multi-family Development PD and TR-P Zoning Districts 2016-2020

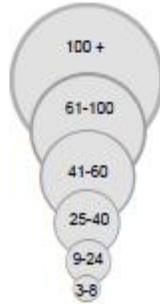
City of Madison



Multi-family Development TE SE & SEC Zoning Districts 2016-2020

City of Madison

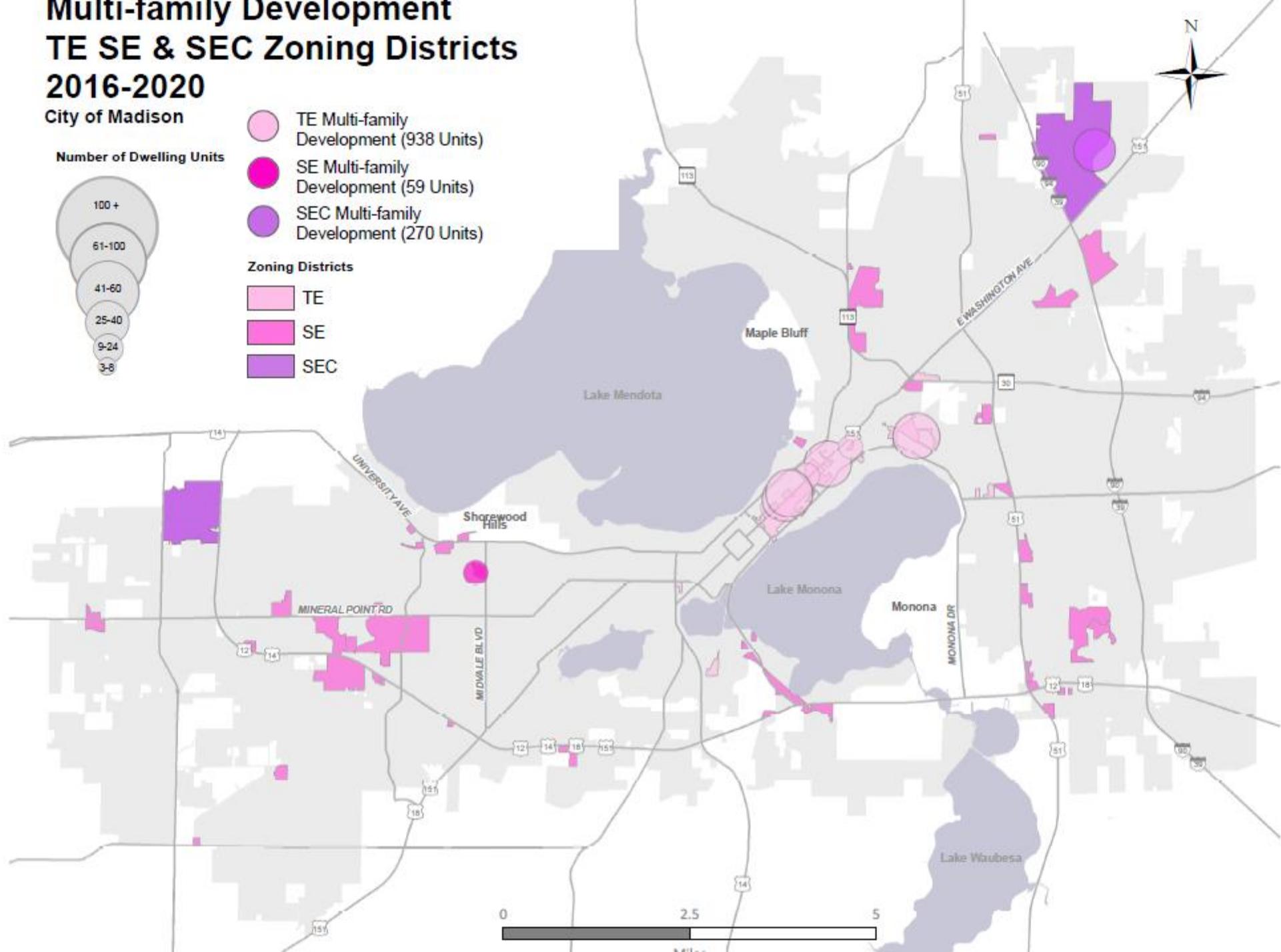
Number of Dwelling Units



- TE Multi-family Development (938 Units)
- SE Multi-family Development (59 Units)
- SEC Multi-family Development (270 Units)

Zoning Districts

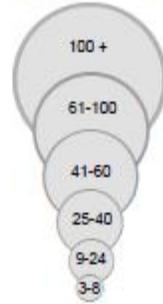
- TE
- SE
- SEC



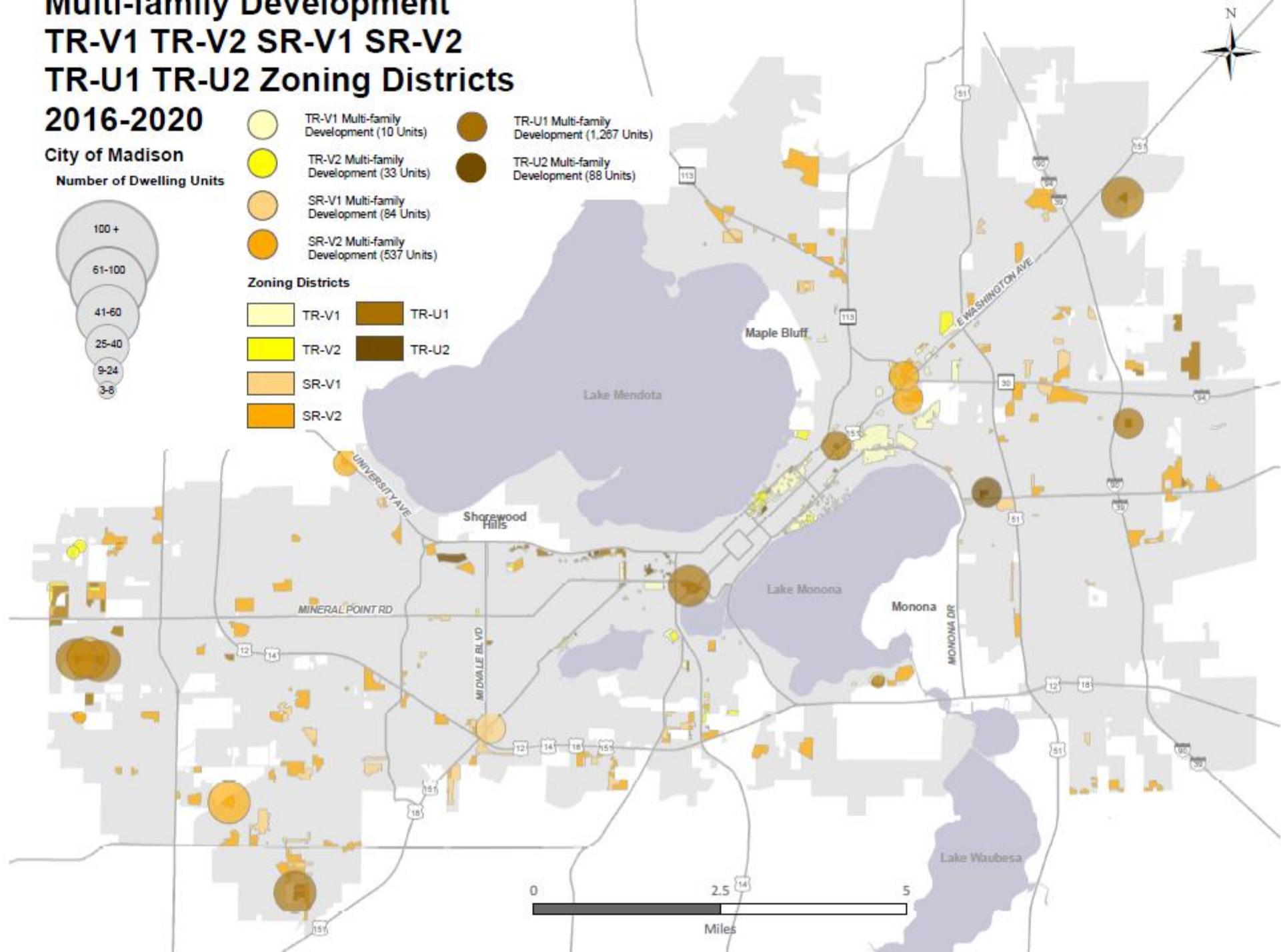
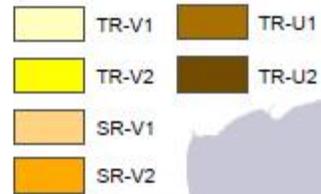
Multi-family Development TR-V1 TR-V2 SR-V1 SR-V2 TR-U1 TR-U2 Zoning Districts 2016-2020

City of Madison

Number of Dwelling Units



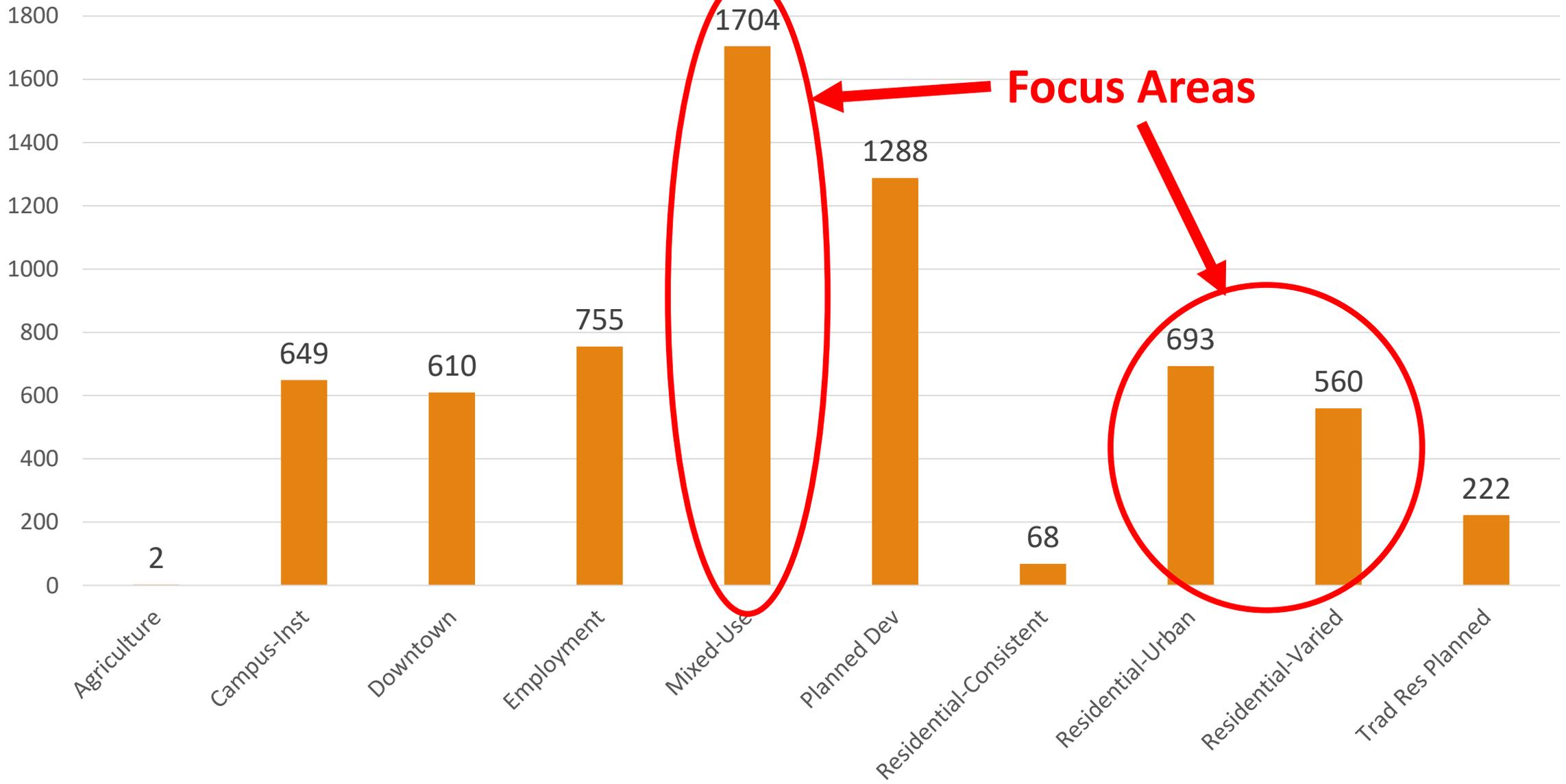
Zoning Districts



Policy Issue #1: Promote multi-family residential development through zoning changes

- Recalibrate conditional use thresholds to allow for more housing development by right.
- Reduce lot area and usable open space requirements to allow for greater densities as recommended in adopted plans

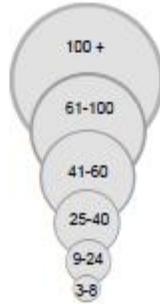
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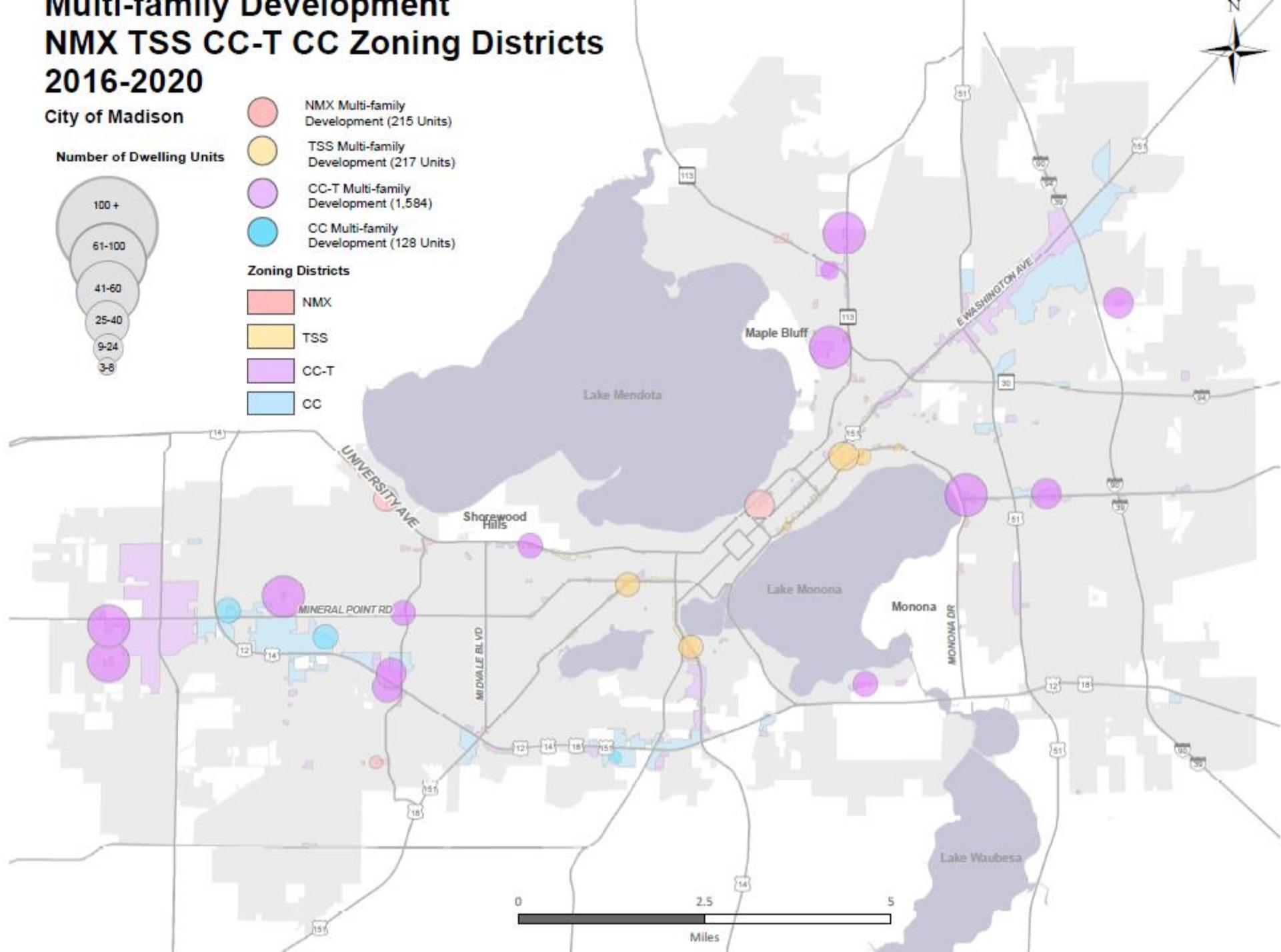
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Zoning Districts

- NMX
- TSS
- CC-T
- CC



Conditional Use Thresholds – Mixed Use/Commercial Districts

District	Thresholds - #Units		Thresholds - Bldg Size		Thresholds – Commercial Space		CU Thresholds - Height	
	Current	Suggested	Current	Suggested	Current	Suggested	Current	Suggested*
NMX	>8	>24	5,000 sf/ 10,000 sf	Eliminate for all	75% ground floor area	Eliminate floor area threshold	3 stories/ 40 ft	Same # stories for all
TSS	>24	>48	10,000 sf/ 25,000 sf				3 stories/ 40 ft	
CC-T	>24	>60	25,000 sf/ 40,000 sf				5 stories/ 68 ft	

* Consider increasing # stories in future Transit Oriented Development Overlay areas?

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TSS	>24	>48	10,000 sf/ 25,000 sf				Reduce street frontage:		50% for NMX & TSS, 25% for CC-T	3 stories/ 40 ft
CC-T	>24	>60	25,000 sf/ 40,000 sf				75-100% of street frontage (varies based on width)			5 stories/ 68 ft

* Consider increasing # stories in future Transit Oriented Development Overlay areas?

District Requirements – Mixed Use/Commercial Districts

District	Lot Area Required (per unit)*		Density Max		Usable Open Space (per unit)	
	Current	Suggested	Current	Suggested	Current	Suggested
NMX	1000	500	44	87	160/320	40
TSS	500	350	87	124	40	40
CC-T	750	500	58	87	160/320	40

*For residential-only buildings. Mixed use buildings have no lot area requirements

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CC-T	750	500	58	87	160/320	40

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District Requirements – Mixed Use/Commercial Districts

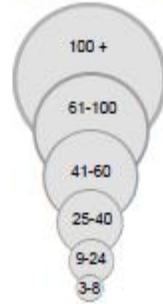
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CC-T	750	500	58	87	160/320	40

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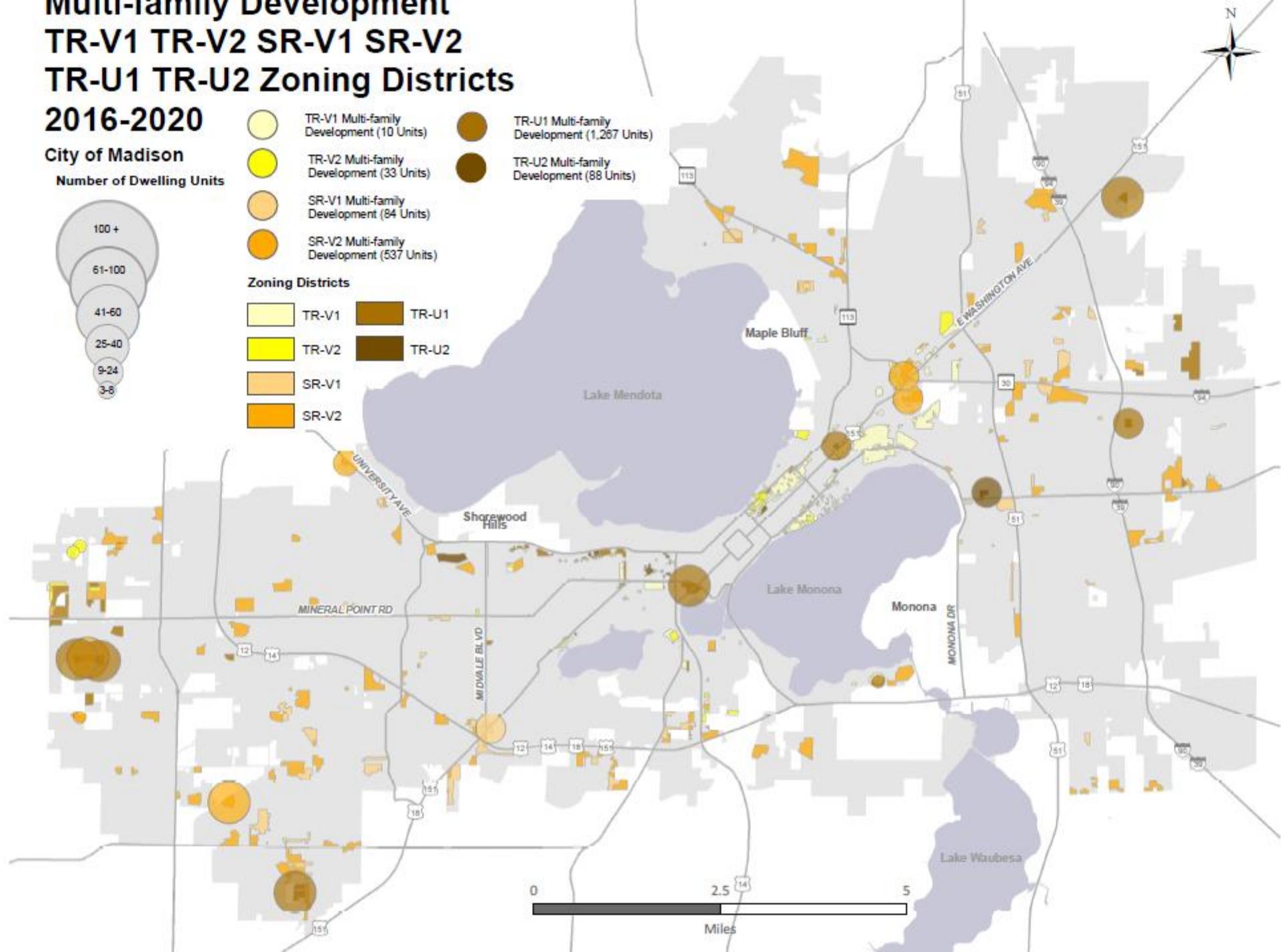
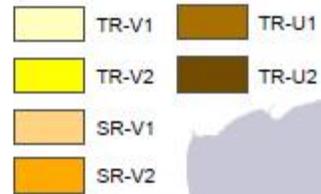
Multi-family Development TR-V1 TR-V2 SR-V1 SR-V2 TR-U1 TR-U2 Zoning Districts 2016-2020

City of Madison

Number of Dwelling Units



Zoning Districts



Conditional Use Thresholds – Multifamily Residential Districts

District	CU Thresholds - #Units		CU Thresholds - Height	
	Current	Suggested	Current	Suggested
TR-V1	N/A	N/A	N/A	N/A
TR-V2	>8	>12	N/A	N/A
SR-V1	>8	>8	N/A	N/A
SR-V2	>8	>24	N/A	N/A
TR-U1	>8	>24	3	4
TR-U2	>8	>60	3	4

Conditional Use Thresholds – Multifamily Residential Districts

District	CU Thresholds - #Units		CU Thresholds - Height	
	Current	Suggested	Current	Suggested
TR-V1	N/A	N/A	N/A	N/A
TR-V2	>8	>12	N/A	N/A
SR-V1	>8	>8	N/A	N/A
SR-V2	>8	>24	N/A	N/A
TR-U1	>8	>24	3	4
TR-U2	>8	>60	3	4

Conditional Use Thresholds – Multifamily Residential Districts

District	CU Thresholds - #Units		CU Thresholds - Height	
	Current	Suggested	Current	Suggested
TR-V1	N/A	N/A	N/A	N/A
TR-V2	>8	>12	N/A	N/A
SR-V1	>8	>8	N/A	N/A
SR-V2	>8	>24	N/A	N/A
TR-U1	>8	>24	3	4
TR-U2	>8	>60	3	4

District Characteristics – Multifamily Residential Districts

District	Max # Units		Lot Area Requirement		Density Max		Usable Open Space	
	Current	Suggested	Current	Suggested	Current	Suggested	Current	Suggested
TR-V1	4	6	2000	1500	22	29	500	160/320
TR-V2	N/A	N/A	2000	1500	22	29	500	160/320
SR-V1	N/A	N/A	2000	1500	22	29	500	160/320
SR-V2	N/A	N/A	2000	1500	22	29	500	160/320
TR-U1	N/A	N/A	1000	750	44	58	320	160
TR-U2	N/A	N/A	500	350	87	124	140	40

District Characteristics

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	Current	Suggested	Current	Suggested	Current	Suggested	Current	Suggested
TR-V1	4	6	2000	1500	22	29	500	160/320
TR-V2	N/A	N/A	2000	1500	22	29	500	160/320
SR-V1	N/A	N/A	2000	1500	22	29	500	160/320
SR-V2	N/A	N/A	2000	1500	22	29	500	160/320
TR-U1	N/A	N/A	1000	750	44	58	320	160
TR-U2	N/A	N/A	500	350	87	124	140	40

District Characteristics

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	Current	Suggested	Current	Suggested	Current	Suggested	Current	Suggested
TR-V1	4	6	2000	1500	22	29	500	160/320
TR-V2	N/A	N/A	2000	1500	22	29	500	160/320
SR-V1	N/A	N/A	2000	1500	22	29	500	160/320
SR-V2	N/A	N/A	2000	1500	22	29	500	160/320
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TR-U2	N/A	N/A	500	350	87	124	140	40

District Characteristics

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TR-V2	N/A	N/A	2000	1500	22	29	500	160/320
SR-V1	N/A	N/A	2000	1500	22	29	500	160/320
SR-V2	N/A	N/A	2000	1500	22	29	500	160/320
TR-U1	N/A	N/A	1000	750	44	58	320	160
TR-U2	N/A	N/A	500	350	87	124	140	40

Lot Area & Open Space Requirements in Other Cities

Minneapolis, MN – Floor Area Ratio (FAR) serves as a proxy for lot area requirements, cannot find open space requirement

St. Paul, MN – in most developments larger than 2-family or townhouses, lot area requirements are replaced with FAR (2-fam/townhouse is 2000 SF/du); 4 multifamily residential districts have a multifamily lot area requirement (2000, 1700, 1500, 800 SF/du); cannot find open space requirement

Milwaukee, WI – multifamily districts have lot area requirements 150-2400 SF/du; commercial districts have lot area requirements 300-1200 SF/du; cannot find open space requirement

Lot Area & Open Space Requirements in other Cities

Portland, OR – multifamily districts generally have no maximum residential density, but FAR between 1-4; many districts do have minimum densities of 1 du/500-2500SF (higher with tree preservation); commercial district similar - mostly FAR requirements with no maximum density; cannot find open space requirement

Denver, CO – requirements for minimum lot size or max building height by building type; no minimum lot area per dwelling unit; open space covered in lot coverage requirements

Housing Capacity Analysis: Residential-Varied Districts

The TR-V1, TR-V2, SR-V1, and SR-V2 districts all currently share a minimum lot area requirement of 2000 sf/unit, which equates to a density limitation of 21 dwelling units per acre.

A majority of these are in areas recommended for Low-Medium (up to 30 units/acre) or Medium Residential (up to 90 units/acre).

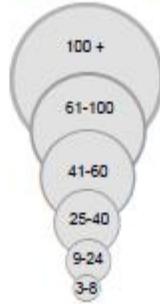
Staff supports reducing the lot area requirement in these districts from 2000 to 1500 sf/unit or lower, in order to support greater (re)development densities.

The following maps reflect the geographic coverage of these districts, an analysis of the theoretical capacity for new units, and identification of properties that would be “overbuilt”, or “nonconforming”, under different lot area requirement scenarios

Multi-family Development TR-V1 TR-V2 SR-V1 SR-V2 Zoning Districts 2016-2020

City of Madison

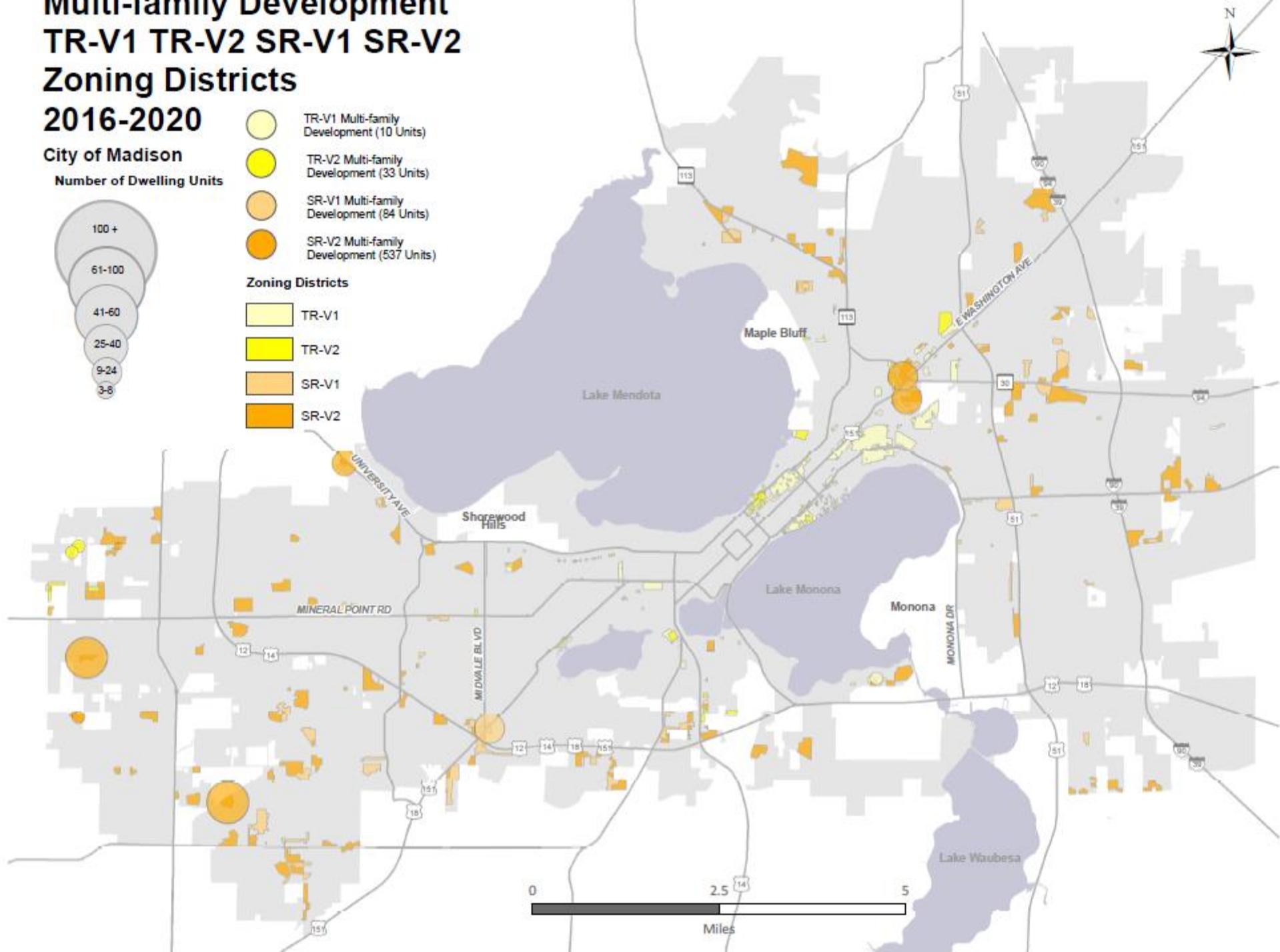
Number of Dwelling Units



- TR-V1 Multi-family Development (10 Units)
- TR-V2 Multi-family Development (33 Units)
- SR-V1 Multi-family Development (84 Units)
- SR-V2 Multi-family Development (537 Units)

Zoning Districts

- TR-V1
- TR-V2
- SR-V1
- SR-V2

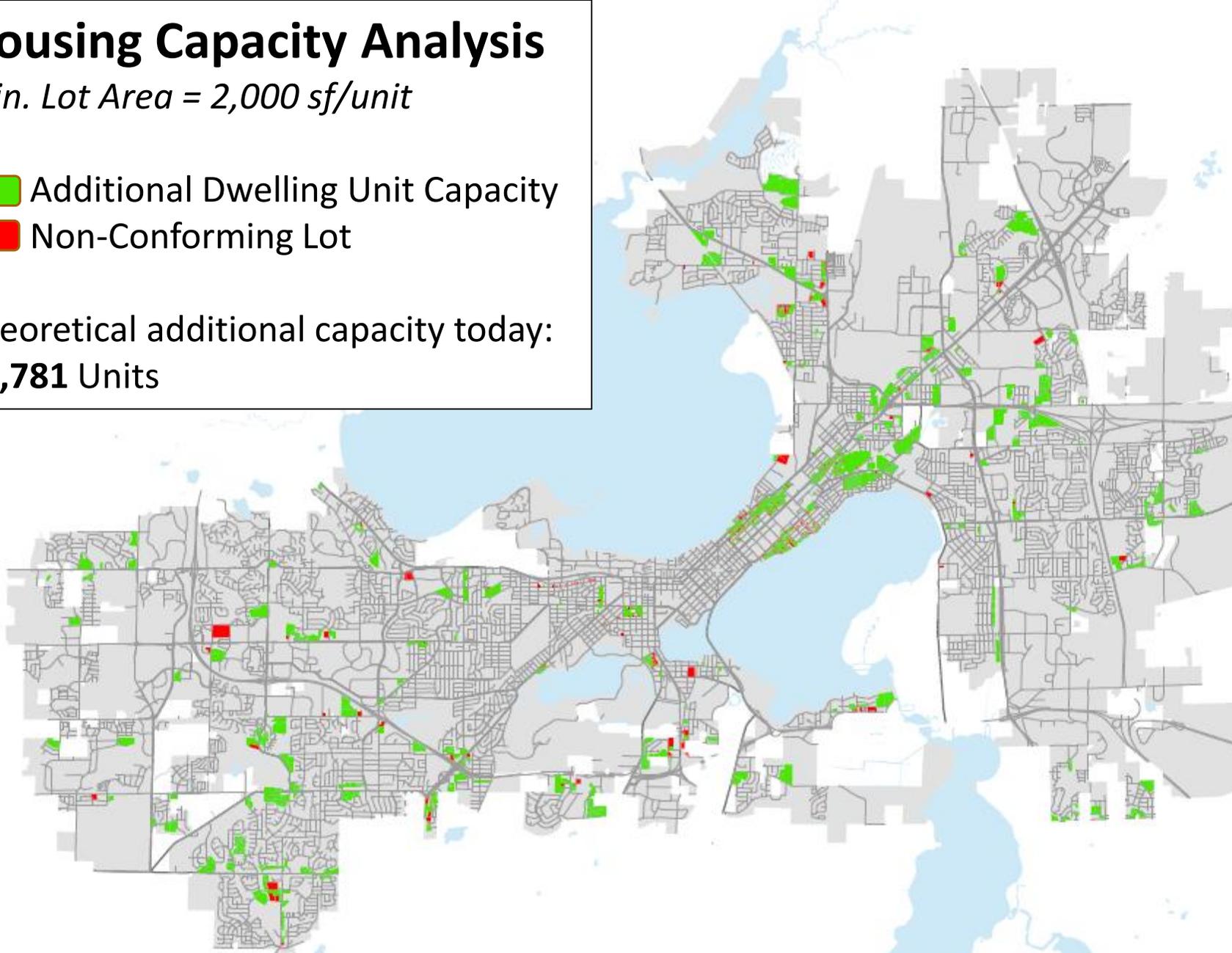


Housing Capacity Analysis

Min. Lot Area = 2,000 sf/unit

- Additional Dwelling Unit Capacity
- Non-Conforming Lot

Theoretical additional capacity today:
15,781 Units



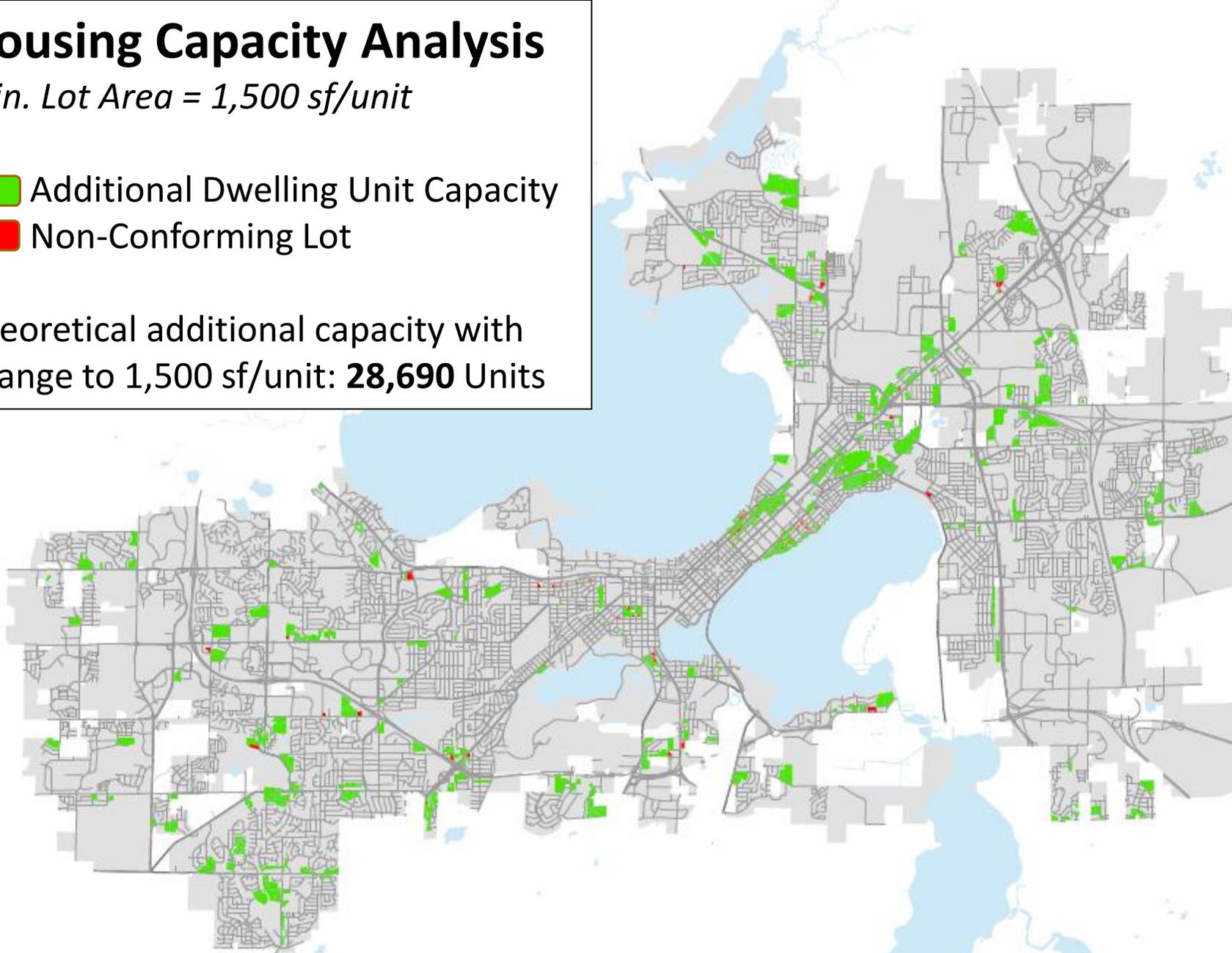
“Residential-Varied” Districts – Potential changes to lot area requirements

Housing Capacity Analysis

Min. Lot Area = 1,500 sf/unit

- Additional Dwelling Unit Capacity
- Non-Conforming Lot

Theoretical additional capacity with change to 1,500 sf/unit: **28,690 Units**



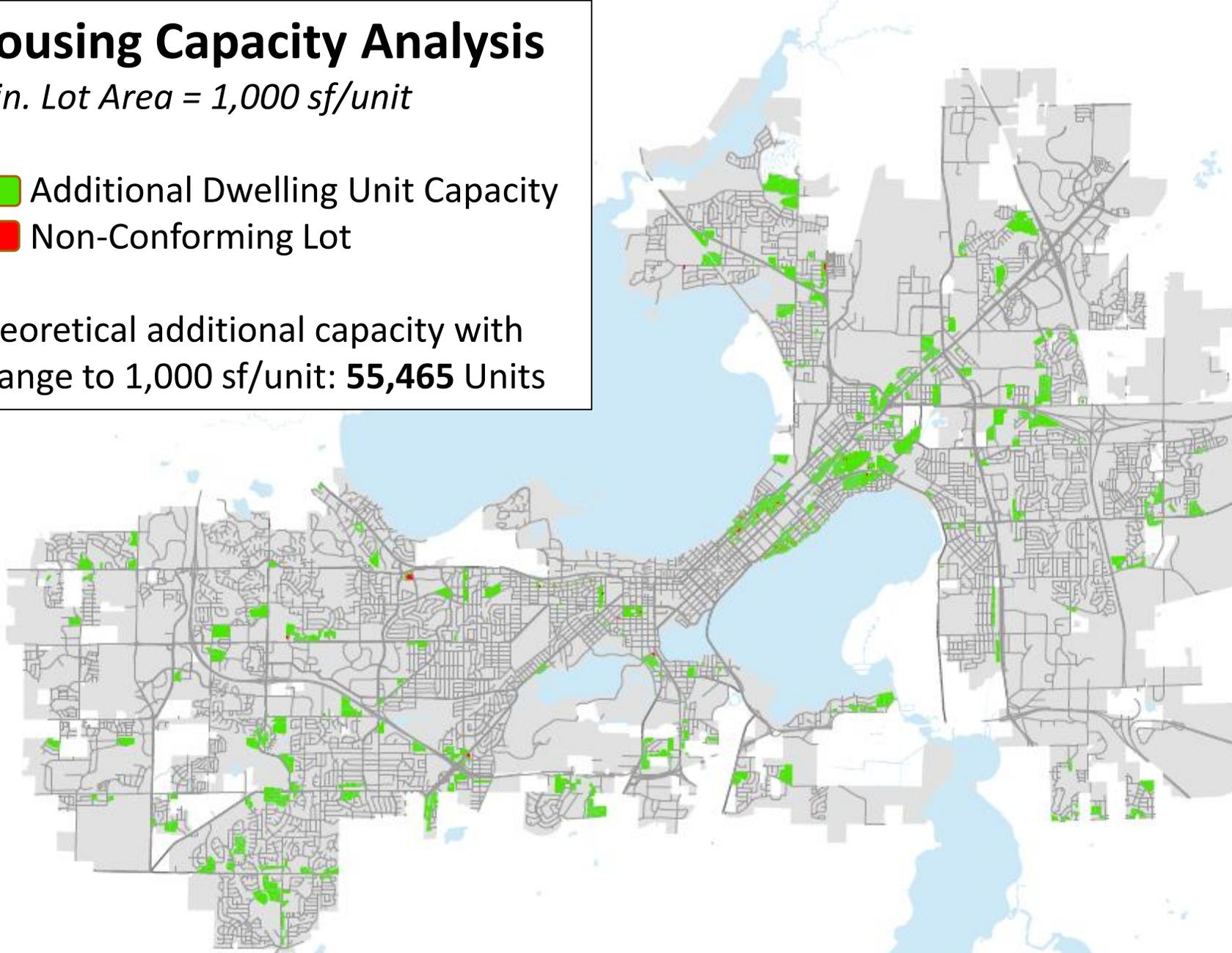
“Residential-Varied” Districts – Changes to lot area requirements

Housing Capacity Analysis

Min. Lot Area = 1,000 sf/unit

-  Additional Dwelling Unit Capacity
-  Non-Conforming Lot

Theoretical additional capacity with change to 1,000 sf/unit: **55,465 Units**



“Residential-Varied” Districts – Changes to lot area requirements

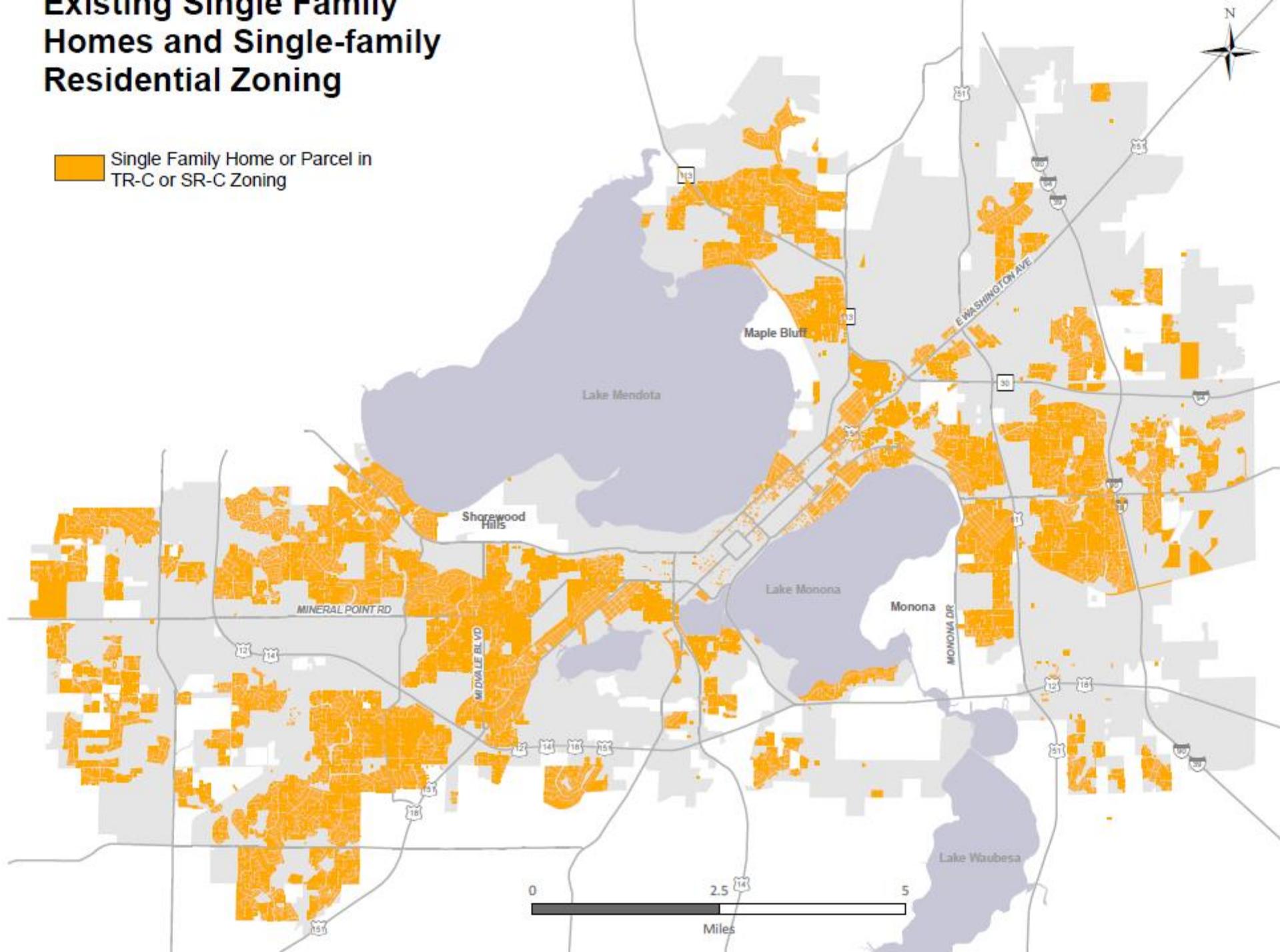
Questions & Discussion

Policy Issue #2: Accessory Dwelling Units

- Consider allowing attached/interior ADUs by right
- Consider allow detached ADUs by right, or allow by right under certain circumstances

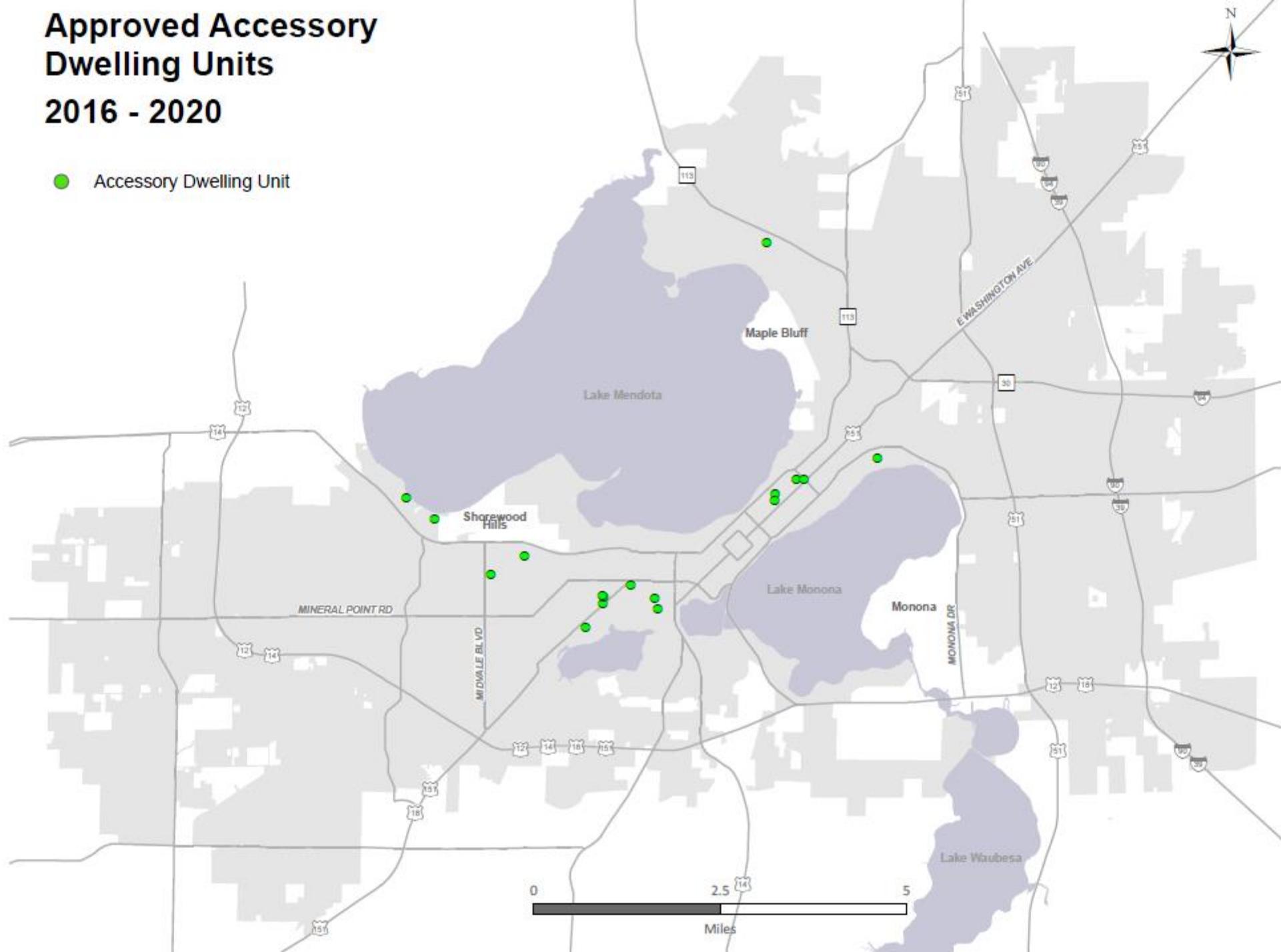
Existing Single Family Homes and Single-family Residential Zoning

Single Family Home or Parcel in TR-C or SR-C Zoning



Approved Accessory Dwelling Units 2016 - 2020

● Accessory Dwelling Unit



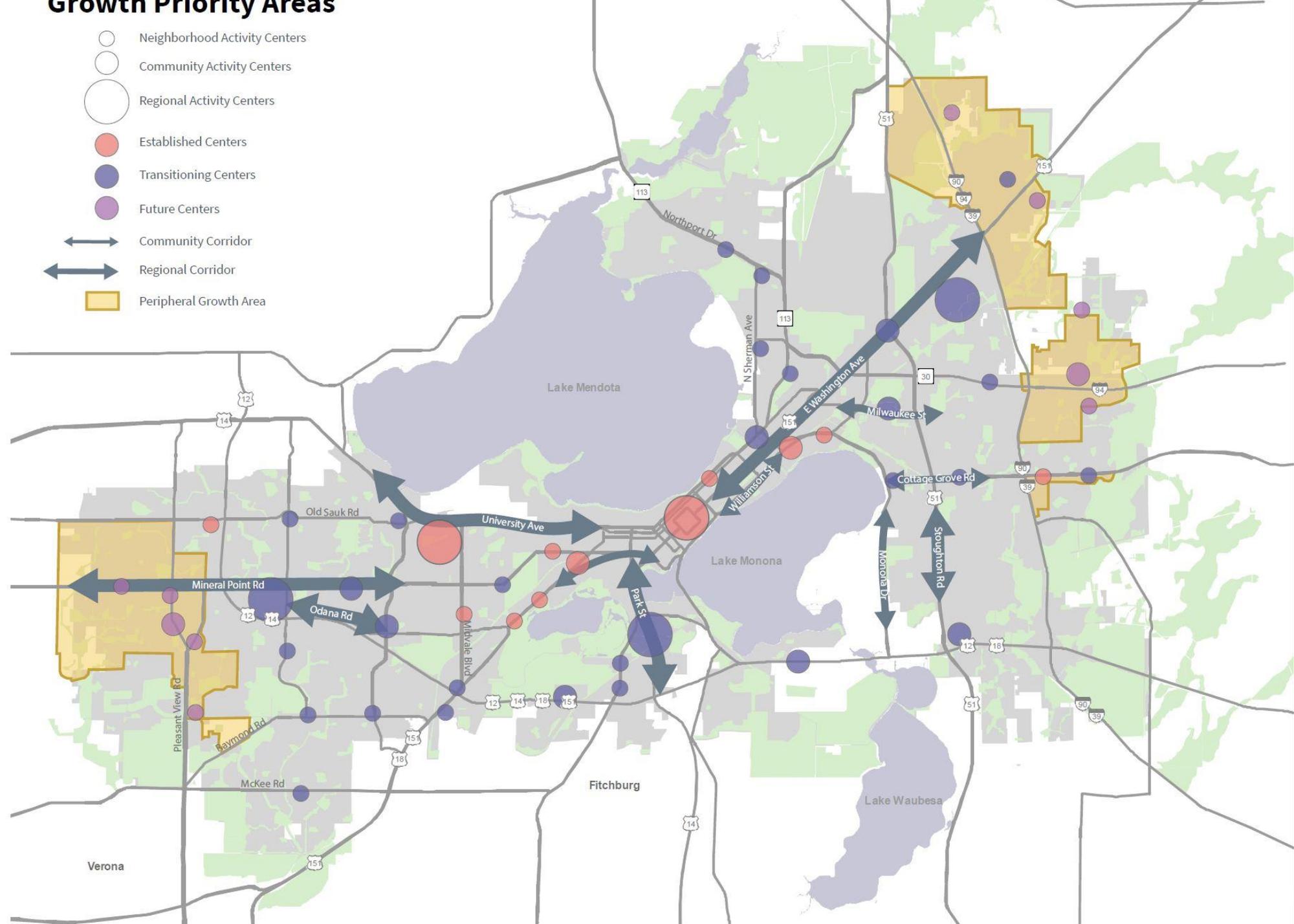
Questions & Discussion

Policy Issue #3: Potential New Zoning Districts

- “Regional Mixed Use” – more intensive mixed-use district
- “Traditional Residential-Urban 3” – more intensive multi-family residential district

Growth Priority Areas

- Neighborhood Activity Centers
- Community Activity Centers
- Regional Activity Centers
- Established Centers
- Transitioning Centers
- Future Centers
- ↔ Community Corridor
- ↔ Regional Corridor
- Peripheral Growth Area





Burnie's Rock Shop

The Robin Room

Mister Car Wash

Breese Stevens Field

Reynolds Field Park

Galaxie High Rise Apartments

Bos Meadery

Old Sugar Distillery

N Livingston St & E Washington Ave

Cargo Coffee



an Glen
rtments

Anytime Fitness

Locker Room
Sports Bar & Grill

Kavanaugh's |
Esquire Club

Stephan & Brady

East Mad
Little Lea

Myrtle St

Coolidge

Bakery

50



Red Lobster

Marshalls

East Town Plaza

Olive Garden Italian

DICK'S Sporting Goods

Wells Fargo Bank

Noodles and Company

Culver's

Barnes & Noble

East Towne Mall

The UPS Store

Planet Fitness

Animart Pet Store

Questions & Discussion

Policy Issue #4: City-Funded Affordable Housing

- Consider revising and streamlining process for City-funded affordable housing



The Grove, 208 Cottage Grove Rd



1 NORTH ELEVATION - COLOR
A-24 1/8" = 1'-0"

ISSUED
Issued for Land Use - May 20, 2020

1825-1837
Aberg Ave



2 EAST ELEVATION - COLOR
A-24 1/8" = 1'-0"

PROJECT TITLE
ABERG
AVENUE
HOUSING
DEVELOPMENT

1825 & 1837
ABERG AVE
MADISON, WI

SHEET TITLE
EXTERIOR



Fair Oaks, 134 S Fair Oaks Ave

Questions & Discussion

Policy Issue #5: Demolition Ordinance

- Consider changes to the review process for the demolition of buildings when permitted uses are proposed

Questions & Discussion

Data For Further Reference: Summary of Recent Multi-family Residential Approvals

2016-2020Q1 Approvals – Mixed-Use/Commercial, Employment, and PD Districts

District	Approvals	Total Dwelling Units	Average Dwelling Units	Average DU/Acre
CC	2	71	36	28
CC-T	11	1366	124	45
NMX	4	129	32	39
PD	16	1288	81	33
SE	1	59	59	80
SEC	1	270	270	36
TE	4	424	106	56
TSS	3	138	46	77

2016-2020Q1 Approvals – Non-residential Districts by Category

District Type	Approvals	Total Dwelling Units	Average Dwelling Units	Average DU/Acre	Average Commercial Dev SF
Employment	7	755	108	49	4848
Mixed-Use	20	1704	85	47	2931
Planned Dev	16	1288	81	33	3885

2016-2020Q1 Approvals – Multi-family Residential Districts

District	Approvals	Total Dwelling Units	Average Dwelling Units	Average DU/Acre
SR-V1	1	7	7	23
SR-V2	7	516	74	20
TR-U1	5	605	121	23
TR-U2	1	88	88	48
TR-V1	2	4	2	20
TR-V2	3	33	11	13

2016-2020Q1 Approvals – Multi-family Residential District by Category

District Type	Approvals	Total Dwelling Units	Average Dwelling Units	Average DU/Acre
Residential-Urban	6	693	116	27
Residential-Varied	13	560	43	19