

PLANNING UNIT REPORT
DEPARTMENT OF PLANNING AND DEVELOPMENT
July 12, 2005

Zoning Map Amendment, I.D. 01317 to Rezone Property Located at 9602 Mineral Point Road From Temporary Agriculture District to PUD(GDP) Planned Unit Development-General Development Plan District and a Preliminary Plat of this Land Known as “Blackhawk Church Town Center”:

1. Requested Action: Approval of a preliminary plat known as “Blackhawk Church Town Center Plat” and approval of a zoning map amendment from Temporary Agriculture District to PUD-GDP Planned Unit Development-General Development Plan District for a mixed-use church/office/retail development.
2. Applicable Regulations: Any subdivision within the City of Madison must comply with Section 16.23 Land Subdivision Regulations Madison General Ordinances, as well as the Wisconsin Statutes. Section 28.12 of the ordinance provides the guidelines and process for zoning map amendments. Section 28.07 provides the requirements for review and approval of Planned Unit Developments.
3. Report Drafted By: Bill Roberts, Planner IV.

GENERAL INFORMATION:

1. Applicant: Blackhawk Evangelical Church, Nancy Smith, 110 North Whitney Way, Madison, WI 53705; D’Onofrio Kottke & Associates, Kevin Pape, 7530 Westward Way, Madison, WI 53717 (surveyor); Vandewalle & Associates, Brian Munson, 120 East Lakeside Street, Madison, WI 53715.
2. Status of Applicants: Owner and owner’s agent/surveyor.
3. Development Schedule: Development on this property is expected to commence in 2005-2006 with complete build-out taking several years.
4. Parcel Location: North side of Mineral Point Road at South Point Road between Pioneer Road and Pleasant View Road, Middleton-Cross Plains School District, 9th Aldermanic District.
5. Total Parcel Size: 40 acres +/-.
6. Existing Zoning: Temporary Agriculture District.
7. Existing Land Use: Agricultural lands, farmhouse and related farm buildings.

8. Surrounding Land Use and Zoning (See map): This site is surrounded predominantly by undeveloped agricultural lands in the greater “Elderberry Neighborhood”. The recently approved “Silicon Prairie Business Park” is located directly to the south of Mineral Point Road zoned SM Specific Manufacturing District.
9. Adopted Land Use Plan: The adopted Elderberry Neighborhood Development Plan March 2002 designates this site split between office, employment and neighborhood commercial.
10. Environmental Corridor Status: There are no environmental corridors on this property.

PUBLIC UTILITIES AND SERVICES:

The full range of urban services can be provided to this property as development occurs. A request to include these lands in the Central Urban Service Area has been reviewed favorably by the Dane County Community Planning and Analysis Division and forwarded to the Wisconsin Department of Natural Resources for approval.

STANDARDS FOR REVIEW:

The standards for review of Planned Unit Development Districts is attached. The demolition permit standards apply to the removal of the farmhouse buildings on the property.

ANALYSIS AND EVALUATION:

This is a proposed PUD-GDP Planned Unit Development-General Development Plan and preliminary plat for an approximately 40 acre mixed-use development. The intent is to establish a neighborhood center and employment district that will have as an “anchor” use a new church for the Blackhawk Evangelical Church.

Existing Site Characteristics

The site is primarily is vacant agricultural land that contains a rural farmhouse and farm buildings. Small trees, planted by a previous owner, exist along Mineral Point Road and in the northern portion of the site. The land generally slopes from a high point in the center of the site down to a lower area along Mineral Point Road. A small portion of the site, on which the farmhouse is located, has yet to be attached to the City of Madison.

Proposed Development

The application is for Plan Commission and Common Council approval of a PUD-GDP and a preliminary plat. The primary use at this time will be a new church and parking facility for the Blackhawk Evangelical Church. It is the church’s intent to relocate to this site from their existing facility within the City of Madison. The Blackhawk Church would be the anchor tenant use on this property that will also include mixed-use development.

The church building will be a two-story facility with adjacent structured parking ramp. However, only the ground level of the parking ramp may be built at first. The church building will be located more or less in the center of the 40 acre parcel surrounded by a mix of office/retail buildings and parking facilities. A description for each lot in the proposed plat is attached for Plan Commission and Common Council consideration. Briefly, those proposed land uses are noted as:

1. Lots 8 and 10 (center of site) – church, institutional, office and potential residential uses.
2. Lots 1, 2, 9, 11, 12 (west portion of site) – mixed-use, office/first floor retail development.
3. Lots 3, 5, 6, 7 (eastern portion of the development) – mixed-use, commercial, retail, office, residential.
4. Lot 4 – open space – “village green”.
5. Outlot 1 – stormwater detention area/open space.

A detailed description for each lot is provided in the attached General Development Plan document.

Project Phasing

The development is proposed to be constructed in phases. The first phase will be the church building and related parking. The future phases will occur shortly thereafter, depending on market demands.

Off-Street Parking/Transportation Management

As noted above, it is the church’s intent to provide a two level approximately 545 stall structured parking facility adjacent to and north of the church that would serve the church as well as future uses within this development. The two level parking facility may be built in two phases. A 113 stall surface parking lot will also be available for church use.

The letter of intent states that all uses within this development will be encouraged to implement employee transit programs, as well as accommodate multi-modal transportation uses, including alternative work schedules, flex time, etc. The GDP says that parking demand will also be addressed through shared parking agreements and coordinated transit/off-site busing of UW students and access to Madison Metro bus service for the church. The application further states that several streets within the project may include special traffic islands and traffic calming measures within the public right-of-way.

Demolition of Buildings

The plan includes the demolition and removal of the existing single-family dwellings and farm buildings on this site. These buildings are not yet in the City of Madison but will be attached sometime this summer or early fall. These buildings appear to be in average condition but are of no historical value. A recycling and reuse plan will be required.

Consistency With Adopted Plans

As noted above, this site is within the Elderberry Neighborhood Development Plan, which was adopted by the Common Council in March, 2002. Among the recommended land uses for this neighborhood was an office employment district and a neighborhood commercial and activity center. This proposed development is located in an area designated for both these uses. The western 2/3 of the site is within an office employment district and the eastern 1/3 is within the neighborhood commercial and activity center district. The neighborhood plan envisioned the creation of a neighborhood commercial “Village Center” in the south central portion of the Elderberry Neighborhood. The Neighborhood Development Plan supported creation of employment districts that would accommodate several types of uses, including business and professional offices, biotech research and light manufacturing uses. The plan also noted that this would be an attractive location for high quality corporate office development. A portion of this area could be used for a community shopping and service center that would provide retail goods and services to the larger west side neighborhoods.

The adopted neighborhood development plan generally defined the village center concept that might include some of the following elements:

- *An emphasis on creating an integrated neighborhood business street, as distinct from an aggregation of essentially separates business sites.*
- *A focus on the collector street as the primary axis for the business district. Buildings and signage should be oriented toward this street rather than Mineral Point Road.*
- *Relatively small blocks created by the public street system.*
- *Multi-story buildings encouraged, particularly along the collector street.*
- *Mixed-use development encouraged, with office or residential uses above retail uses.*
- *Buildings located close to the sidewalk, with parking lots to the rear or on side streets rather than in front of businesses.*
- *Short-term parking along business streets.*
- *Minimum “gaps” in the street-level retail frontage.*
- *High levels of pedestrian amenity, including street trees and other plantings, street furniture, and special lighting.*
- *Good linkages with the surrounding residential neighborhood and employment district.*

Staff feels that the General Development Plan and proposed subdivision is consistent with this development concept outlined in the adopted neighborhood plan. This development of a “Town Center” with the church as the primary use will establish a neighborhood focal point and result in the combination of neighborhood retail and service uses and site opportunities for employment uses. Each phase of the development will require detailed plans submitted for Urban Design Commission, Plan Commission and Common Council approval as Specific Implementation Plans.

Character and Intensity of Use

It appears from the General Development Plan and the proposed preliminary plat that this proposed town center development can be physically compatible with the concept as outlined in the adopted neighborhood development plan. The buildings will be placed close to the right-of-

ways with proposed building heights ranging from 1-5 stories and the efficient use of off-street parking by incorporating a parking structure on the site. Staff thinks that the amount of surface parking may be reduced, but will look at each phase SIP on a case-to-case basis. The plan does provide for the opportunity for pedestrian amenities, including linkages to the surrounding neighborhood that will soon develop.

At the PUD-GDP stage of any development proposal, a significant amount of detail is not yet available. The preliminary general design shows a mix of building structures with some large and smaller footprints that range in height from 1-5 stories. Staff feels that the character and intensity of land use for this development is compatible with the planning efforts in this neighborhood and can provide an attractive, aesthetically desirable environment, depending on the future Specific Implementation Plans.

Staff feels this will be a good example of a more intense/more urban commercial/retail development that will result in the more efficient use of land than the traditional sprawling shopping centers that were the norm over the past three decades.

Inclusionary Dwelling Unit Plan

The General Development Plan does indicate that there is the potential for residential development occurring somewhere above the first floor of buildings on the eastern 1/3 of the project. However, there is no information available on the specific unit types known at this point. The GDP allows for the potential of:

- 20 units on Lot 3,
- 10 units on Lot 5,
- 100 units on Lot 6,
- 75 units on Lot 7, and
- 60 units on Lot 8.

An inclusionary dwelling unit plan will be required for the residential development as part of all future land use approvals of Specific Implementation Plans for this site.

Open Space

The General Development Plan shows a small 19,500 square foot village green to be created at the corner of South Point Road extended north and a new street called Brader Way (Lot 4), along with the ½-acre stormwater detention. Both lots will be privately owned and maintained. Additional open space will be required for those buildings that contain residential units as part of the Specific Implementation Plan review.

CONCLUSION:

The Planning Unit has evaluated this Planned Unit Development-General Development Plan and preliminary plat application and concludes that this is an excellent development proposal for a more compact, urban, mixed-use village center consistent with the recommendations in the Elderberry Neighborhood Development Plan. This General Development Plan shows a mix of building types and placements that will enhance the primary land use as a church for the

Blackhawk Evangelical Church. The proposed street layout is consistent with the overall neighborhood development plan. This development will serve as an anchor for future development along Mineral Point Road and will set the standard for further projects in this neighborhood.

This plan establishes design guidelines and standards for building size and placement for each site within the proposed Blackhawk Church Town Center Plan. Specific Implementation Plan developments will be reviewed within the context of the provisions set out in this General Development Plan. The layout and design of the buildings on each of the lots of the plat will be reviewed with the objective of creating a cohesive, well planned “town center” environment that will be interconnected with the planned residential area to the east and north of this project. The development plan sets out the employment areas that are an important component of the overall neighborhood plan which will be integrated with future employment areas planned to the west of this site. The PUD-GDP standards can be met.

RECOMMENDATIONS:

The Planning Unit recommends that the Plan Commission forward this zoning map amendment for a PUD-GDP and the preliminary plat known as “Blackhawk Church Town Center” to the Common Council with a favorable recommendation, subject to:

1. Reviewing agency comments.
2. Final approval and all conditions of the Urban Design Commission.
3. DNR approval of the amendment of the Central Urban Service Area boundaries to include this site prior to recording of the GDP.
4. Submittal of an overall Transportation Demand Management Plan for the GDP area, approval by the Traffic Engineer as part of the first SIP. **The Transportation Demand Management Plan shall be referred to the Ped Bike Motor Vehicle Commission for that commission’s review and comment.**
5. Submittal of an inclusionary dwelling unit plan as part of any SIP that includes residential development.
6. Sidewalks shall be installed on both sides of all streets and between development sites except as otherwise provided by the Plan Commission. The GDP shall be amended accordingly with the objective to provide pedestrian linkages throughout the entire site.
7. First floor retail in sites 1, 2, 9, 11 and 12 shall be limited to no more than 25% of the first floor of the aggregate of the buildings proposed for these lots.
8. For site 3, some of the buildings shall be required to incorporate a second story. At least two buildings shall be built on site 3.
9. Buildings fronting on Brader Way on sites 5 and 3 shall be a minimum of two stories.
10. Prior to recording of the GDP and final plat, the land still in the Town of Middleton within this project shall be attached to the City of Madison.