



Project Address: 1723 Waldorf Boulevard
Application Type: Planned Development Rezoning
Legistar File ID # [29870](#) and [03554](#)
Prepared By: Kevin Firchow, AICP, Planning Division
Report Includes Comments from other City Agencies, as noted

Summary

Applicant: James Imhoff; Waldorf Midtown, LLC; 5250 East Terrace Drive, Ste. 1; Madison, WI 53718
Contact: Randy Bruce; Knothe & Bruce Architects, LLC; 7601 University Avenue; Middleton, WI 53562
Property Owner: Same as the applicant

Requested Action: The applicant requests approval of a zoning map amendment from PD-GDP (Planned Development – General Development Plan) to amended PD-GDP-SIP (Planned Development Specific Implementation Plan)

Proposal Summary: The applicant proposes to construct two four-story apartment buildings with 80 total units with shared underground parking.

Applicable Regulations & Standards: This proposal is subject to the standards for Zoning Map Amendments [M.G.O. Section 28.182(6)] and Planned Developments [Section 28.098(2)].

Review Required By: Urban Design Commission, Plan Commission, Common Council

Summary Recommendation: The Planning Division recommends that the Plan Commission find that the standards for Zoning Map Amendments and Planned Developments are met and forward Zoning Map Amendment 00056, rezoning 1723 Waldorf Boulevard from PD-GDP (Planned Unit Development Plan-General Development Plan) to PD-GDP-SIP (Planned Unit Development-General Development Plan-Specific Implementation Plan) to the Common Council with a recommendation of **approval**. Staff's recommendation is to maintain the proposed flex space component, with design alterations as discussed in this report. This recommendation is subject to the input at the public hearing and the conditions recommended by the reviewing agencies.

Background Information

Parcel Location: The subject site is Lot 95 of the Mid Town Commons development, an approximately 65,200 square foot (1.5 acre) property at the northeast corner of Mayo Drive and Waldorf Boulevard. The site is in Aldermanic District 1 and the Madison Metropolitan School District.

Existing Conditions and Land Use: The site is currently undeveloped.

Surrounding Land Use and Zoning:

North: 10 residential units in two 2-story buildings, zoned PD-SIP;

South: 88 apartment units in two buildings, zoned PD-SIP;

East: 75 residential units in one 4-story building, zoned PD-SIP; and

West: Unimproved parkland owned by City of Madison (Waldorf Park), zoned PUD-GDP

Adopted Land Use Plan: The Comprehensive Plan recommends this location for neighborhood mixed use development, which may include “neighborhood-serving commercial uses, mixed-use buildings, housing types similar to low-density residential districts but with no maximum number of units per building, and non-commercial residential support uses. Net residential densities should not exceed 40 dwelling units per acre, although higher densities may be allowed if compatible with the scale and character of the neighborhood. The High Point-Raymond Neighborhood Development Plan recommends mixed-use neighborhood development for this property and the area south to Mid Town Road. Recommended uses include commercial, office, and service uses with residential uses located on second floor locations.

Zoning Summary: The property is zoned PD- Planned Development

	Required	Proposed
Lot Area	84,800 sq. ft.	65,220 sq. ft.
Lot width	50'	adequate
Usable open space (104 bdms)	16,640 sq. ft.	8,535 sq. ft. plus 50% balconies 5,600 sq. ft. balcony 11,335 sq. ft. total
Front yard	20'	10' (Waldorf Blvd.)
Side yards	14.4'	12' RS / 88' LS
Rear yard	30'/48' building ht.	11'
Building height	3 stories/40'	4 stories / 52'
Site Design	Required	Proposed
Number parking stalls	80	67 garage 57 surface 124 total
Accessible stalls	3 garage 3 surface 6 total	2 garage (1) 2 surface 4 total
Loading	1 (10' x 35') area	provided in drive aisle
Number bike parking stalls	65	44 garage (4) 21 surface 65 total
Landscaping	Yes	(2)
Lighting	Yes	(3)
Other Critical Zoning Items	Urban Design, Utility easements, and Barrier free (ILHR 69)	

Table Prepared by Patrick Anderson, Assistant Zoning Administrator

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

Public Utilities and Services: This property is served by a full range of urban services, though City transit is not available at this location.

Project History

The original General Development Plan (PUD-GDP) for the Mid Town Commons “traditional neighborhood development” was approved by the Common Council in September 1999. The GDP was amended on September 5, 2000 in conjunction with a preliminary plat for the development. The overall development concept called for up to 708 dwelling units to be provided in a mix of residential and mixed-use buildings, with a commercial core identified along Mid Town Road. The original final plat was approved in 2000.

In July 2004, the Common Council approved the final plat of Second Addition to Mid Town Commons creating five lots for mixed and flex-use development and multi-family development, and two lots for park and open space and civic uses. The subject property is part of that plat. The PUD-GDP was amended at that time and called for between 631 and 708 dwelling units throughout the development. That approval allowed 11 dwelling units on this subject property along with first floor commercial space.

The Common Council approved an amendment to the PUD-GDP and PUD-SIP on July 5 2005, increasing the number of dwelling units on the subject lot from 11 to 60 condominium units. That approval allowed for the construction of three (3) multifamily buildings with 5,700 square feet of ground floor retail and office space.

In June 2007, the Common Council approved another amended PUD-SIP converting the 60 condominium units into 79 apartment units. Also, the aforementioned 5,700 square feet of ground floor commercial space was converted into “flex space” allowing residential or commercial uses. An extension to this approval was granted in May 2009.

In March 2010, the Common Council approved a third amended PUD-SIP for this lot. Several alterations were included in that approval including converting the previously-approved three building concept into a two building design; converting from a flat roof to a hipped roof design; and adding of a dwelling unit. This approval was also conditioned upon having the applicant retain the option for limited future commercial on the ground floor. As part of that discussion, the architect provided a rendering showing some revisions to the façade to give it a more commercial character. That request was also conditioned upon returning to the Urban Design Commission for final approval. Only initial approval had been granted. That rezoning approval was not recorded and expired earlier this year.

Project Description

The submitted plans are consistent with those conditionally approved in 2010.

The proposed project includes two four-story buildings lining Waldorf Boulevard and Mayo Drive. The buildings are connected by underground parking, accessed from a small parking area on Mayo Drive. A double-loaded parking aisle runs near the northern edge of the property. At grade, a paved terrace area connects the two buildings. The applicant indicates that 12,800 square feet of usable open space is provided throughout the site, including balcony areas.

“Building A” is a four-story structure with 48 proposed dwelling units. The typical floor plans show a combination of efficiency, one and two-bedroom units on each floor. Units are accessed through a central internal hallway, though exterior doors to some units are shown along the north and south sides of the building.

“Building B” is a smaller four-story building with 32 dwelling units. This building is similar in character and design to “Building A.” The dwelling units are accessed through a central hall with the street facing units having exterior doors.

The applicant proposes a total of 124 vehicle-parking stalls including 67 underground stalls and 57 surface parking stalls. Bicycle parking is distributed throughout the site and includes 65 total stalls, with 44 underground and 21 outdoor stalls.

A summary of the proposed dwelling unit mix is below. This remains unchanged from what was approved in 2010.

	Dwelling Units	Number of Bedrooms
Efficiency	8	8
One-Bedroom	38	38
One-Bedroom with Den	10	10
Two Bedroom	24	48
TOTAL	80	104

Permitted uses in the project include multi-family dwelling units and limited commercial and office uses. The plans designate the five ground-floor units facing Waldorf Boulevard as potential “Flex-Space” units. These are intended to allow for a future conversion to limited commercial or office uses, as noted in the zoning text.

Analysis and Conclusion

The proposed project is subject to the Zoning Map Amendment [Section 28.182(6)] and Planned Development standards [Section 29.098(2)] of the Zoning Code. The analysis below begins with a summary of the adopted plan recommendations, as the specific approval standards reference these documents.

Conformance with Adopted Plans

The Comprehensive Plan recommends neighborhood mixed-use development for this property. This recommendation includes neighborhood-serving commercial, mixed-use buildings, and housing types “similar to (that found in a) low-density residential district.” The plan further specifies that there is no fixed maximum number of units within a building, provided the building scale is appropriate. It is recommended that buildings should be between two (2) and four (4) stories and net residential densities should not exceed 40 units per acre, unless a higher density is recommended in an adopted neighborhood development plan.

The project has a proposed density of 53 du/ac (dwelling units per acre). While this is in excess of the 40 du/ac generally recommended in the Comprehensive Plan, the underlying GDP already allows for essentially the same density (79 units, 52.7 du/ac).

The site is also part of a larger area recommended as a conceptual location for “Transit-Oriented Development.” Adopted policies related to Transit-Oriented Developments encourage a mix of residential, civic, retail, and office uses. Policy also encourages Transit-Oriented Developments to have buildings oriented toward the street with minimal or no setbacks from the sidewalk.

While not staff's preference, the proposal, without a mixed-use component, could be consistent with the Comprehensive Plan's broad recommendation for neighborhood mixed use. This recommendation includes stand-alone residential buildings as part of the overall mix of uses.

The most current draft of the High Point-Raymond Neighborhood Development Plan recommends mixed-use neighborhood development for this property and the rest of the mixed use area south of Mayo Drive to Mid Town Road. Recommended uses within this mixed use neighborhood "core" include commercial, office, and service uses, located above the ground floor.

In review of the 2010 submittal, staff raised the concerns about this and surrounding mixed-use sites transforming to purely residential uses. That approval was conditioned on maintaining the option for ground floor commercial uses, which makes the proposal more consistent with the above-mentioned recommendations.

Zoning Map Amendment Standards

Staff believes the Zoning Map Amendment standards can be met. These standards state that such amendments are legislative decisions of the Common Council that shall be based on public health, safety and welfare, shall be consistent with the Comprehensive Plan, and shall comply with Wisconsin and federal law.

Chapter 66.1001(3) of Wisconsin Statutes requires that zoning ordinances (of which the zoning map is part) enacted or amended after January 1, 2010 be consistent with the City's Comprehensive Plan. 2010 Wisconsin Act 372 clarified "consistent with" as "furthers or does not contradict the objectives, goals and policies contained in the comprehensive plan." Staff believes that the project could be considered consistent with the Comprehensive Plan since the relatively large area broadly designated could be considered neighborhood mixed-use can include residential as well as mixed-use and commercial buildings. However, staff are concerned with the incremental development of the promising street frontages for true mixed-use with what are essentially residential buildings, as described further below.

Planned Development Standards

Staff also believes the Planned Development standards can be met. The standards include the facilitation of adopted plans, economic health of the area, parking and traffic impacts, compatibility of architectural styles and building forms, and project implementation. Planned Development standards also require that the Urban Design Commission (UDC) review and make a recommendation to the Plan Commission on such proposals based on the objectives in the statement of purpose and other standards in this section.

In regards to the architectural style and building form standard [Standard 28.098(e)], staff notes that the Urban Design Commission granted initial approval of a substantially similar project in 2010. That report is attached. Following the initial recommendation by the UDC, the project architect presented some revised façade designs to the Plan Commission. In response to staff concerns, the revised elevations sought to provide more of commercial character for the building's ground floor, though the applicant indicated that the ground floor (at least initially) would be utilized for residential uses. The changes were generally favorably received, though they were only presented on boards and staff does not have a copy of specifically what was presented at that meeting. The applicant never returned for final UDC approval. As noted above, the previous rezoning approval expired prior to being recorded.

On the current proposal, “Flex space” units are currently designated as the ground-floor units fronting onto Waldorf Boulevard, in Building A. These units are intended to allow for future conversions to the limited commercial and office uses listed in the zoning text. Despite this designation, in its current configuration, staff believes it is doubtful that these units would ever be converted from residential use due to site and building design. Staff does not consider these units to have either the character or functionality that would make alternative non-residential use likely, even in the longer term.

The Planning Division has asked the architect consider further modifications. Staff believes the 2007 approval, which had a more significant ground-floor flex space component, offers some clues as to how the ground floor could better read and function as a true flex-space. That building featured a distinct base material and other design elements that allowed the façade to “read” more like a mixed-use building including:

- Entrance/Patio Door located closer to the corner.
- Additional glass including transom windows above doors
- Mayo Drive retaining wall and planting area was configured differently to allow better pedestrian access around to the Waldorf side of the building. Additional hardscape would provide more commercial character and could potentially be utilized by a future commercial tenant. (e.g. tables for coffee shop)
- Flex Space units had accessible exterior entrances.

Staff believes the building area for flex-space could be reduced, focusing on the Mayo Drive Elevation, which could cap the northern end of the planned mixed-use node. Staff acknowledges that one of the challenges with flex space on this side of the building is addressing grade changes due to the “out-of-the ground” height of the building needed to accommodate the proposed underground parking.

If the project is approved with the proposed flex-space component, its initial design should not preclude future conversions of the designated units. Staff acknowledges that the flex-space component adds complexity and costs to the project. From a practical standpoint, the value of these efforts is arguably negligible if they only result in a mixed-use component in “name-only.”

Public Input

At the time of report writing, staff has not received any comments on the proposed request.

Conclusion

The proposed project is nearly identical to the plans approved by the Common Council in 2010. While initially proposed as a residential development, conditions were added to maintain future flexibility along the ground floor to allow for limited commercial or office uses. The current proposal has designated five apartments as potential “flex-space” units which would allow limited commercial and office uses. While there appears to be limited market demand for neighborhood-serving commercial uses at this time, it is conceivable that this demand would increase as the surrounding area develops. Staff believes that preserving the opportunity for future mixed-use or live-work opportunities remains an important consideration.

As proposed, staff believes it is unlikely that the building would ever be converted to ground floor commercial uses. Staff has requested that the architect look at ways to provide a more functional mixed-use component, even if it were reduced in size from what is now proposed. Staff believes that the corner of Waldorf Boulevard and Mayo Drive, as well as the Mayo Drive side of the building should be the area of emphasis. If the Plan Commission wishes to maintain a flex-use option, staff recommends alterations to the plans are made.

Should the project not include design revisions to provide a more functional future mixed-use component, staff believes it is preferable to approve the zoning request as a purely residential building, compared to a building that is mixed-use in name only.

Recommendation

Planning Division Recommendation (Contact Kevin Firchow, 267-1150)

The Planning Division recommends that the Plan Commission find that the standards for Zoning Map Amendments and Planned Developments are met and forward Zoning Map Amendment 00056, rezoning 1723 Waldorf Boulevard from PD-GDP (Planned Unit Development Plan-General Development Plan) to PD-GDP-SIP (Planned Unit Development-General Development Plan-Specific Implementation Plan) to the Common Council with a recommendation of **approval**. Staff's recommendation is to maintain the proposed "flex space" component, with design alterations as discussed in this report. This recommendation is subject to the input at the public hearing and the conditions recommended by the reviewing agencies.

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

Planning Division (Contact Kevin Firchow, 267-1150)

1. That revisions to the building and site plan are provided creating a more commercial character and functionality along the ground floor for the designated flex space units. Such details should address door placement, fenestration, pedestrian circulation and access as described in the report. Such details shall be consistent with plans approved by the Urban Design Commission, Plan Commission, and Common Council.
2. That the other ground floor unit facing Mayo Drive (Building A) be configured as a flex space unit.
3. That the applicant shall provide verification, for the approval of Planning Division and Building Inspection Division staff, that the units designated for optional flex-space are initially designed in a manner that would not preclude reasonable conversion of designated ground-floor units to a non-residential use. This should include required fire separation and accessibility.

Should the Plan Commission wish to recommend approval without the "Flex-Space" component:

3. Staff recommends that all references to flex-space and commercial development be removed from the plans and zoning text, for approval by staff.

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

4. Preliminary approved base addresses for this development will be as follows: Building 1 is 1723 Waldorf Blvd; Building 2 is 1715 Waldorf Blvd.
5. City records do not show existing sewer laterals as depicted on the proposed site plans. If they do not exist, owner shall install as proposed.

6. With the proposed detention is centered in the property, safe over flow routes during surcharge events shall be documented and noted on the plans.
 7. Provide collection and pump capacity at the entrance to proposed underground parking for 100-year design storm. Said design shall be stamped by a Professional Engineer.
 8. Clearly label the entrance to underground parking.
9. Submit a PDF of all floor plans to lzenchenko@cityofmadison.com so that a preliminary interior addressing plan can be developed. 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.
 10. All work in the public right-of-way shall be performed by a City licensed contractor. (MGO 16.23(9)(c)5) and MGO 23.01)
 11. 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
 12. The applicant shall show storm water "overflow" paths that will safely route runoff when the storm sewer is at capacity. (POLICY)
 13. 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.
 14. For Commercial sites < 1 acre in disturbance the City of Madison is an approved agent of the Department of Commerce and WDNR. As this project is on a site with disturbance area less than one (1) acres, and contains a commercial building, the City of Madison is authorized to review infiltration, stormwater management, and erosion control on behalf of the Department of Commerce. No separate submittal to Commerce or the WDNR is required. (NOTIFICATION)
 15. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to a) Detain the 2, 10, & 100-year storm events; b) Control 80% TSS (5 micron particle) off of new paved surfaces; c) Provide infiltration in accordance with Chapter 37 of the Madison General Ordinances; d) Provide substantial thermal control; e) Provide oil & grease control from the first 1/2" of runoff from parking areas; and f) 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.
 16. 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 miscellaneous 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, and 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))

17. The applicant shall submit, prior to plan sign-off, digital PDF files to the Engineering Division (Jeff Benedict or Tim Troester). 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, and g) detail drawings associated with stormwater management facilities (including if applicable planting plans).
18. 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... and d) Sediment loading calculations.
19. The applicant's utility contractor shall obtain a connection permit and excavation permit prior to commencing the storm sewer construction. MGO 37.05(7) This permit application is available on line at <http://www.cityofmadison.com/engineering/permits.cfm>.

Traffic Engineering Division (Contact Eric Halvorson, 266-6572)

20. When the applicant shall submit 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 and proposed 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, semitrailer movements and vehicle routes, dimensions of radii, aisles, driveways, stalls including the two (2) feet overhang, and a scaled drawing at 1" = 20'. Contact City Traffic Engineering if you have questions.
21. The Developer 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.
22. 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)

23. Parking requirements for persons with disabilities must comply with City of Madison General Ordinances Section 28.11 (3) 6.(m) which includes all applicable State accessible requirements, including but not limited to:
 - a. Provide a minimum of five accessible stalls 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.

- 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. Show the accessible path from the stalls to the building. The stalls shall be as near the accessible entrance as possible. Show ramps, curbs, or wheel stops where required.
24. Parking lot plans with greater than twenty (20) stalls shall comply with City of Madison General Ordinances Section 28.04 (12). Parking lot plans with greater than twenty (20) stalls, 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 point total.) All plant materials in islands shall be protected from vehicles by concrete curbs.
25. Lighting is required and shall be in accordance with City of Madison General Ordinances Section 10.085. Provide a plan showing at least .25 footcandle on any surface of the lot and an average of .75 footcandles. (See City of Madison lighting ordinance)
26. Bike parking shall comply with City of Madison General Ordinances Section 28.11.
27. Provide eighty (65) bike parking stalls per dwelling unit in a safe and convenient location on an impervious surface to be shown on the final plan. NOTE: A bike-parking stall is two feet by six feet with a five-foot access area. Show detail of garage bike stall locations, foundation plans calls out 40 stalls, while the letter of intent states 44 stalls being provided in the garage area.
28. Signage approvals are not granted by the Plan Commission. Signage must be reviewed for compliance with Chapter 31 Sign Codes of the Madison General Ordinances and Chapter 33 Urban Design District 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)

29. With the common parking garage the fire sprinkler and fire alarm systems shall be single systems with separate zones for each area. Multiple fire dept connections, annunciator panels, and knox boxes would be applicable based on MGO 34.501(1).

Water Utility (Contact Dennis Cawley, 261-9243)

30. All wells located on this property shall be abandoned if no valid well operation permit has been obtained from the Madison Water Utility. This property is not in a Wellhead Protection District. The Water Utility will not need to sign off the final plans, and not need a copy of the approved plans.

Parks Division (Contact Kay Rutledge, 266-4714)

31. The developer shall pay approximately \$188,272.00 for park dedication and development fees for the new 80 MF unit development.
32. The developer must select a method for payment of park fees before signoff on the rezoning.

33. Approval of plans for this project does not include any approval to prune, remove or plant trees in the public right-of-way. Permission for such activities must be obtained from the City Forester, 266-4816.
34. This development is within the Elver park impact fee district (SI31). Please reference ID# 08115 when contacting Parks about this project.

Metro Transit (Contact Tim Sobota, 261-4289)

This agency did not provide comments for this request.