



# City of Madison

## Proposed Rezoning

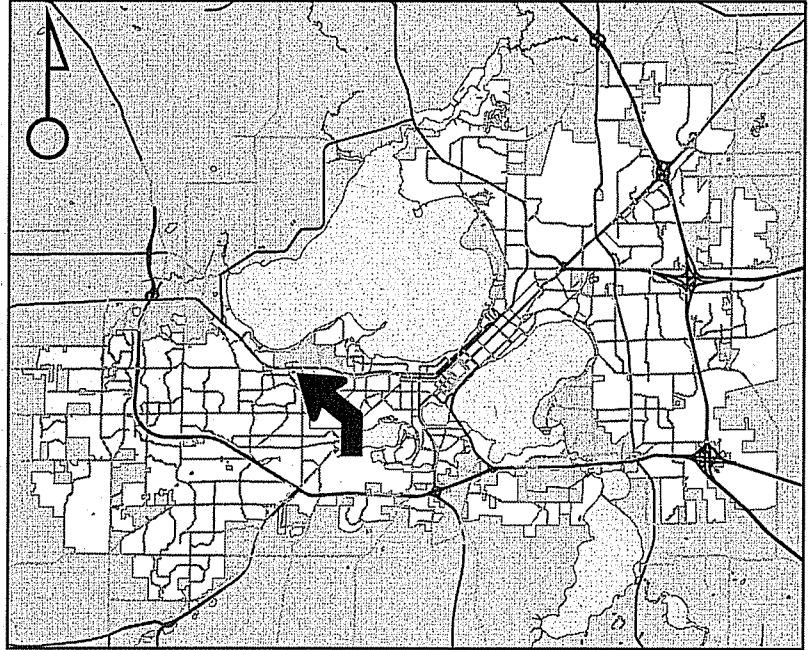
Location  
 4601 Frey Street  
 Applicant  
 Raymond Management Company /  
 Josh Wilcox – Gary Brink & Associates, Inc

From: PD(SIP) To: Amended PD(GDP-SIP)

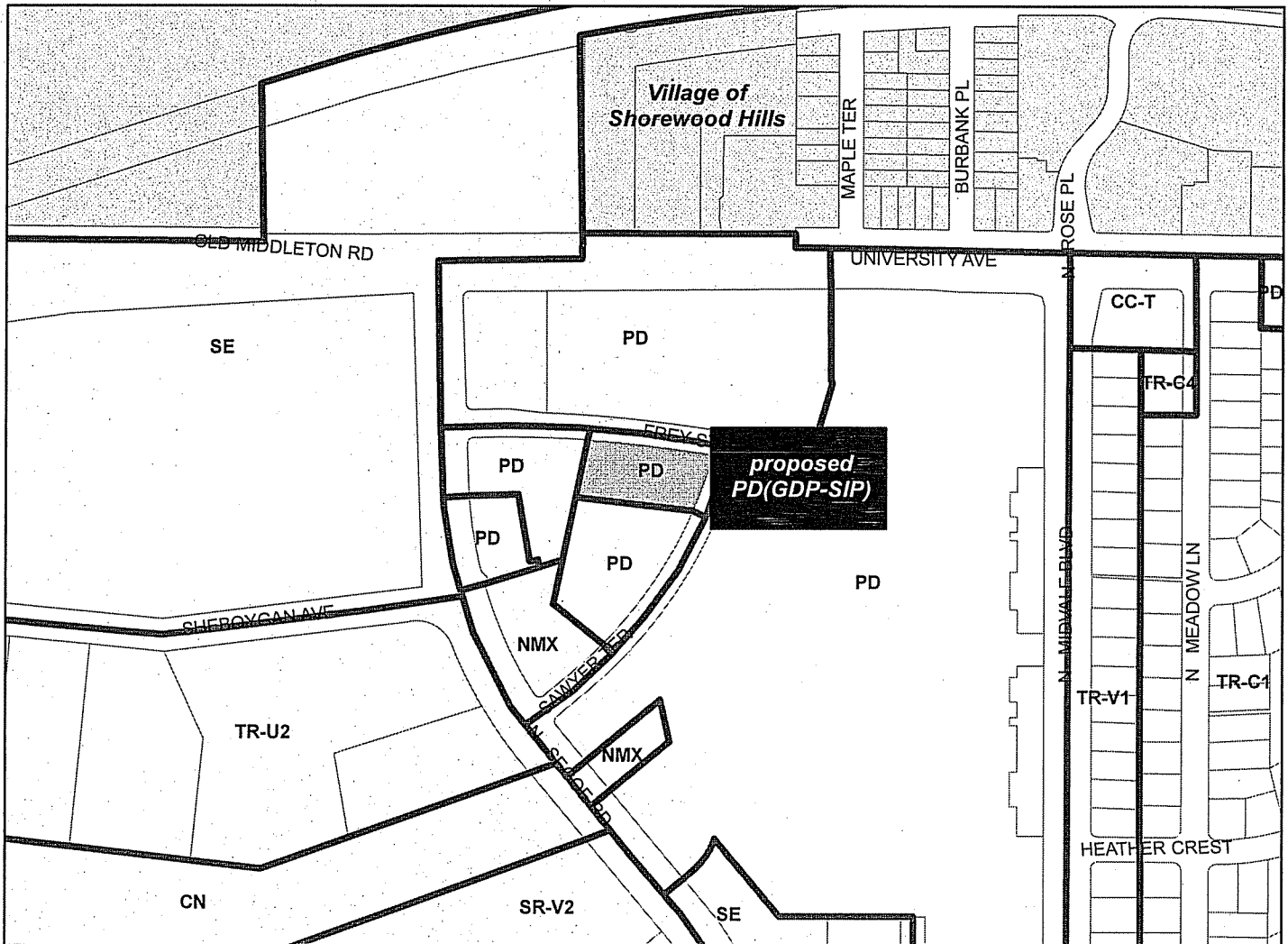
Existing Use  
 Parking Lot

Proposed Use  
 Construct mixed-use bldg. containing  
 26,350 sq. ft. of office space  
 and 182-room hotel

Public Hearing Date  
 Plan Commission  
 03 April 2017  
 Common Council  
 18 April 2017

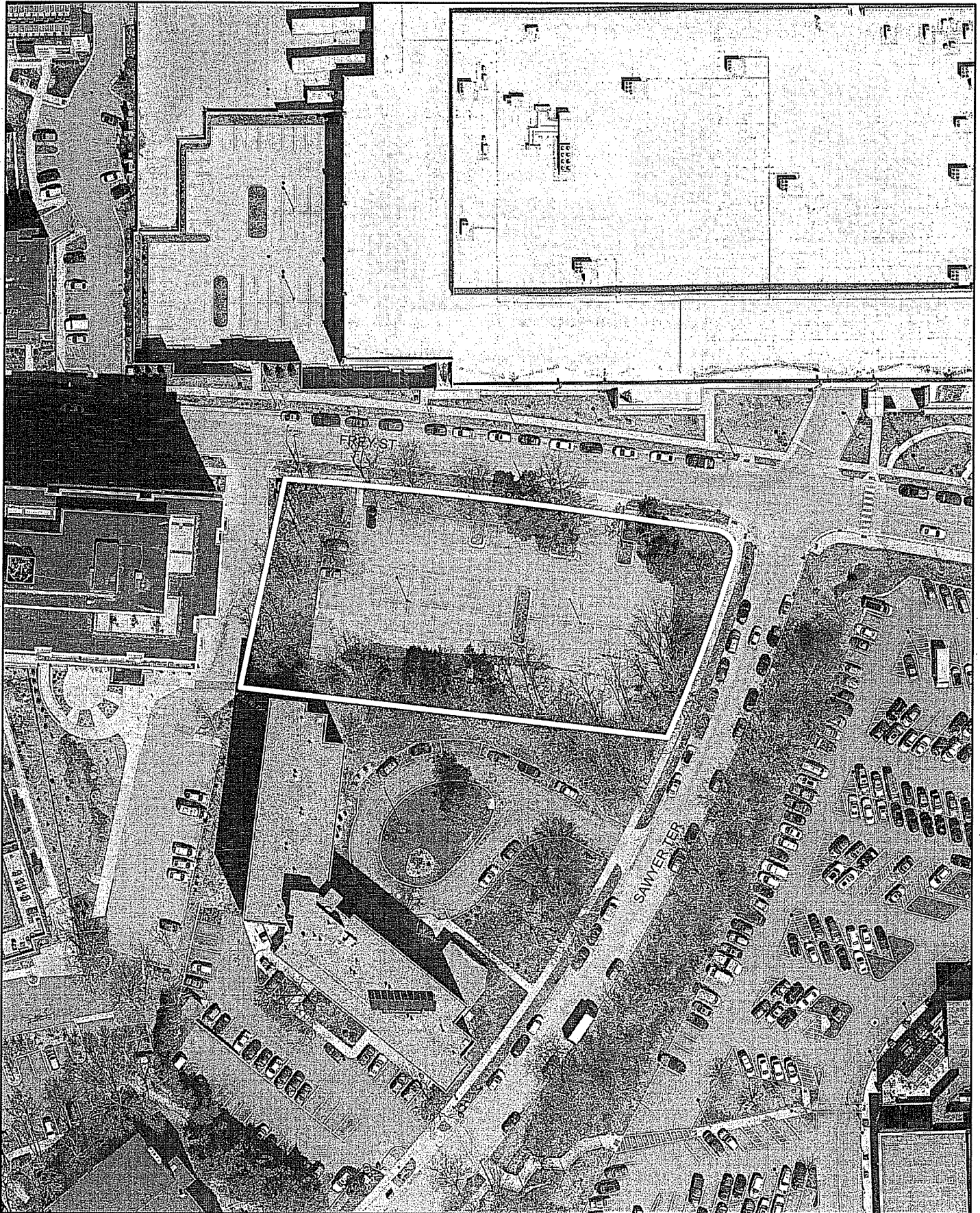


For Questions Contact: Tim Parks at: 261-9632 or [tparks@cityofmadison.com](mailto:tparks@cityofmadison.com) or City Planning at 266-4635



Scale : 1" = 400'

City of Madison, Planning Division : PPE : Date : 27 March 2017





# LAND USE APPLICATION

CITY OF MADISON

215 Martin Luther King Jr. Blvd; Room LL-100  
PO Box 2985; Madison, Wisconsin 53701-2985  
Phone: 608.266.4635 | Facsimile: 608.267.8739

- All Land Use Applications should be filed with the Zoning Administrator at the above address.
- The following information is required for all applications for Plan Commission review except subdivisions or land divisions, which should be filed using the Subdivision Application.
- This form may also be completed online at:  
[www.cityofmadison.com/developmentcenter/landdevelopment](http://www.cityofmadison.com/developmentcenter/landdevelopment)

**FOR OFFICE USE ONLY:**

Amt. Paid \$1,500 Receipt No. 026174-0009  
 Date Received 2/8/17  
 Received By [Signature]  
 Parcel No. 0709-202-0201-0  
 Aldermanic District 11-Gruber  
 Zoning District PD  
 Special Requirements Ex. CU  
 Review Required By:  
 Urban Design Commission     Plan Commission  
 Common Council                     Other: \_\_\_\_\_

Form Effective: February 21, 2013

1. **Project Address:** 4601 Frey Street  
**Project Title (if any):** Frey Street Mixed Use

2. **This is an application for (Check all that apply to your Land Use Application):**

- Zoning Map Amendment from \_\_\_\_\_ to \_\_\_\_\_
- Major Amendment to Approved PD-GDP Zoning       Major Amendment to Approved PD-SIP Zoning
- Review of Alteration to Planned Development (By Plan Commission)
- Conditional Use, or Major Alteration to an Approved Conditional Use
- Demolition Permit
- Other Requests: \_\_\_\_\_

3. **Applicant, Agent & Property Owner Information:**

**Applicant Name:** Frey Street Lodging Associates, LLC      **Company:** Raymond Management Co.  
**Street Address:** 8333 Greenway Blvd. #200      **City/State:** Middleton/WI      **Zip:** 53562  
**Telephone:** (608) 662-8334      **Fax:** (608) 662-8335      **Email:** perkel@raymondteam.com

**Project Contact Person:** Josh Wilcox      **Company:** GBA (Gary Brink & Associates, Inc.)  
**Street Address:** 7780 Elmwood Avenue, Suite 204      **City/State:** Middleton/WI      **Zip:** 53562  
**Telephone:** (608) 829-1750      **Fax:** (608) 829-3056      **Email:** josh.wilcox@garybrink.com

**Property Owner (if not applicant):** \_\_\_\_\_  
**Street Address:** \_\_\_\_\_      **City/State:** \_\_\_\_\_      **Zip:** \_\_\_\_\_

4. **Project Information:**

Provide a brief description of the project and all proposed uses of the site: 11 story, 253,963 sf mixed use project consisting of a 182 guest room hotel and 23,200 sf of office space. There will be 213 structured parking stalls.

Development Schedule: Commencement July 2017      Completion December 2018

## 5. Required Submittal Information

All Land Use applications are required to include the following:

**Project Plans** including:\*

- Site Plans (fully dimensioned plans depicting project details including all lot lines and property setbacks to buildings; demolished/proposed/altered buildings; parking stalls, driveways, sidewalks, location of existing/proposed signage; HVAC/Utility location and screening details; useable open space; and other physical improvements on a property)
- Grading and Utility Plans (existing and proposed)
- Landscape Plan (including planting schedule depicting species name and planting size)
- Building Elevation Drawings (fully dimensioned drawings for all building sides, labeling primary exterior materials)
- Floor Plans (fully dimensioned plans including interior wall and room location)

Provide collated project plan sets as follows:

- **Seven (7) copies** of a full-sized plan set drawn to a scale of 1 inch = 20 feet (folded or rolled and stapled)
- **Twenty Five (25) copies** of the plan set reduced to fit onto 11 X 17-inch paper (folded and stapled)
- **One (1) copy** of the plan set reduced to fit onto 8 ½ X 11-inch paper

\* For projects requiring review by the **Urban Design Commission**, provide **Fourteen (14) additional 11x17 copies** of the plan set. In addition to the above information, all plan sets should also include: 1) Colored elevation drawings with shadow lines and a list of exterior building materials/colors; 2) Existing/proposed lighting with photometric plan & fixture cutsheet; and 3) Contextual site plan information including photographs and layout of adjacent buildings and structures. The applicant shall bring samples of exterior building materials and color scheme to the Urban Design Commission meeting.

**Letter of Intent: Provide one (1) Copy per Plan Set** describing this application in detail including, but not limited to:

- |   |   |  |
|---|---|--|
| • Project Team                                | • Building Square Footage                       | • Value of Land  |
| • Existing Conditions                         | • Number of Dwelling Units                      | • Estimated Project Cost                                     |
| • Project Schedule                            | • Auto and Bike Parking Stalls                  | • Number of Construction & Full-Time Equivalent Jobs Created |
| • Proposed Uses (and ft <sup>2</sup> of each) | • Lot Coverage & Usable Open Space Calculations | • Public Subsidy Requested                                   |
| • Hours of Operation                          |   |  |

**Filing Fee:** Refer to the Land Use Application Instructions & Fee Schedule. Make checks payable to: *City Treasurer*.

**Electronic Submittal:** All applicants are required to submit copies of all items submitted in hard copy with their application as Adobe Acrobat PDF files on a non-returnable CD to be included with their application materials, or by e-mail to [pcapplications@cityofmadison.com](mailto:pcapplications@cityofmadison.com).

**Additional Information** may be required, depending on application. Refer to the Supplemental Submittal Requirements.

## 6. Applicant Declarations

**Pre-application Notification:** The Zoning Code requires that the applicant notify the district alder and any nearby neighborhood and business associations **in writing** no later than **30 days prior to FILING this request**. List the alderperson, neighborhood association(s), and business association(s) AND the dates you sent the notices:

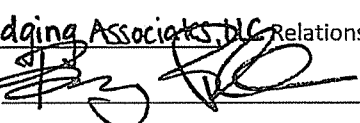
Tim Gruber/Weston Place/Hill Farms Neighborhood Association 11-28-16

→ If a waiver has been granted to this requirement, please attach any correspondence to this effect to this form.

**Pre-application Meeting with Staff:** Prior to preparation of this application, the applicant is required to discuss the proposed development and review process with Zoning and Planning Division staff; note staff persons and date.

Planning Staff: Tim Parks Date: 10-18-16 Zoning Staff: Jenny Kirchagatter Date: 10-18-16

The applicant attests that this form is accurately completed and all required materials are submitted:

Name of Applicant Frey Street Lodging Associates, LLC Relationship to Property: Owner  
Authorizing Signature of Property Owner  Date 2/8/2017 **3**



February 8, 2017

Timothy Parks, Planner  
Department of Planning & Community & Economic Development  
126 S. Hamilton Street  
Madison, WI 53701-2985

Re: Letter of Intent  
Major Amendment to Approved PD-GDP Zoning  
Frey Street Mixed Use – 4601 Frey Street

Dear Tim:

This is our letter of intent for the property located at 4601 Frey Street (behind the newly remodeled Hilldale Mall). Raymond Management Company (RMC) is planning to construct and operate a new 11-story structure consisting of a 182 guest room hotel with approximately 23,200 sf of commercial space. There will be four levels of structured parking which includes 213 parking stalls & 29 bicycle stalls. The total building area shall be approximately 253,963 square feet. The hotel will service the needs of the guests as well as those of the surrounding residents with a restaurant, lounge, modestly sized meeting rooms, pool and a fitness center. Each guest floor contains a double loaded hallway. The project will be consistent with the mixed uses specified by the City of Madison Comprehensive Plan and the University Hill Farms Neighborhood Plan for this area.

RMC owns and manages approximately 25 properties in the United States and recognizes this area as needing a hospitality use which will service guests of the surrounding residential uses, the shopping complex at Hilldale, the State of Wisconsin Department of Transportation Development nearby as well as the extensive University of Wisconsin-Madison Health Care Campus nearby on University Avenue. Extensive meetings have taken place with surrounding users to assist in adapting the architecture and the development to the local context.

The total gross area of the new building is 253,963 sf. The lot area is 43,549 sf (or 0.999 acres).

Total Parking/Bicycle Stalls will be as follows:

Small Car	41
Standard Car	165
Accessible	7
<b>Total Car</b>	<b>213</b>
<b>Total Bicycle Stalls</b>	<b>29</b>

All maintenance, including trash and snow removal, will be provided by private contract.

The proposed hours of operation will 24 hours a day/365 days a year.

The number of construction jobs created as a result of this new development will be 130 and the number of full time equivalent jobs created is 55 hotel + 65 office.

We are projecting that the cost of the new building will be approximately \$30,000,000. The current value of the land is \$3,600,000.

The proposed construction schedule calls for construction to commence July of 2017 and completion in December 2018.

The Development Team includes the following:

Developer/Owner: Frey Street Lodging Associates, LLC  
c/o Raymond Management Company  
8333 Greenway Blvd, Suite 200  
Middleton, WI 53562  
Phone: 608-662-8334  
Principal Contact: Barry Perkel  
[perkel@raymondteam.com](mailto:perkel@raymondteam.com)

Architect: GBA (Gary Brink & Associates, Inc)  
7780 Elmwood Avenue, Suite 204  
Middleton, WI 53562  
Phone: 608-829-1750  
Principal Contact: Josh Wilcox  
[josh.wilcox@garybrink.com](mailto:josh.wilcox@garybrink.com)

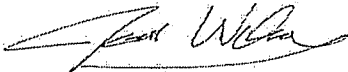
Structural Engineer: Oneida Total Integrated Enterprises (OTIE)  
5100 Eastpark Blvd., Suite 300  
Madison, WI 53718  
Phone: 608-241-6717  
Principal Contact: James Hall  
[jhall@otie.com](mailto:jhall@otie.com)

Civil Engineer: Vierbicher  
999 Fourier Drive #201  
Madison, WI 53717  
Phone: 608-826-0532  
Principal Contact: Tim Schleeper  
[tsch@vierbicher.com](mailto:tsch@vierbicher.com)

Landscape Design: Ken Saiki Design, Inc.  
303 S. Patterson, Suite One  
Madison, WI 53703  
Phone: 608-251-3600  
Principal Contact: Abbie Moilien  
[amoilien@ksd-la.com](mailto:amoilien@ksd-la.com)

Please refer to the attached plans for additional information.

Sincerely,



Josh Wilcox  
VP/Partner



# 4601 FREY STREET

## GDP-SIP ZONING TEXT PLANNED DEVELOPMENT DISTRICT

February 8, 2017

**Legal description:** Lot One (1), Certified Survey Map No. 2716, recorded in Volume 10, of Certified Survey Maps, Pages 385, 386, and 387 as Document No. 1555494, located in the NE 1/4 of the NW 1/4 of Section 20, T7N, R9E, City of Madison, Dane County, Wisconsin.

I. **Statement of Purpose:**

This Planned Development District is established to permit development of a mixed use project consisting of a single 11-story structure consisting of a 182 guest room hotel with approximately 23,200 sf of commercial space. There will be four levels of structured parking which includes 213 parking stalls & 29 bicycle stalls. The total building area shall be approximately 253,963 square feet.

II. **Permitted Uses:**

Permitted uses shall include all permitted uses in the City of Madison Comprehensive Plan & the University Hill Farms Neighborhood Plan and also ATMs, vending machines and temporary outdoor events inside of the project building or on rooftop terraces open to guests of the building and/or the public.

III. **Lot Area:** As shown on the Approved Plans.

IV. **Floor Area Ratio:** As shown on the Approved Plans.

V. **Yard and Height Requirements**

A. Yard areas shall be as shown on the Approved Plans.

B. Height restrictions shall be as shown on the Approved Plans.

VI. **Lighting:** Site lighting will be provided as shown on the Approved Plans.

VII. **Signage:** Signage will be provided as shown on the Approved Plans. Any amendments to such signage or future signage will be allowed per Chapter 31 of the Madison General Ordinances.

VIII. **Landscaping:** Landscaping will be provided as shown on the Approved Plans.

IX. **Alterations and Revisions:** No alteration of this planned development district shall be permitted unless approved by the City Plan Commission, provided however, the Zoning Administrator may issue permits for minor alterations that are approved by the Director of Planning and Community and Economic Development and are consistent with the concept approved by the Common Council.



Strand Associates, Inc.<sup>®</sup>  
910 West Wingra Drive  
Madison, WI 53715  
(P) 608-251-4843  
(F) 608-251-8655

March 22, 2017

Mr. Barry Perkel, Director of Real Estate  
Frey Street Lodging Associates, LLC  
8333 Greenway Boulevard, Suite 200  
Middleton, WI 53562

Re: Frey Street Traffic Study--Supplemental Traffic Analysis Summary

Dear Mr. Perkel:

As requested by City of Madison Traffic Engineering (TE) staff, this is a summary of supplemental motor vehicle traffic modeling in the Hill Farms and Hilldale Mall area. This analysis is in support of the approvals process for the proposed Frey Street redevelopment project (site) at the corner of Frey Street and Sawyer Terrace, near the Target Store at Hilldale Mall. This analysis also considers forecasted motor vehicle traffic generated from the ongoing redevelopment of the Hill Farms State Office Building site (HFSOB) located just west of the Frey Street site.

TE staff requested this planning level review of the larger transportation system near the site to support development of its site review comments. The intersections summarized here include:

- University Avenue and the proposed new HFSOB entrance on University Avenue located between the eastbound Old Middleton Road on-ramp and the intersection of University Avenue and Segoe Road.
- University Avenue and Segoe Road.
- University Avenue and Hilldale Way.
- Segoe Road and Frey Street.

Two PM peak-hour traffic volume scenarios are included:

- 2018 Total Traffic (including HFSOB redevelopment traffic and Frey Street site traffic).
- 2030 Total Traffic (including HFSOB redevelopment traffic and Frey Street site traffic).

Summary of Findings: The supplemental planning-level traffic analysis summarized here indicates operations are expected to be marginally acceptable in 2018 after full redevelopment of the HFSOB and Frey Street sites. In terms of the subject Frey Street site's contribution to traffic volumes in the area, the incremental impact on traffic operations compared to the existing background and HFSOB site volumes is inconsequential. Based on the forecasted 2018 PM peak-hour total traffic volumes at University Avenue and Segoe Road, the Frey Street site volumes represent approximately 5 percent of the traffic on Segoe Road and 1 percent of the traffic on University Avenue.

#### 1. Traffic Volumes Development

2030 Total Traffic volumes were developed based on the forecasted trips from the HFSOB Site Access Location Evaluation (SALE) completed by others in 2015. The SALE considered the proposed University Avenue and Hill Farms intersection as well as the University Avenue and Segoe Road intersection. The other two requested study intersections were not included in the SALE. The study team

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Mr. Barry Perkel  
 Frey Street Lodging Associates, LLC  
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2018 Total Traffic volumes were developed based on applying a growth rate of 0.88 to the 2030 HFSOB volumes and adding the Frey Street site traffic. Figure 2 shows the 2018 Total Traffic volumes.

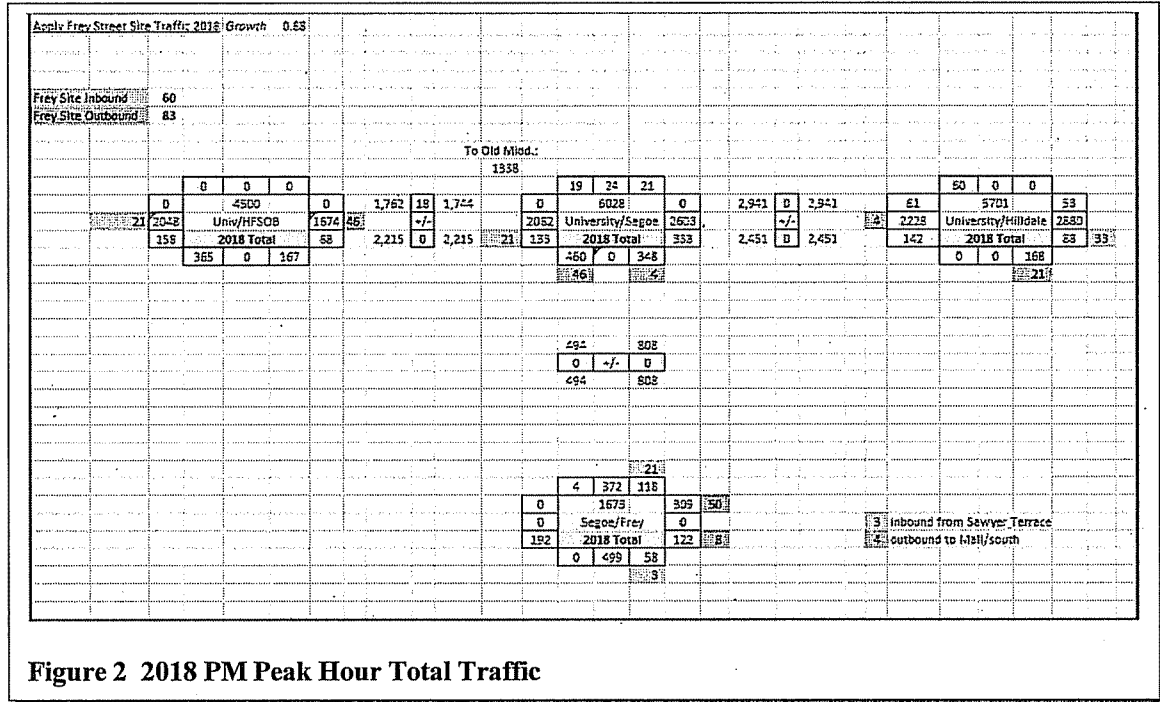


Figure 2 2018 PM Peak Hour Total Traffic

2. Traffic Model Development

This traffic analysis used the Synchro/SimTraffic model originally developed for the Humana Redevelopment Traffic Impact Analysis completed in September 2006. The study team updated the model to the latest software build and modified the intersection geometry where appropriate to reflect the current existing and planned transportation system. Two new signals were also assumed to be in place. At University Avenue and Hill Farms entrance a partial signal allowing full access while maintaining free-flow westbound travel on University Avenue is provided. At University Avenue and Hilldale Way a partial signal allowing right-in, right-out, and left-in access is provided.

3. Traffic Operations Modeling Results

Motor vehicle traffic operations are evaluated based on the average delay experienced per vehicle. This is compared against the Level of Service (LOS) scale included in the Highway Capacity Manual (HCM) authored by the United States Department of Transportation's Federal Highway Administration. The LOS scale runs from LOS A (very little delay) to LOS F (high delay resulting from traffic volumes that exceed the capacity of the turning movement(s) or intersection).

Some of the study intersections do not (or will not) use standard signal phasing, and therefore results (based on Highway Capacity Manual 2010 procedures) cannot be produced. The discussion that follows is based on delay and LOS results produced by Synchro procedures. Comments based on observation of the SimTraffic microsimulation are also provided.

Mr. Barry Perkel  
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a. 2018 PM Peak Hour Total Traffic

Delay and LOS based on Synchro output indicates operations will generally be acceptable (LOS D or better) at the four study intersections in 2018 after completion of the HFSOB redevelopment and Frey Street site projects. The exception is at University Avenue and Segoe Road where the westbound left-turn (WBL) and northbound left and through movements (NBL, NBT) operate at LOS E and are near capacity.

Some locations have notable predicted queue lengths from Synchro. Some of these are expected to experience volumes that will exceed capacity during the heaviest portion of the PM peak hour<sup>1</sup>. These include:

- (1) University Avenue and Hill Farms entrance:
  - (a) NBL has queues exceeding 350 feet with a peak volume to capacity ratio ( $v/c$ ) > 1.0.
  - (b) Eastbound through (EBT) has queues exceeding 600 feet.
- (2) University Avenue and Segoe Road:
  - (a) NBT and NBL has queues exceeding 300 feet with a peak  $v/c$  > 1.0.
  - (b) EBT has queues exceeding 700 feet with a peak  $v/c$  > 1.0.
  - (c) WBL has queues exceeding 350 feet with a peak  $v/c$  > 1.0.
- (3) University Avenue and Hilldale Way: The westbound through (WBT) has queues exceeding 550 feet.

Observation of SimTraffic microsimulation indicates lane utilization characteristics may result in additional congestion and queuing. Specifically, the share of westbound University Avenue traffic destined for the Old Middleton Road off-ramp (1,338 vehicles making up 43 percent of westbound traffic) results in poor lane utilization that exacerbates westbound congestion.

b. 2030 PM Peak Hour Total Traffic

Delay and LOS based on Synchro output indicates operations will deteriorate to some degree by 2030 if no additional modifications are made to the transportation system. Most movements remain at acceptable levels (LOS D or better) at the four study intersections. At University Avenue and Hill Farms entrance the EBT and NBL operate at LOS E. At University Avenue and Segoe Road the WBL and EBT drop to LOS F.

Some locations have notable predicted queue lengths from Synchro. Some of these are expected to experience volumes that will exceed capacity during the heaviest portion of the PM peak hour. These include:

- (1) University Avenue and Hill Farms entrance:
  - (a) NBL has queues exceeding 500 feet with a peak  $v/c$  > 1.0.
  - (b) EBT has queues exceeding 700 feet with a peak  $v/c$  > 1.0.
- (2) University Avenue and Segoe Road:
  - (a) NBT and NBL has queues exceeding 250 feet with a peak  $v/c$  > 1.0.
  - (b) EBT has queues exceeding 800 feet with a peak  $v/c$  > 1.0.
  - (c) WBL has queues exceeding 300 feet with a peak  $v/c$  > 1.0.

<sup>1</sup> Synchro predicts the volume to capacity ratio, or  $v/c$ , will be over 1.0 during the peak 15 minutes as indicated by a # symbol in the operations results.

Mr. Barry Perkel  
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- (d) WBT has queues exceeding 850 feet with a peak  $v/c > 1.0$ .
- (3) University Avenue and Hilldale Way: The WBT has queues exceeding 850 feet with a  $v/c > 1.0$ .

Observation of SimTraffic microsimulation indicates lane utilization characteristics may result in additional congestion and queuing. Specifically, the share of westbound University Avenue traffic destined for the Old Middleton Road off-ramp (1,520 vehicles making up 43 percent of westbound traffic) results in poor lane utilization that exacerbates westbound congestion.

#### 4. Discussion of Possible Modifications

Following is a discussion of possible modifications that could be considered to improve motor vehicle traffic operations. These are based on previous studies as well as the planning level traffic operations analysis documented in this letter.

##### a. Modifications that may fit within the existing geometric footprint

- (1) University Avenue and Hill Farms entrance

There were none.

- (2) University Avenue and Segoe Road

There were none.

- (3) University Avenue and Hilldale Way

Install a partial signal allowing right-in/right-out/left-in movements and providing for a two-stage pedestrian crossing with a raised central refuge island.

- (4) Segoe Road and Frey Street

There were none.

- (5) Additional Modifications

The following additional modifications could be considered to improve motor vehicle routing options to/from the east, west, and south.

- (a) Implement adaptive signal control on University Avenue to improve the operations during the shoulders of the peak traffic volume periods and accommodate seasonal and non-recurring volume changes.
- (b) Provide all-way stop control at the intersection of Sheboygan Road and Eau Claire Avenue.
- (c) Provide all-way stop control at the HFSOB driveway(s) with Sheboygan Avenue to facilitate the southbound left-turn movements.
- (d) Add a protected NBL signal phase at the intersection of Midvale Boulevard and Regent Street.

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b. Modifications that likely require geometric alterations

(1) University Avenue and Hill Farms entrance

Maximize the northbound left-turn bay storage.

(2) University Avenue and Segoe Road

Provide a triple northbound left-turn configuration consisting of one exclusive northbound left-turn bay, one exclusive northbound left-turn lane, and one shared northbound left/through/right lane. Providing appropriate turning space for trucks may require geometric modifications to the intersection.

Provide dual westbound left-turn lanes.

Provide a dual lane westbound off-ramp to Old Middleton Road so two westbound through lanes are available for traffic destined to Old Middleton Road at the Segoe Road stop bar. This will improve lane utilization and reduce the westbound queuing. This likely would require construction of retaining walls along the westbound off-ramp.

(3) University Avenue and Hilldale Way

Install a partial signal allowing right-in/right-out/left-in movements and providing for a two-stage pedestrian crossing with a raised central refuge island. Maximize the westbound left-turn bay storage.

(4) Segoe Road and Frey Street

There were none.

(5) Additional Modifications

The following additional modifications could be considered to improve motor vehicle routing options to/from the east, west, and south.

(a) Add motor vehicle capacity to the intersection of Whitney Way and Old Middleton Road.

(b) Provide a westbound u-turn option from the Old Middleton road westbound off-ramp to travel back eastbound and enter the HFSOB site via the proposed right-in/right-out on the Old Middleton Road on-ramp with the goal of drawing some traffic away from the WBL from University Avenue to Segoe Road.

(c) Signalize the intersection of Segoe Road and Sheboygan Avenue.

5. Conclusions

The supplemental planning level traffic analysis summarized here indicates operations are expected to be marginally acceptable in 2018 after full redevelopment of the HFSOB and Frey Street sites. In terms of the subject Frey Street site's contribution to traffic volumes in the area, the incremental impact on traffic operations compared to the existing background and HFSOB site volumes is inconsequential.

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Based on the forecasted 2018 PM peak-hour total traffic volumes at University Avenue and Segoe Road, the Frey Street site volumes represent approximately 5 percent of the traffic on Segoe Road and 1 percent of the traffic on University Avenue.

Please let me know if you have questions about this supplemental traffic analysis, or need additional information.

Sincerely,

STRAND ASSOCIATES, INC.®



Jeffrey S. Held, P.E., PTOE

Enclosures