

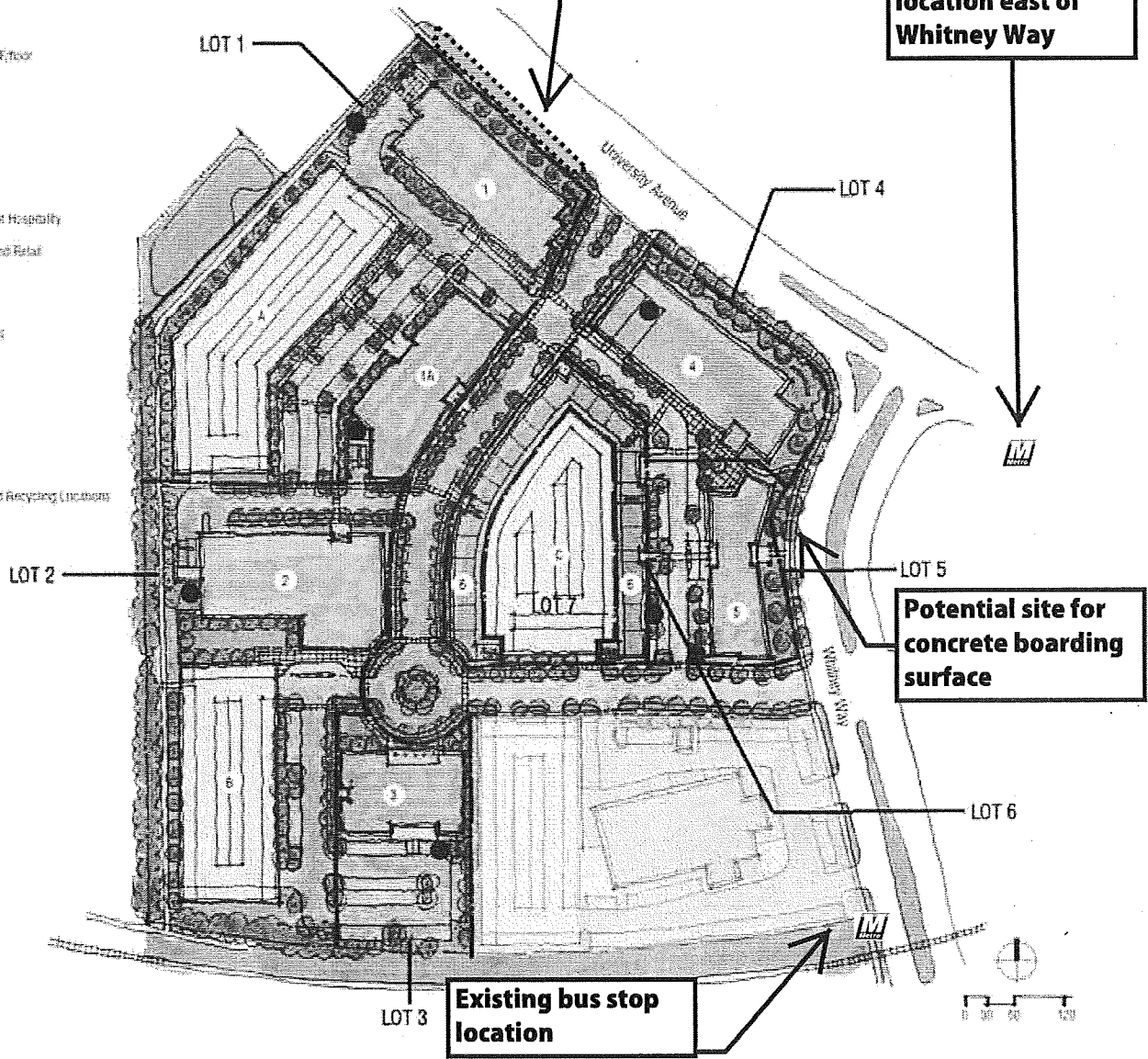
Planned bus stop location opposite Flambeau Road intersection.

Area of potential bus stop pullout lane, and passenger amenities, for new bus stop location.

Planned bus stop location east of Whitney Way

4.3 CONCEPT MASTER PLAN

- Buildings**
- 1 69,000 SF Clinic
3 stories, 23,000 SF/floor
 - 2 78,000 SF Clinic
4 stories
17,500 SF/floor
 - 3 65,000 SF Clinic
3 stories
28,700 SF/floor
 - 4 48,000 SF non-profit Hospitality
 - 5 63,000 SF Office and Retail
3 stories
21,000 SF/floor
 - 6 Hotel
6 floors/100 Rooms
 - 7 Residential Retail
Approx. 65 units
3 and 4 stories
Approx. 600 sq/lot
- Proposed Fresh and Recycling Locations



****This is a Concept Masterplan. Final building footprint uses and sizes will be determined during the SIP submittals.**

15-17

AGENDA # 4

City of Madison, Wisconsin

REPORT OF: URBAN DESIGN COMMISSION	PRESENTED: August 17, 2011	
TITLE: 5115 University Avenue – PUD(GDP-SIP) for a Mixed-Use Development in UDD No. 6. 19 th Ald. Dist. (23464)	REFERRED:	
	REREFERRED:	
	REPORTED BACK:	
AUTHOR: Alan J. Martin, Secretary	ADOPTED:	POF:
DATED: August 17, 2011	ID NUMBER:	

Members present were: Richard Wagner, Henry Lufler, Todd Barnett, Marsha Rummel, Richard Slayton, Dawn O’Kroley, Melissa Huggins and John Harrington.

SUMMARY:

At its meeting of August 17, 2011, the Urban Design Commission **GRANTED INITIAL APPROVAL** of a PUD(GDP-SIP) located at 5115 University Avenue. Appearing on behalf of the project were Ken Saiki, representing Ken Saiki Design; Eric Lawson, representing Krupp Construction; Aaron Johnson, representing Potter Lawson Architects; Paul Lenhart, and Ald. Mark Clear. Registered in support and available to answer questions was Dan Day, representing the property owner. Registered and speaking in opposition were Bill Fitzpatrick, Jackie Csedo, representing the Spring Harbor Neighborhood Association; Addi Faerber, Jeff Turner, representing Midas Auto Service; Richard J. Pearson, and Michael Kienitz. Registered neither in support nor opposition and wishing to speak were Greg Hull, representing the Spring Harbor Neighborhood Association; Amy Kinast, Herman Felstehousen, and Noel Radomski, representing the Glen Oak Hills Neighborhood Association. Lawson noted changes to the plans that include Phase II being wrapped with residential around the parking garage. He provided details on Phase I of the UW Digestive Health building along University Avenue, a new entrance off of University Avenue, a detention area, a 25-foot setback along University Avenue, and multiple sidewalks for a pedestrian-friendly environment with views from Old Sauk Road presented. He stated that the results of a traffic study were still pending and detailed several areas shown for possible pocket parks. Saiki presented the planting plan at the GDP level to include street tree planting, plantings in parking areas on grade, natural plantings along the bike path and some detailed planting for some of the areas around buildings. The Digestive Health building will be approximately 60,000 square feet with below ground parking. Building materials include brown brick with iron spot, simulated dress-faced stone and metal with champagne anodized look. They are looking at using the LEED certification for health care and would be the first for the City to do so. Dan Day addressed the traffic study that will be available for distribution within two weeks. Stormwater run-off is a major concern for both the neighborhood and the development team; they have done a significant amount of management on this site through the bioretention facility on the far west of the site and lowered the impervious paving to 71%. They are looking at integrating some of the taller prairie grass where appropriate. They have hired someone to monitor the environmental impacts during construction and to deal with the state and federal regulations.

Amy Kinast spoke about the history of the neighborhood and her previous visits to the Commission. Her nomination for 5117 University Avenue will move forward to the Plan Commission on September 19, 2011.

Michael Keinitz spoke about the amount of stormwater run-off and what that means for the area. He was told that the well in this area is very susceptible to contaminants applied at the land surface and at the stormwater run-off. A community environmental specialist also commented that this development has been static for many years; site demolition and construction could produce new contaminants from the surface which could enter the water supply.

Herman Felstehousen read a prepared statement representing the Spring Harbor Neighborhood Association Development Review Committee. They ask for a referral in the context of the well conditions and the unique character of the area where development would take place. While the board supports development of the Erdman parcel, the proposal currently presented lacks adequate detail and in some cases fails to address critical problems in regards to stormwater runoff, wellhead protection and traffic impacts (where the traffic studies have yet to be completed).

Noel Radomski spoke as the President of the Glen Oak Hills Neighborhood Association, which is also abutting the development parcel. The neighborhood is also in favor of infill development and are in full agreement with Spring Harbor to refer this development at this time. They also agree they do not have enough information to make an informed decision. The traffic modeling analysis is not yet completed, issues related to environmental concerns and wellhead protection have yet to be determined.

Richard Pearson spoke in support of development on this parcel, but again reiterated the need for more information.

Jeff Turner spoke as the owner of Midas next door and lives in the Indian Hills neighborhood. He has attended every private and public meeting on this project in both iterations. He pointed out that the neighborhood has been waiting for a traffic study for over a year and a half. As a business owner he can appreciate the 5,000 customers this project will bring to the area, however, the closer you look at it the worse it gets. They have talked but they have not listened.

Addi Faerber spoke as a resident of the Trillium Neighborhood. She opposes the development because it is grossly out of scale with the neighborhood. The proposed buildings will dwarf the small single-family homes in her neighborhood. The 3-story parking deck would be 26 yards from her back door. It will increase the isolation of her community; the developers will cut down mature hard wood trees just over the property line exposing her house to the noise, light and dust of construction for possibly the next ten years. The proposed buildings turn their back to the neighborhood and are effectively building a 3-4 story wall around the east side of the neighborhood. There are no proposed bicycle, pedestrian or vehicle connections between the neighborhood and the proposed development. This development could derail the improvement of this fragile neighborhood.

Jackie Csedo spoke as a member of multiple neighborhood groups. She stands behind all the other comments made and asked the Commission to refer this project. She finds issue with the density and maintaining property values in the City. The neighborhood is surrounded by mostly one-story buildings. She reviewed the goals of the Urban Design Commission, specifically assuring a functionally efficient city in the future; she does not see infrastructure in this development that is going to make this anything near efficient.

Bill Fitzpatrick spoke about the PUD standards and the need for time to address these standards. He reiterated that most of the issues brought up tonight are the same issues that were brought up during the Erdman proposal for this property. Overall he sees much to like about the project, but specifics have not been addressed.

Ald. Clear spoke in agreement with Spring Harbor and Glen Oaks Neighborhoods. He feels confident that issues with stormwater and wellhead protection can be resolved over the next month or so before this project goes to the Plan Commission. He is still concerned with the lack of traffic study. He supports a lot of the developer's green initiatives and hopes green roofs will contribute to the infiltration problem, perhaps even pursuing a TIF grant to make this possible. He agrees there needs to be a connection to the Trillium Neighborhood and stated that the developer has been working to accomplish this. He disagrees with the neighborhood on the hotel height; he sees 6-stories as acceptable for this site as it will not affect the sight lines from University Avenue or Old Sauk Road. He doesn't see that the site would loom over the existing residential homes. He hopes to see this project continue to move forward.

Tim Parks of the Planning Division stated that the traffic study has been going back and forth between the developer and Traffic Engineering because of the key issue of the intersection of north/south public street at University Avenue and the need for that intersection to be signalized. Currently Traffic Engineering has asked the developer to provide the data model for how this project will impact University Avenue and Whitney Way in terms of trip generation, as well as preliminary designs as to how University Avenue would look to review the design in terms of the need for additional right-of-way and geometrics based on three design scenarios. Wagner pointed out that according to the timeline given by Parks, the Urban Design Commission and the neighborhoods would not be able to look at this before acting on design issues. Rummel pointed out that the UDC does have jurisdiction over the stormwater management plans and inquired about wellhead protection zoning. Parks replied that typically stormwater issues are handled by City Engineering, and they are in the process of reviewing the preliminary plans for this project. Water Utility is also actively involved in many aspects of the project. Infiltration is not permitted by State Statute in wellhead protection zones, so the developer is proposing a bioretention pond to filter some of the contamination out of the water that flows to it. Huggins asked if there was anything that the traffic study could come up with that would alter the design of the PUD from a design standpoint.

Greg Hull spoke as the president of the Spring Harbor Neighborhood Association. He stated that as a design committee, if we agree that this is a unique site that requires unique run-off, he sees that as part of design.

Huggins stated that she does not see pedestrian connections have been added and feels that is important. She recalled from the Erdman Holdings proposal that the neighborhood was in opposition to any connections. She suggested the neighborhood make that happen and get the appropriate rights-of-way put in place. The developer stated they have put an invitation to the Trillium Neighborhood to have a connection put in; they have not heard from the neighborhood yet.

Smith found that the SIP is way ahead of the GDP, in particular stormwater and traffic. The UDC needs the storm and traffic handled at that level. Slayton stated that the developer is proposing what is more pervious on the site than what it is right now. The applicant stated they are not infiltrating on the site because of the wellhead protection and the fact that they cannot infiltrate anything other than open grass areas. Slayton responded that there is still run-off with a grassy area. Rummel asked if they had a sense of what is in the underground tanks. Day stated that Erdman Holdings apparently dealt with some of that in their work on the site; you have to have mechanisms in place to deal with what you find. Day noted that the Erdman report was reviewed by the DNR and they accepted the findings. O'Kroley asked about the viability for the 2-story building handling some rainwater. They stated they would use a tank and use the water in the building. Regarding landscape and the existing trees, she asked for clarification as to how many trees along the westerly property line will be cut down. He responded that they have made a commitment to the neighborhood to maintain the path going through there and that if there is a tree on a property line it will remain. They will try to maintain as much greenery in that area as possible. Where trees are taken down they can be supplemented with an evergreen tree to bring the screening back. Harrington brought up issue with the front of the building on

University Avenue; it looks like very strong foundation plantings but he would like to see more trees. He also suggested hanging greens to help with the landscape plan. Wagner stated that this is the first citizen commission to see things while the City is still developing material that is not at their table; citizens come here and expect the UDC to have answers to their concerns and the City is not set up to make that happen. Parks stated that the applicant has presented plans that comply with Chapter 37; he doesn't know that more information is going to come back to the commission based on what Chapter 37 requires unless they ask for more.

ACTION:

On a motion by O'Kroley, seconded by Slayton, the Urban Design Commission **GRANTED INITIAL APPROVAL**. The motion was passed on a vote of (7-0). The motion provided for the following:

- Coordination with Traffic Engineering relative to the traffic impacts that may affect the site development plan based on the completion the traffic modeling analysis.
- Coordination of proposed on-site stormwater management with the City Engineer to determine adequacy of on-site stormwater management facilities.
- The Urban Design Commission's encourages the use of green roofs with all SIPs within the development when applicants return for SIP approval.
- Study of the landscaping at University Avenue to incorporate large scale trees and foundation plantings including coordination with Marla Eddy, City Forester on the location of trees in the City's right-of-way.
- Utilize grasses along University Avenue to improve and incorporate hanging vines or green surface on the west face of the parking ramp.
- Study the density of the greenspace between the neighborhood and the parking ramp as a priority.
- Provide that the GDP landscape plan more closely meshes with the Conceptual Plan.
- Continue to study the pedestrian connections to the west as well as the south.
- Provide an east/west cross-section of the site looking north and going through the proposed massing for both parking structures on the west.
- Look at expanded on-site detention.

After the Commission acts on an application, individual Commissioners rate the overall design on a scale of 1 to 10, including any changes required by the Commission. The ratings are for information only. They are not used to decide whether the project should be approved. The scale is 1 = complete failure; 2 = critically bad; 3 = very poor; 4 = poor; 5 = fair; 6 = good; 7 = very good; 8 = excellent; 9 = superior; and 10 = outstanding. The overall ratings for this project are 6, 6, 6, 6, 7 and 8.

URBAN DESIGN COMMISSION PROJECT RATING FOR: 5115 University Avenue

	Site Plan	Architecture	Landscape Plan	Site Amenities, Lighting, Etc.	Signs	Circulation (Pedestrian, Vehicular)	Urban Context	Overall Rating
Member Ratings	6	6	6	-	-	6	6	6
	-	-	-	-	-	-	-	6
	7	7	7	7	-	7	7	7
	6	5	5	-	-	5	6	6
	6	7	6	-	-	6	7	6
	8	7	7	-	-	8	8	8

General Comments:

- Traffic and stormwater need to be handled and documented in a clear and strong way.
- Need stormwater and traffic plan.
- Underground storage tanks or roof holding capacity for slowing stormwater detention?
- Create effective green buffer along west. Explore green roof viability. Address Trillium construction concerns.

Regarding: 5117 University Avenue – Marshall Erdman & Associates Office and Shop Landmark Nomination
(Legistar #23432)
PUBLIC HEARING

Date: September 19, 2011
Prepared By: Amy Scanlon

General Information:

On July 13, 2011, a nomination was filed by Ms. Amy Kinast of 5018 Tomahawk Trail to designate the Marshall Erdman & Associates Office and Shop located at 5117 University Avenue a local historic landmark. Staff is aware that the property owner, Erdman Holdings, LLC, does not support this nomination.

On August 8, 2011, the Landmarks Commission determined that the nomination should be considered and a public hearing scheduled. The Landmarks Commission will hold the public hearing at its September 19, 2011 meeting. Following the public hearing, the Commission may act on the nomination. If the Commission decides to make a recommendation, it shall forward its recommendation to the Common Council including the reasons for the recommendation.

Relevant Ordinance Sections:

33.19 (6) Procedures.

(a) Designation Of Landmarks and Landmark Sites.

The Landmarks Commission and the Common Council may consider nominations for landmark status. An individual or group may nominate a property for consideration. If a complete, accurate application is submitted and the Commission decides to consider the nomination, a public hearing shall be scheduled. At least ten (10) days prior to such hearing, the commission shall notify the owners of record, as listed in the office of the City Assessor, who are owners of property in whole or in part situated within two hundred (200) feet of the boundaries of the property affected. Notice of such hearing shall also be published as a Class 1 Notice, under the Wisconsin Statutes. The commission shall also notify the following: Department of Public Works, Parks Division, Fire and Police Departments, Health Division, Department of Planning and Community and Economic Development and Plan Commission. Each such department shall respond to the commission within thirty (30) days of notification with its comments on the proposed designation or rescission. The commission shall then conduct such public hearing and, in addition to the notified persons, may hear expert witnesses, and shall have the power to subpoena such witnesses and records as it deems necessary. The commission may conduct an independent investigation into the proposed designation or rescission. Within ten (10) days after the close of the public hearing, and after application of the criteria in Subsection (4), above, the commission may recommend the designation of the property as either a landmark or a landmark site or recommend the rescission of such designation. After such recommendation has been made, notification shall be sent to the property owner or owners. The commission shall report its recommendation, along with the reasons for it, to the Common Council. After considering the

commission's report, and considering the standards contained in this ordinance, the Common Council may designate the property as either a landmark or a landmark site or rescind such designation. The City Clerk shall notify the Director of the Building Inspection Division and the City Assessor. The City Clerk shall cause such designation or rescission to be recorded, at City expense, in the Dane County Register of Deeds office.

If the Commission decides not to consider a nomination, the property owner or alderperson may request that the Common Council consider the nomination. The Common Council shall then refer the nomination to the Landmarks Commission for a recommendation. (Am. by Ord. 11,983, 12-12-97; Ord. 12,302, 1-15-99; ORD-08-00109, 10-7-08)

33.19(4) Landmarks and Landmark Sites Designation Criteria.

- (a) For purposes of this ordinance, a landmark or landmark site designation may be placed on any site, natural or improved, including any building, improvement or structure located thereon, or any area of particular historic, architectural or cultural significance to the City of Madison, such as historic structures or sites which:
1. Exemplify or reflect the broad cultural, political, economic or social history of the nation, state or community; or
 2. Are identified with historic personages or with important events in national, state or local history; or
 3. Embody the distinguishing characteristics of an architectural type specimen, inherently valuable for a study of a period, style, method of construction, or of indigenous materials or craftsmanship or
 4. Are representative of the notable work of a master builder, designer or architect whose individual genius influences his age.

Staff Comments:

1. Following the August 8, 2011 Landmarks Commission meeting, Staff met with and provided the Applicant with comments and recommended revisions to the nomination. As noted in the staff report prepared for that meeting, while the nomination was sufficiently complete to be considered at that time, it needed to be revised to specifically note the criteria for significance and include bibliographical references before being reviewed for public hearing. Staff met with the Applicant to review the requested revisions. The revised nomination does not adequately address the majority of the recommended revisions. While the nomination continues to contain interesting information, Staff believes that much of it is not directly relevant to the specific criteria for designating a landmark.

2. At the August 8, 2011 meeting, the Landmarks Commission directed the Applicant to focus the nomination's statement of significance on criteria 2, and to touch on criteria 1. Because the revised nomination continues to name all four criteria in the significance statement, Staff will comment on each criterion for discussion.

Criteria 1 Staff does not believe that this particular building exemplifies or reflects the broad cultural, political, economic or social history of the nation, state or community. Although Marshall Erdman is associated with providing post World War II housing in Madison, his contribution was part of a national trend in responding to the housing deficiencies. There are clusters of Erdman

prefabricated homes that better embody Marshall Erdman's contributions to the post World War II housing development than this building.

Criteria 2 While Marshall Erdman's contributions to the community are noteworthy as discussed above; there are numerous buildings in the area that better embody and identify these significant contributions than the building that served as his office and shop.

Criteria 3 Staff does not believe that this building is an architectural specimen. The current building at 5117 University is a meandering collage of building styles that evolved over time out of necessity for a growing company. Buildings have been adapted through expansion for centuries. This evolution is not a characteristic of organic architecture espoused by Frank Lloyd Wright. Rather, it is the sign of a building that has outgrown its original function.

Criteria 4 Staff does not agree that this building is a notable work of a master architect or builder. Although William Kaeser is considered a master architect and Marshall Erdman a master builder by standards established by the National Register, the building must be found to be a notable work or a masterpiece of the master to meet this criteria. While the nomination states that Kaeser was the architect, Staff can find no documentation proving that Kaeser was responsible for designing the original building. It is possible that there was an existing building on the site when the property was purchased by the Erdmans and that Kaeser was the architect for some renovations and later additions. The entire complex of linked buildings is not proven in the nomination to be attributable to Kaeser.

3. Staff recommended on August 8, 2011 that the consideration of this nomination not proceed to public hearing for the reasons noted in the attached report dated August 8, 2011.

Staff Recommendation:

Staff recommends that the Landmarks Commission not make a recommendation to designate the building at 5117 University Avenue a landmark or a landmark site.

Regarding: **5117 University Avenue – Marshall Erdman & Associates Office and Shop Landmark Nomination (Legistar #23432)**

Date: August 8, 2011
Prepared By: Amy Scanlon

General Information:

On July 13, 2011, a nomination was filed by Ms. Amy Kinast of 5018 Tomahawk Trail to designate the Marshall Erdman & Associates Office and Shop located at 5117 University Avenue a local historic landmark. Staff is aware that the property owner, Erdman Holdings, LLC, does not support this nomination.

At this time, there are two decisions before the Landmarks Commission: 1) to determine if the attached Landmarks Nomination application is complete and accurate and 2) whether it would like to consider the nomination and schedule a full public hearing as described in the underlined passage of 33.19(6)(a) below. If the Commission wishes to proceed, a public hearing will be scheduled in accordance with the designation procedures below, and at which time the Commission will consider the full set of Landmarks Designation Criteria as listed in 33.19(4).

33.19 (6) Procedures.

(a) Designation Of Landmarks and Landmark Sites.

The Landmarks Commission and the Common Council may consider nominations for landmark status. An individual or group may nominate a property for consideration. If a complete, accurate application is submitted and the Commission decides to consider the nomination, a public hearing shall be scheduled. At least ten (10) days prior to such hearing, the commission shall notify the owners of record, as listed in the office of the City Assessor, who are owners of property in whole or in part situated within two hundred (200) feet of the boundaries of the property affected. Notice of such hearing shall also be published as a Class 1 Notice, under the Wisconsin Statutes. The commission shall also notify the following: Department of Public Works, Parks Division, Fire and Police Departments, Health Division, Department of Planning and Community and Economic Development and Plan Commission. Each such department shall respond to the commission within thirty (30) days of notification with its comments on the proposed designation or rescission. The commission shall then conduct such public hearing and, in addition to the notified persons, may hear expert witnesses, and shall have the power to subpoena such witnesses and records as it deems necessary. The commission may conduct an independent investigation into the proposed designation or rescission. Within ten (10) days after the close of the public hearing, and after application of the criteria in Subsection (4), above, the commission may recommend the designation of the property as either a landmark or a landmark site or recommend the rescission of such designation. After such recommendation has been made, notification shall be sent to the property owner or owners. The commission shall report its recommendation, along with the reasons for it, to the Common Council. After considering the commission's report, and considering the standards contained in this ordinance, the Common Council may designate the property as either a landmark or a landmark site

or rescind such designation. The City Clerk shall notify the Director of the Building Inspection Division and the City Assessor. The City Clerk shall cause such designation or rescission to be recorded, at City expense, in the Dane County Register of Deeds office.

If the Commission decides not to consider a nomination, the property owner or alderperson may request that the Common Council consider the nomination. The Common Council shall then refer the nomination to the Landmarks Commission for a recommendation. (Am. by Ord. 11,983, 12-12-97; Ord. 12,302, 1-15-99; ORD-08-00109, 10-7-08)

33.19(4) Landmarks and Landmark Sites Designation Criteria.

- (a) For purposes of this ordinance, a landmark or landmark site designation may be placed on any site, natural or improved, including any building, improvement or structure located thereon, or any area of particular historic, architectural or cultural significance to the City of Madison, such as historic structures or sites which:
1. Exemplify or reflect the broad cultural, political, economic or social history of the nation, state or community; or
 2. Are identified with historic personages or with important events in national, state or local history; or
 3. Embody the distinguishing characteristics of an architectural type specimen, inherently valuable for a study of a period, style, method of construction, or of indigenous materials or craftsmanship or
 4. Are representative of the notable work of a master builder, designer or architect whose individual genius influences his age.

Staff Comments:

Reviewing the two decisions before the Landmarks Commission, staff believes:

1. The nomination is reasonably complete and accurate; however, the bibliographical sources should be cited in a more academically appropriate way (especially in the narrative of the Nominator Significance Report) because the exact source of information is not clear in all instances and makes the determination of accuracy difficult.
2. The Landmarks Commission should not consider the nomination. Planning staff has previously communicated with the Applicant that staff does not support the nomination of this building. This recommendation considers the following:
 - a. It has been well known for over a year that the Erdman property was proposed for a significant redevelopment project. On July 12, 2010 a prior development team first notified the public through the notification listserv about their intent to file a demolition permit for the building at 5117 University Avenue. During the routine discussion of the demolition report at both July 26, 2010 and August 9, 2010 Landmarks Commission meetings, there was no indication by the Commission about any historic interest of this building.
 - b. A new development team reopened the discussions of the development of this property and re-notified the listserv earlier this summer. Subsequently, Paul Lenhart of Krupp Construction filed applications with the Plan Commission to demolish 11 buildings located at 5063-5117 University Avenue and 702 N. Whitney Way, including the Erdman

office and shop site, and to rezone and subdivide approximately 14 acres of property to allow development of a mixed-use and employment project in the Planned Unit Development (PUD) zoning district.

In a similar case recently before the Landmarks Commission, the submission of the nomination to designate Luther Memorial Church was concurrent with the development review process for the project at St. Francis. The distinction between the two cases is that in the case of Luther Memorial, the nomination was for a building adjacent to the proposed development site that was clearly worthy of being designated a local landmark and the nomination had been discussed for some time.

- c. As part of the ongoing City-wide development review process, numerous improvement suggestions have been brought to the attention of the Landmarks Commission. One concern is that property owners and developers need assurance that the entitlement process developers follow is not going to be changed in the middle of the review of a project. The submission of this nomination during the second proposal for this property affects that established process. While the Landmarks Commission has a separate approval process from other Commissions, the actions of the Landmarks Commission are not insular. They are part of the larger development review process.
- d. Madison and the surrounding communities have numerous sites that better embody the contributions of Marshall Erdman and the historical significance of the professional relationship of Marshall Erdman with Frank Lloyd Wright and William Kaeser than the building at 5117 University Avenue.

Statement to Madison Urban Design Commission • August 17, 2011

**SPRING HARBOR NEIGHBORHOOD ASSOCIATION BOARD ACTION OF AUG 9, 2011
PERTAINING TO PROPOSED UNIVERSITY CROSSING DEVELOPMENT**

MOTION: The Spring Harbor Neighborhood Association (SHNA) Board does not support the University Crossing plan until four issues have been addressed, they are:

1. Traffic models pertaining to Whitney Way and new University Crossing intersections
2. Stormwater and environmental impacts
3. Wellhead protection requiring monitoring for contaminated soils
4. TIF funding provisions plus confirmation of construction and design plans.

MOTION PASSED WITHOUT DISSENT

Conditions required for approval

1) Krupp Construction and City are required to provide traffic models of intersections at University Avenue/Whitney Way and new University Crossing with opportunity for neighborhood review for acceptance prior to proceeding with project development.

The design of traffic flow and access onto University Ave from University Crossing is of vital interest to the neighborhood. Traffic volumes on University Ave are continuing to increase; University Crossing will add to that. Traffic through two closely spaced intersections will create new problems for the neighborhood and existing businesses. Expanding right turn lanes will cut into business frontage and access. Pedestrian and bicycle crossings will become more hazardous; bus stops less conveniently located. Negative impacts on pedestrians provide a strong justification for a pedestrian/bicycle underpass at Taco Bell. SHNA requires that the green buffer strip between University Ave and building #1 be preserved.

2) Developer to provide additional stormwater, runoff, and erosion controls.

Standard stormwater control practices fall short in addressing the nature and complexity of environmental conditions at the Erdman site. This parcel is unique in many respects. It is a large surface on a steep slope all draining in one direction. The drainage area consists of more than 18 acres when including the PSC/Erdman parcel and Whitney Way street frontage. The site produces a million gallons of stormwater during a 2" rain much of which surges into Spring Harbor carrying silt and pollutants with direct impact on beaches, boating, fish habitat and spawning areas. The property is located within wellhead protection zone #14 with possible contaminated soils. The site is hydrologically unique with an established interconnection between city well #14 and natural springs at Spring Harbor. Elevated levels of sodium chloride are detected in well water, natural springs and Spring Harbor.

Given these conditions, discharges of all stormwater directly into Spring Harbor is not an option. Suitable management and control measures must be provided before this project can be approved. Proven technologies are readily available, often at reasonable cost. The overall goal is to minimize the contamination of stormwater before it is discharged and to significantly slow its movement off the site. Infiltration on this site is not permitted because of wellhead protection. Acceptable alternatives are required. These include:

- Increase the amount of green surface (developer should provide exact percentages).
- Install terraced slopes and deep soils throughout that are planted with native grasses/coarse grasses for maximum filtration of runoff.
- Construct roof tops on all parking ramps (except residential ramp where a roof garden is

required). Direct roof water onto grass-filter landscapes. Direct interior ramp drainage to sanitary sewer (see VA Hospital plan).

- Provide 10' grass strips between each double row of parking on surface lots including temporary lots (see Metcalfe store/Hilldale model).
- Expand bio-filtration basin with liner to 10,000 sq ft.
- Construct and maintain siltation basin(s) in unbuilt portions of the parcel until final development takes place. All demolition areas to require immediate erosion control on all slopes by seeding with native plant mix.

3) University Crossing is within a wellhead protection area where monitoring for contaminated soils must be required during demolition and construction.

There is a history on this site of gasoline stations and fabricating shops using industrial chemicals. A high level of neighborhood concern exists concerning yet-undetected contamination under building slabs and below test boring levels on the Erdman property. These concerns were frequently expressed at a public forum at Mt Olive Church on Aug 10, 2011. To assure consistent monitoring during demolition and construction, Krupp Construction contractors must be required to keep a daily log noting buried well casings, drain pipes, barrels, containers, grease pits, garbage dumps and other encounters, conduct additional testing of contaminated finds, and report measures taken for disposal/cleanup. SHNA and well #14 water users require these steps be taken as a condition of approval. SHNA requests copies of weekly/biweekly log summaries as they are delivered to City and developer.

4) TIF district creation, TIF funding priorities, and previously called-for building and siting adjustments require clarification and reconfirmation.

- TIF district #41 was created based on a finding of "blighted" property. This property and surrounding parcels are not considered blighted in any social or economic sense—they are not abandoned, occupied by squatters, tax delinquent, or in unstable markets. Blight places an unnecessary negative marker on adjoining thriving businesses. City is requested to remove/change the blight designation.
- Developer is required to give assurances when TIF funding is available that stormwater and erosion controls and green surfaces will receive priority.
- City participation is required to establish an easement for multi-purpose path between University Crossing and Craig Ave in the Trillium neighborhood.
- TIF priorities must include pedestrian/bicycle underpass on University Ave to improve traffic flow and increase pedestrian safety.
- SHNA requires that mature trees and shrubs be maintained at the corner of University Ave and Whitney Way until the parcel is developed, and that trees and shrubs be maintained on the periphery to the greatest extent possible. Tree planting along streets, walkways and pocket parks following construction is required.
- Building and design requirements previously called for by SHNA Board on July 6, 2011, must be provided and reconfirmed: a) maximum height of 4 stories for all buildings including hotel, b) low berm to buffer University Ave side of clinic building #1, c) green edge with drive-up front entrance on University Crossing for building #1, d) expanded green space to approximately 25 percent of total property area, e) parking ramp exteriors finished on all sides compatible with adjoining buildings, f) mechanical noise totally buffered, and street-side building surfaces design for low sound reflection, g) dark-sky lighting standards applied on all outdoor fixtures, no open lamps facing the neighbors, h) capitol building viewshed from the west not to show new building tops.



Traffic Engineering and Parking Divisions

David C. Dryer, P.E., City Traffic Engineer and Parking Manager

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September 15, 2011

TO: Plan Commission

FROM: David C. Dryer, P.E., City Traffic Engineer and Parking Manager

SUBJECT: **5063-5119 University Avenue & 702 N. Whitney Way – Rezoning– C3 to PUD (GDP) / Demolition of 11 commercial buildings; GDP for construction of mixed-use development; SIP for medical clinic; Preliminary and Final Plat of University Crossing**

The City Traffic Engineering Division has reviewed the subject development and has the following comments.

MAJOR OR NON-STANDARD REVIEW COMMENTS (Comments which are special to the project and/or may require additional work beyond a standard, more routine project.)

1. The applicant's traffic study has provided a workable solution of a half-traffic signal to address its traffic impacts, however, this plan still needs to be incorporated into the reconstruction plans for University Avenue. The subject solution is described in the developer's Addendum dated September 13, 2011. The development would start out with stop control, un-signalized conditions but need to build out and provide whatever provisions for the half signal on University Avenue for potential ultimate capacity.

Please note a half signal is the maximum the City is interested in due to the significant traffic impacts of a full signal on University Ave, N. Whitney Way and other surrounding streets like Old Middleton Road and the railroad corridor.

The Developer and City would first need to amend and incorporate the half signal changes with the already approved federally funded reconstruction plans for University Ave; and second the Developer and City would monitor the conditions and consider traffic signals as part of the City's annual signal priority list with review by the City's Pedestrian Bicycle Motor Vehicle Commission (PBMVC). There is the potential for installing traffic signals at the outset depending on the development's phasing and future City review and approvals. The Developer would be responsible for all incremental costs to modify the current reconstruction and signal plans.

2. Prior to GDP/Plat approval, the applicant shall be responsible for securing all proper permits and approvals for driveway approaches and proposed median breaks onto University Avenue (CTH 'MS') from Dane County Highway and Transportation Department. The applicant shall provide copies of all approved permits to Traffic Engineering prior to approval of plans.

- 3. The applicant shall also be responsible for securing Dane County's approval for reconstructing the proposed median break on University Ave for a special design, traffic signalized intersection in order to secure enough traffic capacity to adequately serve the development. The applicant shall provide copies of all approved permits to Traffic Engineering prior to approval of the GDP.**
- 4. The applicant shall be responsible for reconstructing the all-way access point on N. Whitney Way to City Traffic Engineer specifications, to include the potential for potential future traffic signals, and interconnections with nearby traffic signals and railroad signals. The applicant may be required to reconstruct all four sides of this intersection to provide an acceptable design.**
- 5. The applicant will need enter into a developer's agreement contract with the City to pay for and provide the necessary improvements and roadway modifications that are required to support the proposed development, prior to final approval.**
- 6. To provide for orderly development of this property and surrounding, adjacent properties, and to provide for adequate measures to serve development traffic, the applicant shall provide a reciprocal cross access easement to the properties to the west, at the current location of the proposed access lane behind the fronting building (UW Clinic) on University Ave. This is to service the subject development traffic demands and service connections to University Ave. and the commercial properties to the west on University Ave. and Flambeau Rd.**
- 7. The applicant will need to modify N. Whitney Way to accommodate an exclusive right-turn lane ingress to the site, and revise the right of way accordingly.**
- 8. The final design and alignment of the internal streets shall be revised and reviewed to meet recommended design practices. In addition the applicant may need to enter into a maintenance agreement and provide an upfront capital deposit for the annual upkeep and maintenance for the special signage, markings, and for management, enforcement services, to be determined by the Traffic Engineer.**
- 9. The internal street design shall be revised to include a series of traffic calming speed humps and midblock ped-bike crossing treatments, as determined by the Traffic Engineer.**
- 10. The applicant shall provide a signing and marking plan with parking restrictions proposed for the internal street to be reviewed and approved by the Traffic Engineer and City Engineer.**
- 11. All driveway approaches will need to be approved in the SIP review. Driveway approaches will need to be modified and/or relocated to reduce conflicts points and be in accordance to MGO. Driveway approaches to Lots 1, 2, 9 and 10 for example, will need to be modified to reduce conflicts. If certain driveways are too close to intersections, vehicles will drive the wrong way ingressing or egressing the parking access to parking lots or streets.**
- 12. The developer shall enter into a subdivision contract and make improvements to the public streets considered temporary until such time as the ultimate improvements are undertaken.**

- 13. If the number of parking stalls proposed is over 1,000, the Applicant is advised of the Wisconsin Administrative Code NR 406 requirements as they pertain to parking lot size and air quality. The applicant should contact John Meier, Air Quality Analyst for the Wisconsin Department of Natural Resource at 267-0869. A letter from the DNR should be provided to City Traffic Engineering demonstrating that the Indirect Source Permit was issued or exempted.**
- 14. City of Madison radio systems are microwave directional line of sight to remote towers citywide. The building elevation will need to be review by Traffic Engineer to accommodate the microwave sight and building. The applicant shall submit grade and elevations plans if a building exceeds four stories prior to sign-off to be reviewed and approved by Keith Lippert, (266-4767) Traffic Engineering Shop, 1120 Sayle Street. The applicant shall return one signed approved building elevation copy to the City Traffic Engineering office with final plans for sign off.**

PEDESTRIAN AND BICYCLE TRANSPORTATION REVIEW COMMENTS

- 15. The plat and GDP/SIP shall provide and note the previously approved 20-foot wide ped-bike easement on the southern property line.**
- 16. The site plan shall provide multiple access connections from the perimeter ped-bike paths and bike racks at fronts of buildings with applicable signage, to be shown on the plans and to be reviewed and approved by the Traffic Engineer.**
- 17. To provide for adequate pedestrian and bicycle connections, the applicant shall modify University Avenue and North Whitney Way to accommodate an 8-foot wide bike/ped sidewalk on the frontages. Bike lanes alone in these streets are not adequate to serve all users.**
- 18. The applicant will need to install several raised crosswalks at points determined by the Traffic Engineer.**
- 19. The development will need to provide a ped-bike master plan showing all features and easements, including bike path and sidewalk dimensions and cross sections.**

GENERAL OR STANDARD REVIEW COMMENTS

In addition, the following General or Standard Review Comments are in accordance to MGO:

20. The applicant shall submit one contiguous plan of the overall development for approval with each final plan.
21. No parking stall shall be so located as to require a vehicle, while exiting therefrom, to back onto any public street right-of-way.
22. The street type approaches on N. Whitney Way and University Avenue shall be reviewed and approved by the City Traffic Engineer. In addition, the applicant shall be responsible financially to maintain pavement marking as approved by the City Traffic

Engineer. The applicant shall at all times maintain crosswalks, stop bars and lane lines, signage and included in the geometrically special design "Street Type Entrance." The applicant shall show, lane dimensions, lane line color and width according to the Federal Highway Administration "Manual On Uniform Traffic Devices." in epoxy for lane lines, 12 " cross walks lines, 24 " stop bars, pavement markings details and signage to as approved by the City Traffic Engineer. In addition, a note shall be shown on the plan, "ALL PAVEMENT MARKINGS SHALL BE INSTALLED IN EPOXY AND MAINTIAN BY THE PROPERTY OWNER."

23. All existing driveway approaches on which are to be abandoned with demolition shall be removed and replaced with curb and gutter and noted on the plan.
24. The applicant shall execute a waiver for traffic signals and street lights, and post a deposit for same.
25. The applicant shall execute an operation and maintenance agreement with the City for 100% of the costs to design, install, operate, maintain, and service the any new traffic signals.
26. The applicant shall be required to provide any necessary easements for the installation of traffic signals, including control box, loops, hand-holes, markings and signing.
27. 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.
28. Public signing and marking related to the development may be required by the City Traffic Engineer for which the developer shall be financially responsible. If the internal street is to be public the developer shall provide an upfront capital fee for the annual upkeep and maintenance, to be determined by the Traffic Engineer.

Please contact Bryan Walker, City Traffic Engineering at 267-8754 if you have questions regarding the above items:

Contact Person: Dan Day
Fax: 608-833-1089
Email: dday@donofrio.cc

DCD: DJM: dm

CONCLUSIONS AND RECOMMENDATIONS

The University Crossing Development, in the southwest quadrant of the intersection of University Avenue and Whitney Way, is a mixed use development which is expected to begin construction in 2012 with full development completed by 2018. It is anchored by three UW Health medical clinics and includes apartments, a small hotel, a long term lodge and some general office and retail. After reductions for internal, mixed use and multi-modal trips, the proposed development is anticipated to generate approximately 7,260 trips during an average weekday with approximately 766 of these trips in the PM peak hour and 481 in the AM peak hour. Approximately 7,057 of the daily trips, 752 of the PM peak hour trips, and 472 of the AM peak hour trips are anticipated to be new trips.

These trips were assigned to the existing roadway system using current street system geometrics, existing travel patterns and engineering judgment. The proposed development includes a new public street (University Crossing "A" Street and "B" Street) which will have single access points on University Avenue ("A" Street) and Whitney Way ("B" Street). It is expected that the University Avenue intersection ("A" Street) will be the primary access point, specifically for vehicles departing the development to the west. Because of planned reconstruction, which includes the construction of a median and therefore restricted left turn movements onto and off of University Avenue between Segoe Road and Allen Boulevard, special accommodations were evaluated to provide continued full access to this property, specifically left turns into and out of this development at the University Avenue access location.

It should be noted that because of the nature of this development, with the majority of trips generated by medical office buildings with anticipated hours of operation of 6 AM to 7 PM; there is less of a peak hour impact than typical office/retail developments, thereby reducing the impacts to the existing traffic on the adjacent roadways during the peak periods. On high volume commuter traffic routes such as University Avenue, less concentrated trips during the peak hours are preferred. Additionally, construction of the proposed development will eliminate two access points on University Avenue and one access point on Whitney Way, thereby reducing conflict points.

Highway capacity analyses were performed at the intersections of the proposed new public street with University Avenue and with Whitney Way and at the intersections of University Avenue and Whitney Way and Old Middleton Road and Whitney Way. These analyses were conducted for 2012 traffic and for 2030 projected traffic including projected development traffic. These analyses resulted in the following recommendations:

- Install a full median break on University Avenue at its intersection with University Crossing "A" street. This intersection should be controlled by a traffic signal that is fully coordinated, including holding phases, with the University Avenue and Whitney Way traffic signal. The signal should be three-phase with a permitted/protected left turn from University Avenue onto University Crossing "A"

Street and a "flashing yellow arrow" for eastbound University Avenue traffic desiring to U turn to go west.

The proposed layout of this intersection is shown in Exhibit 9 and includes the following:

- A 125 foot left turn lane from westbound University Avenue onto University Crossing "A"
 - A 50 foot right turn lane from eastbound University Avenue to University Crossing "A"
 - A 100 foot left turn lane (to accommodate U turning traffic) from eastbound University Avenue to westbound University Avenue
 - A three lane approach with dual left turn lanes and a right turn lane from northbound University Crossing "A" to westbound University Avenue. The dual left turns should be designed to encourage equal distribution of traffic in both lanes and should be a minimum of 80 feet long.
 - A signalized pedestrian/bicycle crossing should be accommodated on the south and east legs of this intersection.
- Maintain the current median break and construct a two lane approach on University Crossing "B" at its intersection with Whitney Way. Stop control should remain on the University Crossing "B" Street approach and on the private driveway approach from the east. The left lane on the University Crossing "B" Street approach should be a combination through/left lane and the right lane should be a right turn only lane. The right turn lane should be a minimum of 75 feet.
 - As development progresses, evaluate the signal timing, specifically the splits at the University Avenue-Whitney Way intersection to determine if a longer left turn phase from westbound University Avenue to southbound Whitney Way is advised.
 - Consideration should be given to including the Old Middleton Road - Whitney Way traffic signal on the University Avenue system during the PM peak hour in an attempt to coordinate the northbound traffic on Whitney Way and minimize backups through the median break resulting from random arrivals on Whitney Way at the University Avenue traffic signal.

Although it is acknowledged that providing full access to this property, specifically for traffic exiting the development to the west, is a challenge; accommodations need to be made in order for this property to be developed. The recommendations presented here result in full access to this property while creating only minimal adverse effects for through traffic on University Avenue. The greatest impact to traffic will be to traffic proceeding from Whitney Way onto University Avenue. This traffic will be required to stop at the proposed University Crossing "A" intersection. However, with full coordination of this traffic signal and the traffic signal at the University Avenue - Whitney Way intersection, overall traffic impacts can be minimized. In addition, the proposed traffic signal at University Crossing "A" Street will result in some benefit to the University Avenue - Flambeau Road intersection because of the gaps in traffic which will be created for westbound traffic.

**ADDENDUM TO TRAFFIC STUDY - UNIVERSITY CROSSING
UNIVERSITY AVE – WHITNEY WAY INTERSECTION
City of Madison, WI
Prepared by Mary Greuel, KL Engineering
September 13, 2011**

At the request of the City of Madison Traffic Engineering Department a modified version of a “half” traffic signal at the proposed intersection of University Avenue and University Crossing was evaluated. The City prefers a “half” traffic signal to a full signal because they prefer to avoid stopping outbound University Avenue.

The concern with the half signal as discussed in the traffic study includes the short distance allowed for the merge with minimal gaps in traffic, specifically during PM peak hours. Although this might be feasible in the short term, as traffic volumes on University Avenue and Whitney Way increase, the merge would become increasingly difficult and could result in a back up of traffic in the merging area. Additionally, because the merging area is so close to the University Avenue – Whitney Way intersection, vehicles arriving in queues from the east on University Avenue and from Whitney Way will still be tightly packed resulting in merging being difficult during some time periods of the day. To alleviate some of these issues, a long term option was suggested by the City of Madison which includes a “half” traffic signal with a third lane added to westbound University Avenue through the Flambeau intersection.

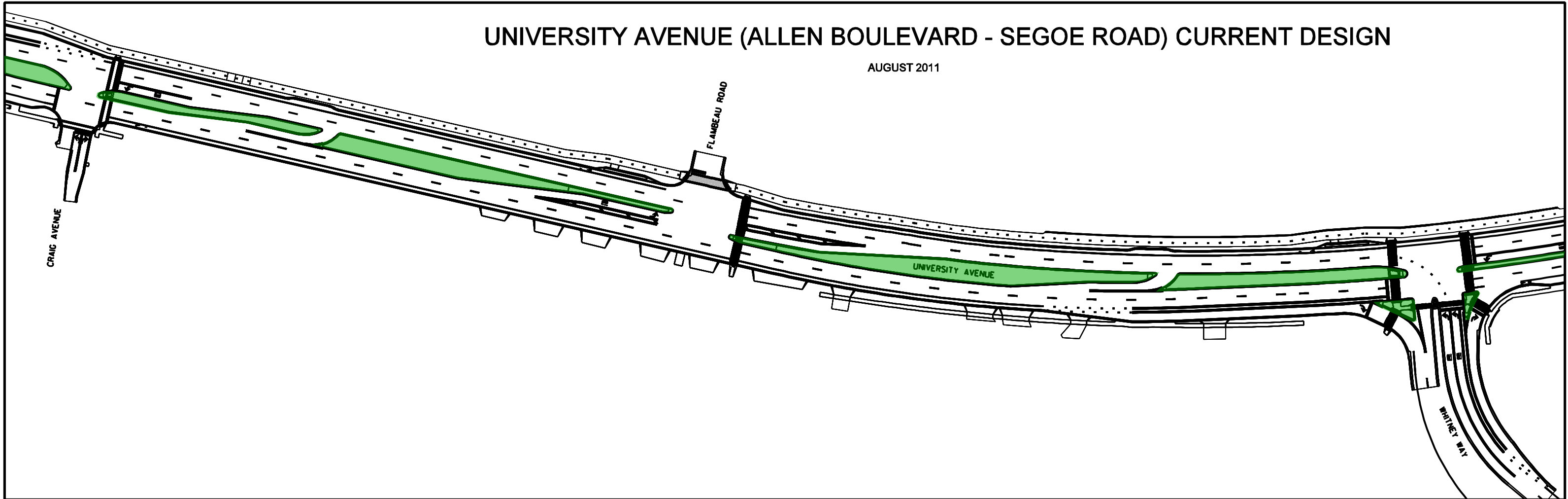
The new proposed “half” signal option includes the third lane westbound which is added at the development access point and continues as a full eleven foot lane through the Flambeau Road intersection. This third lane would then merge into the other two lanes of westbound University Avenue between Flambeau and the U turn bay east of Craig Avenue. This design results in approximately five additional feet of total street width. The eleven feet required is taken from the median and by relocating the north curb line of University Avenue approximately five feet to the north. This design can be constructed within the existing right-of-way (ROW) with the exception of the additional ROW already required from the developer to build the half signal option discussed in the report.

In comparison to the previous “half” signal proposal, this option results in a longer and therefore safer merge opportunity for traffic exiting the development and eliminates the possibility that traffic attempting to merge will back up through the University Crossing intersection. Because outbound University Avenue and left turning traffic from Whitney Way does not have to stop at the access point, this alternative also results in safer, more efficient movement of traffic for these movements when compared to a full traffic signal. It does require that traffic attempting to left or U turn at the Flambeau Road intersection cross the third lane to enter the westbound turn lane there.

Attached are plan and profile sheets for the modified "half" signal design as well as a schematic showing both the current design for University Avenue and the proposed modified design. Because additional right-of-way is not required to build this design, it is feasible to consider incorporating it into the University Avenue reconstruction project planned for 2012.

UNIVERSITY AVENUE (ALLEN BOULEVARD - SEGOE ROAD) CURRENT DESIGN

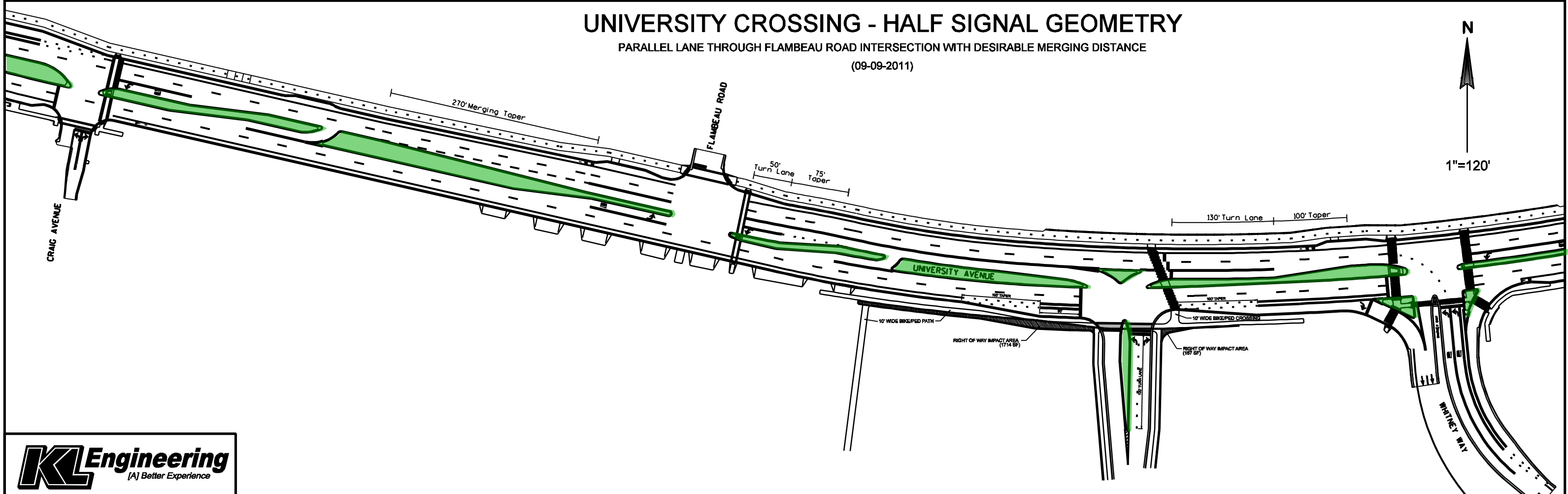
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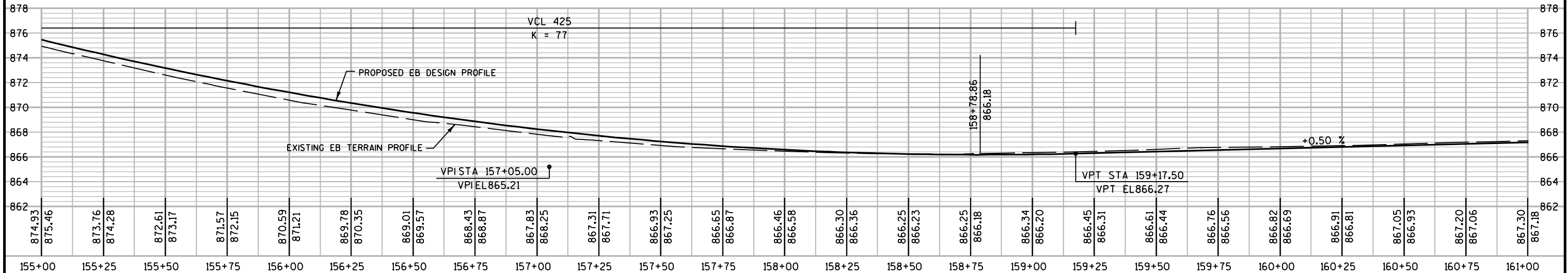
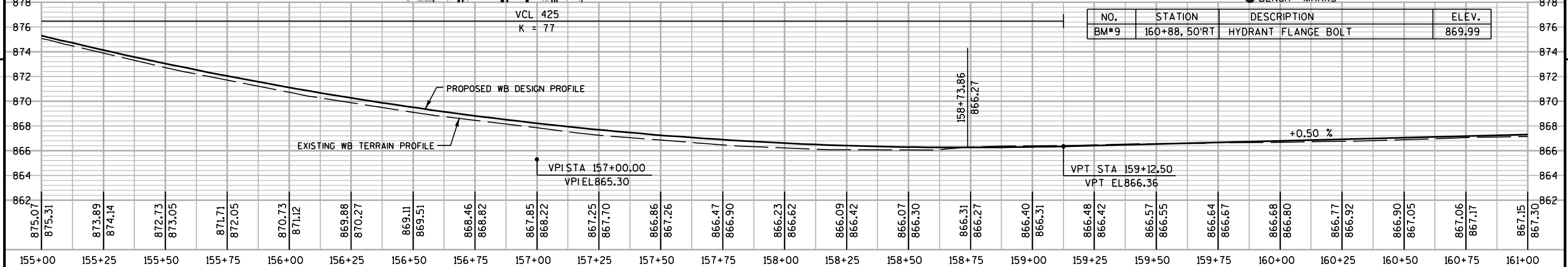
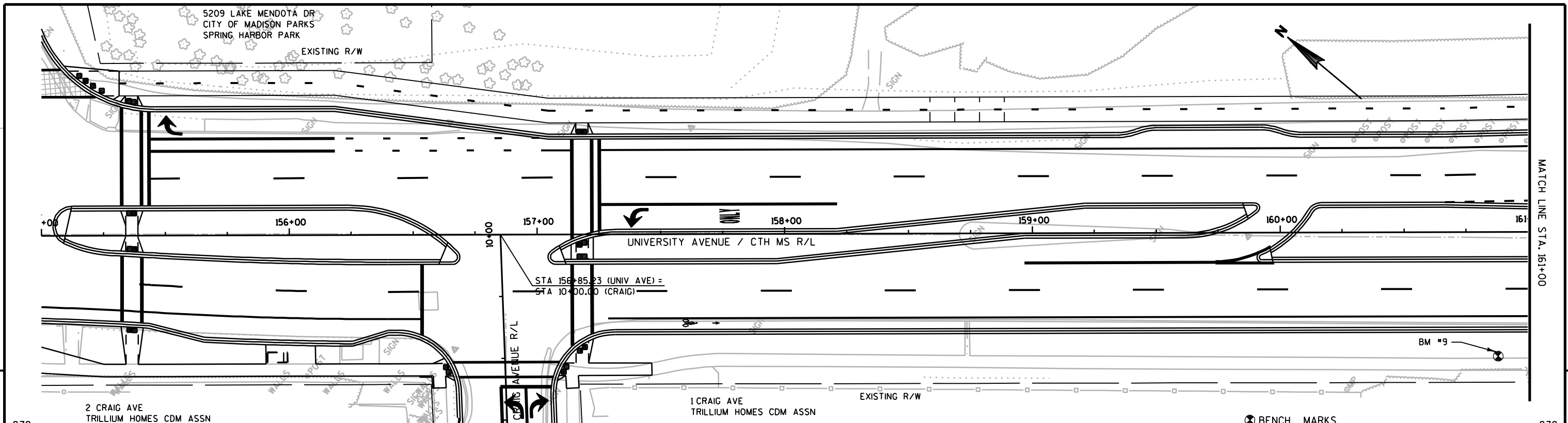


UNIVERSITY CROSSING - HALF SIGNAL GEOMETRY

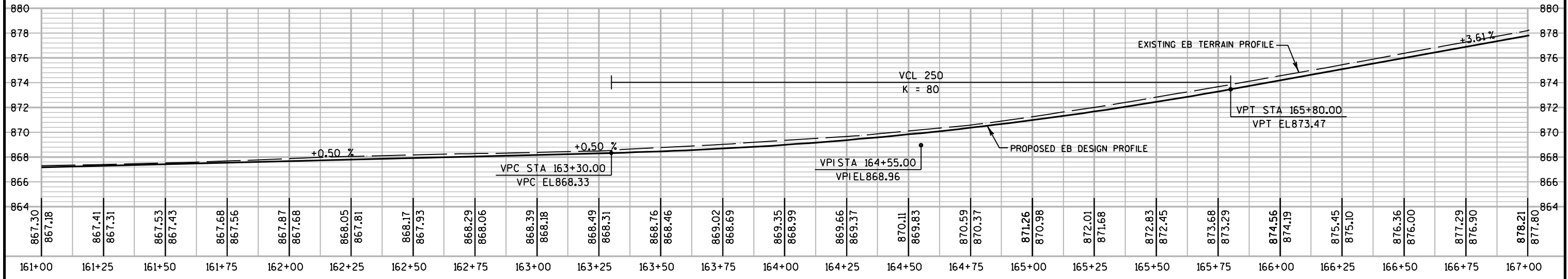
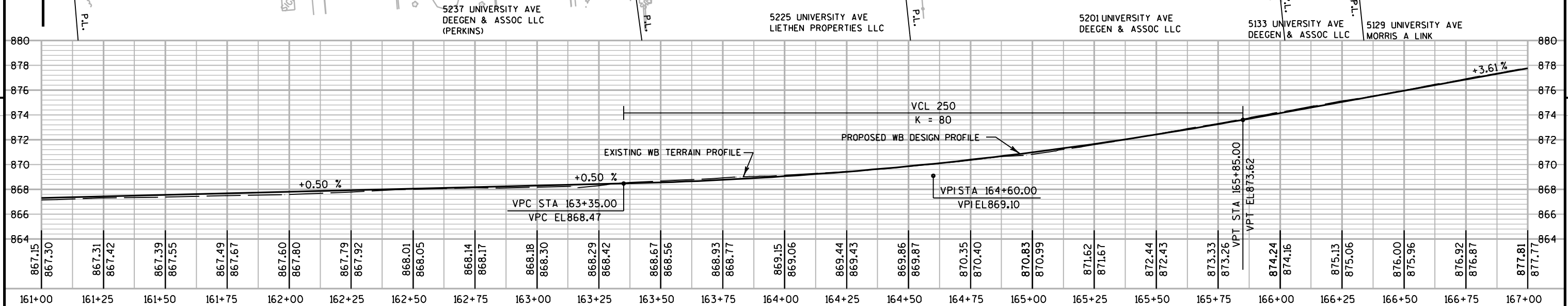
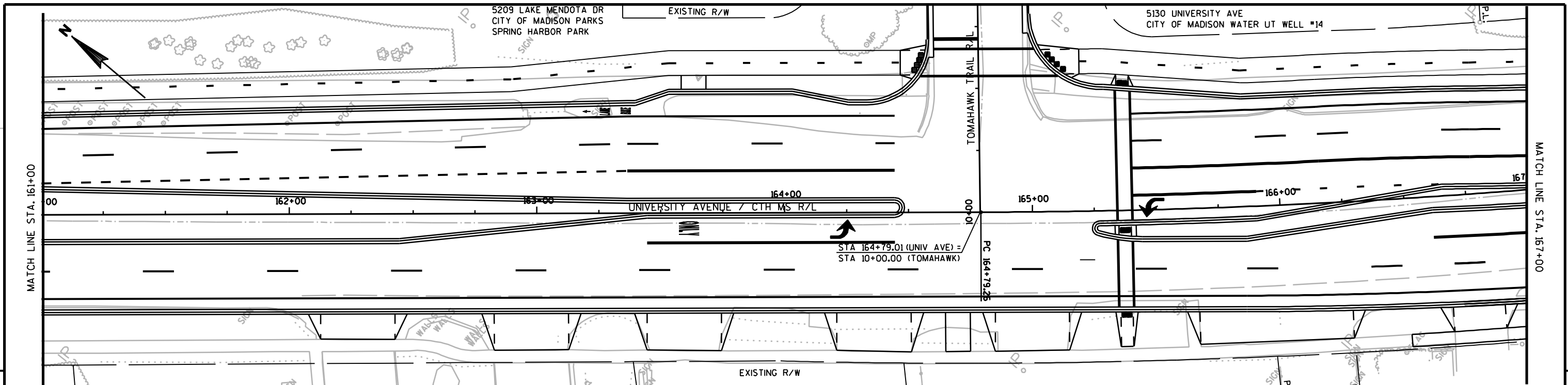
PARALLEL LANE THROUGH FLAMBEAU ROAD INTERSECTION WITH DESIRABLE MERGING DISTANCE

(09-09-2011)

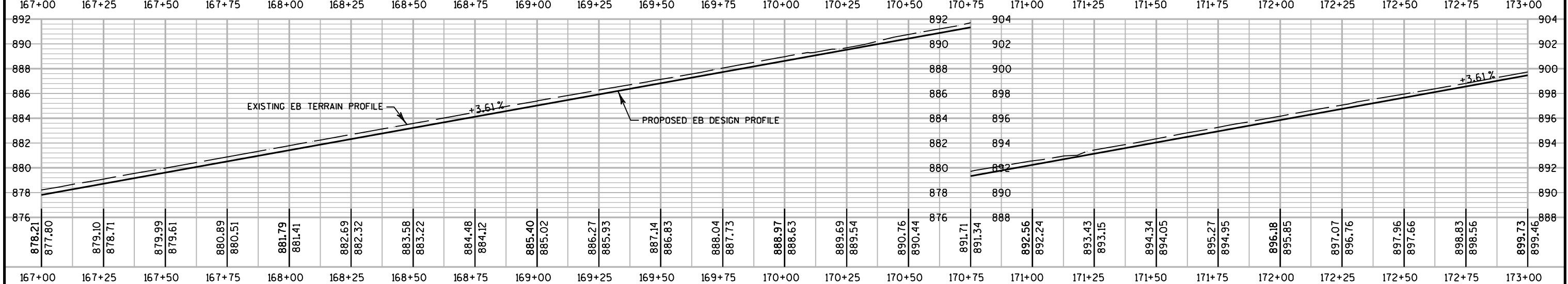
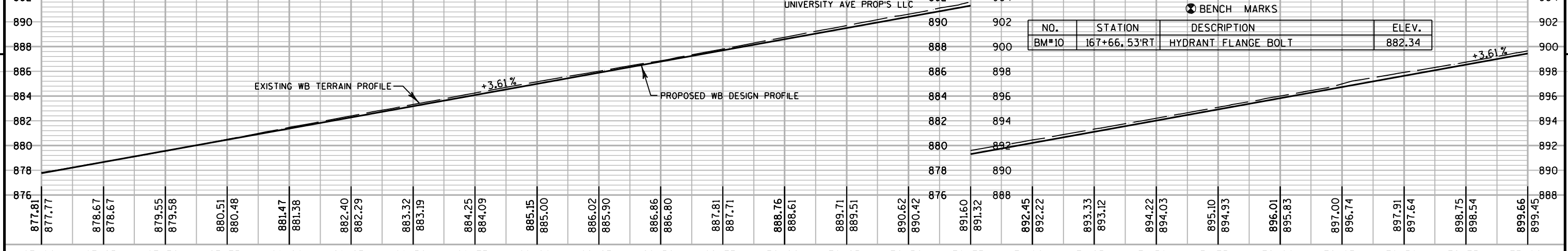
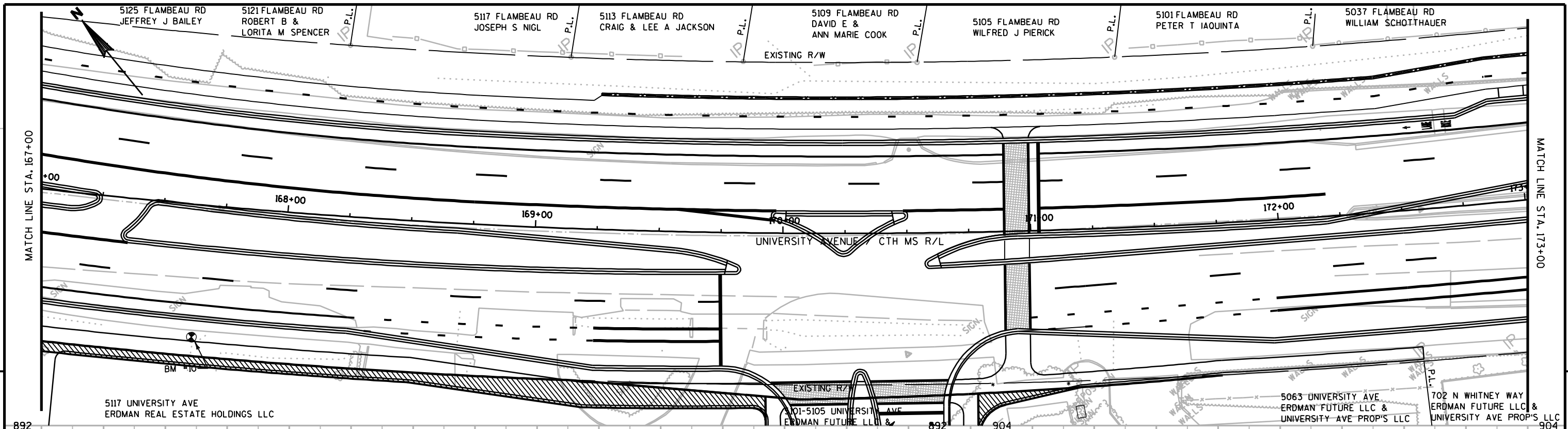




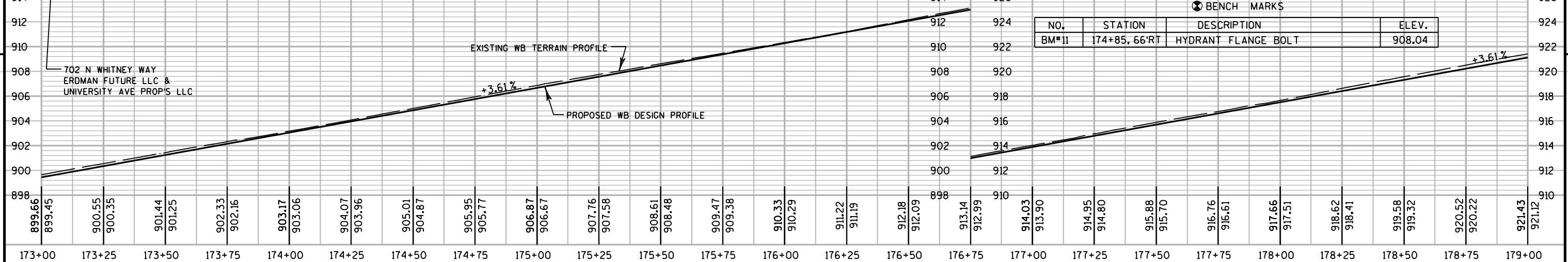
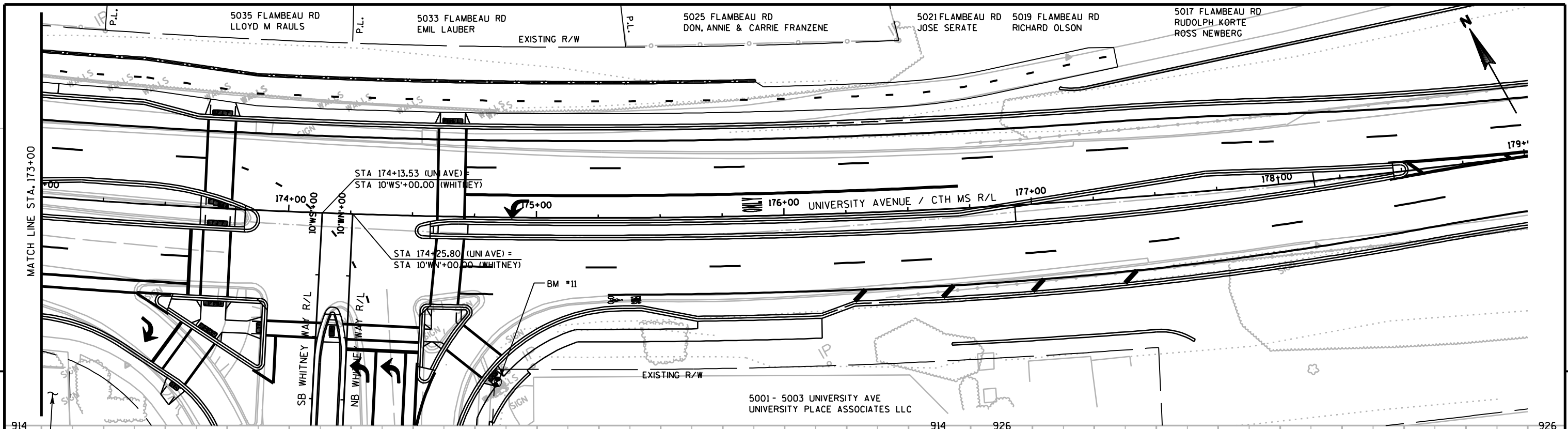
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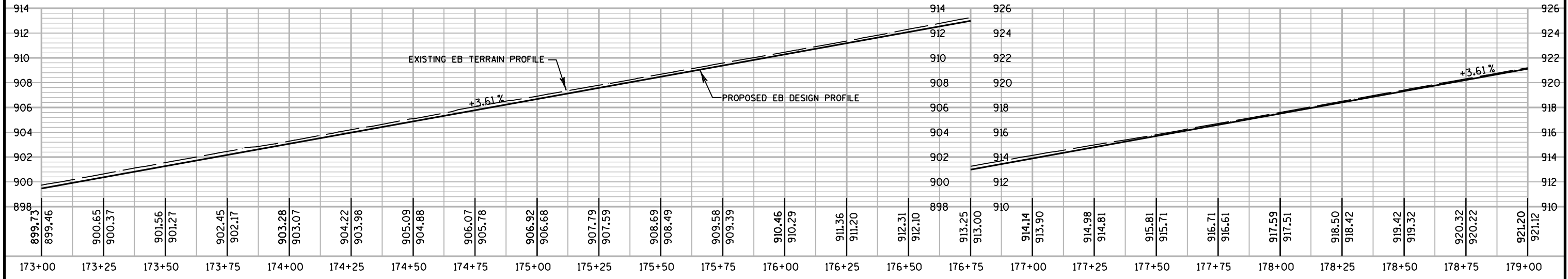
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PROJECT NO: 5992-08-79 HWY: CTH MS COUNTY: DANE PLAN & PROFILE (UNIVERSITY AVENUE) SHEET E



BENCH MARKS			
NO.	STATION	DESCRIPTION	ELEV.
BM#11	174+85, 66'RT	HYDRANT FLANGE BOLT	908.04



PROJECT NO: 5992-08-79 HWY: CTH MS COUNTY: DANE PLAN & PROFILE (UNIVERSITY AVENUE) SHEET E