



PLANNING DIVISION STAFF REPORT

June 4, 2018

PREPARED FOR THE PLAN COMMISSION

Project Address: 550 Junction Road (District 9 – Ald. Skidmore)
Application Type: Planned Development Zoning Map Amendment
Legistar File ID # [51320](#)
Prepared By: Chris Wells, Planning Division
Report Includes Comments from other City Agencies, as noted
Reviewed By: Kevin Firchow, AICP, Principal Planner

Summary

Applicant: Steve Shulfer; Shulfer Architects, LLC; 7780 Elmwood Ave. #208; Middleton, WI 53562
Contact: Ross Treichel; Shulfer Architects, LLC; 7780 Elmwood Ave. #208; Middleton, WI 53562
Property Owner: Lokre Companies/5256 Elmore Avenue LLC et al; PO Box 215; Plover, WI 54467

Requested Action: The applicant requests approval of an alteration to an approved Planned Development District to revise plans for an approved mixed-use building at 550 Junction Road to add three dwelling units and reduce the first floor commercial space to 9,000 square feet.

Proposal Summary: The applicant proposes to move the residential building's residential tenant amenities (lounge, community room and fitness center) from the fifth to the ground floor to occupy one of the existing commercial tenant spaces. Three 1-bedroom units would also be added to the fifth floor resulting in a five-story, mixed-use building with 36 residential units and roughly 9,000 square feet of ground floor commercial space at 550 Junction Road.

Applicable Regulations & Standards: This proposal is subject to the approval standards for Planned Developments [MGO §28.098]. The project was reviewed by the UDC Secretary on behalf of the Commission, as allowed under MGO §33.24(g)(2).

Review Required By: Urban Design Commission and Plan Commission.

Summary Recommendation: The Planning Division recommends that the Plan Commission **approve** an alteration to the Amended Planned Development – Specific Implementation Plan (PD-SIP) for an approved mixed-use building to add three dwelling units and reduce the first floor commercial space to 9,000 square feet at 550 Junction Road. This recommendation is subject to input at the public hearing and conditions recommended by reviewing agencies.

Background Information

Parcel Location: The roughly 121,514-square-foot (2.79-acre) subject site is located at 550 Junction Road, on the west side of Junction Road, roughly 300 feet south of the intersection with Attic Angels Circle/Junction Court. It falls within Aldermanic District 9 (Ald. Skidmore) as well as the Madison Municipal School District.

Existing Conditions and Land Use: The site is partially developed with a two-story, mixed-use development with office above ground-floor retail on the northerly end of the site. A 156-stall surface parking lot sits on the westerly side of the site. It is zoned PD (Planned Development District).

Surrounding Land Uses:

North & West: The Attic Angels senior housing complex and a City of Madison stormwater management facility. Both are zoned PD (Planned Development District);

South: A mixed-use development currently under construction which will have 173 dwelling units and 7,890 square feet of commercial space, zoned PD; and

East: City Center West office buildings and Portofino Place multi-tenant retail center, zoned PD.

Adopted Land Use Plans: The [Comprehensive Plan \(2006\)](#) recommends General Commercial (GC) and the [Junction Neighborhood Development Plan \(1990\)](#) recommends Community Mixed-Use (CMU) development for the subject property.

Zoning Summary: The property is zoned PD (Planned Development District).

Requirements	Required	Proposed
Lot Area (sq. ft.)	As per approved plans.	As per submitted plans.
Lot Width	As per approved plans.	As per submitted plans.
Front Yard Setback	As per approved plans.	As per submitted plans.
Side Yard Setback	As per approved plans.	As per submitted plans.
Rear Yard Setback	As per approved plans.	As per submitted plans.
Usable Open Space	As per approved plans.	As per submitted plans.
Maximum Lot Coverage	As per approved plans.	As per submitted plans.
Floor Area Ratio	As per approved plans.	As per submitted plans.
Building Height	As per approved plans.	As per submitted plans.
Number Parking Stalls	As per approved plans.	32 underground stalls proposed 36 underground stalls existing 156 surface stalls existing
Accessible Stalls	Yes	Yes
Loading	As per approved plans.	As per previously approved plans.
Number Bike Parking Stalls	Multi-family dwelling: 1 per unit up to 2-bedrooms, ½ space per add'l bedroom (36) 1 guest space per 10 units (4) General retail, service business, office: 1 per 2,000 sq. ft. floor area (4) (44 total)	16 surface 29 underground (45 total) <i>(See Comments #3, #4)</i>
Landscaping and Screening	Yes	Yes
Lighting	Yes	Yes
Other Critical Zoning Items	Urban Design (Planned Development); Barrier Free (ILHR 69), Utility Easements; Wellhead Protection District (WP-28)	

Table Prepared by Jenny Kirchgatter, Assistant Zoning Administrator

Environmental Corridor Status: The property is not located within a mapped environmental corridor.

Public Utilities and Services: The site is served by full range of urban services. While weekday all-day as well as weekend Metro bus service is located roughly 400 feet to the north at the intersection of Junction Road and Junction Court.

Previous Approvals

At its September 5, 2017 meeting, the Common Council approved four Planned Development zoning map amendments for the subject building (via Legistar File ID [48226](#)):

- Re-approval of the Planned Development's underlying General Development Plan (PD-GDP);
- A revision to the Planned Development's underlying General Development Plan (PD-GDP) to allow up to a five story/68-foot-tall building on Lot 9;
- A revision to the Planned Development's underlying General Development Plan (PD-GDP) to allow retail/office and residential land uses on Lot 9;
- Approving an Amended Planned Development – Specific Implementation Plan (PD-SIP) to allow for a five-story, mixed-use building with 33 residential units and roughly 9,800 square feet of ground floor commercial space at 550 Junction Road.

Project Description

The applicant is requesting a zoning map amendment to allow an alteration to the Amended Planned Development – Specific Implementation Plan (PD-SIP) for an approved mixed-use building at 550 Junction Road. This proposal is subject to the approval standards for Planned Developments [MGO §28.098]. It was reviewed by the UDC Secretary on behalf of the Commission, as allowed under MGO §33.24(g)(2).

As part of this request, the applicant proposes to relocate two of the building's residential amenities – the 600-square-foot club room and 460-square-foot fitness center – from the fifth to the ground floor to occupy one of the existing five commercial tenant spaces. The amenity spaces will now occupy the building's second most southerly commercial tenant space, a roughly 2,300-square-foot space which is labeled as 558 Junction Road on the submitted materials. The net result will be a reduction in commercial space from roughly 11,300 to 9,000 square feet. The proposed ground floor residential amenity space is divided into a 475-square-foot fitness center and a 780-square-foot community room, both located on the easterly side of the space, and a 1,050-square-foot lounge with mail center, bathrooms, and vestibule, located on the westerly side. While all three spaces will be interconnected, the community room, lounge and vestibule also have exterior entries. Staff note that this proposal represents a roughly 116-percent increase in residential amenity space over the 1,060 square feet of space provided by the previously-approved design's 460-square-foot fitness center and 600-square-foot clubroom.

Changes to the fifth floor are driven by the addition of three 1-bedroom units. One of the units will be added by converting what was the clubroom amenity space, located at the floor's southeasterly corner. Square footage for the other two 1-bedroom units will be added in between the two stairwells located along the building's westerly façade. As a result, the total number of units will increase from 33 to 36, with a unit breakdown consisting of three efficiency units, 19 one-bedroom units, and 14 two-bedroom units. Regarding the floor's overall square footage (i.e. the actual occupiable space), these changes will result in a roughly 1,600-square-foot (21-percent) increase. That said, while the overall footprint is larger, the various fifth floor setbacks for the four elevations remain the same as the previously-approved design.

Regarding exterior changes to the building, it should first be noted that all utilize the building's pre-existing palette of materials. The doors of all the commercial tenant spaces will be switched from doubles to singles. The westerly façade of the ground floor residential amenity space however will have two separate doors – one to access mail/lounge area and the other to access the space's entry vestibule. Up on the fifth floor, the central

portion of the westerly elevation, once entirely blank, will now include windows and private balconies for the two added units. The doors and windows on the westerly facade of what was previously the communal club room, and looked out onto the outdoor patio, will be removed given the space's conversion to a one-bedroom unit. Those along the northerly facade of the former club room space will be shifted to the east to access the unit's private balcony. All proposed changes have been bubbled in the revised drawing set included in the Plan Commission's packet of materials.

No changes to the site or the under-building parking lot are included with this request.

Analysis and Conclusion

This request is subject to the Planned Development standards [Section 28.098(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 Planning Division believes the request is generally consistent with adopted plan recommendations. The [Comprehensive Plan \(2006\)](#) recommends General Commercial (GC) and the [Junction Neighborhood Development Plan \(1990\)](#) recommends Community Mixed-Use (CMU) development for the subject property. The [Comprehensive Plan](#) describes General Commercial Districts as providing a wide range of goods and services, including certain business and professional offices that are appropriately located throughout the city, but the districts are not generally expected to include residential uses. Regarding recommended development intensity, the [Comprehensive Plan](#), which provides no fixed limits on the size of an establishment or development intensity, recommends all uses to be compatible with the density and scale of surrounding development, and points to applicable neighborhood or special area plans for more detailed guidance.

The [Junction Neighborhood Development Plan](#) recommends Community Mixed-Use (CMU) development for the subject property and specifically recommends that this area be primarily developed with mixed-use buildings and multi-family residential buildings as a transition between the entirely commercial sites to the north and east and the single-family residences to the south. The Plan recommends that non-residential uses (such as retail, office, and service uses) be incorporated on the first floor, and potentially upper floors of buildings placed along the Junction Road frontage. For residential uses, such as apartment buildings, the Plan recommends that: 1) buildings be between 2 and 6 stories in height, with any buildings over 4 stories located along the eastern portion of the site oriented to Junction Road; 2) densities be between 26 and 60 units per acre; 3) buildings be placed close to streets, with individual entrances to the ground level; and 4) off-street parking is primarily located underground.

Planned Development Standards

Planned Developments are intended to facilitate the development of land in an integrated and innovative fashion, to allow for flexibility in site design, and to encourage development that is sensitive to environmental, cultural and economic considerations. Specific design objectives include promoting green building technologies, integrated land uses, preservation and enhancement of environmental features, preservation of historic buildings, enhanced open space, and the facilitation of high-quality development consistent with adopted plans. See Zoning Code Section 28.098(1) for further information.

The entire Sauk Junction development was approved as a Planned Unit Development in 1997, and all properties were subsequently rezoned to the Planned Development (PD) District as part of the 2013 Zoning Code Rewrite. This request is considered a major amendment to the Specific Implementation Plan (SIP) and as such, the Planned Development standards must be applied to this zoning map amendment request.

Staff does not have concerns related to the appropriateness of the proposed alterations to the subject building. A large mixed-use development, currently under construction, is located immediately to the south at 518 Junction Road. When completed, it will contain 173 apartments and 7,890 square feet commercial space. Given its 4.5-acre site, this works out to a density of 38 dwelling units per acre. In comparison, the density of the proposed development at 550 Junction Road, currently at 22.3 units per acre, would rise to just 24.3 with the addition of the three units. While staff recognize that the increased units would lower the ratio of under-building residential parking stalls to units from 0.97 stalls per unit to 0.89, staff does not have concern with this reduction given the 156-stall surface parking lot located immediately to the west of the subject building. Furthermore, as the subject building's ground floor would still be predominantly commercial, as mentioned above, Staff believe the proposed development is still consistent with the Junction Neighborhood Development Plan's recommendation for this site (i.e. a mixed-use or residential building, 2-6 stories in height (if over 4 stories, being located close to Junction Road), with under-building parking.

The specific approval standards for Planned Developments are provided in Section 28.098(2) of the Zoning Code. In summary, staff believes the standards of 28.098(2) are met and provides additional discussion on the following standard.

Standard (f) states that *"the PD District plan shall include open space suitable to the type and character of development proposed, including for projects with residential components, a mix of structured and natural spaces for use by residents and visitors. Areas for stormwater management, parking, or in the public right of way shall not be used to satisfy this requirement."* Even with the additional units, staff believe the proposed development is providing sufficient open space via the 380-square-foot rooftop patio (which will be available to all residents), the private balconies (each unit will have one) (in all, these will provide roughly 4,250 square feet of open space), and the roughly 17,000 square feet located on the surface, around the site. While this works out to roughly 600 square feet of open space per unit (down from the roughly 650 square feet which was provided by the previously-approved design), it is still more than twice the highest open space provision required by any of the City's traditional mixed-use/commercial zoning districts.

Urban Design Commission

The Secretary of the Urban Design Commission reviewed this request administratively on behalf of the Urban Design Commission.

Public Input

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

Conclusion

The applicant is requesting an alteration to the Amended Planned Development – Specific Implementation Plan (PD-SIP) for an approved mixed-use building to add three dwelling units and reduce the first floor commercial space to 9,000 square feet at 550 Junction Road.

The Planning Division believes that the standards for Planned Developments can be found met with this proposal. Staff also believe the proposal is compatible with the Comprehensive Plan's recommendation of General Commercial (GC) development and consistent with the Junction Neighborhood Development Plan's recommendations of Community Mixed-Use (CMU) development. The Planning Division further believes the building with the proposed site design changes is still consistent with the surrounding development pattern, particularly given that its land use (i.e. mixed-use with residential over retail), density, and height still closely match that of recently approved development located immediately to the south of the subject property.

Recommendation

Planning Division Recommendation (Contact Chris Wells, (608) 261-9135))

The Planning Division recommends that the Plan Commission **approve** an alteration to the Amended Planned Development – Specific Implementation Plan (PD-SIP) for an approved mixed-use building to add three dwelling units and reduce the first floor commercial space to 9,000 square feet at 550 Junction Road. This recommendation is subject to input at the public hearing and conditions recommended by reviewing agencies.

Major/Non-Standard Conditions are Shaded

City Engineering Division (Contact Brenda Stanley, (608) 261-9127)

The agency reviewed this request and has recommended no conditions of approval.

Engineering Division (Mapping) (Contact Jeffrey Quamme, (608) 266-4097)

1. Submit a Floor Plan in PDF format to Lori Zenchenko (lzenchenko@cityofmadison.com) that includes the revised 1st floor and 5th floor plan sheets for addressing updates and reapprovals. The Addressing Plan for the entire project shall be finalized and approved by Engineering (with consultation and consent from the Fire Marshal if needed) prior to the application submittal for the final Site Plan Approval with Zoning. The approved Addressing Plan shall be included in the final application.

For any changes pertaining to the location, deletion or addition of a unit, or to the location of a unit entrance, (before, during, or after construction), a revised Address Plan shall be resubmitted to Lori Zenchenko to review addresses that may need to be changed and/or reapproved. The final revised Addressing Plan shall be submitted by the applicant to Zoning to be attached to the final filed approved site plans.

Traffic Engineering (Contact Sean Malloy, (608) 266-5987)

The agency reviewed this request and has recommended no conditions of approval.

Zoning Administrator (Contact Jenny Kirchgatter, (608) 266-4429)

2. Bicycle parking shall comply with City of Madison General Ordinances Sections 28.141(4)(g), Table 28I-3 and 28.141(11) and shall be designated as short-term or long-term bicycle parking. A minimum of 36 resident bicycle stalls are required plus a minimum of 4 short-term guest stalls. A minimum of 90% of the resident stalls (32 stalls) shall be designed as long-term parking. Up to twenty-five percent (25%) of bicycle parking may be structured parking, vertical parking or wall mount parking, provided there is a five (5) foot access aisle for wall mount parking. Required long-term bicycle parking for residential uses shall not be located within dwelling units or within deck, patio areas, or private storage areas accessory to dwelling units. NOTE: A bicycle stall is a minimum of two (2) feet by six (6) feet with a five (5) foot wide access area. Submit a detail showing the model of bike rack to be installed.
3. The bicycle parking requirements for the future commercial tenant uses will be reviewed for compliance with Sections 28.141(4), Table 28I-3, and 28.141(11) prior to obtaining Zoning approval.
4. Per Section 28.186(4)(b), the property owner or operator is required to bring the property into compliance with all elements of the approved site plans by the date established by the Zoning Administrator as part of the site and building plan approval. Work with Zoning staff to establish a final site compliance date.
5. 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, (608) 261-9658)

The agency reviewed this request and has recommended no conditions of approval.

Parks/Forestry Review (Contact Sarah Lerner, (608) 261-4281)

6. Park Impact Fees (comprised of the Park Infrastructure Impact Fee, per MGO Sec. 20.08(2)), and Park-Land Impact Fees, per MGO Sec. 16.23(8)(f) and 20.08(6) will be required for the additional 3 MF units added as part of submitted Alteration to Planned Development (PD). This development is within the West Park - Infrastructure Impact Fee district. Please reference ID# 17134 when contacting the Parks Division about this project.
7. Additional street trees are needed for this project. City Forestry has approved the site plan submitted with the original rezone application on July 28, 2017. This plan does not alter the exterior of the building, therefore no additional information is required.
8. Contractor shall contact City Forestry bhofmann@cityofmadison.com or 266-4816 at least one week prior to planting to schedule inspecting the nursery stock and review planting specifications with the landscaper.

Water Utility (Contact Adam Wiederhoeft, (608) 266-9121)

The agency reviewed this request and has recommended no conditions of approval.

Metro Transit (Contact Timothy Sobota, (608) 261-4289)

The agency reviewed this request and has recommended no conditions of approval.