



PREPARED FOR THE URBAN DESIGN COMMISSION AND THE PLAN COMMISSION

Project Address: 5708 Odana Road
Application Type: Demolition and Conditional Use
Legistar File ID #: [32281](#)
Prepared By: Heather Stouder, AICP, Planning Division
Report Includes Comments from other City Agencies, as noted

Summary

Applicant/Contact: Jim Triatik; Sullivan Design Build; 1314 Emil St., Madison, WI 53713

Property Owner: Smart Motors; Allen Foster; 5901 Odana Rd., Madison, WI 53719

Requested Action: Approval of a demolition of a vacant building for construction of a new automobile preparation building, and a conditional use for the establishment of an 85-foot front setback in the Commercial Corridor – Transitional (CC-T) District.

Proposal Summary: The applicant proposes the removal of a vacant office building for construction of a new automobile preparation building. Demolition of a second building and construction of an automobile sales office is indicated as a future phase, but is not part of this review.

Applicable Regulations & Standards: This proposal is subject to the standards for demolition (MGO Section 28.185), standards for conditional uses (MGO Section 28.183), and requirements for new development in Urban Design District 3.

Review Required By: Urban Design Commission (UDC) and Plan Commission (PC)

Summary Recommendation: The Planning Division recommends that the Plan Commission find that the demolition and conditional use standards can be met and **approve** the request at 5708 Odana Road. This recommendation is subject to input at the public hearing and the conditions recommended by the Planning Division and other reviewing agencies.

Background Information

Parcel Location: 5708-5714 Odana Road is located at the northeast corner of Odana Road and Tokay Boulevard; Urban Design District 3; Aldermanic District 19 (Clear); Madison Metropolitan School District.

Existing Conditions and Land Use: The 3.6-acre site is developed with two office buildings. The one to the north is vacant and currently proposed for demolition, and the second building is soon-to-be-vacant, and will be proposed for demolition in conjunction with a future application. The vast majority of the rest of the site is a surface parking lot.

Surrounding Land Use and Zoning:

North: Don Miller Autobody shop in the Commercial Corridor – Transitional (CC-T) District.

East: Offices, inpatient services, and automobile sales in the Commercial Corridor – Transitional (CC-T) District.

South: Across Odana Road to the south, automobile sales in the Commercial Center (CC) District, and dental clinic in the Commercial Corridor – Transitional (CC-T) District.

West: Across Tokay Boulevard to the west, automobile sales in the Commercial Center (CC) District.

Adopted Land Use Plan: The Comprehensive Plan (2006) recommends General Commercial uses for this property. The Southwest Neighborhood Plan (2008) does not have a more specific recommendation.

Zoning Summary:

| Dimensional Requirements | Required | Proposed |
|--------------------------|------------------------------------|---------------|
| Front Yard Setback | 65-100' max | TBD |
| Side Yard Setback | 5' | 12'2" RS |
| Rear Yard Setback | Lesser of 20% lot depth or 20 feet | Adequate |
| Maximum Lot Coverage | 85% | Less than 85% |
| Maximum Height | 5 stories / 68' | 1 story |

| Site Design | Required | Proposed |
|--|--|----------------------|
| Number parking stalls | 1 per 2,000 sq. ft. of floor area excluding service bays + 2 spaces per service bays | TBD |
| Bike parking | 1 per 5 employees | |
| Landscaping | Yes | Yes |
| Lighting | Yes | Yes |
| Accessible stalls | 1 | 1 |
| Loading | 0 | 0 |
| Building forms | Yes | Meets building forms |
| Other Critical Zoning Items: UDD #3, Utility Easements, Barrier free (ILHR 69) | | |

Table Prepared by Patrick Anderson, Assistant Zoning Administrator

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

Public Utilities and Services: This property is served by a full range of urban services.

Project Description

The applicant proposes a project to replace vacant or soon-to-be vacant office buildings with an automobile sales office and automobile preparation building in two phases. Phase One, which is the only proposal before the Urban Design and Plan Commissions at this time, involves the demolition of a vacant office building constructed in 1978, and the construction of a one-story, approximately 12,000 square foot automobile preparation building oriented toward Tokay Boulevard in the northwestern portion of the property. The two-story building proposed for demolition is over 400 feet from Tokay Boulevard and over 800 feet from Odana Boulevard, so it has no presence on either street, and there are no known concerns with its removal.

As proposed, the new building sits approximately 85 feet from Tokay Boulevard, and a conditional use is required for a front setback greater than 65 feet. There are 20 parking stalls shown in front of the building, oriented perpendicular to the way the zoning code requires for them to be. Additional parking beside and behind the building relates to the larger site and second phase of development. Landscaping on the site surrounding the proposed building includes a line of trees on the west side of the building, as well as some foundations plantings. At this time, there is no landscaping proposed to screen the surface parking lot in front of the building from the street.

The proposed building itself has a concrete block base and metal panel exterior, with a high percentage of glass on its front and additional windows along both sides. Metal paneling appears to be a mix of horizontal corrugated metal and vertical ribbed paneling, and the building color is unknown at this time.

Project Analysis and Conclusion

Demolition Standards

In order to approve the proposal, the Plan Commission shall consider whether the proposed demolition of the vacant office building and the proposed automobile preparation building are consistent with the purpose of the demolition section of the Zoning Code (MGO Section 28.185), with the Comprehensive Plan (2006), and with the Southwest Neighborhood Plan (2008). The Plan Commission may consider the impacts of the demolition and proposed use on the normal and orderly development and improvement of this block and surrounding properties, reasonableness of efforts to relocate the buildings, and the limits that the location of the buildings would place on relocation efforts.

The proposed use is consistent with the Comprehensive Plan recommendation for General Commercial uses. When compared with the existing office building, the proposed building better relates to Tokay Boulevard to the west, and also to the Don Miller property immediately to the north. There have been no concerns raised regarding the demolition of the office building, which was constructed in 1979 and appears to be in average condition, based on Assessor's records. So long as the requirements in the zoning code for the CC-T District can be met, staff believes that the proposal meets the demolition standards.

Conditional Use Standards

During the review process, staff recognized that the proposal must also be reviewed as a conditional use due to the fact that the building is set back further than 65 feet from Tokay Boulevard. As a conditional use, a building may be placed as far as 85 feet from the street, so long as there are only two rows of parking with one drive aisle placed between the building and the street. In this case, the building is placed 85 feet from Tokay Boulevard, but the applicant must revise the portion of the site plan between the building and the street in order to meet zoning requirements. Specifically, the parking stalls in front of the building will need to be oriented perpendicular to the way they are currently shown, and there may be only two rows of parking with one drive aisle between the building and the street. The remainder of the area in front of the building, particularly the area between the parking lot and Tokay Boulevard, should be landscaped to effectively screen the parking lot in this area. Additional landscaping in this area is required to meet both basic zoning requirements and requirements in UDD 3.

The building placement aligns well with the building immediately to the north, and the use of the building for automobile preparation building is not something that would necessarily enhance the pedestrian realm along Tokay Boulevard, if it were located closer to the street. So long as all zoning and UDD 3 requirements can be met, staff believes that the conditional use standards can be met for the deeper setback in this case.

Urban Design District 3 Requirements

1. Site Planning

Grading – The grading proposed looks to be minimal, and the site is relatively flat as it is. Staff believes that this requirement can be met, so long as any Engineering comments related to stormwater management and drainage are adequately addressed.

Landscaping – Staff believes that additional landscaping should be incorporated between the front of the building and Tokay Boulevard. Specifically, additional landscaping should be added to screen the parking area in front of the building, in order to better address this requirement.

Building Relationships - Staff believes that the new automobile preparation building relates relatively well to Tokay Boulevard, and to the buildings immediately adjacent to the north. Staff notes that the future building (not currently before the UDC or Plan Commission for review) would not meet this requirement if placed where it is shown on the Phase 2 site plan.

2. Lighting – No lighting information has been provided. The UDC should require that it be provided for review prior to granting final approval for this proposal.
3. Utility Service – Staff does not believe this requirement applies to the request, as there are no overhead wires in the vicinity of the proposed building.
4. Signage - Details relating to these requirements have not been provided, and will need to be submitted for review by the Urban Design Commission in the future if the project moves forward
5. Parking and Service Areas: Screening – Staff does not believe that these requirements are met. First, with regard to *Requirement 5.a.i*, the parking area in front of the building does not appear to meet basic zoning requirements, which allow for two rows of parking and one drive aisle. Revised plans will need to turn the proposed stalls perpendicular to the way they are currently shown in order to meet zoning requirements. Further, *Requirement 5.a.ii* is not met. This parking area will need to be screened from Tokay Boulevard, and staff believes that plant material, rather than a fence, would be preferable. Finally, in order to meet *Requirement 5.a.iii*, any trash storage area outside of the building must be identified on final plans and adequately screened from the street.
6. Building Design – The submittal does not include detailed information about the color or specifications of the materials, which are concrete block, metal, and glass. Staff notes that the building does appear to meet zoning requirements regarding the percentage of glass on street-facing sides of the building, and appreciates the applicant’s work on this issue.

In considering whether the Building Design Requirements for UDD 3 are met, the UDC may request additional information of the applicant and recommend appropriate conditions. The UDC should keep in mind the fact that if Phase 2 occurs in the future as planned, this building will one day function essentially an accessory building on the property. The concrete block, metal, and glass building as proposed may be able to meet these requirements, if the UDC can find that the design is of exceptional merit for an “accessory building”.

Conclusion

Staff believes that the demolition and conditional use standards and the UDD 3 requirements can be met with this proposal, so long as the building and site meet all recommended conditions of approval when plans are submitted for final review by staff. There are no concerns about the demolition of the vacant office building, and the proposed automobile preparation building will begin to create activity and a consistent street wall along Tokay Boulevard, where surface parking now exists. Staff recommends that the Urban Design Commission provide *initial approval* for the proposal with direction to the applicant on specific changes to better address UDD 3 requirements, and that the Plan Commission approve the proposal, subject to conditions from staff and the Urban Design Commission. These changes to plans will need to be reviewed by the Urban Design Commission prior to their granting final approval for the proposal, and finally by staff prior to moving forward with the project.

Recommendation

Planning Division Recommendation (Contact Heather Stouder, 266-5974)

The Planning Division recommends that the Plan Commission find that the conditional use standards can be met and **approve** the request at 5708 Odana Road. This recommendation is subject to input at the public hearing and the conditions recommended by the Planning Division and other reviewing agencies.

Recommended Conditions of Approval

Major/Non-Standard Conditions are Shaded

Planning Division (Contact Heather Stouder, 266-5974)

1. Final plans submitted for staff review shall demonstrate that all requirements in Urban Design District 3 are met, and shall include the following details:
 - a) Details on trash receptacles and any other site furnishings, and an adequately screened trash area
 - b) Revised landscape plan meeting UDD 3 requirements for landscaping and parking lot screening
 - c) A materials schedule with colors and specifications for each proposed material
2. Conditions of approval recommended by the Urban Design Commission shall be addressed in final plans submitted for staff review and approval.

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

3. The site plan shall show, note and dimension two 20' wide Storm and Sanitary Sewer Easements per Document No's. 1421317 (CSM 1620) and 2063230.
4. The site plan shall show, note and dimension all Easements of record, including but not limited to Document No's. 1530989, 1536213, 1951931 and 2234611.
5. The pending Certified Survey Map application for this property shall be completed and recorded with the Dane County Register of Deeds (ROD) prior to issuance of any building permits. When the recorded CSM image is available from the ROD, the Assessor's Office can then create the new Address-Parcel-Owner (APO) data in GEO so that the Accela system can upload this data and permit issuance made available for this new land record.
6. Note: Odana Park Office Condominium has been removed from Lot 2, CSM 1620 (5708 Odana Road).
7. This site is subject to a strip of land varying between 5 and 10 feet in width adjacent to Odana Road that has been officially mapped to be reserved for right of way for street widening per Resolution No. 41,198, File No. 5035-72 and recorded as Document No. 1877673. The Applicant shall dedicate this land with the pending CSM.
8. Note: This site is subject to setback requirements as set out on Certified Survey Map No. 1620.
9. The address of the proposed new car prep building is 5775 Tokay Blvd.
10. Comments only apply for Phase I Improvements as proposed. Additional comments will be provided for Phase II improvements at the time an application is made.
11. The site plan shall identify lot and block numbers of recorded Certified Survey Map or Plat.

12. The site plan shall reflect a proper street address of the property as reflected by official City of Madison Assessor's and Engineering Division records.
13. The site plan shall include a full and complete legal description of the site or property being subjected to this application.
14. All work in the public right-of-way shall be performed by a City licensed contractor. (MGO 16.23(9)(c)5) and MGO 23.01.
15. The applicant shall demonstrate compliance with Section 37.07 and 37.08 of the Madison General Ordinances regarding permissible soil loss rates. The erosion control plan shall include Universal Soil Loss Equation (USLE) computations for the construction period. Measures shall be implemented in order to maintain a soil loss rate below 7.5-tons per acre per year.
16. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to: Complete an erosion control plan and complete weekly self-inspection of the erosion control practices and post these inspections to the City of Madison website – as required by Chapter 37 of the Madison General Ordinances.
17. The Applicant shall submit, prior to plan sign-off, a digital CAD file (single file) to the Engineering Program Specialist in the Engineering Division (Lori Zenchenko). The digital CAD file shall be to scale and represent final construction. The single CAD file submittal can be either AutoCAD (dwg) Version 2001 or older, MicroStation (dgn) Version J or older, or Universal (dxf) format and contain only the following data, each on a separate layer name/level number:
 - a) Building Footprints
 - b) Internal Walkway Areas
 - c) Internal Site Parking Areas
 - d) Other Miscellaneous Impervious Areas (i.e. gravel, crushed stone, bituminous/asphalt, concrete, etc.)
 - e) Right-of-Way lines (public and private)
 - f) All Underlying Lot lines or parcel lines if unplatted
 - g) Lot numbers or the words "unplatted"
 - h) Lot/Plat dimensions
 - i) Street names

All other levels (contours, elevations, etc) are not to be included with this file submittal.

NOTE: Email file transmissions preferred lzenchenko@cityofmadison.com . Include the site address in the subject line of this transmittal. Any changes or additions to the location of the building, sidewalks, parking/pavement during construction will require a new CAD file (POLICY and MGO 37.09(2) & 37.05(4)).

18. The applicant shall submit, prior to plan sign-off, digital PDF files to the Engineering Division (Jeff Benedict or Tim Troester). The digital copies shall be to scale, and shall have a scale bar on the plan set (POLICY and MGO 37.09(2)).

PDF submittals shall contain the following information:

 - a) Building footprints.
 - b) Internal walkway areas.
 - c) Internal site parking areas.
 - d) Lot lines and right-of-way lines.
 - e) Street names.
 - f) Stormwater Management Facilities.
 - g) Detail drawings associated with Stormwater Management Facilities (including if applicable planting plans).

19. The Applicant shall obtain a Street Excavation permit for the installation of utilities required to serve this project. The Applicant shall pay the permit fee, inspection fee and street degradation fee as applicable and shall comply with all the conditions of the permit (MGO 10.05(6)). This permit application is available on line at <http://www.cityofmadison.com/engineering/permits.cfm>.
20. All proposed and existing utilities including gas, electric, phone, steam, chilled water, etc shall be shown on the plan (POLICY).
21. The site plans shall be revised to show the location of existing utilities, including depth, type, and size in the adjacent right-of-way (POLICY).
22. Prior to approval, the owner or owner's representative shall obtain a permit to plug each existing storm sewer lateral which must be permanently or temporarily disconnected from the public storm sewer system as part of the proposed work. For each lateral to be plugged the owner shall complete a sewer lateral plugging application and pay the applicable permit fees. NOTE: As of January 1, 2013 new plugging procedures and permit fees go into effect. The new procedures and revised fee schedule is available on line at <http://www.cityofmadison.com/engineering/permits.cfm> (MGO CH 37.05(7)).
23. All outstanding Madison Metropolitan Sewerage District (MMSD) are due and payable prior Engineering sign-off, unless otherwise collected with a Developer's / Subdivision Contract. Contact Janet Dailey (608-261-9688) to obtain the final MMSD billing a minimum of two (2) working days prior to requesting City Engineering signoff (MGO 16.23(9)(d)(4)).
24. The site plan shall be revised to show all existing public sanitary sewer facilities in the project area as well as the size, invert elevation, and alignment of the proposed service (POLICY).

Zoning Administrator (Contact Pat Anderson, 266-5978)

25. Section 28.185(7)(a)5 requires that if a demolition or removal permit is approved, it shall not be issued until the reuse and recycling plan is approved by the Recycling Coordinator, Mr. George Dreckmann (608) 267-2626.
26. Section 28.185(10). Every person who is required to submit a reuse and recycling plan pursuant to Section 28.185(7)(a)5 shall submit documents showing compliance with the plan within sixty (60) days of completion of demolition.
27. Section 28.185(9)(a). A demolition or removal permit is valid for one (1) year from the date of the Plan Commission approval.
28. Signage approvals are not granted by the Plan Commission. Signage must be reviewed for compliance with MGO Chapter 31, Sign Codes, prior to sign installations.
29. The project is proposed for phasing. Each individual site or zoning lot combination will require separate site plan reviews prior to the issuance of permits for demolition of future uses. This review only relates to the first phase of the project.
30. Provide revised site plan that complies with MGO Section 29.067(3)(a).
31. Bike parking shall comply with MGO Table 28I-E. Provide the minimum of two bike parking stalls I a safe and convenient location on an impervious surface to be shown on final plan. NOTE: A bike-parking stall is two feet by six feet with a five-foot access area. Provide details of bike rack on final plan sets.
32. Parking requirements for persons with disabilities must comply with Section 28.141(4)(e). Final plans shall show the required accessible stalls, including van accessible stalls.

- 33. Pursuant to Section 28.142(3) Landscape Plan and Design Standards: Landscape plans for zoning lots greater than ten thousand (10,000) square feet in size must be prepared by a registered landscape architect. Comply with Section 28.141 including but not limited to (5), Development Frontage Landscaping.
- 34. Exterior lighting provided shall be in accordance with MGO Section 10.085. Provide an exterior lighting plan and fixture cut sheets, with the final plan submittal.

Traffic Engineering (Contact Eric Halvorson, 266-6527)

- 35. The applicant shall submit one contiguous plan for approval. The plan drawing shall be scaled to 1" = 20' and include the following, when applicable: existing and proposed property lines; parcel addresses; all easements; pavement markings; signing; building placement; items in the terrace such as signs, street light poles, hydrants; surface types such as asphalt, concrete, grass, sidewalk; driveway approaches, including those adjacent to and across street from the project lot location; parking stall dimensions, including two (2) feet of vehicle overhang; drive aisle dimensions; semitrailer movement and vehicle routes; dimensions of radii; and percent of slope.
- 36. The Developer shall post a security deposit prior to the start of development. In the event that modifications need to be made to any City owned and/or maintained traffic signals, street lighting, signing, pavement marking and conduit/handholes, the Developer shall reimburse the City for all associated costs including engineering, labor and materials for both temporary and permanent installations.
- 37. The City Traffic Engineer may require public signing and marking related to the development; the Developer shall be financially responsible for such signing and marking.
- 38. All parking facility design shall conform to MGO standards, as set in section 10.08(6).

Fire Department (Contact Bill Sullivan, 261-9658)

- 39. The Madison Fire Department does not object to this proposal provided the project complies with all applicable fire codes and ordinances.
- 40. Provide fire apparatus access as required by IFC 503 2012 edition, MGO 34.503, as follows
 - a) The site plans shall clearly identify the location of all fire lanes.
- 41. Please consider allowing the Madison Fire Department to conduct training sequences prior to demolition. Contact MFD Training Division to discuss possibilities: Lt. Scott Bavery, (608) 575-0600.

Water Utility (Contact Dennis Cawley, 266-4651)

- 42. The Madison Water Utility shall be notified to remove the water meter prior to demolition. This property is not in a wellhead protection district. All wells on this property shall be abandoned if no valid well operation permit has been obtained from the Madison Water Utility.

Metro Transit (Contact Tim Sobota, 261-4289).

- 43. In coordination with public works improvements, the applicant shall install and maintain a concrete passenger boarding pad on the south side of Tokay Boulevard, east of the Odana Road intersection. The concrete pad shall occupy the full distance of the terrace, measure a minimum of 10 feet in width parallel to the street, and lie flush between the sidewalk and the top of curb.

44. The applicant shall include the location of these transit amenities on the final documents filed with their permit application so that Metro Transit may review and approve the design.

45. Metro Transit operates daily transit service along Tokay Boulevard through the Odana Road intersection. Bus stop UD #6265 is adjacent the proposed project site, with the signed bus stop zone encompassing the area from intersection east approximately 100 feet.

No other agencies submitted comments for this request.