

**SG Hill Farms, LLC**  
**889 E. Johnson Street, Fond du Lac, WI 54936**

March 23, 2018

Natalie Erdman  
City of Madison  
Department of Planning and Development  
126 South Hamilton  
Madison, WI 53703

**RE: Letter of Intent - Madison Yards at Hill Farms, PD/GDP**

Dear Ms. Erdman,

This letter, together with plans, application and zoning text, constitutes our updated General Development Plan (GDP) application for a zoning map amendment for the proposed *Madison Yards at Hill Farms* Planned Development District (PD), pursuant to Madison Zoning Code.

*(This Letter of Intent also applies to the concurrent UDC and previous Subdivision applications.)*

- Project Location & Description:  
The project site is located at 4802 Sheboygan Ave (PIN 070920203018) and is bounded by University Avenue to the north, Sheboygan Avenue to the south, N. Segoe Road to the east, and the American Red Cross office to the west. The site constitutes approximately 20.95 acres currently owned by the State of Wisconsin Department of Administration for the Hill Farms Department of Transportation (DOT) building and parking. Approximately 7.07 acres of the land will be held by the State (west side of the property) and the remaining 13.88 acres will be subdivided and transferred to SG Hill Farms, LLC for redevelopment into Madison Yards at Hill Farms (the subject project).
  
- Owner/Developer/Contractor:  
SG Hill Farms, LLC  
889 E. Johnson Street  
Fond du Lac, WI 54936  
Attn: Mark Theder  
(414) 453-0110
  
- Master Planner/Civil Engineer/Landscape Architect:  
SmithgroupJJR  
44 E. Mifflin Street  
Suite 500  
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(608) 251-1177

- Traffic Engineer:  
Kimley-Horn Engineers  
2550 University Avenue West  
Suite 238N  
Saint Paul, MN 55114  
Attn: Brian Smalkoski  
(651) 645-4197
- Surveyor:  
Birrenkott Surveying, Inc.  
1677 N. Bristol Street  
Sun Prairie, WI 53590  
Attn: Dan Birrenkott  
(608) 837-7463

Project Description

SG Hill Farms, LLC is currently working with the State of Wisconsin on the construction of a new State Office Building on the 21-acre, state-owned parcel. The new State Office Building is projected to be completed in early 2018. Once the State Office Building project is completed and the existing DOT building is demolished, SG Hill Farms will take ownership of approximately 13.88 acres on the eastern portion of the parcel. SG Hill Farms intends to redevelop the site into a mixed-use project called Madison Yards at Hill Farms which may include hotel, retail, restaurant, office, residential, and structured parking among other uses.

Existing Land Use

Primary use: Wisconsin DOT Office Building

Zoning Request

The site is currently zoned Suburban Employment (SE). The development team has worked with City of Madison Planning and Zoning staff and concluded that the most appropriate zoning classification for the proposed Madison Yards project is a Planned Development (PD) District due to its unique nature as a functionally integrated mixed use development with residential, commercial and employment. Subject to the approval of this General Development Plan (GDP) rezoning submittal, the development team will submit Specific Implementation Plans (SIPs) for each development block for approval (five individual blocks plus an anticipated SIP for the central green, infrastructure, streets, and open space).

Anticipated Project Phasing & Schedule

The following major milestones are anticipated for the City rezoning and review process as well as construction dates for this development.

- GDP Milestones:  
PD/GDP Zoning Updated Submittal: March 23, 2018  
Urban Design Commission (UDC): April 11, 2018

Plan Commission: April 23, 2018

Common Council: May 1, 2018

- Anticipated Schedule for SIP Submittals:  
Site Infrastructure & Central Green: Summer 2018  
Block 2: Summer 2018  
Block 3: Summer 2018  
Block 4: Summer 2018  
Block 1: 2019 (Block 1 may be submitted in two Phases)  
Block 5: 2019
- Anticipated Construction Schedule:  
Construction Start: Phase 1 - Late 2018 / Early 2019 (Blocks 2, 3, and 4 and infrastructure)  
Projected Completion: 2022

#### Facilitation of Other Plans

The Madison Yards at Hill Farms PD District reinforces and facilitates the goals of previous planning efforts in the City. The City is in the process of drafting a revised comprehensive plan but at the time of this zoning request that plan was not yet adopted. The City's current Comprehensive Plan (adopted January 17, 2006 and amended through 2012) prescribes that this subject parcel be used for Employment. The Madison Yards project is anticipated to include significant employment uses, including office, medical office, hotel and retail.

The University Hill Farms Neighborhood Plan (UHFNP), adopted January 2016, excluded this parcel at the request of the State so there are no specific uses identified. However, the neighborhood plan includes a number of goals that are directly supported by the proposed Madison Yards development:

- The Westside Community Market is described as a neighborhood asset in the UHFNP. The Development Team has had several meetings with leadership of the Westside Community Market. The Development Team and the Market are working together to explore the possibility of returning the Market to the project site around the central green. Although firm plans are not yet finalized, both parties are working in good faith towards a mutually acceptable agreement to locate the Market at the Madison Yards Development.
- Providing a range of housing options is listed as a goal of the UHFNP. Madison Yards will provide a variety of housing products, adding more diversity to the already sought-after housing in the vicinity of the project.
- Identifying key infill and redevelopment opportunities that create employment opportunities and provide services to the community is a goal of the UHFNP. Madison Yards will provide both of these opportunities through proposed new office space, retail and restaurant amenities as well as a central green that will be open to the public for daily use and special events.
- Supporting mass transit is a goal of the neighborhood. Madison Yards provides additional population density and destinations that will contribute to the mass transit usage and ensure a strong demand for mass transit in the vicinity.

- Improving the neighborhood identity and environment through the use of sustainable engineering practices is a goal of the UHFNP. Madison Yards will incorporate a variety of green infrastructure practices that will significantly reduce the amount of and improve the quality of stormwater runoff leaving the site.
- The Planning Committee of the University Hill Farms neighborhood has expressed support for the density associated with the proposed development.

In 2007 a previous PUD/GDP application was submitted on behalf of the State of Wisconsin for redevelopment of this parcel. That plan, authored by Vandewalle & Associates, was approved by Council but was never built as its timing coincided with a downturn in the national economy and the viability of the development was never realized. However, it is worth noting that the approved 2007 GDP included a greater level of density than is being proposed by this submittal.

#### Neighborhood and Stakeholder Outreach

A list of meetings that the development team has previously held with the City, Alders, University Hill Farms neighborhood organization, adjacent landowners, and other stakeholders regarding this development project are included below. A community-wide, public meeting was held in August 2017 with a large audience in attendance. Based on recommendations from the Alder and the UHF Planning Committee, additional public meetings will be held during the SIP process for individual blocks.

- University Hill Farms Neighborhood Association Planning Committee:  
Information Meeting 1 – 4/25/17
- University Hill Farms Neighborhood Association Planning Committee:  
Information Meeting 2 – 7/13/17
- University Hill Farms Neighborhood Association Planning Committee:  
Information Meeting 3 – 10/18/17
- University Hill Farms Neighborhood Association Planning Committee:  
Information Meeting 4 – 1/22/18
- University Hill Farms Neighborhood Association Planning Committee:  
Information Meeting 5 – 2/23/18
- Spring Harbor Neighborhood Association Information Meeting 1 – 3/13/18
- Publicly Advertised Community Meeting – 8/30/17
- Westside Community Market: Informational Meeting 1 – 5/11/17
- Westside Community Market: Informational Meeting 2 – 7/13/17
- Westside Community Market: Informational Meeting 3 – 3/14/18
- Adjacent Property Owners (Normandy Apartments/Venture Apartments/Weston Place):  
Informational Meetings – July 2017

#### Urban Design District

The project site is located within Urban Design District 6 and will follow the guidelines outlined in section 33.24(13) d of the Madison Municipal Code. The project plans will address the following:

1. **Public Rights of Way:** Public rights-of-way and internal private streets will be landscaped with appropriate trees and shrubs in accordance with planting plans prepared by the design team after consultation with the UDC and City staff.
2. **Off-Street Parking and Loading Areas:** Off-street parking and loading areas will be integrated into the overall site plan design, located to the side or rear of buildings and screened from view whenever possible. Off-street loading will be provided through entrances and exits that are recessed from the main street façades.
3. **Exterior Signage:** All signage depicted in this submittal is for illustrative purposes only. The project team will follow the UDC signage review process as the design develops. Signage will be allowed per Chapter 31 of the Madison General Ordinances and will be provided with each SIP.
4. **Building Design:** The building massing was designed to address all streets bordering the project in a contextually appropriate manner. Taller buildings have been located along University Avenue and are consistent with the new State Office Building and existing private residential towers along Segoe Road. Architecture for each development block and individual building masses will be compatible, but varied from adjacent buildings. Building materials will be high quality and durable. A pedestrian friendly scale has been maintained along the Madison Yards Way retail corridor.
5. **Exterior Lighting:** District wide lighting will be integrated into the overall site plan design. Lighting will be adequate but not excessive. Individual building and signage lighting will be developed and reviewed as design develops. Exterior lighting will be designed in accordance with City of Madison ordinance for public ROW lands and will be provided with each SIP.
6. **Landscaping:** A comprehensive, site-wide landscaping strategy will provide continuity to the site across all development blocks and the proposed central green. Landscaping will be used to complement the building architecture, provide visual screening and as a unifying element across the pedestrian spaces. The landscape design will incorporate planting beds, potential dining seating, benches, bicycle racks, and tree pits sized adequately to support healthy canopy trees.

#### Streets, Easements and Fire Access

Streets within the development will be privately held and maintained, with easements proposed for public utilities (water main and sanitary sewer). Conversations regarding the size and layouts of the utility easements have been discussed with the Madison Water Utility (MWU) and Engineering Division, however those easements will not be finalized until the streets and associated infrastructure have been developed to the SIP level. Public access easements have been discussed with City Staff and neighborhood stakeholders. The Development Team is committed to providing public access easements for areas of the development such as the streets and central green to insure long term public access to the site.

Two streets within the development have been named: Madison Yards Way (east-west spine) and Gardener Road (north-south). Gardener is the name of the original master planner for the University Hill Farms neighborhood.

Fire access for the site has been discussed at with Bill Sullivan of the Madison Fire Department, including fire lanes, aerial apparatus lanes, and street tree spacing. A fire access plan is included with this submission and more detail will be provided with the SIP for the central infrastructure.

Streets will be designed to allow shared vehicle and bike usage, with appropriate signage and sharrow striping to indicate to cyclists and drivers that bikes are welcome to use all lanes. Ample bike parking facilities will be provided at key locations throughout the development.

Streets will also be designed to slow down traffic and minimize cut-through traffic in the development to promote a safe pedestrian environment. The use of bump-outs and table tops at pedestrian crossings as well as specialized pavements within zones around the central green will signify to drivers to slow down and watch for pedestrians crossing. Streets around the central green will be designed to be flexible streets that will be closed during special events to maximize the pedestrian space.

Parking structures for visitors will be clearly signed and located near entrances to the development for quick and convenient access. This helps minimize the amount of traffic driving through the site.

#### Pedestrian and Bicycle Access and Circulation

Figure 3 shows the pedestrian connections to the neighborhood surrounding the development and Figure 4 shows the existing bicycle network near the property. The site is accessible from several directions by foot or bicycle. The network of new streets created at Madison Yards were intentionally located to connect to already existing infrastructure and networks. Madison Yards Way lines up with Frey, providing a pedestrian connection to Target and Hilldale as well as residences along N. Segoe Rd and other destinations. The two streets connecting to Sheboygan Ave allow for two points of entry from the UHF neighborhood. The western street (Street C) lines up with a pedestrian easement to Rennebohm Park, so an enhanced pedestrian crossing at that location may be considered across Sheboygan Ave. In addition, there are two streets connecting to University Ave/Old Middleton, allowing cyclists to enter the site from the University Ave bike lane, which connects to the regional bike path running east-west along Shorewood Hills.

Figure 11 shows the interior pedestrian and bicycle circulation within the development. An urban street network is the predominant organizing element at Madison Yards. A pedestrian-first approach is utilized, reinforcing the appropriate urban scale for a diversity of uses, improved pedestrian experience, and increased civic engagement.

Given that the posted speeds within the proposed development are 25 mph or less and all intersections are stop controlled, we feel that the use of bike sharrows is more appropriate than striping bike lanes within the planned development. Bike lanes are more appropriate on primary arterials or on streets with higher volumes with enough roadway width is available to provide a comfortable experience for cyclist. Bike lanes are not as necessary on a low-speed facility such as internal roads of a development, especially in areas without significant hills. Vehicles and bikes sharing the lane will also allow them to avoid turning movement conflicts with cars. By not providing a bike lane, cyclist will more easily have the opportunity to use the whole lane, which will give them more offset from the on-street parking proposed as part of the development. Guiding cyclists to ride near parked cars makes it more likely that they may be hindered or impacted by car doors, cars trying to park, and pedestrians getting into and out of cars. Based upon the 2011 National Association of City Transportation Officials (NACTO) Urban Bikeway Design Guide, the

recommended minimum width recommended when placed adjacent to a parking lane is 14.5' to accommodate both the parking and bike lanes. If this minimum width was applied within the proposed development, it would take away from other features critical such as the landscaped frontage areas, sidewalks, off-street parking, landscaped medians and amenity zones which contribute to the walkable and livable feel planned for the development. The Transportation Demand Management Plan (TDMP) for the site includes additional information regarding how the proposed development will connect to the surrounding bicycle network.

The West End development in St. Louis Park, Minnesota, is an example where bike lanes are not provided within a development. West End itself is primarily retail; however, the surrounding includes hotels, multi-family residential units, and over 500,000 SF of office space. Although, the City of St. Louis Park has a long-term bicycle and pedestrian plan that includes incorporate bike facilities on the surrounding arterials, they are not planned to be included within the development. Additionally, the Atlantic Station and Avalon developments in Atlanta and Alpharetta, Georgia, respectively, are similar developments with internal roadways that do not have separated bike facilities.

There are five primary pedestrian access points located at key street intersections on North Segoe Road, Sheboygan Avenue and University Avenue. Each of these access points is connected by a perimeter public sidewalk. The perimeter sidewalk provides circulation and access to support amenities, including bus stops, ride-share drop off, bicycle parking and secondary building entries.

The internal street network emphasizes continuous and well-designed pedestrian access to active ground floor uses. Intentionally placed crosswalks reinforce pedestrians first at intersections, and allow for mid-block crossings in key areas (including parking entries/exits) to reinforce the two-sided nature of the street. These are shown in Figure 11.

An updated Transportation Demand Management (TDM) plan has been developed and submitted concurrently with this letter of intent.

#### Building Massing

The Zoning Text includes specific minimum and maximum building heights and building areas for each block of the development. Figures 8.A and 8.B show the conceptual building massing plan. Table 1.B of the Zoning Text includes maximum limits on building uses by block.

Height and massing are an important part of the planning framework and considerations. The zoning text reflects feedback from stakeholders and recommendations from City Staff. The SIP-level submittals will include detailed information about the architecture for each block, but at the GDP level, the following massing recommendations have been incorporated:

- Special attention and design consideration will be given to prominent facades and building elements, as well as to the street-level base of each building.
- Maximum visual interest will be achieved through an ordered layering of horizontal/vertical, projecting/recessed, and solid/transparent elements in a contemporary architectural expression.
- Asymmetrical building compositions will be used in order to create an overall dynamic composition of buildings that reinforce the mixed-use, urban character of Madison Yards.

- Massing and orientation of buildings will reinforce design goals and optimize building performance. In general, the master plan includes a variety of uses and floor plan areas but suggests relatively narrow floor plates for most building types. This approach to massing generates sustainable opportunities, including increased access to daylight and natural ventilation. Access to views will be balanced with studies of sun shading and passive solar gain.
- Massing has been designed with the existing neighborhood uses in mind. More intense uses have been located along streets that can support higher density development, while less density and appropriately-scaled structures are planned where there is lower-scale multi-family housing adjacent to the proposed development (along Sheboygan Avenue).
- The Madison Yards development is intended to have a dense, urban mixed-use aesthetic and character which is organized by an activated and pedestrian-friendly street network. While the most intense active frontages will occur on the interior streets of the development, buildings will be designed to engage the exterior City streets, so buildings will be four sided without clear “front”, “side” and “rear” designations. Similar to the Mixed Use Commercial zoning district, the building frontage zones will be minimal to encourage full build-out of the developable land and support a vibrant, urban atmosphere.

#### Public Utilities

During design of the State Office Building, the Development Team met with City Engineering and the MWU to determine the best way to serve the development within the context of existing city infrastructure.

For sanitary service, a primary gravity sewer will serve the property, running down the main spine of Madison Yards Way and connecting to the MMSD interceptor along Old Middleton Road and University Ave, west of the property. Plan and profiles of the proposed public sewer extension were approved by City Engineering, the Capital Area Regional Planning Corporation (CARPC), and WDNR. Public sanitary sewer mains were designed according to City specifications. A portion of this gravity main was constructed for the state project, and the City performed inspections during construction.

For domestic water and fire protection service, MWU reviewed and approved the proposed water main loop for the development which connects to the public water main on Sheboygan Avenue in two locations. MWU also recently upgraded the Sheboygan and Segoe City water mains to better serve this project and the entire well zone. Public water mains were designed according to City specifications. A portion of the water main was constructed with the State project to allow the new state office building to be served, and the City performed inspections during construction.

As described above, public utilities will be located within utility easements, primarily located within street areas.

#### Stormwater Management and Green Infrastructure

The stormwater management and conveyance system for the Madison Yards development will be privately held and maintained, in accordance with conversations with City Engineering staff. The central green will have a 360,000-gallon underground detention chamber which will be constructed with the state



portion of the project. The chamber and other proposed facilities on site have been designed to meet the City of Madison detention volume of 0.06 acre-feet per acre of proposed impervious area within the development, pursuant to Madison Ordinance Chapter 37.09(3)(d)b.

In addition, green infrastructure practices will be utilized throughout the development to meet City and State stormwater performance standards for total suspended solids, oil and grease, and infiltration. These practices include the following:

- Silva Cell structured soil chambers (or similar product) which improve the health of street trees while also allowing stormwater runoff to be filtered, evapotranspired and infiltrated.
- Permeable pavements for water quality, groundwater recharge, and volume reduction.
- Biofiltration planters for water quality, ground water recharge, and volume reduction.

Figure 10 shows a diagram of potential green infrastructure opportunities. A more detailed plan will be developed at the SIP level.

#### Traffic Impact Analysis

A draft traffic impact analysis (TIA) was performed by Kimley-Horn and submitted to TE over the summer of 2017, and a revised version of the TIA was submitted to TE in December 2017. Recommendations for modifications or improvements to several intersections near the development were recommended, including the new signalized intersection on University Avenue and the new Gardener Road connection west of N. Segoe Road, which was constructed with approval of TE during the summer of 2017.

By planning this type of density within an urban corridor that is already well traveled, trips that would be generated from and to the outskirts of the City are lessened, promoting more internalized and local trips due to the mixed-use nature of the development. This, in itself, helps to lessen the demands on the City's traffic infrastructure compared with a more traditional development that keeps employment, retail, and housing separate. Infill development projects such as Madison Yards help stem the City's sprawl which also keeps populations where existing transit routes are already invested.

The Madison Yards site is already very well served by Madison Metro, with 13 different routes passing by the site on either Sheboygan Ave or University Ave on a typical weekday, accounting for hundreds of daily stops and thousands of riders. In addition, conversations with TE indicate that a future bus rapid transit (BRT) route is planned to be routed along University Ave, and this project would directly benefit from that service (and likewise the BRT viability is reinforced by higher density).

As discussed above, an updated TDM Plan has been submitted to promote various modes of transportation to and from the site including bicyclists, pedestrians, transit riders, and automobiles.

#### Parking

Parking will be planned to accommodate all user's needs throughout the district providing easy visitor access and reducing the need for vehicular through-traffic. A minimal number of on-street parallel parking spaces (approximately 70) in key locations serve to further activate the street and provide

opportunities for convenient front door parking for retailers and restaurants. Parking for private users (residents, office tenants) may be contained within each respective block in structured parking as needed.

On-street parking throughout the site will be managed through metering and/or timed parking restrictions to prevent office users or residents from leaving vehicles all day. Parking structures will be accessible via electronic passes for private users, and free for public parking areas (with time restrictions).

Parking structures will be sized to provide adequate parking capacity to ensure a successful vibrant destination while utilizing shared parking opportunities that take advantage of varying peak demands throughout the course of the day. Table 4 of the Zoning Text lists minimum and maximum parking ratios by use. TDM strategies to reduce the parking footprint, including bike, transit, shared mobility, car sharing, and carpooling, will be incorporated at the SIP level.

#### Sustainability Considerations

Many in the University Hill Farms neighborhood and constituents attending the public meeting expressed an interest in the development incorporating green strategies. Green stormwater management and infrastructure practices proposed for the project are described in the section above. Other, building-specific, sustainable strategies will be explored by the development and design teams with potential tenants as each block develops, and will be described with the SIPs for those blocks.

#### Presentation and Maintenance of Open Space

The Madison Yards development includes a holistic approach to providing functional open space of the highest quality. The new Central Green will provide space for flexible programming and daily enjoyment of the residents, employees, and other visitors as well as neighborhood residents. The network of pedestrian-friendly streets will include seating areas, sidewalks and landscape amenity zones, and bike parking areas to create an attractive network of usable open space. Within blocks, rooftop terraces, balconies, and other amenities will be incorporated, activating the upper levels of the development while adding to the aesthetics and vibrancy of the development. In addition, Madison Yards will incorporate plantings that intercept rain, filter the air, and provide shade and cooling as well as more appropriate habitat and nutrition for wildlife than what currently exists on the site.

#### Shared Access and Maintenance

The State of Wisconsin will continue to hold the 7-acre parcel to the west of the Madison Yards development, with shared access roads and shared private utility infrastructure (e.g. stormwater management facilities) which will require maintenance. All lots and streets within the project will be privately held. Cross access easements and shared maintenance agreements between the owners of the privately held lots and State parcel are currently under development and will be shared with City Staff once finalized.

#### Social Economic Impact

The Madison Yards project will provide a positive impact on the University Hill Farms neighborhood and the wider Madison community both socially and economically. The mixed-use district, by developing housing units, employment, and supporting retail uses in a part of the city that is already well served by transportation, transit, and other infrastructure promotes smart growth by placing density where sufficient

city services already exist. By creating a range of housing choices within walkable distance from a variety of supporting retail services and workplaces, we are promoting healthy development.

The proposed Madison Yards development will provide a positive impact on the economics of the city without adversely affecting the provisioning of municipal services. The entire project site is currently tax exempt. Madison Yards will generate significant State and local taxes and provide a substantial addition to the City's tax base upon projected build-out and stabilization. Redevelopment of the currently State owned, tax exempt property will also generate substantial employment through creation of both direct and indirect jobs. Madison Yards will be developed in phases and include a mixture of uses and building sizes. Since exact tenants, building sizes and use mix have not yet been finalized, specific projections on job creation and other economic indicators are not yet available. Additional, block-specific information, will be available during the SIP approval process for each block.

Tax Increment Financing

SG Hill Farms LLC is seeking TIF financing for the Madison Yards project. Initial conversations have been held with City of Madison staff and will continue as more detailed and specific information becomes available.

Based on the analysis above we feel the proposed development meets the spirit and intent of the PD zoning ordinances when reviewed with respect to the criteria for approval set forth in Section 28.097(2) of the zoning code.

Sincerely,



Mark Theder  
SG Hill Farms LLC

Attachment 1 – Legal Description

Attachment 2 – Figures

1. Locator Map
    - a. Contextual Site Information
    - b. Contextual Site Information
  2. Existing Site Map
  3. Circulation Context Diagram – Pedestrian
  4. Circulation Context Diagram - Bicycle
  5. Circulation Context Diagram – Public Transit
  6. Circulation Context Diagram - Vehicular
  7. Proposed Street Network and Lots
  - 8A. Building Massing
  - 8B. Building Massing
  9. Shade Studies
  10. Green Infrastructure Diagram
  11. Internal Pedestrian & Bicycle Facilities
  12. Fire Access Diagram
  - 13A. Precedent Street Sections
  - 13B. Proposed Street Sections
  - 13C. Proposed Street Sections – Festival Street
  - 13D. Proposed Street Sections
  - 13E. Proposed Street Sections
  - 13F. Proposed Street Sections – Exterior
- Conceptual Renderings

**Attachment 1 – Legal Description**

**Attachment 2 – Figures**

## ZONING TEXT

### Planned Development District – General Development Plan Madison Yards at Hill Farms Redevelopment 4802 Sheboygan Ave

*Legal Description:* The lands subject to this Planned Development (PD) District shall include those described in the Legal Description (Attachment 1).

#### A. *Statement of Purpose:*

This PD District is established to allow for the construction of a mixed-use redevelopment project including residential, office, commercial, hotel and accessory uses and associated parking facilities. The existing 20.85-acre parcel will be subdivided into seven lots including the State of Wisconsin parcel (7.07 acres) which will not be part of this rezoning. The other six lots on the remaining 13.88 acres will include five redevelopment parcels and one parcel for the private street network and central green area. This development is anticipated to be constructed in three phases as identified below. Each of the components is described in detail in the attached Letter of Intent and diagrams. Specific Implementation Plans (SIPs) will be submitted for each of the six lots.

#### Proposed Phasing of Components included in this GDP:

##### *Phase I: Blocks 2, 3, and 4 and Central Infrastructure*

Construction of three mixed-use blocks and central infrastructure (street network and central green).

##### *Phase II: Block 1*

Construction of a mixed-use block with associated parking.

*Block 1 may be submitted in 2 phases (Phase II.A and II.B) depending on tenant leasing.*

##### *Phase III: Block 5*

Construction of a mixed-use block with associated parking.

#### B. *Permitted Uses:*

Allowable uses will be per CC-T (Commercial Corridor – Transitional District) as identified in Table 28D-2 of section 28.061 with the following exceptions:

1. Medical laboratory shall be classified as a P - Permitted Use
2. Parking facility, private shall be classified as a P - Permitted Use
3. Dwelling units in mixed-use buildings shall be classified as a P - Permitted Use
4. Multi-family dwelling (>8 dwelling units) shall be classified as a P - Permitted Use
5. Assisted living, congregate care, skilled nursing facility shall be classified as a P - Permitted Use
6. Outdoor eating area associated with food & beverage establishment shall be classified as a P - Permitted Use

The family definition of this PD shall coincide with the definition given in Chapter 28.211 of the Madison General Ordinances for the SR-V1 zoning district.

Table 1 provides general categories of land use for the development and the anticipated individual block and development-wide maximum areas or number of units per use.

**Table 1.A – Use Category Minimums**

Lot	Minimum Office Area (GSF)	Minimum Retail Area (GSF)	Minimum # Residential Units	Minimum # Senior Housing Units	Minimum # Hotel Rooms
<b>Total PD District</b>	<b>100,000</b>	<b>50,000</b>	<b>150</b>	<b>0</b>	<b>0</b>

Minimums are identified District wide. Minimums are not identified for individual blocks to allow for flexibility in design.

**Table 1.B – Use Category Maximums**

Lot	Maximum Office Area (GSF)	Maximum Retail Area (GSF)	Maximum # Residential Units	Maximum # Senior Housing Units	Maximum # Hotel Rooms
Block 1	250,000	100,000	150	150	200
Block 2	100,000	100,000	0	0	225
Block 3	0	15,000	250	0	0
Block 4	0	15,000	150	0	0
Block 5	250,000	30,000	150	150	0
Central Green	0	7,500	0	0	0
<b>Total PD District*</b>	<b>500,000*</b>	<b>250,000*</b>	<b>450*</b>	<b>150*</b>	<b>400*</b>

\* Individual Block maximums in Table 1, when tallied, intentionally exceed the allowed maximums for the entire PD Area. This accounts for flexibility as each Block is designed and advanced to the SIP level. Individual Block approvals will be reviewed against block maximums and in aggregate with all previously approved blocks against the total allowable uses.

**C. Lot Area:**

Refer to the Legal Description (Attachment 1) for proposed lot areas. Table 2 summarizes the lot areas.



Table 2 – Development lot areas

Block/Lot	Approx. Lot Area (AC)
Block 1	3.348
Block 2	2.902
Block 3	1.201
Block 4	1.096
Block 5	1.615
Central green, plaza, sidewalks & streets	3.722
Subtotal (private)	13.88
State-retained parcel	7.07
<b>Total</b>	<b>20.85</b>

Final lot areas will be adjusted prior to approval of the Final Plat to account for minor miscellaneous adjustments and proposed right of way dedications to the City of Madison as requested by City Traffic Engineering.

**D. Floor Area Ratio and Building Heights:**

Requirements

- i. Minimum and maximum building heights and building areas are as provided in Table 3 below.
- ii. Any non-habitable space from architectural features shall not be included in the height calculation.

Guidelines

- i. The Urban Design Commission may, on a case-by-case basis, reduce the minimum building height requirement provided the buildings incorporate elements such as extended parapet or tower features to convey the appearance of a taller building. Such elements shall be substantially integrated into the design of the building so they do not read as false facades.
- ii. Additions to existing buildings are expected to comply with the applicable minimum height requirements unless the applicant can demonstrate that the site, function, use or layout of the new addition would pose structural or operational hardship due to its relationship with the existing building, in which case the Urban Design Commission may waive said requirements.

Table 3 – Minimum and maximum building stories, heights, buildings areas by block

Lot	Min/ Max Stories	Min/ Max Height (ft)	Min. Building Area (GSF)	Max. Building Area (GSF) (Excludes Structured Parking)
Block 1	2/12	20/165	80,000	400,000
Block 2	2/13	20/160	80,000	375,000
Block 3	2/14	20/175	50,000	275,000
Block 4	2/8	20/95	30,000	160,000
Block 5	2/12	20/165	60,000	275,000
Central Green	0/2	12/27	0	7,500
<b>Total (13.88 ac)</b>			<b>300,000</b>	<b>1,497,500</b>

Floor Area Ratios will be defined and approved during the Specific Implementation Plan approval process.

The final building heights and development intensities included in this PD are set as maximums and may or may not be ultimately achieved upon full build-out.

**E. Building Location, Orientation, Massing and Articulation:**

Requirements

- i. All visible sides of the building shall be designed to be complementary.
- ii. Architectural details at the ground floor shall be provided to enhance the pedestrian character of the street. Details shall include window and door trim, recessed entries, awnings and/or other features.
- iii. Mechanical elements mounted on the roof or on ground pads shall be screened from view from adjacent properties and roadways in a manner consistent with requirements of public utilities.
- iv. Individual Block required setbacks (from the lot line) and massing step back guidelines
- v. Up to 20% of each building façade will be exempt from the maximum setbacks identified below to allow for building articulation.

**Block 1**

- Min/Max Setback (ft) Sheboygan Avenue: 8/30
- Min/Max Setback (ft) Segoe Road: 8/20
- Min/Max Setback (ft) Madison Yards Way: 8/15
- Min/Max Setback (ft) Gardener Road: 8/15
- On Segoe Road, a minimum of 90% of the building façade, above the parking podium, will be stepped back a minimum of 18 ft from the property line.

**Block 2**

- Minimum Setback (ft) University Avenue:
  - 0' for 80% of building facade
  - 15' for 20% of building facade
- Maximum Setback (ft) from University Ave: 30
- Minimum distance from base of building to existing back of curb on University Avenue: 20'
- Min/Max Setback (ft) Segoe Road: 8/20
- Min/Max Setback (ft) Madison Yards Way: 8/15
- Min/Max Setback (ft) Gardener Road: 8/15
- On University Avenue, a minimum of 90% of the building facade, above 3 stories, will be stepped back a minimum of 10 ft from the property line.
- On Segoe Road, a minimum of 90% of the building facade, above 3 stories, will be stepped back a minimum of 18 ft from the property line.

**Block 3**

- Minimum Setback (ft) University Avenue:
  - 0' for 80% of building facade
  - 15' for 20% of building facade
- Maximum Setback (ft) from University Ave: 30
- Minimum distance (ft) from base of building to existing back of curb on University Avenue: 30'
- Min/Max Setback (ft) Madison Yards Way: 6/15
- Min/Max Setback (ft) Gardener Road: 0/15
- Min/Max Setback (ft) Side Yard: 0/15
- On University Avenue, a minimum of 75% of the building facade, above 2 stories, will be stepped back a minimum of 10 ft from the property line.

**Block 4**

- Min/Max Setback (ft) Sheboygan Avenue: 13/30
- Min/Max Setback (ft) Gardener Road: 5/15
- Min/Max Setback (ft) Street C: 0/15
- Min/Max Setback (ft) Street D: 5/15
- On Sheboygan Avenue, a minimum of 90% of the building facade, above 2 stories, will be stepped back a minimum of 10 ft from the base building facade.

**Block 5**

- Min/Max Setback (ft) Sheboygan Avenue: 13/50
- Min/Max Setback (ft) Madison Yards Way: 0/15
- Min/Max Setback (ft) Street C: 8/15
- Min/Max Setback (ft) Side Yard: 0/30
- On Sheboygan Avenue, a minimum of 90% of the building facade, above the parking podium, will be stepped back a minimum of 25 ft from the base building facade.

*All setbacks along Sheboygan Avenue and Segoe Road are based upon the proposed right of way after land dedication.*

Guidelines

- i. The building location should be designed to enhance the visual and pedestrian character of the street.
- ii. Walkways should be provided to connect the building entrance with the public sidewalk on all blocks abutting the City right-of-way.
- iii. Buildings should be designed as products of their own time. Copying historic appearance and details is discouraged.
- iv. Buildings and additions should complement the character of the adjoining buildings in the block face.
- v. Buildings should be located near the sidewalk and should define the street intersections with distinctive architectural features.
- vi. Building walls or facades with little detail or variety along primary facades shall be avoided. Improvements or additions to buildings shall include details at the street level to create a comfortable pedestrian scale and character.
- vii. Building entrances located close to the sidewalk should include recessed entries to allow for pedestrian movement.

Figures 13A – 13F show proposed street cross sections for interior and exterior streetscapes.

**F. *Building Materials:***

Requirements

- i. Exterior materials shall be durable, high-quality materials and appropriate for external use.

Guidelines

- i. Color choice should complement the style and materials of the building's façade and provide a pleasing relationship with adjoining proposed buildings.

**G. *Street Design:***

Requirements

- i. Streets internal to the development shall be designed and constructed to meet industry standards for durability, traffic circulation, and emergency vehicle and Fire Department access. Streets will be signed for reduced speed limits.
- ii. Streets internal to the development shall include curb bump-outs at pedestrian crosswalks where parallel parking is provided to minimize the crosswalk length.

Guidelines

- i. Design of the street pavement system, curb and gutters, curb cuts, crosswalks, traffic signage, and pavement striping within the development will be consistent with City of Madison Standard Specifications for Public Works Construction and the Wisconsin Department of Transportation's

Facilities Development Manual. The only exceptions to these standards will be where permeable pavement is used in the street as a flex pedestrian zone for events. This will be located on one block of Gardener Road (east of the Central Green) and one block of unnamed road south of the Central Green (referred to as Street D); see Figure 13C. These flex street segments will be designed with the following properties:

- a. In lieu of asphalt, the driving surface will be a commercial-grade interlocking concrete paver pavement system designed for commercial traffic, fire truck and semi-truck loading conditions.
  - b. The pavement system will meet American with Disabilities Act specifications for permeable pavements.
  - c. Ribbon curbs will be used in place of traditional curb and gutter to delineate the driving areas from pedestrian zones to improve universal accessibility for when the street is used as a flex plaza space. Bollards, planters and other physical indicators will enforce that edge between pedestrians and vehicles.
  - d. Temporary barricades will be used while street is closed to traffic; emergency responders will have continuous access to all fire lanes, fire hydrants, and to all building entrance and egress points during lane closures. Vehicles entering and exiting the development will have full access to parking structure entrances.
- ii. Streets internal to the development will include traffic calming measure such as table tops, speed bumps, bump-outs and variations in pavement texture. Such measures will comply with Fire Department standards and requirements.
  - iii. On-street ADA-accessible parking stalls should be distributed throughout the development.
  - iv. Streets internal to the development shall be striped with "sharrow" markings to indicate that bicycles will share the street lanes with vehicles.

**H. *Bicycle and Pedestrian Facilities:***

Requirements

- i. Publicly-accessible pedestrian sidewalks on both sides of the street shall be provided throughout the development and shall connect to the public sidewalks on the perimeter of the development.
- ii. ADA-accessible routes and facilities will be provided wherever feasible and where required to connect ADA parking or drop-off areas with main or ADA-designated building entrances.

Guidelines

- i. Bicycle parking should be distributed throughout the development site. Some short-term visitor bicycle parking should be located near building entrances.
- ii. Sidewalks should be a minimum of eight (8) feet wide and made of durable materials.
- iii. Benches and other public seating areas for pedestrians should be provided near sidewalks and in public open spaces.
- iv. Wayfinding signage for pedestrians and bicycles should be provided.

**I. Landscaping and Open Space:**

Requirements

- i. Street landscaping shall include canopy trees where feasible in the public right of way and within the streetscapes of new private streets.
- ii. The type, number, and location of trees in the public right of way shall be approved by the City.
- iii. Screening shall be provided for all service and trash areas.

Guidelines

- i. If a public sidewalk is located within five (5) feet of the public street, canopy trees shall be planted on the building side of the sidewalk.
- ii. Unless existing infrastructure interferes or the Fire Department requires different spacing due to aerial apparatus lanes, canopy trees shall be planted at a spacing no greater than fifty (50) feet on center.
- iii. Unless existing infrastructure interferes, canopy trees planted along street faces, in parking lots, and parking lot islands shall have a mature height of at least forty (40) feet.
- iv. Well-design outdoor spaces for the use and enjoyment of employees and customers shall be provided in commercial/retail areas.
- v. Landscaping and fencing shall be designed to complement the character of the building to provide a pleasant relationship with adjoining properties and the public sidewalk.
- vi. The use of attractive landscaping is encouraged to establish continuity between buildings and to define the block face where there are no buildings.
- vii. The use of stormwater management features should be used, where practical to provide treatment of stormwater runoff and infiltration.
- viii. Canopy trees should be located in all terraces and medians.
- ix. Publicly accessible open space areas shall be designed with durable quality materials and be landscaped appropriately for the intended use.

**J. Off-Street Parking & Loading:**

Parking areas and stall count needs will vary by final land use within each Block. Shared parking will be evaluated in order to reduce overall parking needs across the PD district. Final parking area design and required parking space counts will be provided with Specific Implementation Plan submittals as reviewed and recommended by Planning Division and Traffic Engineering Staff.

**Table 4 – Minimum & Maximum Parking Ratios by Use**

Block/Lot	Minimum Parking Spaces *	Maximum Parking Spaces
Office	1 space per 400 GSF	1 space per 250 GSF
Medical Office	1 space per 400 GSF	1 space per 200 GSF
Retail	1 space per 400 GSF	1 space per 200 GSF
Service Business	1 space per 400 GSF	1 space per 200 GSF
Restaurant	15% of capacity of persons	40% of capacity of persons
Residential	0.9 spaces per dwelling unit	1.25 spaces per dwelling unit

Hotel	0.75 spaces per unit	1.5 spaces per unit
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\*Subject to potential shared parking.

Additional uses not listed in Table 4 will comply with individual maximums as listed in General Ordinance Section 28.141 Parking and Loading Standards

Requirements

- i. Off-street surface parking facilities shall be located behind or on the sides of the building and the distance from the property line shall be the same as for buildings.
- ii. City of Madison landscape screening zoning ordinance shall be followed for all surface parking facilities.
- iii. All trash areas shall be screened from public view.

Guidelines

- v. All exterior surface parking areas shall include walkways to allow safe pedestrian access to building entrances.
- vi. Shared parking areas are encouraged. Whenever possible, adjoining parking facilities should be linked to provide internal traffic circulation.
- vii. Driveways should be minimized to improve traffic flow and reduce pedestrian conflicts.
- viii. Pedestrian areas and customer parking areas should be separated from loading and service areas.
- ix. If possible, trash collection areas should be located inside buildings.
- x. Any new parking structures should include ground-floor commercial uses on the primary frontage street with attractive façade. The design of parking structures should also complement the quality and design of the buildings they serve.

**K. *Site Lighting and Furnishings:***

Requirements

- i. Cut-off light fixtures shall be used to illuminate the site.

Guidelines

- i. Pedestrian use areas should be adequately, but not excessively lit. Low-level building and landscape lighting is encouraged, where appropriate.
- ii. Lighting and site furnishings (benches, trash receptacles, bicycle racks, etc.) should be of consistent style and materials to complement the character of the buildings and provide a pleasing relationship with adjoining properties and the public sidewalk.

**L. *Signage:***

Requirements

- i. Signage shall be designed to comply with the requirements of Urban Design District 6 and CC-T district requirements as allowed as per Chapter 31 of the Madison General Ordinances.

**M. Usable Open Space**

In addition to the central green and plaza, useable open space will be provided for each block containing residential units as follows:

Requirements

- i. Minimum Useable Open Space requirement is 40 sf/residential unit
- ii. Roof decks shall have a minimum dimension of fifteen (15) feet improved and available for safe and convenient access to all residents and guests of the building.
- iii. Porches shall have a minimum width of fifteen (15) feet and minimum depth of six (6) feet, improved, and be available to all occupants as a source of ingress and egress to the building.
- iv. Balconies shall have a minimum dimension of six (6) feet, improved, and available for safe and convenient access to all residents and guests of the building.
- v. Private balconies and private porches shall have a minimum dimension of four and one-half (4½) feet.
- vi. roof decks and balconies may be used to meet up to one hundred percent (100%) of the minimum open space requirements.

**N. *Deviations from Madison General Ordinances Subchapter 28I General Regulations & Subchapter J: Supplemental Regulation***

- i. Section 28.132 – *Encroachments Into Setback Areas* modified to allow:  
Canopies, awnings, signage and non-occupiable architectural features shall be permitted to encroach into setbacks between privately held lots.
- ii. Section 28.151 Dwelling Units in Mixed-Use Buildings restrictions do not apply to this PD district
- iii. Section 28.141 *Parking and Loading Standard* modified to allow:  
No dedicated retail loading space will be required for any block which has less than 12,000 sf of retail space.
- vii. Residential Loading for Blocks 3 and 4 will be allowed on the private street parcel

**O. *Alterations and Revisions:***

No alteration or revision to this planned development district shall be permitted unless approved by the City Plan Commission, however the Zoning Administrator may issue permits for minor alterations or additions which are approved by the Director of Planning and Development and the Alderperson of the district and are compatible with the concept stated in the underlying GDP and SIPs approved by the City Plan Commission.