

Department of Planning & Community & Economic Development **Planning Division** Heather Stouder, Director

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To: City of Madison Plan Commission

From: Planning Division Staff (Heather Stouder, Ben Zellers, Colin Punt)

Date: March 16, 2022

Subject: Transit-Oriented Development (TOD) Overlay Zoning

Staff will be providing an update on TOD overlay zoning at the special March 24th Plan Commission meeting. Materials attached for Commission review in advance of the meeting are:

- 1. Pages 2-25: The presentation for the Plan Commission meeting. *The presentation includes background on the current TOD overlay boundary, further information on auto-oriented uses in the TOD overlay area, new example TOD projects, and a timeline/public engagement summary.*
- Page 26: A map of the revised TOD overlay area based on previous PC discussions and feedback. Staff has added to the east-west ¼ mile BRT TOD area in select areas, integrated a north-south BRT TOD area, and integrated a TOD area around high-frequency local transit based on the latest Metro Network Redesign draft.
- 3. Pages 27-29: A summary chart of draft TOD overlay regulations by zoning district. *Districts not* on the chart would not be impacted by the TOD overlay. Select elements of the chart will be mentioned during the presentation, and staff will be ready to take any detailed questions the Commission may have. A "cheat sheet" of zoning code names and abbreviations is also included in this packet for your reference.
- 4. Page 30-62: A compilation of maps of zoning districts that would be impacted by draft TOD overlay regulations, paired with summary chart information for each district. *These maps are provided as background they are not included in the presentation, but staff is happy to address any questions.*

Staff is seeking feedback from the Commission on five specific questions, in addition to any other feedback the Commission may wish to provide:

- 1. Is the Commission OK with the draft requirement that all districts (other than SR-C and TR-C) be subject to a two story minimum height?
- 2. Are the other draft TOD overlay boosts/restrictions doing enough? Too much? Are they just right?
- 3. Does the Commission feel any further analysis is needed at this stage?
- 4. Does the revised TOD overlay geography look reasonable?
- 5. Is the Commission comfortable with the general timeline and public engagement overview?

Transit-Oriented Development Overlay Update



Plan Commission March 24, 2022

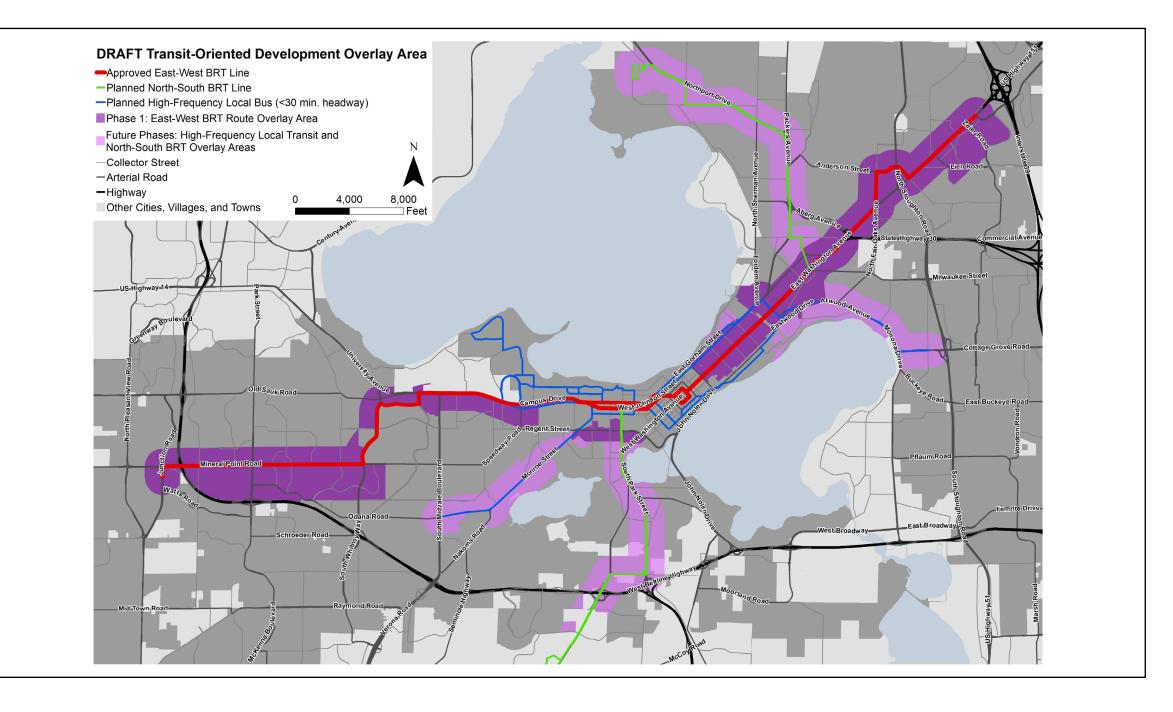
Agenda

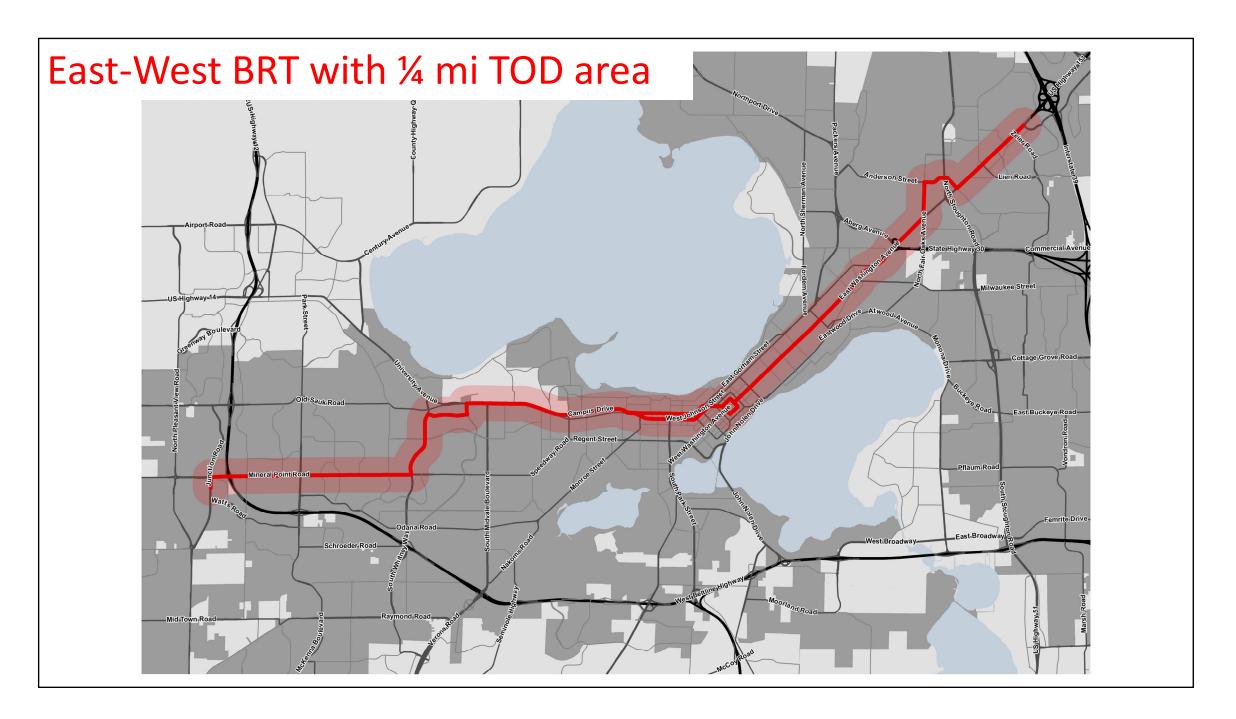


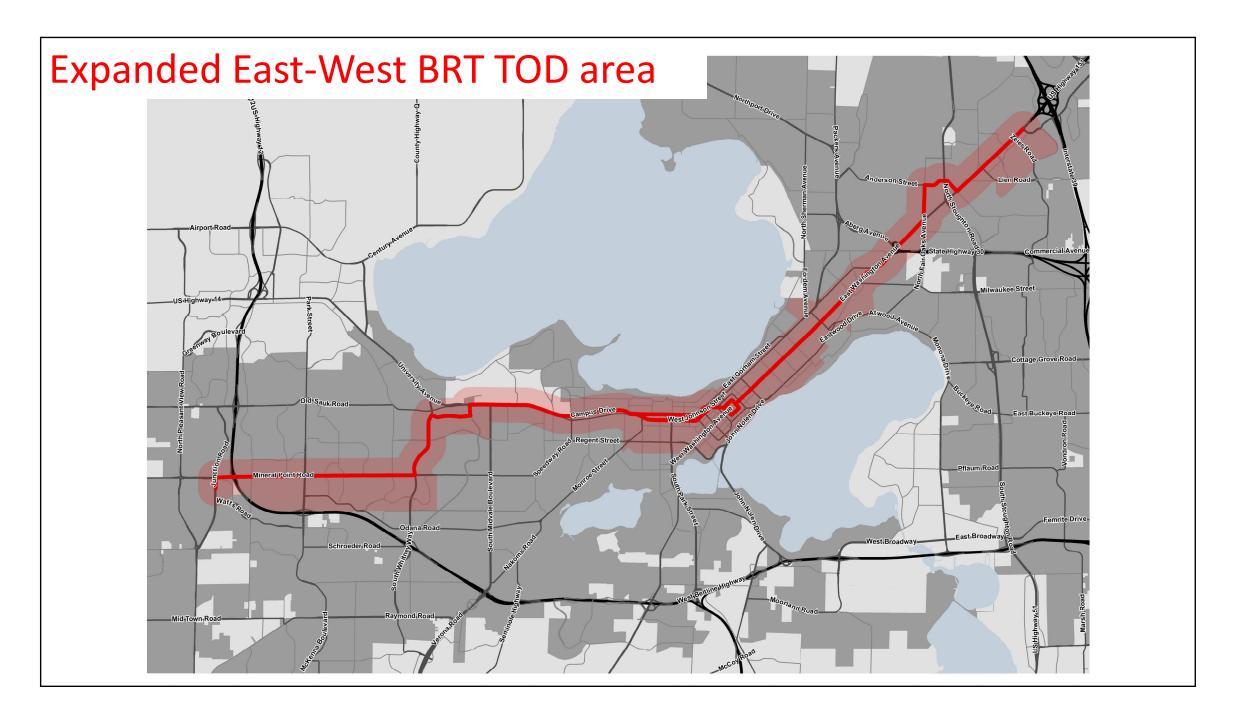
- Quick recap of 12/10/2021 Plan Commission TOD overlay discussion
- Updated TOD overlay boundary
- Auto-oriented uses analysis
- Case study example parcels
- Public engagement & timeline
- Questions & discussion

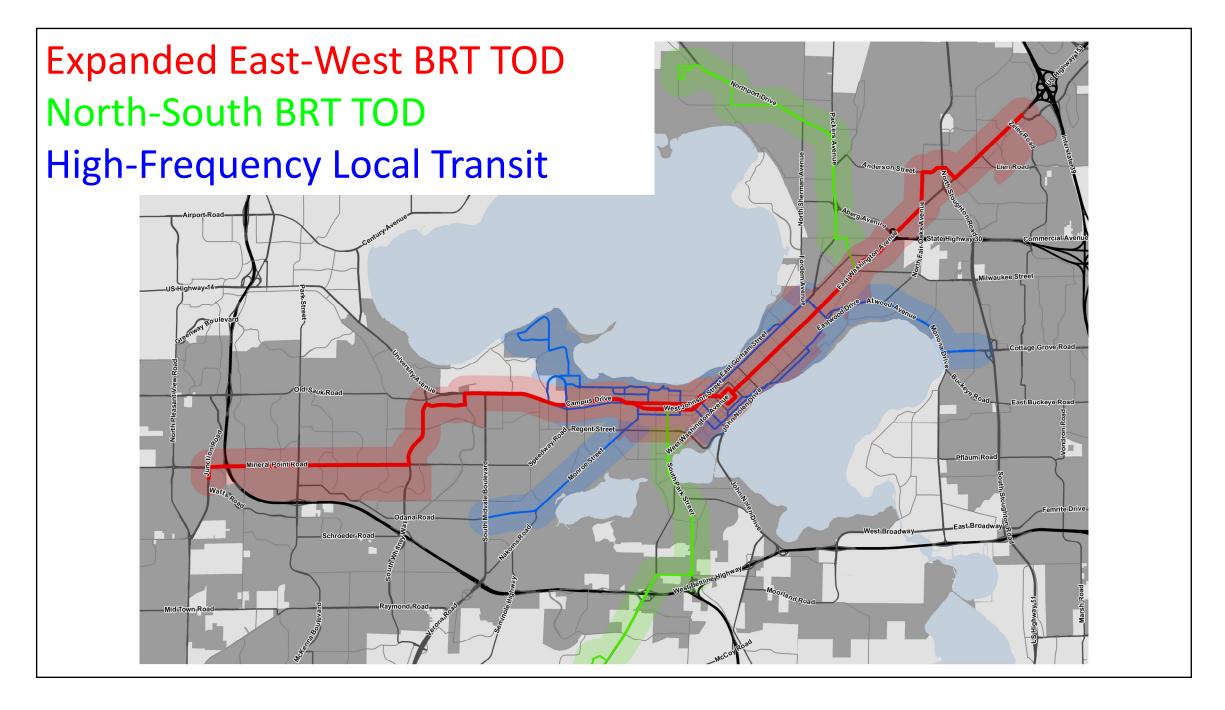
December 10th Plan Commission Meeting – General Consensus that . . .

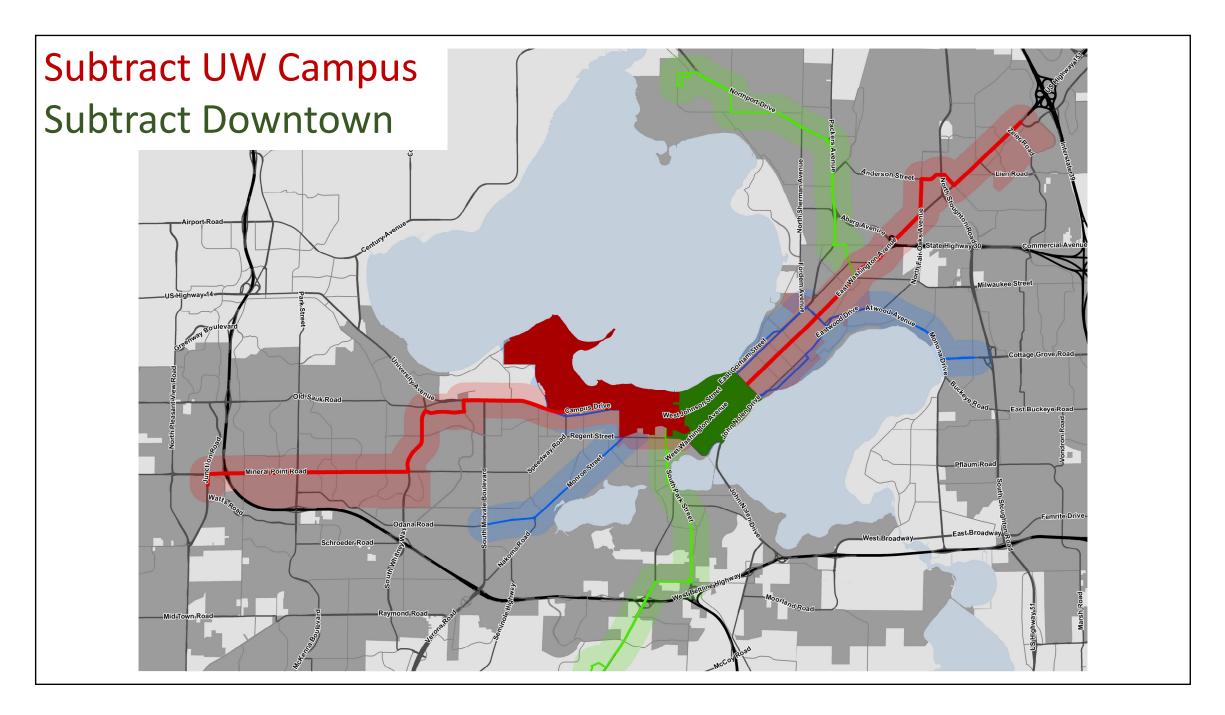
- Staff should explore options for opt-in and/or possible appropriate locations for ¼ mile boundary extension
- The residential density/intensity approach (permitting the next level up of intensity) is good
- Approach to auto-oriented uses needs further refinement
- Raising maximum height for some districts within TOD overlay is OK
- Parking minimums and allowance to exceed parking maximums should be removed in TOD
- 2-unit buildings & 1 ADU should be allowed for any lot meeting the existing minimum lot area requirements for SF zoning districts

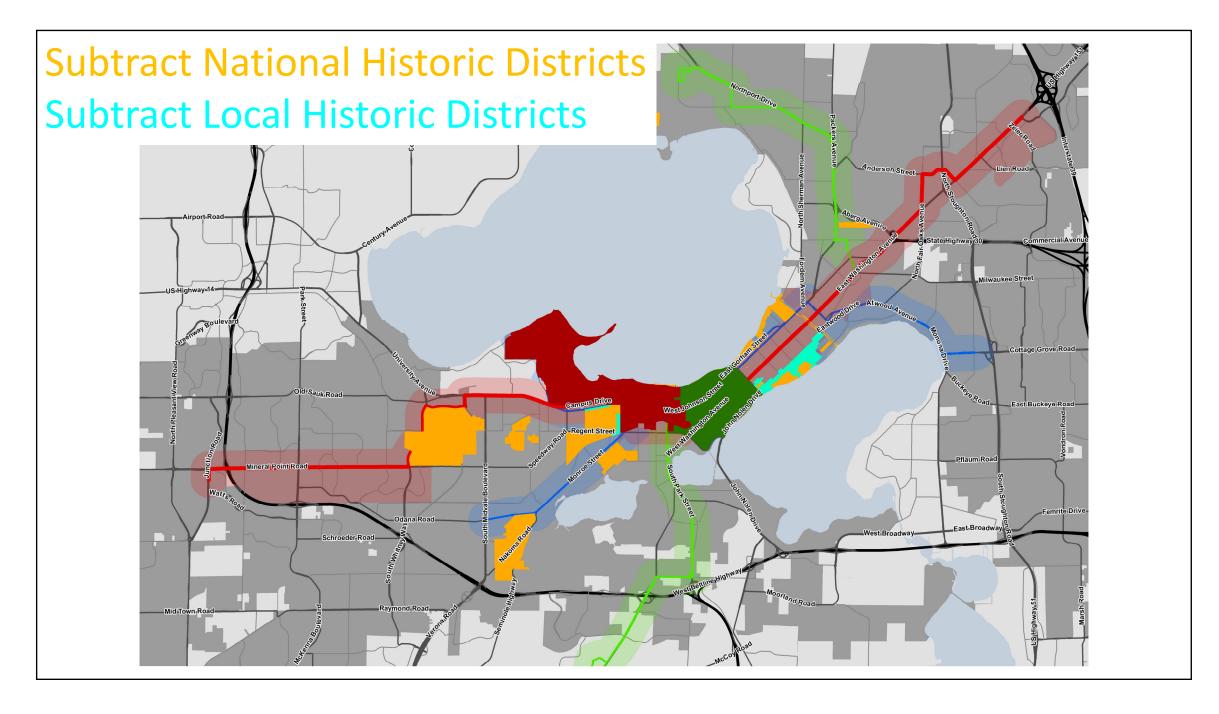


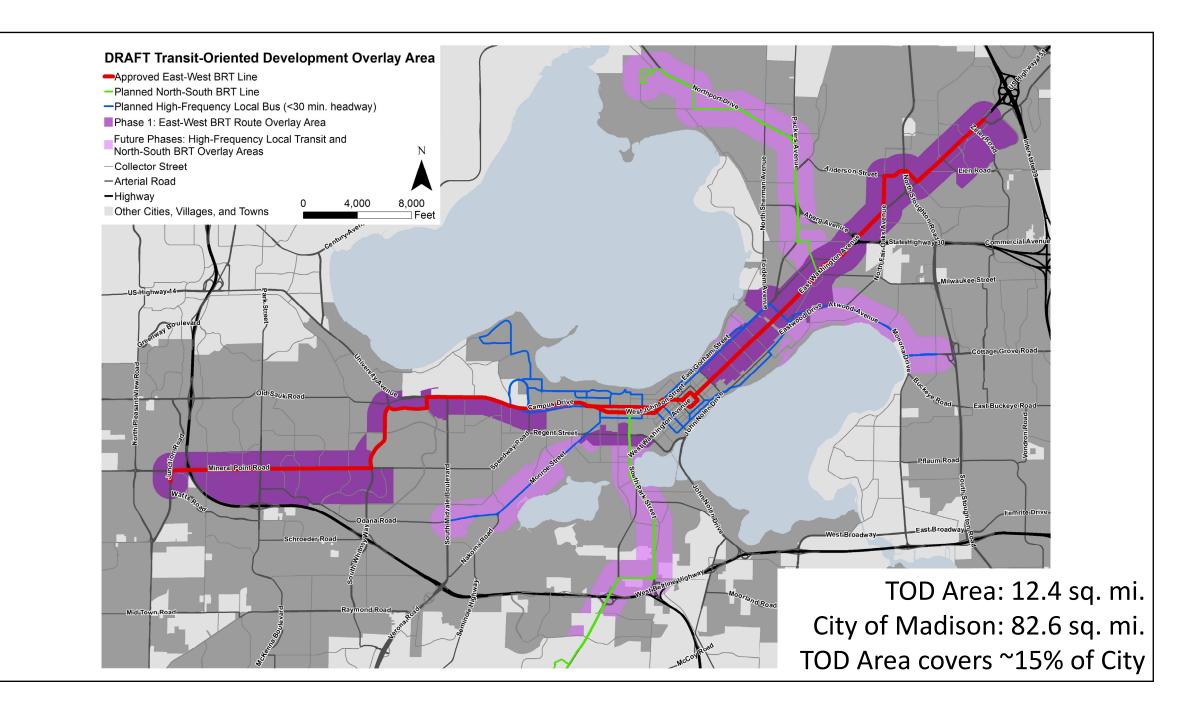










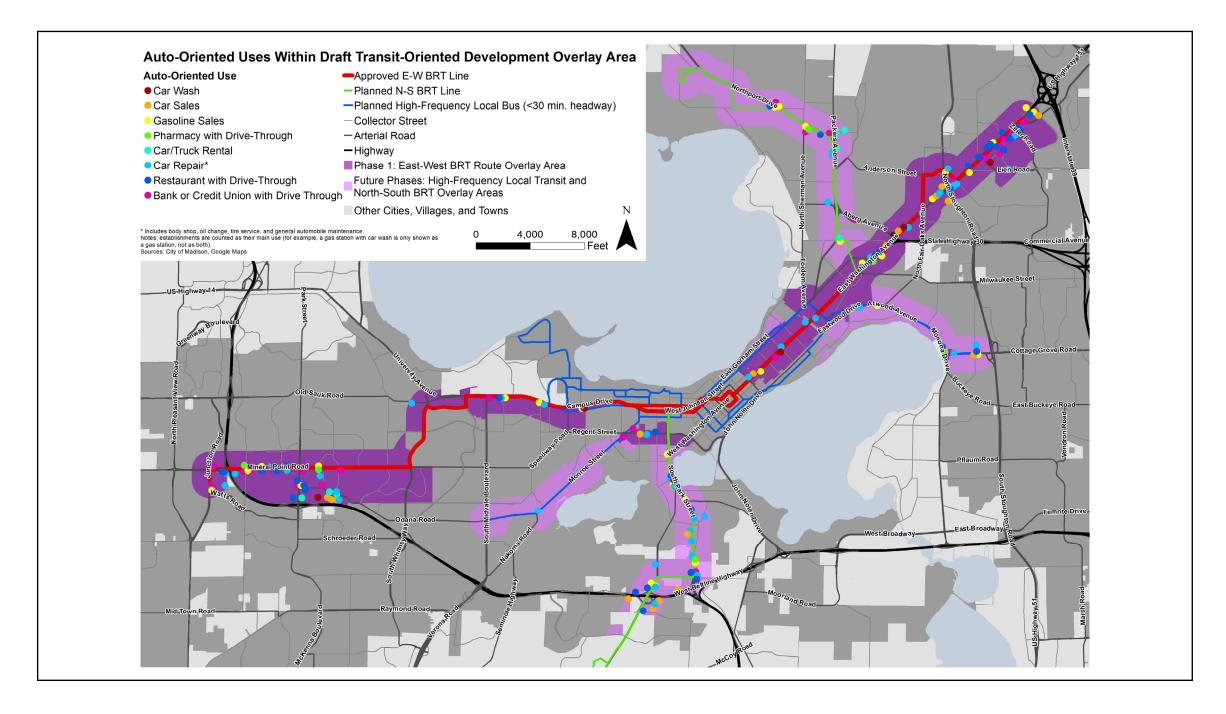


Auto-Oriented Uses



Use	# Within TOD Area
Auto repair	50
Auto sales & motorcycle sales & heavy vehicle sales	20
Auto service station (gas station)	29
Car wash	6
Drive-through	
Bank/Credit Union	28
Restaurant	41
Pharmacy	7
Car/truck rental	7
Total	188

Sources: City of Madison land use data, Google Maps



Auto-Oriented Uses



- Staff proposes implementing current TSS drive-thru regulations for all TOD areas*
- Staff does not propose any additional auto-oriented use regulations; however all non-SR-C, non-TR-C districts would:
 Have a 2 story building height minimum
 Prohibit parking between building(s) and the street
- Additionally, staff proposes considering a build-to line for multiuse sites and residential building complexes (some multi-use sites may contain drive-thrus)

*MGO 28.151, Vehicle Access Sales and Service Windows (aka drive-thru): "vehicle access sales and service windows shall be located under the building in which it is located, and the building shall have commercial or residential uses along the primary street frontage"

Case Study Example Parcels



- Examples private redevelopment that would be possible under draft TOD overlay zone
- No projects have been proposed for these sites

Legend

Mixed-use

Employment

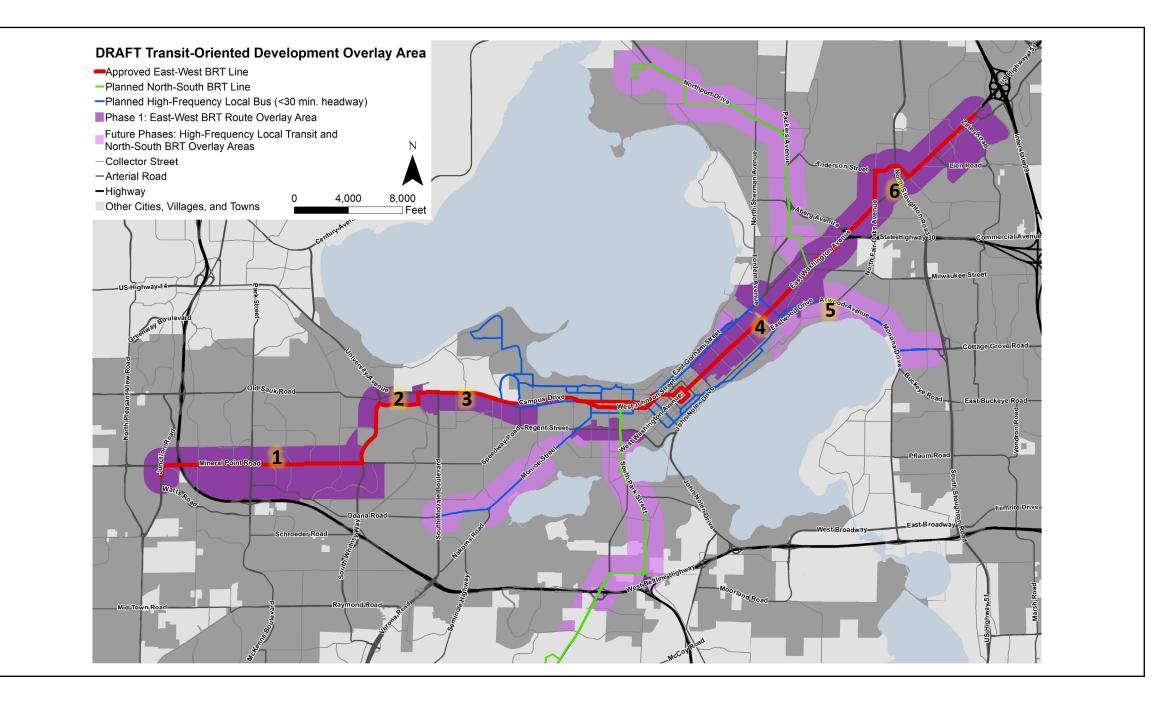
Parking Structure

Multifamily Residential: 4+ stories

Multifamily Residential: 3 stories

Townhomes

Single-family/Duplex/ADU

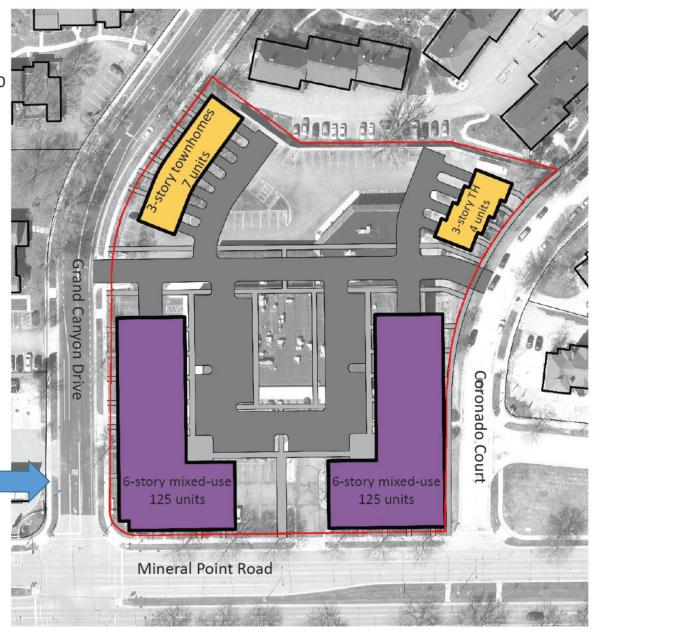


1

Site: Clock Tower Site Acreage: 3.48 acres Zoning: Commercial Center District Comp Plan Land Use: Community Mixed-Use (<130 du/ac, 2-6 stories) Subarea Plan Recommendation: N/A

Residential Units: 261 Commercial: 8,000 sqft Stories: 6 Density: 75 du/ac Residential Parking Ratio: 0.6 stalls/unit Commercial Parking Ratio: 2 stalls/1,000 sqft



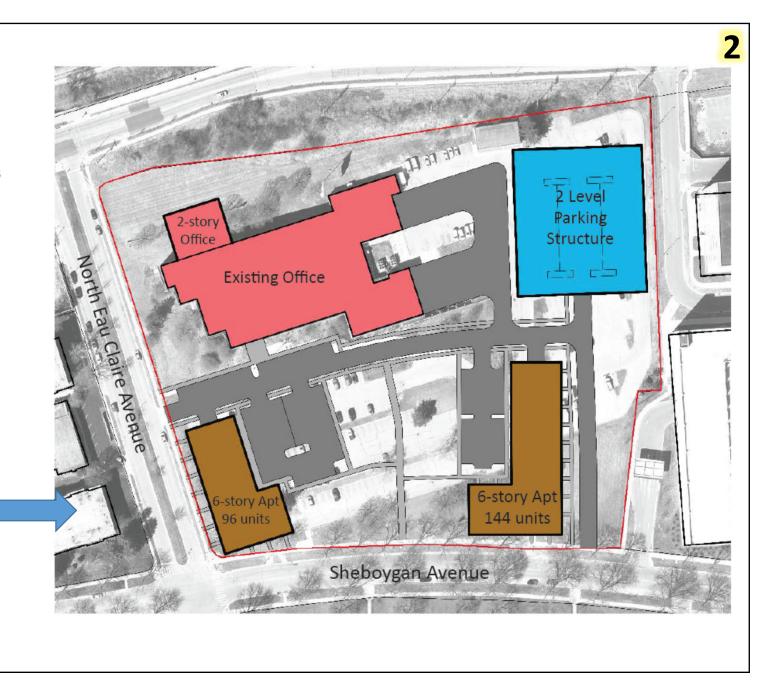


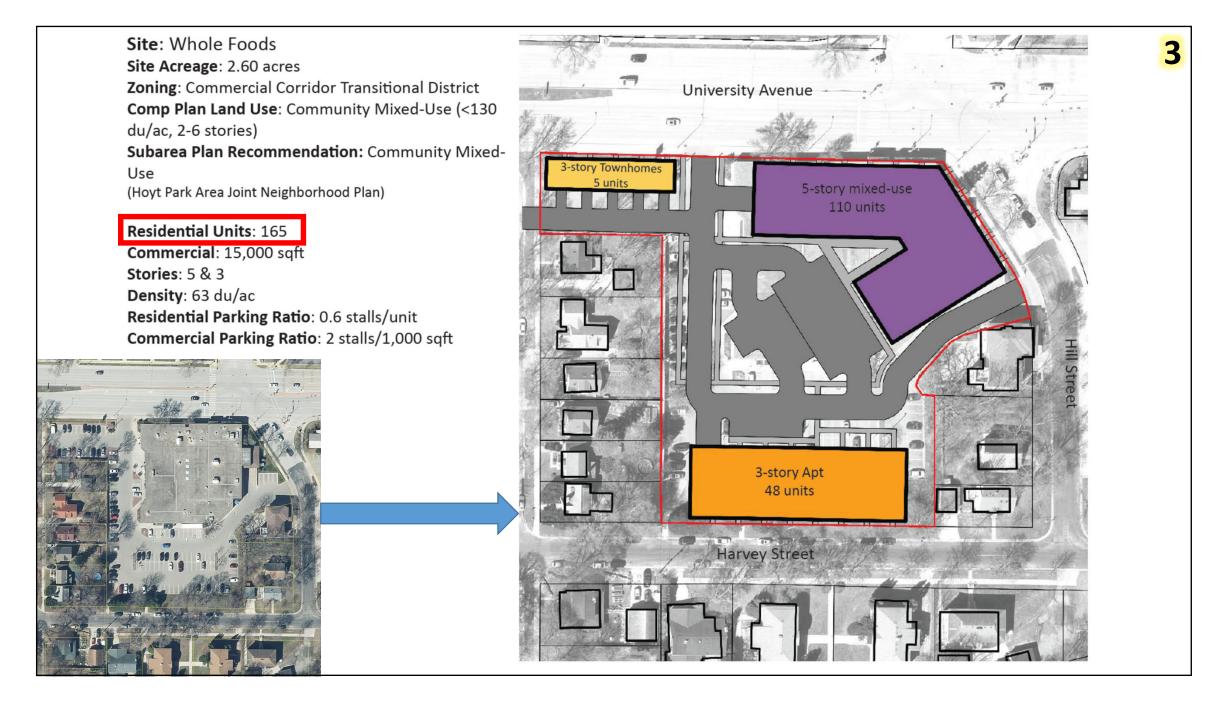
Site: Red Cross

Site Acreage: 9.12 acres Zoning: Suburban Employment District Comp Plan Land Use: Employment Subarea Plan Recommendation: 10k sqft office, 168 multifamily units (University Hill Farms Neighborhood Plan)

Residential Units: 240 Commercial: add 10,000 sqft Stories: 6 Density: 26 du/ac Residential Parking Ratio: 0.6 stalls/unit Commercial Parking Ratio: 2 stalls/1,000 sqft

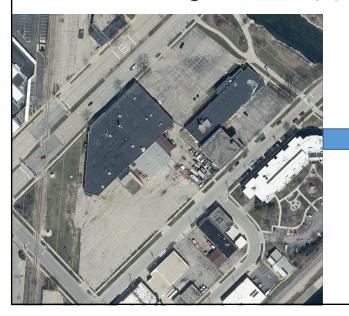


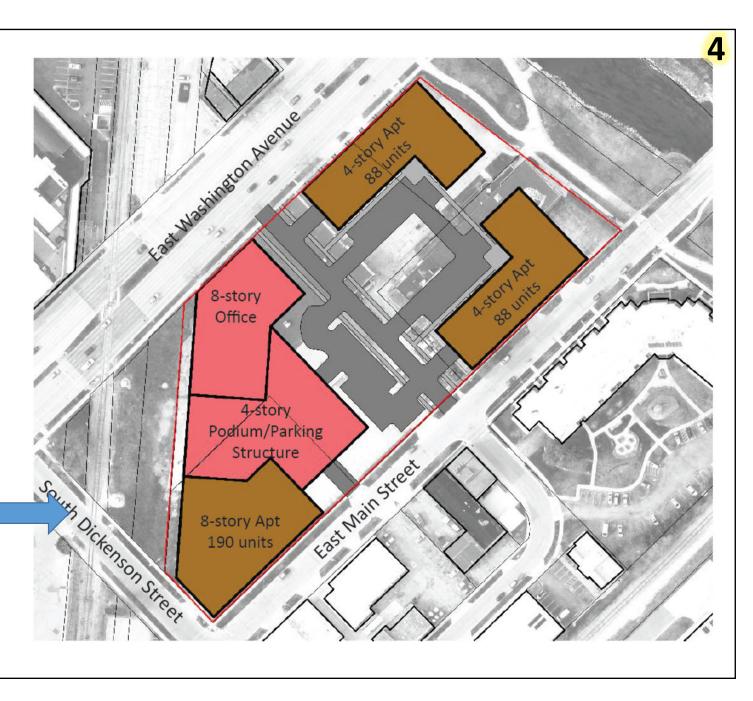


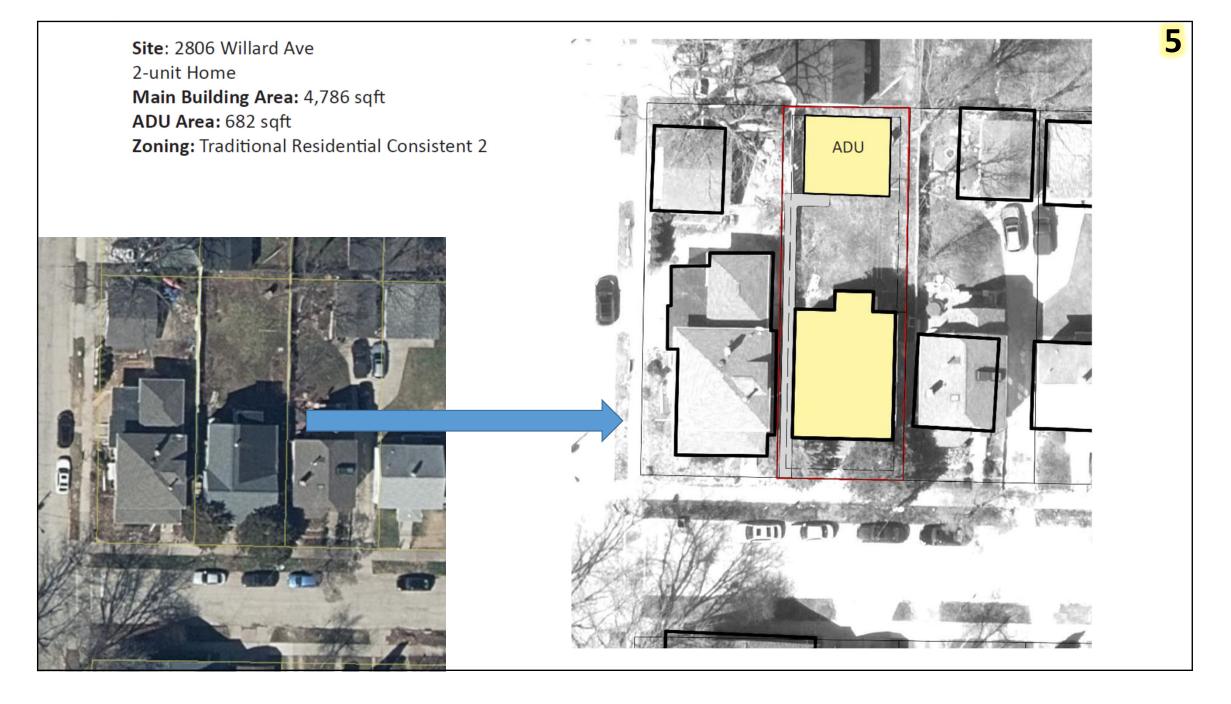


Site: Yahara Square Site Acreage: 4.72 acres Zoning: Traditional Employment District Comp Plan Land Use: Employment Subarea Plan Recommendation: Employment/ Residential (Capitol Gateway Corridor Plan, Urban Design District 8)

Residential Units: 366 Office: 100,000 sqft Stories: 8 & 4 Density: 78 du/ac Residential Parking Ratio: 0.6 stalls/unit Commercial Parking Ratio: 2 stalls/1,000 sqft







6

Site: 3394 East Washington Avenue Site Acreage: 1.58 acres Zoning: Commercial Corridor Transitional District Comp Plan Land Use: Neighborhood Mixed-Use (<70 du/ac, 2-4 stories) Subarea Plan Recommendation: Multifamily (Carpenter-Hawthorne-Ridgeway-Sycamore-Truax Neighborhood Plan) Residential Units: 92 Commercial: 5,000 sqft

Stories: 5 Density: 58 du/ac Residential Parking Ratio: 0.6 stalls/unit Commercial Parking Ratio: 2 stalls/1,000 sqft



Proposed Public Engagement



- TOD "storymap" walkthrough of TOD
- Virtual public meeting series (work with alders, neighborhood associations, others to publicize):
 - May: TOD overlay draft presentation, feedback, Q&A multiple meetings, different days, different times
 - September: TOD overlay final draft presentation, Q&A multiple meetings, different days, different times
- Public feedback at BCC meetings

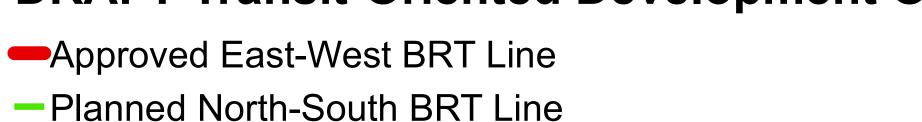
Proposed Timeline & Public Engagement

Date	Action	
April	Publicity for virtual public meetings (alders, neighborhood associations, etc)	
May	Virtual public meetings – series #1 (4 meetings, same topic, different days, different times)	
May-June	RESJ (racial equity & social justice) policy analysis	
June	TPPB & PC Updates	
June-Aug	Additional analysis (if needed); refine TOD overlay based on public/PC feedback	
Aug/Sept	PC Update	
September	Virtual public meetings – series #2	
October	Common Council introduction	

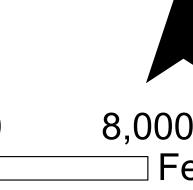
TOD Overlay Discussion

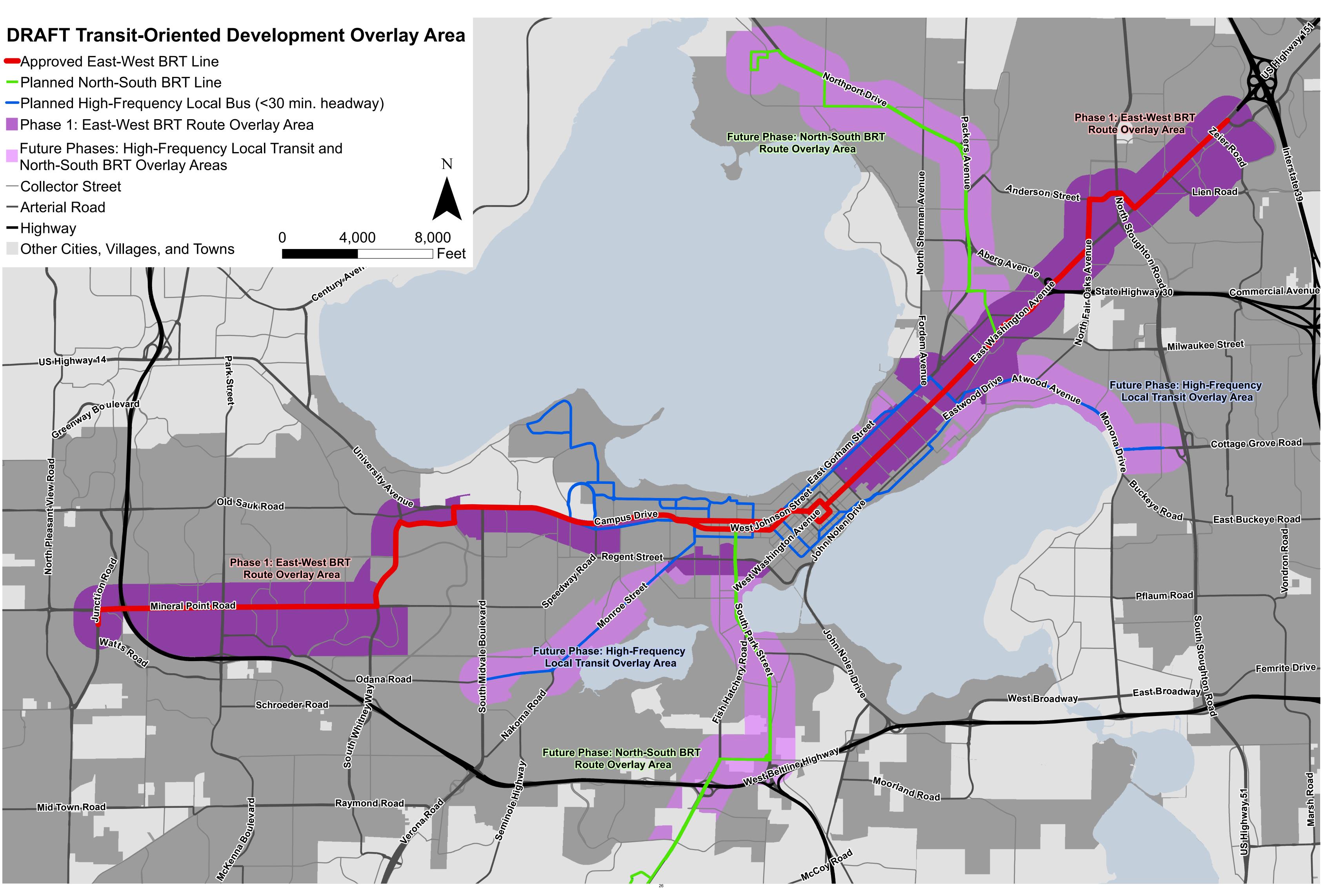


- 1. Is the Commission OK with the draft requirement that all districts (other than Suburban Residential-Consistent and Traditional Residential-Consistent) be subject to a two story minimum height?
- 2. Are the other draft TOD overlay boosts/restrictions doing enough? Too much? Just right?
- 3. Does the Commission feel any further analysis is needed at this stage?
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- Future Phases: High-Frequency Local Transit and North-South BRT Overlay Areas





Transit-Oriented Development Overlay Zone Changes to Underlying Zoning – March 16, 2022 DRAFT

Zoning District(s)	# Parcels, #Acres in TOD Area	Use List Changes	Density- Related Changes Usable Open Space (UOS) change accommodated in general regulations – all non-SR-C/TR-C districts: All UOS can be part of structure (balcony, rooftop terrace)	Height Changes 2-story min Heights for all except TR-C and SR-C districts	1
SR-C1, SR- C2, TR-C1, TR-C2, TR- C3	6,480 parcels 1,360 acres (totals for all five districts)	Allow 2-unit buildings + 1 ADU for any lot meeting the existing minimum lot area requirements for SF homes	Essentially triples density by allowing up to 3 units on a lot sized for a SF home. UOS only required for the first unit	No change (2 currently permitted)	Change
TR-C4	2,639 parcels 354.6 acres	Increase # units permitted in principal building from 3 to 4? Allow ADUs even if principal bldg is not SF home	3- / 4-unit min. lot area = 6,000 SF	No change (2 currently permitted)	Change
SR-V1	230 parcels 82.0 acres	Increase # units permitted from 8 to 12 by adding a "P" in "Multi-family dwelling, 9-12 units"		No change (3 currently permitted)	
SR-V2	92 parcels 226.1 acres	Increase # units permitted from 24 to 60 by adding a "P" in "Multi-family dwelling, 25-60 units"		Increase permitted height from 3 to 4 stories	
TR-V1	1,883 parcels 251.9 acres	Increase # units permitted from 4 to 8 by adding a "P" in "Multi-family dwelling, 5-8 units" Allow ADUs even if principal bldg is not SF home		No change (3 currently permitted)	
TR-V2	175 parcels 67.0 acres	Increase # units permitted from 12 to 24 by changing the "C" to a "P" in "Multi-family dwelling, 13-24 units"		Increase permitted height from 3 to 4 stories	
TR-U1	104 parcels 42.7 acres	Increase # units permitted from 24 to 60 by changing the "C" to a "P" in "Multi-family dwelling, 25-60 units"; see TR-U2 for 61+ units		No change (4 currently permitted)	
TR-U2	31 parcels 19.2 acres	Increase # units permitted from 60 to 100 by adding a new line, "Multi-family dwelling, 61-100 units" and a "P". Add another new line for >100 units and make this a "C" for TR-U1 and TR-U2		Increase permitted height from 4 to 5 stories	
NMX	129 parcels 45.9 acres			Increase permitted height from 3 to 4 stories	Sup Reg permit
TSS	356 parcels 79.7 acres			Increase permitted height from 3 to 4 stories	Sup Rep permit
CC-T	407 parcels 395.8 acres			No change (5 currently permitted)	Sup Rep permit Drive-t
СС	225 parcels 627.5 acres			Increase permitted height from 5 to 6 stories	Drive-t
SE	164 parcels 571.1 acres			Increase permitted height from 5 to 8 stories	Drive-t
TE	191 parcels 208.7 acres			No change (5 currently permitted)	Drive-t
RMX	(none – not mapped)		No current UOS or lot area requirements – no change.	Increase permitted height from 5 to 8 stories	Drive-t

• For commercial/mixed-use sites: Require an accessible entrance from the public street for every tenant that fronts the street OR a common entrance from which tenant spaces are accessed

• For multi-use sites: Add a build-to line (This regulation would need to allow flexibility for setback depth to provide accessible entrances. A regulation similar to CC-T could be implemented: having X% of building within X feet of street frontages. For phased projects, the first phase must fulfill the requirement).

Other Changes Eliminate min parking requirements for all
Exceeding maximum parking not permitted No parking allowed between building(s) and street
ge occupancy to allow for up to 5 renters/unit
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Regs for Dwelling Units in Mixed Use Buildings – Increase hitted use from 24 to 36 units in mixed-use building
Regs for Dwelling Units in Mixed Use Buildings – Increase nitted use from 48 to 60 units in mixed-use building
Regs for Dwelling Units in Mixed Use Buildings – Increase hitted use from 60 to 100 units in mixed-use building
e-thru must be under building drive (like TSS) e-thru must be under building (like TSS)
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ZONING DISTRICTS

Who to contact: Zoning, (608) 266-4551

Residential Districts*

SR-C1 Suburban Residential - Consistent District 1 SR-C2 Suburban Residential - Consistent District 2 SR-C3 Suburban Residential - Consistent District 3 SR-V1 Suburban Residential - Varied District 1 SR-V2 Suburban Residential - Varied District 2 TR-C1 Traditional Residential - Consistent District 1 TR-C2 Traditional Residential - Consistent District 2 TR-C3 Traditional Residential - Consistent District 3 TR-C4 Traditional Residential - Consistent District 4 TR-V1 Traditional Residential - Consistent District 4 TR-V1 Traditional Residential - Varied District 1 TR-V2 Traditional Residential - Varied District 2 TR-U1 Traditional Residential - Urban District 1 TR-U2 Traditional Residential - Urban District 2 TR-R Traditional Residential - Rustic District 7 TR-P Traditional Residential - Planned District

* When other Chapters of the Madison General Ordinances refer to residential districts, the Downtown Residential Districts, DR1 and DR2, shall be included.

Commercial and Mixed-Use Districts

LMX Limited Mixed-Use NMX Neighborhood Mixed-Use District TSS Traditional Shopping Street District MXC Mixed-Use Center District CC-T Commercial Corridor - Transitional District CC Commercial Center District

Employment Districts

TE Traditional Employment District SE Suburban Employment District SEC Suburban Employment Center District EC Employment Campus District IL Industrial - Limited District IG Industrial - General District

Downtown and Urban Districts

DC Downtown Core UOR Urban Office Residential UMX Urban Mixed-Use DR1 Downtown Residential 1 DR2 Downtown Residential 2

Special Districts

A Agricultural District UA Urban Agricultural District CN Conservancy District PR Parks and Recreation AP Airport District CI Campus Institutional District PD Planned Development District PMHP Planned Mobile Home Park District

Overlay Districts

WP Wellhead Protection Overlay Districts
W Wetland Overlay District
TOD Transit Oriented Development Overlay District
NC Neighborhood Conservation Overlay Districts
F1 Floodway District
F2 Flood Fringe District
F3 General Floodplain District
F4 Flood Storage District

Historic District Suffixes

HIST-L Designated Landmark HIST-MH Mansion Hill Historic District HIST-TL Third Lake Ridge Historic District HIST-UH University Heights Historic District HIST-MB Marquette Bungalows Historic District HIST-FS First Settlement Historic District

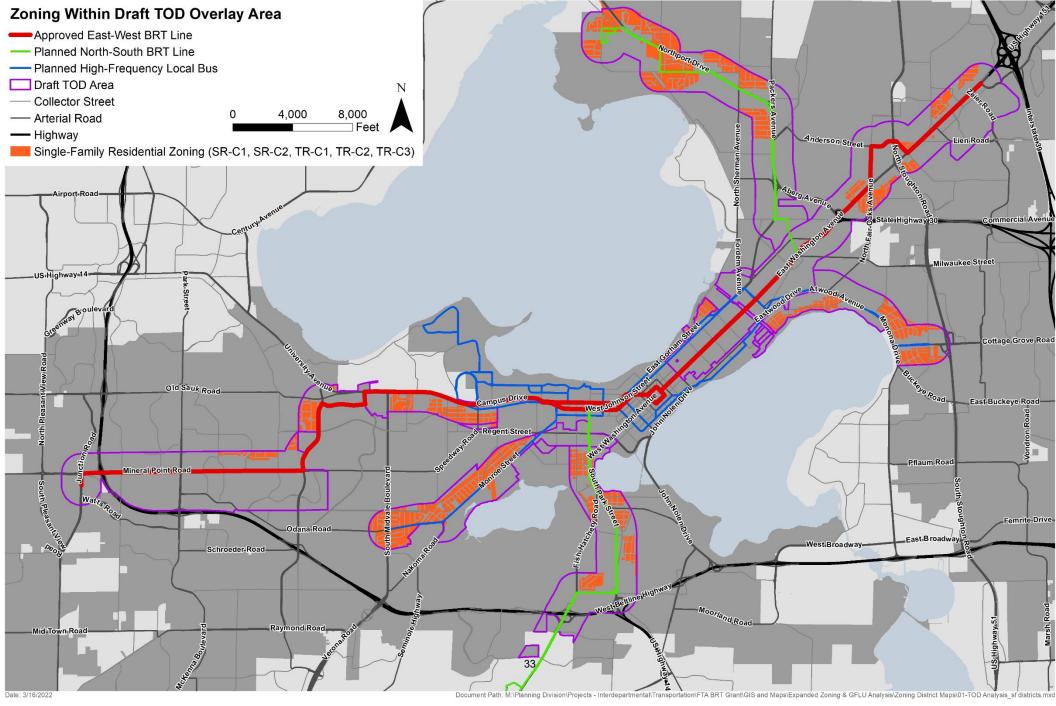
Transit-Oriented Development

Zoning Districts Covered/Impacted within TOD Areas

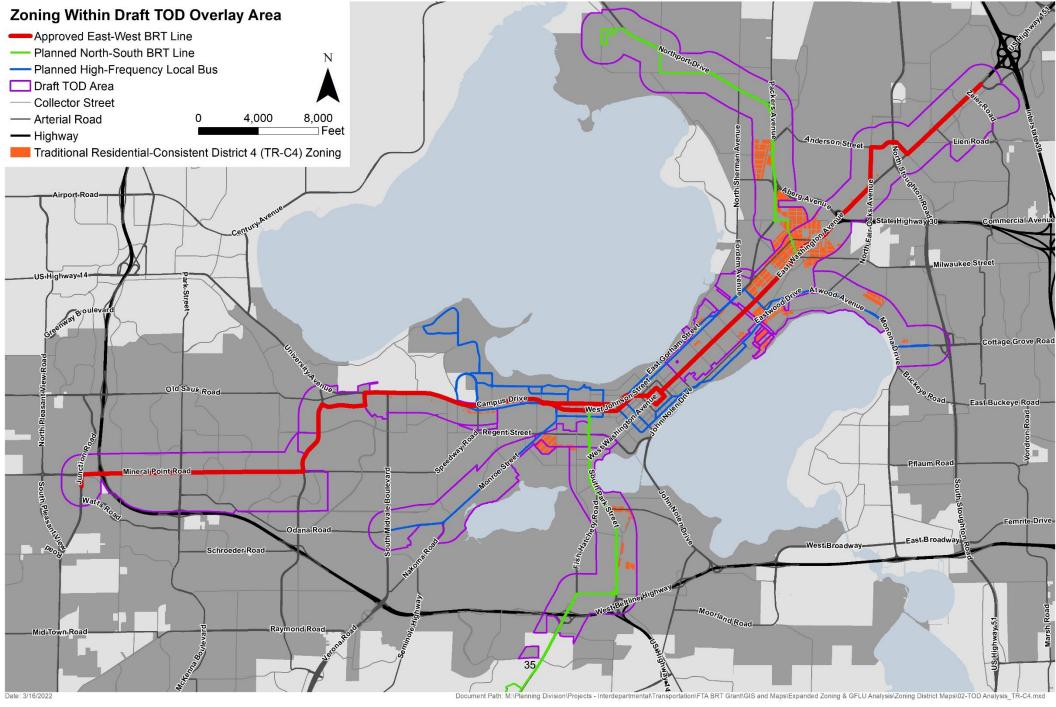
Changes for all districts

- Minimum two story height for all districts except Traditional Residential-Consistent (TR-C) and Suburban Residential-Consistent (SR-C) districts
- Eliminate minimum parking requirements for all districts
- Eliminate conditional use for exceeding the maximum parking

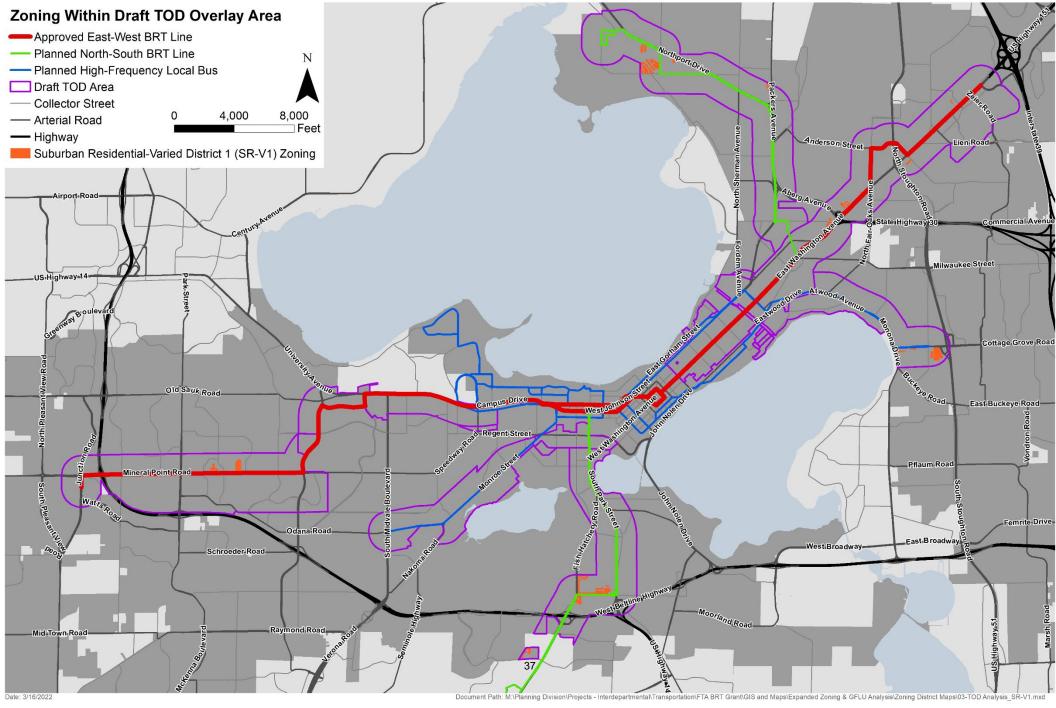
Residential Districts



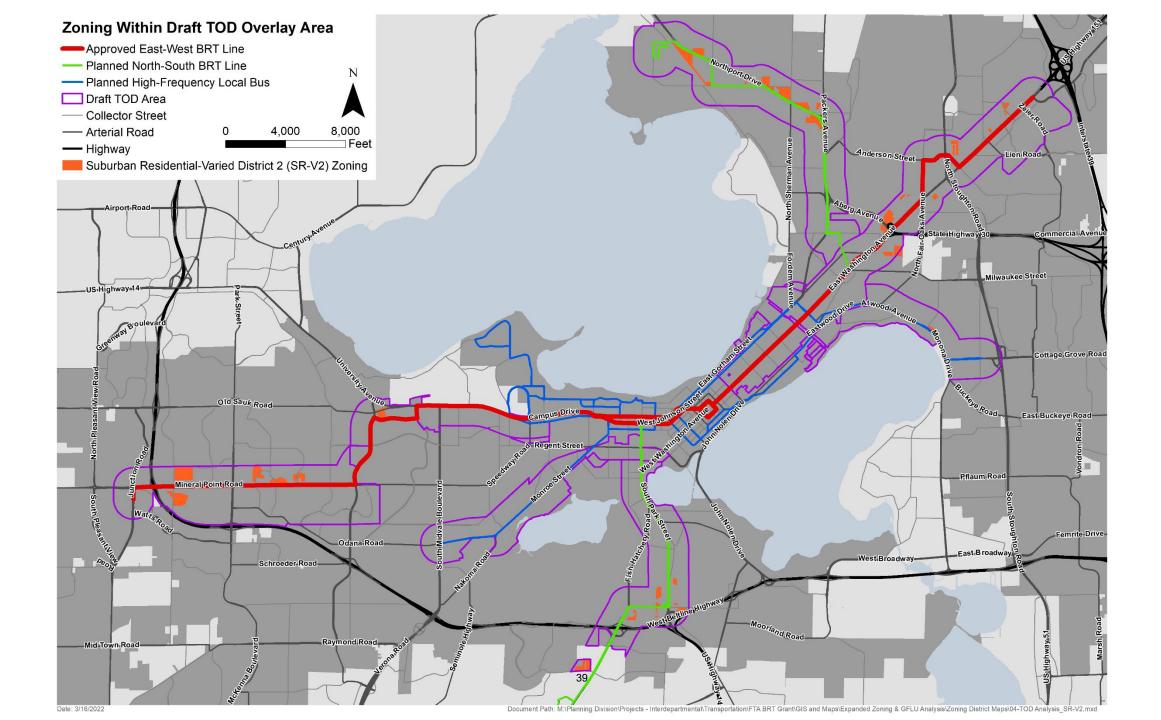
Zoning Districts	SR-C1, SR-C2, TR-C1, TR-C2, TR-C3 (Suburban Residential – Consistent District , 1, 2, 3; Traditional Residential – Consistent District 1, 2, 3)
# Parcels in TOD Area	6,480
Acres in TOD Area	1,360
Use List Changes	Allow 2-unit buildings + 1 ADU for any lot meeting the existing minimum lot area requirements for SF homes
Density-Related Changes	Essentially triples density by allowing up to 3 units on a lot sized for a SF home; usable open space only required for the first unit
Height Changes	No change (2 stories max)
Other	Change occupancy to allow for up to 5 renters/unit



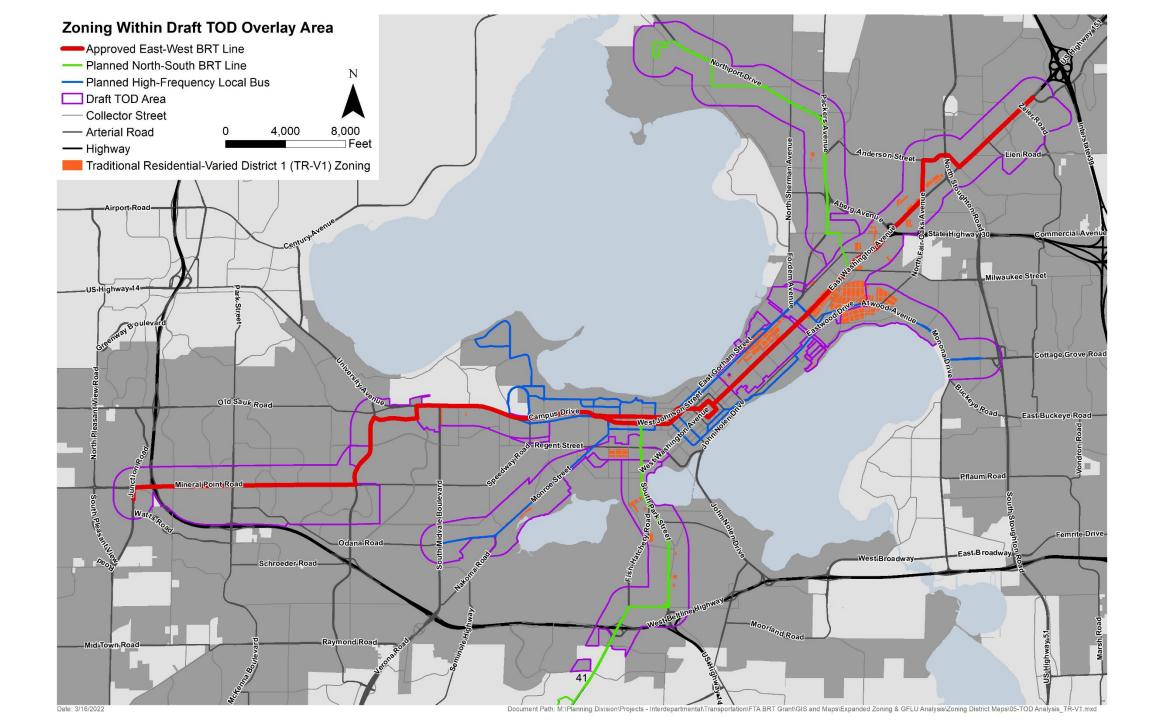
Zoning District	TR-C4 (Traditional Residential – Consistent District 4)
# Parcels in TOD Area	2,639
Acres in TOD Area	354.6
Use List Changes	Increase # units permitted in principal building from 3 to 4; Allow ADUs even if principal building is not single family home
Density-Related Changes	3- / 4-unit min. lot area = 6,000 SF All usable open space can be part of structure (balcony, rooftop terrace)
Height Changes	No change (2 stories max)
Other	Change occupancy to allow for up to 5 renters/unit



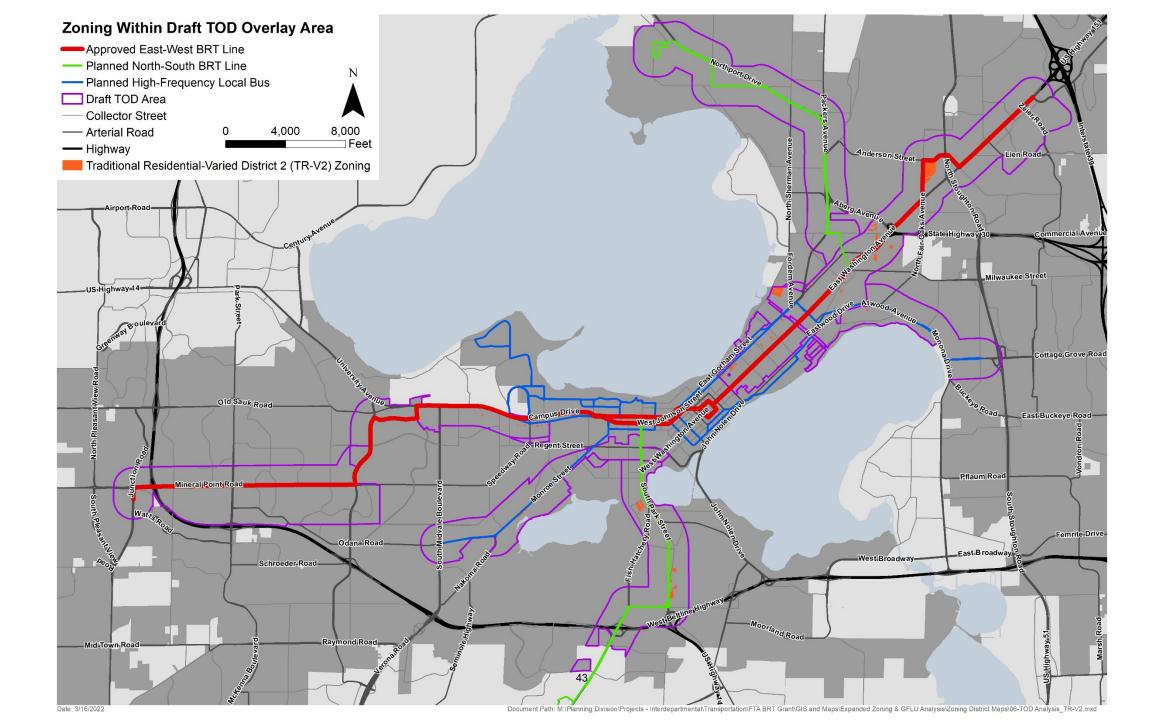
Zoning District	SR-V1 (Suburban Residential – Varied District 1)
# Parcels in TOD Area	230
Acres in TOD Area	82.0
Use List Changes	Increase # units permitted from 8 to 12 by adding a "P" in "Multi-family dwelling, 9-12 units"
Density-Related Changes	All usable open space can be part of structure (balcony, rooftop terrace)
Height Changes	No change (3 stories max)
Other	



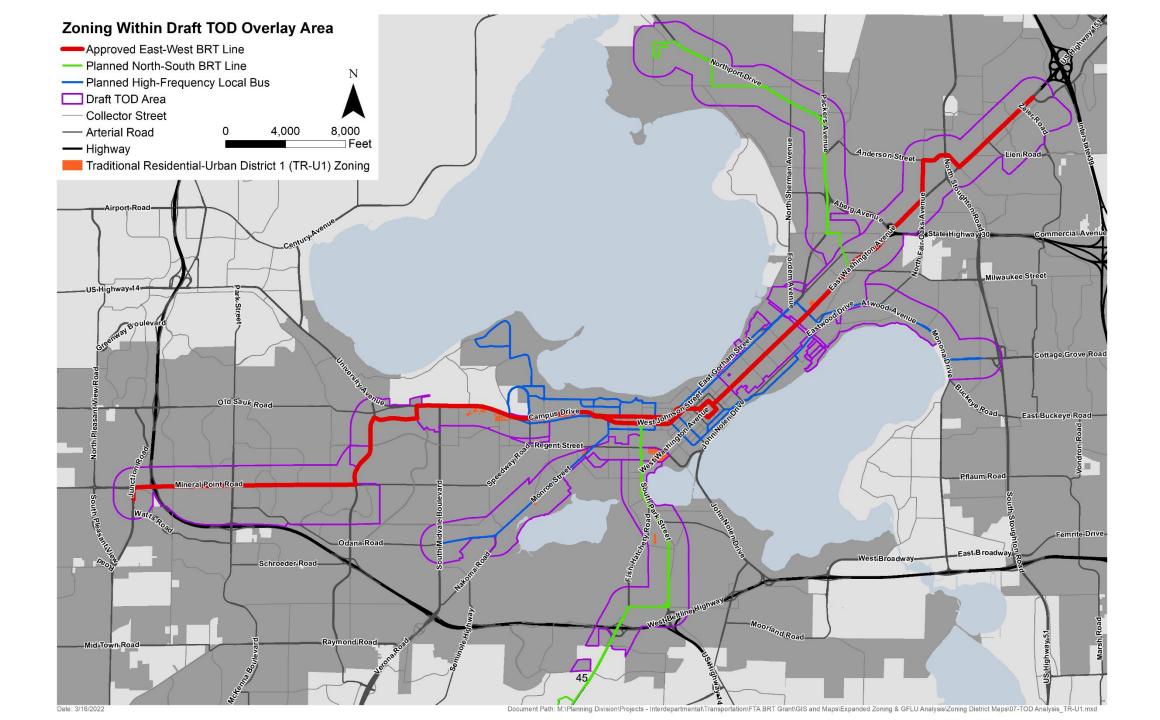
Zoning District	SR-V2 (Suburban Residential – Varied District 2)
# Parcels in TOD Area	92
Acres in TOD Area	226.1
Use List Changes	Increase # units permitted from 24 to 60 by adding a "P" in "Multi-family dwelling, 25-60 units"
Density-Related Changes	All usable open space can be part of structure (balcony, rooftop terrace)
Height Changes	Increase permitted height from 3 to 4 stories
Other	40



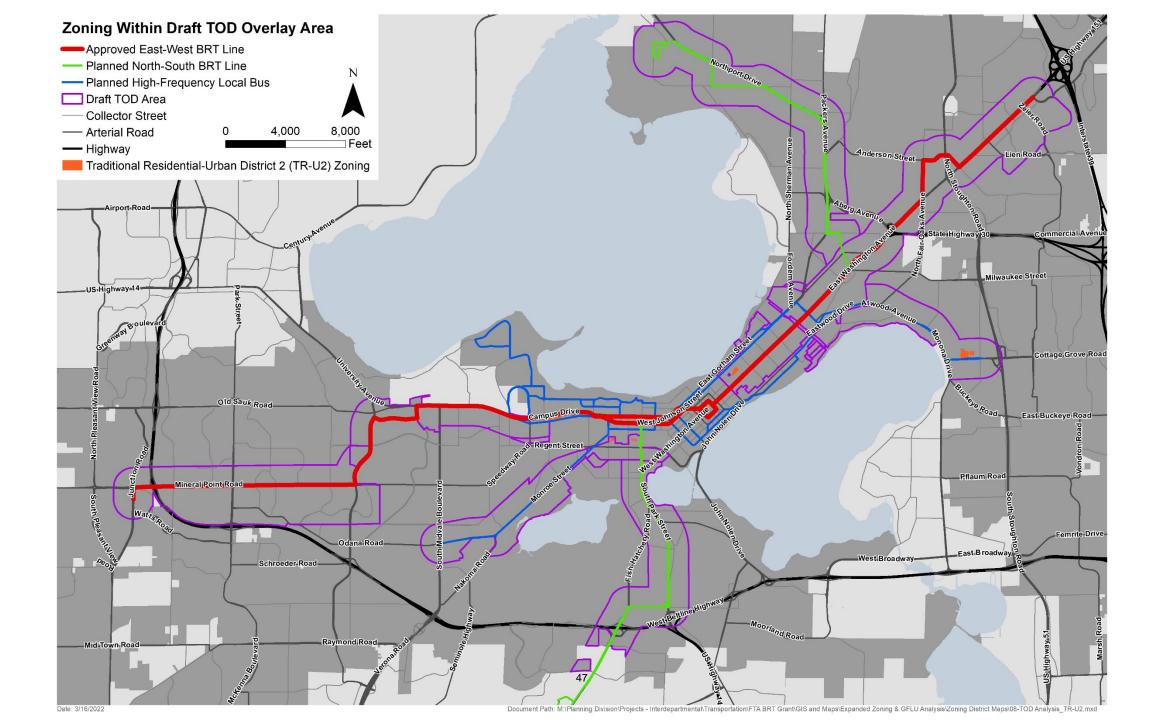
Zoning District	TR-V1 (Traditional Residential – Varied District 1)
# Parcels in TOD Area	1883
Acres in TOD Area	251.9
Use List Changes	Increase # units permitted from 4 to 8 by adding a "P" in "Multi-family dwelling, 5-8 units" Allow ADUs even if principal bldg is not SF home
Density-Related Changes	All UOS can be part of structure (balcony, rooftop terrace)
Height Changes	No change (3 stories max)
Other	42



Zoning District	TR-V2 (Traditional Residential – Varied District 2)
# Parcels in TOD Area	175 parcels
Acres in TOD Area	67.0 acres
Use List Changes	Increase # units permitted from 12 to 24 by changing the "C" to a "P" in "Multi-family dwelling, 13-24 units"
Density-Related Changes	All UOS can be part of structure (balcony, rooftop terrace)
Height Changes	Increase permitted height from 3 to 4 stories
Other	44

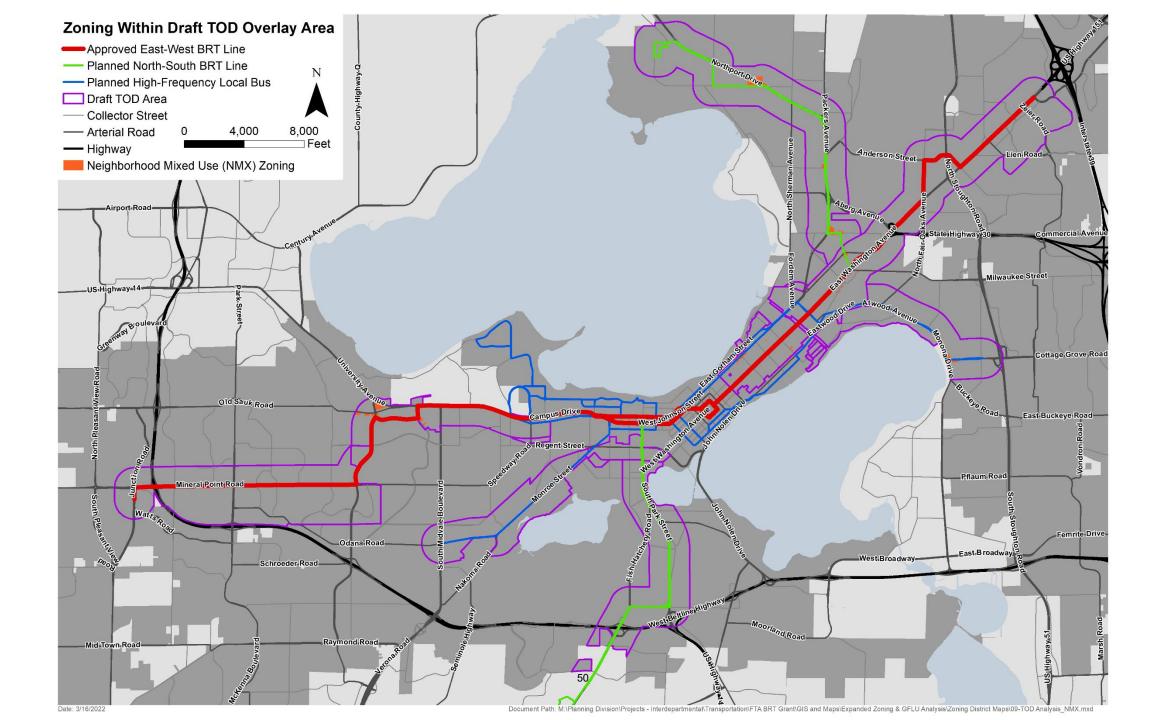


Zoning District	TR-U1 (Traditional Residential – Urban District 1)
# Parcels in TOD Area	104
Acres in TOD Area	42.7
Use List Changes	Increase # units permitted from 24 to 60 by changing the "C" to a "P" in "Multi-family dwelling, 25-60 units"
Density-Related Changes	All UOS can be part of structure (balcony, rooftop terrace)
Height Changes	No change (4 stories max)
Other	46

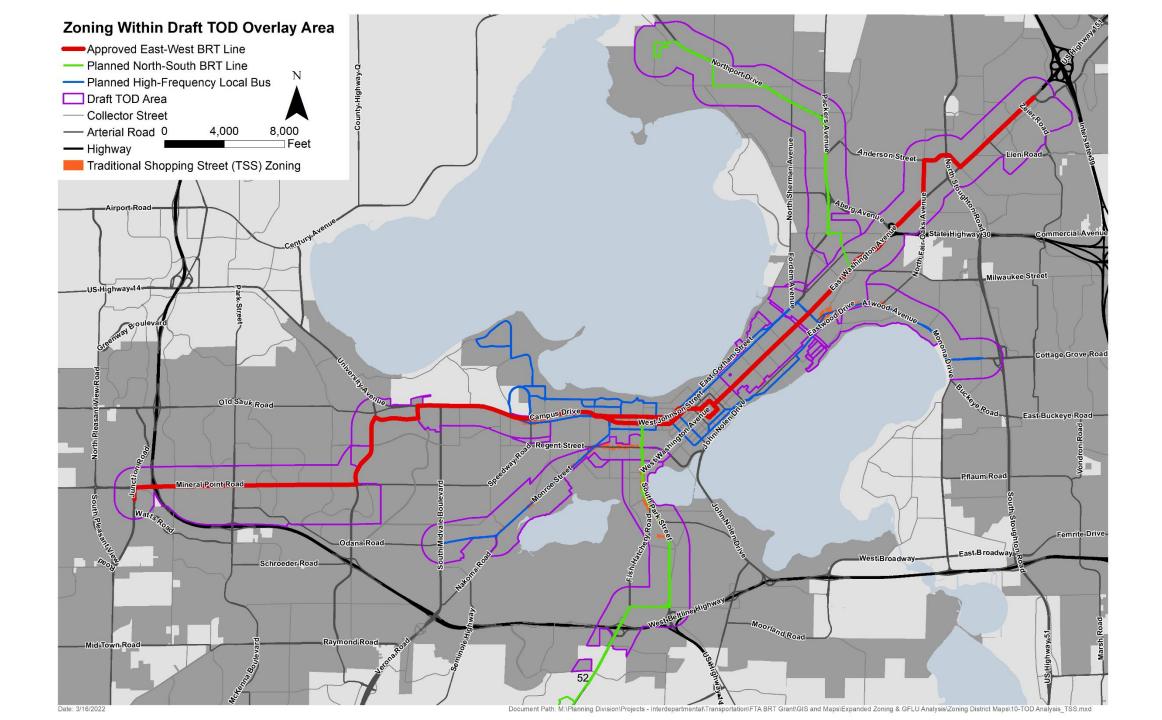


Zoning District	TR-U2 (Traditional Residential – Urban District 2)
# Parcels in TOD Area	31
Acres in TOD Area	19.2
Use List Changes	Increase # units permitted from 60 to 100 by adding a new line, "Multi-family dwelling, 61-100 units" and a "P". Add another new line for >100 units and make this a "C" for TR-U1 and TR-U2
Density-Related Changes	All UOS can be part of structure (balcony, rooftop terrace)
Height Changes	Increase permitted height from 4 to 5 stories
Other	48

Mixed-Use and Commercial Districts

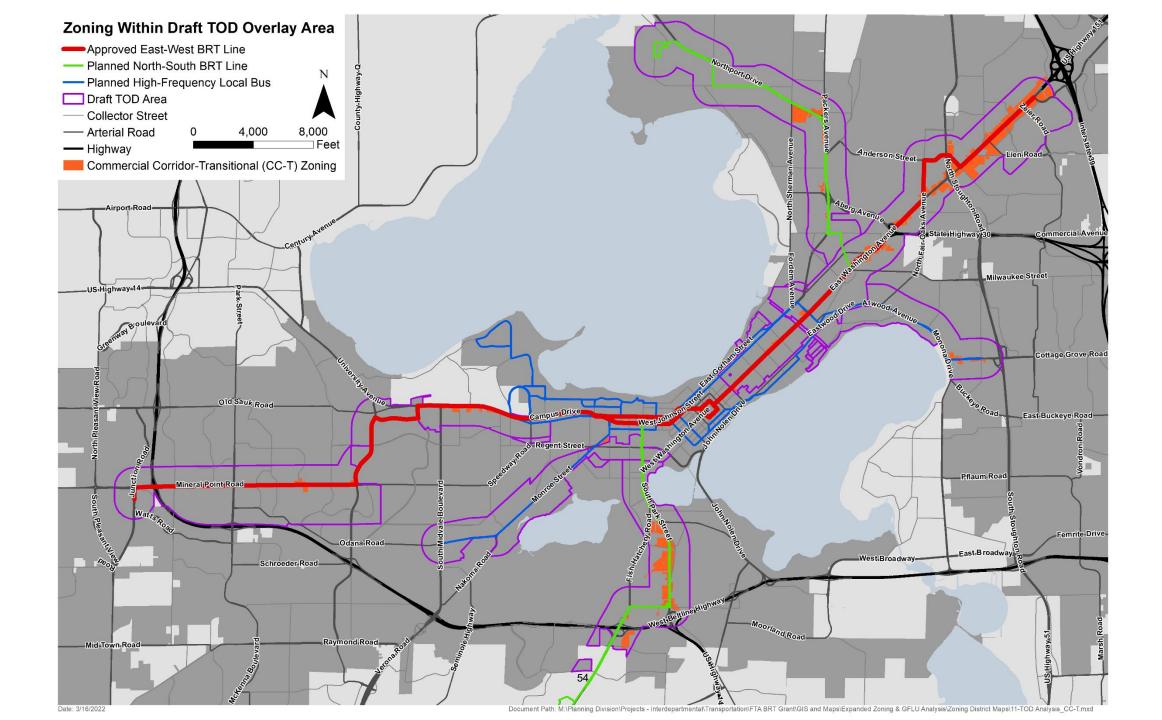


Zoning District	NMX (Neighborhood Mixed Use)
# Parcels in TOD Area	129
Acres in TOD Area	45.9
Use List Changes	
Density-Related Changes	All UOS can be part of structure (balcony, rooftop terrace)
Height Changes	Increase permitted height from 3 to 4 stories
Other	Supplemental Regulations for Dwelling Units in Mixed Use Buildings – Increase permitted use from 24 to 36 units in mixed-use building

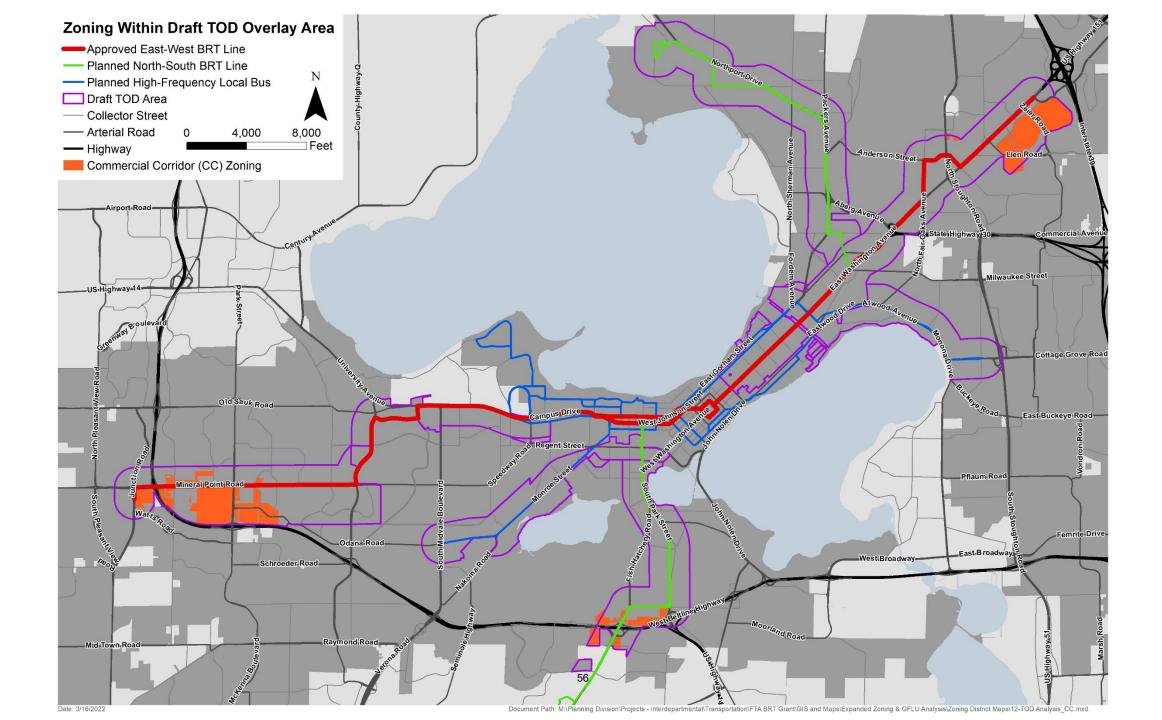


Zoning District	TSS (Traditional Shopping Street)
# Parcels in TOD Area	356*
Acres in TOD Area	79.7*
Use List Changes	
Density-Related Changes	All UOS can be part of structure (balcony, rooftop terrace)
Height Changes	Increase permitted height from 3 to 4 stories
Other	Supplemental Regulations for Dwelling Units in Mixed Use Buildings – Increase permitted use from 48 to 60 units in mixed-use building

* Map and data does not include University Research Park TSS parcel southwest of the Mineral Point Road-Whitney Way intersection because the plat for that area has not yet been recorded. The parcel shows up as SE in this analysis.

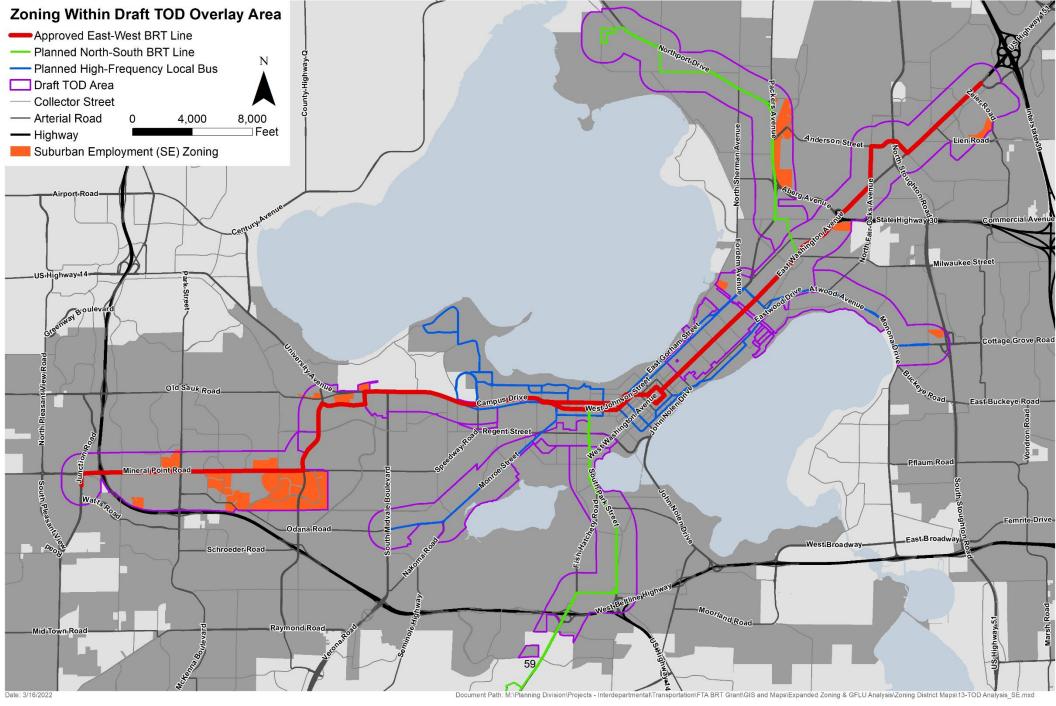


Zoning District	CC-T (Commercial Corridor-Transitional)
# Parcels in TOD Area	407
Acres in TOD Area	395.8
Use List Changes	
Density-Related Changes	All UOS can be part of structure (balcony, rooftop terrace)
Height Changes	No change (5 stories max)
Other	Supplemental Regs for Dwelling Units in Mixed Use Buildings – Increase permitted use from 60 to 100 units in mixed-use building Drive-thru musst be under building (like TSS)

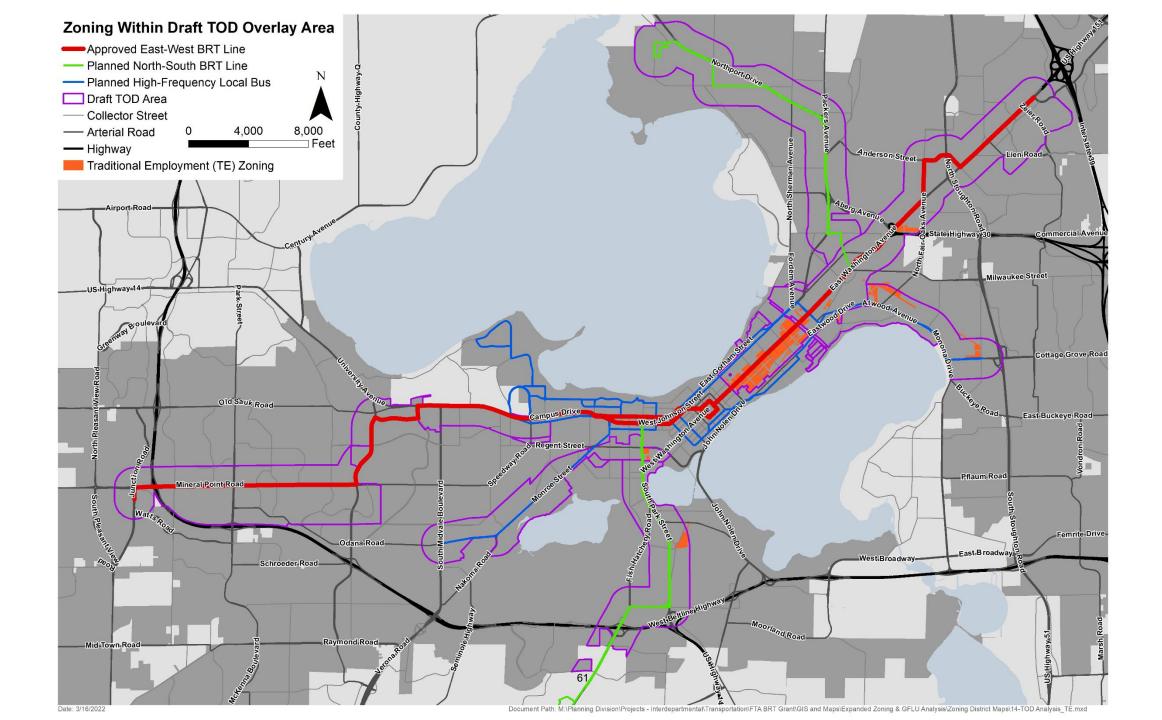


Zoning District	CC (Commercial Corridor)
# Parcels in TOD Area	225
Acres in TOD Area	627.5
Use List Changes	
Density-Related Changes	
Height Changes	Increase permitted height from 5 to 6 stories
Other	Drive-thru mຫ້st be under building (like TSS)

Employment Districts



Zoning District	SE (Suburban Employment)
# Parcels in TOD Area	164
Acres in TOD Area	571.1
Use List Changes	
Density-Related Changes	
Height Changes	Increase permitted height from 5 to 8 stories
Other	Drive-thru must be under building (like TSS)



Zoning District	TE (Traditional Employment)
# Parcels in TOD Area	191*
Acres in TOD Area	208.7*
Use List Changes	
Density-Related Changes	All UOS can be part of structure (balcony, rooftop terrace)
Height Changes	Increase permitted height from 5 to 8 stories
Other	Drive-thru must be under building (like TSS)

* Map and data does not include University Research Park TE parcel southwest of the Mineral Point Road-Whitney Way intersection because the plat for that area has not yet been recorded. The parcel shows up as SE in this analysis.