



Department of Planning & Community & Economic Development  
**Planning Division**

Website: [www.cityofmadison.com](http://www.cityofmadison.com)

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August 17, 2007

Brian Munson  
Vandewalle & Associates  
120 East Lakeside Street  
Madison, Wisconsin 53715

RE: Approval of a request to rezone 4802 Sheboygan Avenue from C2 (General Commercial District) to Planned Unit Development, General Development Plan, (PUD-GDP) to allow future development of 1.6-million square feet of office space, 140,000 square feet of service/ retail space and 350 residential units in a multi-phase, multi-building redevelopment of the Hill Farms State office property.

Dear Mr. Munson:

At its August 7, 2007 meeting, the Common Council **conditionally approved** your client's application to rezone property located at 4802 Sheboygan Avenue from C2 to PUD-GDP. The following conditions of approval shall be satisfied prior to final approval and recording of the general development plan:

**Please contact Janet Dailey, City Engineering, at 261-9688 if you have questions regarding the following eighteen (18) items:**

1. The developer shall be required to enter into a Development Agreement for the improvements required to serve this development.
2. Specific review of street widths and street layout shall occur when more detail is provided.
3. Stormwater detention shall be provided in accordance with the requirements for the University/ Midvale Basin in Chapter 37 of the Madison General Ordinances.
4. This development requires extensive public infrastructure improvements including storm and sanitary sewer improvements beyond the limits of the site. Prior to approval, the owner must have agreements for providing this infrastructure as needed.
5. The approval of this general development plan does not include the approval of the changes to roadways, sidewalks or utilities. The applicant shall obtain separate approval by the Board of Public Works and the Common Council for the restoration of the public right of way including any changes requested by developer. The City Engineer shall complete the final plans for the restoration with input from the developer. The curb location, grades, tree locations, tree species, lighting modifications and other items required to facilitate the development or restore the right of way shall be reviewed by the City Engineer, City Traffic Engineer, and City Forester.
6. A City licensed contractor shall perform all work in the public right of way.

7. The plan set shall be revised to show a proposed private internal drainage system on the site. This information shall include the depths and locations of structures and the type of pipe to be used.
8. 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.
9. The City of Madison is an approved agent of the Department of Commerce. This proposal contains a commercial building and as such, the City of Madison is authorized to review infiltration, stormwater management, and erosion control on behalf of the Department of Commerce. No separate submittal to Commerce or the Wisconsin Department of Natural Resources is required.
10. If the lots within this site plan are interdependent upon one another for stormwater runoff conveyance, and/or a private drainage system exists for the entire site an agreement shall be provided for the rights and responsibilities of all lot owners. Said agreement shall be reviewed and placed on file by the City Engineer, referenced on the site plan and recorded at the Dane County Register of Deeds.
11. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to control 40% TSS (20 micron particle) and provide oil & grease control from the first 1/2" of runoff from parking areas.
12. The plan set shall be revised to show more information on proposed drainage for the site. This shall be accomplished by using spot elevations and drainage arrows or through the use of proposed contours. It is necessary to show the location of drainage leaving the site to the public right of way. It may be necessary to provide information off the site to fully meet this requirement.
13. The applicant shall submit, prior to plan sign-off, digital CAD files to the Land Records Coordinator in the Engineering Division (Lori Zenchenko). The digital copies shall be drawn to scale and represent final construction, including: building footprints, internal walkway areas, internal site parking areas, lot lines/ numbers/ dimensions, street names, other miscellaneous impervious areas.
14. 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, shall have a scale bar on the plan set, and shall contain the following items: building footprints; internal walkway areas; internal site parking areas; lot lines and right-of-way lines; street names, stormwater management facilities and; detail drawings associated with stormwater management facilities (including if applicable planting plans).
15. The applicant shall submit prior to plan sign-off, electronic copies of any Stormwater Management File including: SLAMM DAT files; RECARGA files; TR-55/HYDROCAD/etc. and; sediment loading calculations. If calculations are done by hand or are not available electronically the hand copies or printed output shall be scanned to a PDF file and provided.
16. Prior to approval of the project, the owner shall obtain a permit to plug each existing sanitary sewer lateral that serves a building that is proposed for demolition. For each lateral to be plugged the owner shall deposit \$1,000 with the City Engineer in two separate checks in the following amounts: (1) \$100 non-refundable deposit for the cost of inspection of the plugging by City staff; and (2) \$900 for the cost of City crews to perform the plugging. If the owner elects to complete the plugging of a lateral by private contractor and the plugging is inspected and approved by the City Engineer, the \$900 fee shall be refunded to the owner. This permit application is available on line at <http://www.cityofmadison.com/engineering/permits.cfm>.

17. All outstanding Madison Metropolitan Sewerage District (MMSD) and City of Madison sanitary sewer connection charges are due and payable prior Engineering sign-off, unless otherwise collected with a Developer's/ Subdivision Contract. Contact Janet Dailey (261-9688) to obtain the final MMSD billing a minimum of two (2) working days prior to requesting City Engineering signoff.
18. 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.

**Please contact John Leach, Traffic Engineering, at 267-8755 if you have questions about the following two items:**

19. The developer will need to execute and revise the GDP text to include the following: Approval of the subject rezoning is conditioned upon the findings of the Hill Farms Site Redevelopment Traffic Impact Analysis dated May 2007 and additional related studies except as modified herein and below as noted. This includes recognition of increased transportation demands on the streets, intersections and neighborhoods surrounding the development. Specific recommendations of the subject studies that involve major changes to City intersections and streets outside those shown on the GDP site plan will need final review and approval by the City. Additionally, the package of needs and responsibilities shall be reviewed and revisited at each stage of development, at each individual SIP and/or subdivision. Unless otherwise modified by an alternative financing plan or exception noted, the Developer is expected to finance 100% of the street or transportation facilities reconstruction, traffic signal costs, and studies for the changes proposed in the GDP for City streets and transportation facilities. The Developer/Owner shall enter into a developer's agreement/subdivision contract with the City for these and the following specific improvements required to adequately support the development and neighborhood concerns.

For what is anticipated to be Phase 1 – Site C – (new WisDOT facility):

- 1) Construct B Street and D Street including sidewalk and bike lanes on both sides of the street.
- 2) Construct a new full access intersection and traffic signal at University Avenue and B Street (includes metering of eastbound Old Middleton Road on-ramp).
- 3) Study feasibility/timing of University Avenue underpass. The Developer/Owner will need to provide this through their own independent engineering study with the City's involvement/concurrence, or provide financial support to the City for this portion of the engineering design study costs as part of an expanded University Avenue design.
- 4) Install sidewalk along north side of Site C (University Avenue) with trees/landscaping/buffer.
- 5) Install a modern roundabout at Sheboygan Avenue and Segoe Road, including pedestrian and bicycle treatments (if not already complete). Both the Hill Farms site and the Hilldale SIP 2 rely on this intersection improvement to adequately support the development and neighborhood concerns. The State shall dedicate the land required on its site for this roundabout by March 30, 2008 so that the reconstruction can occur in 2008 by the City. The State shall also execute a waiver for their reasonable and proportional share of the costs the roundabout reconstruction and provide a deposit for their estimated share of area wide intersection and traffic signal costs prior to SIP and subdivision sign off.

For what is anticipated to be Phase 2 – Sites A and B:

- 6) Construct A Street including sidewalks and bike lanes on both sides of the street.
- 7) Improve the bicycle and pedestrian crossing of Segoe Road at Frey Street (if not already complete).
- 8) Make Go/No Go decision on underpass with City's concurrence/agreement; construct if "Go" decision is made.
- 9) Install sidewalk along north side of Sites A and B (University Avenue) with trees/landscaping/buffer.

- 10) Construct improvements to Old Middleton Road and Whitney Way; Old Middleton and Eau Claire avenues; and Whitney Way and Sheboygan Avenue intersections. The changes to Old Middleton Road involve a minimum of adding one lane westbound and eastbound and the extension of the Blackhawk Bike Path from Eau Claire Avenue to a distance west of Whitney Way; the maximum would be the minimum noted plus dual left turn lanes on Old Middleton Road and Whitney Way. These changes may involve removing on-street parking and are likely subject to approval by the Office of Commissioner of Railroads.
- 11) Evaluate and install if standards met all-way stops at Sheboygan Avenue and Eau Claire Avenue (to be implemented as early as Phase 2 but not later than Phase 3).
- 12) Upgrade pedestrian crossings at Metro stops (to be implemented as early as Phase 2 but not later than Phase 3). This may include islands, enhanced markings and signage, curb extensions, and or speed tables.
- 13) Evaluate and install if standards met new signal phase for protected NBL at Midvale Boulevard and Regent Street intersection.

For what is anticipated to be Phase 3 – Sites D, E and F:

- 14) Construct C Street including sidewalks and bike lanes on both sides of the street.
- 15) Add bike lanes to Whitney Way, Sheboygan Avenue, and Segoe Road. These changes may involve removing on-street parking and widening of the street particularly for Sheboygan Ave.
- 16) Extend the off-street bike path (Blackhawk Bike Trail) from Eau Claire Avenue through Whitney Way (this may be implemented as early as Phase 2, but no later than Phase 3).
- 17) Investigate signal phasing/timing changes at University Avenue and Whitney Way.
- 18) Evaluate and install if standards met re-striping the WB approach on Regent Street at Whitney Way for two lanes.
- 19) Install ped/bike connection through Rennebohm Park both north and south to Sheboygan Avenue and Regent Street (including the Van Hise school mid-block walkway), and east-west from Eau Claire Avenue to Segoe Road. (to be coordinated with future park projects).
- 20) Construct underpass (dependent on Go/No Go decision made during Phase 2).

For application with Phase 1, 2, or 3 at City's discretion:

- 21) As part of Phase 1, 2, or 3, the City may require that the Sheboygan Avenue be widened from 42 feet wide to 48 feet on the Hill Farms side to accomplish bike lanes, on street parking, Metro upgrades, and pedestrian improvements.
- 22) The City may require that the speed limit on Sheboygan Avenue be lowered from 30 mph to 25 mph to accommodate the development's new intersections and new activity.
- 23) As part of Phase 1, 2, or 3, the City may require that one corridor be identified and improved as a main bike corridor and make such improvements as a bike boulevard to support that designation. Eau Claire Avenue or the ped-bike path through Rennebohm Park and through the Hill Farms site to University Ave may be this corridor.
- 24) As part of Phase 1, 2, or 3, the City may require that the development provide bicycle way-finding signage related to the development at locations determined by the City.
- 25) As part of Phase 1, 2, or 3, pending coordination with City staff and local advocates, anticipated ped-bike improvements may also include: raised/textured ped crossings; possible bumpouts/median islands at intersections and mid-blocks; sidewalks and trees/landscaping/buffer on both sides of all streets; abundant, well-located bike parking.

- 26) Provide well-connected and direct sidewalk system with marked crosswalks at intersections and/or mid-block locations.
  - 27) Enhance new crossing at new full access, signalized intersection of University Avenue and B Street to provide a better link for pedestrians and bicyclists to the Blackhawk Path north of University Avenue. This includes constructing the median nose on University Ave and ped-bike ramps on both sides.
  - 28) Provide abundant bike racks distributed throughout the site (JFA). The final number, location, and design of the bike rack shall be reviewed and approved by the Traffic Engineer.
  - 29) For the new full access, signalized intersection of University Avenue and B Street, the Developer/Owner will have to enter into agreement with the City TE for 100% of the signal operation and maintenance costs of this intersection (similar to other locations). This signal shall require additional conduit and interconnection along University Ave, from approximately Whitney Way, Old Middleton Road to Segoe Road
  - 30) The Developer/Owner shall submit a construction staging and traffic control plan prior to approval of the GDP and each SIP. A condition of these plans is that the development construction cannot impact pedestrian and bicycle access and mobility.
20. The applicant shall execute and return a declaration of conditions and covenants for streetlights and traffic signals available from the Traffic Engineering Division prior to sign off.

**Please contact Tim Sobota, Metro Transit, at 261-4289 if you have questions about the following five items:**

21. The applicant has identified potential transit stops adjacent the redevelopment site. Metro Transit agrees to these stop locations in concept, but final approval rests with City Traffic Engineering staff.
22. The developer shall install and maintain passenger amenities at bus stop locations that border the redevelopment site. Such amenities will include, at a minimum, concrete boarding pads in the terrace, and may rise as far as seating amenities or shelter structures depending on the expected increase in usage of the stop. Final amenity design will be addressed at the SIP stage concurrent to each bus stop location.
23. The developer shall provide concrete boarding pads at any bus stop locations across the street from the development site, where they fall under the scope of a public works contract with the City for intersection improvements.
24. Such passenger amenity requests are typically fulfilled with the applicant installing the items on private property behind the sidewalk. It is Metro Transit's recommendation that the applicant review the potential of placing the amenities outlined above on private property. Placement of privately installed and maintained property on public right-of-way will require the review and approval of additional City agencies, including City Real Estate and City Engineering, prior to Metro Transit giving final approval to the plans.
25. The developer shall include the location of these passenger amenities on the final documents filed with their permit application so that Metro Transit may review and approve the design.

Metro Transit currently operates a high level of bus service along Sheboygan Avenue, with lesser emphasis to bus stops located along Segoe Road and University Avenue. Weekday peak hour frequency of service along Sheboygan Avenue can approach the level of a bus every five minutes.

**Please contact Bill Sullivan, Madison Fire Department, at 261-9658 if you have questions about the following two items:**

26. All portions of the exterior walls of newly constructed public buildings and places of employment and open storage of combustible materials shall be within 500-feet of at least two fire hydrants. Distances are measured along the path traveled by the fire truck as the hose lays off the truck. See MGO 34.20 for additional information.
27. Provide fire apparatus access as required by Comm. 62.0509 and MGO 34.19, as follows:
  - a.) Provide an aerial apparatus access fire lane that is at least 26 feet wide, with the near edge of the fire lane within 30 feet of the structure, and parallel to one entire side of the structure, if any part of the building is over 30 feet in height.
  - b.) The site plans shall clearly identify the location of all fire lanes.
  - c.) Provide a fire lane that extends to within 150 feet of all exterior portions of the structure, or it can be extended to within 250 feet if the building is fully sprinklered.
  - d.) Provide a minimum unobstructed width of 26 feet for at least 20 feet on each side of the fire hydrant.
  - e.) Provide a completed MFD "Fire Apparatus Access and Fire Hydrant Worksheet" with the site plan submittal.

**Please contact Matt Tucker, Zoning Administrator, at 266-4551 if you have questions regarding the following two items:**

28. The full color GDP plans are not a recordable format. Identify uses, etc. with numbers or other form of identity on the plans, not by color. Recordable plans are black and white on white paper.
29. Work with Planning and Zoning to revise the zoning text to be consistent with the plans and to easily identify uses and requirements for each Lot/district. Remove the pictures from the zoning text. In the PUD-GDP zoning text heading include the project name and address.

**Please contact Si Widstrand, Parks Division, at 266-4711 if you have questions about the following two items:**

30. The developer shall pay approximately \$635,225.50 (or updated park fees then in effect) for park dedication and development fees when the residential project is developed. Credits may be given for some private open space development. Please contact the Parks Division to discuss the payment process for this project.
31. The proposed farmer's market and special event plaza shall be a private outlot and shall be privately maintained and programmed.

**Please contact my office at 261-9632 if you have questions about the following ten conditions of approval, including the two conditions added by the Common Council:**

32. That the zoning text be revised per Planning Division approval as follows (based on July 18 report as updated by July 31 addendum):
  - a.) That the following language be added to the general zoning text:

"The final building heights and development intensities included in the General Development Plan are set as maximums and may or may not be ultimately achieved upon full build-out of the site depending on the submittal and approval of each Specific Implementation Plan. The Specific Implementation Plans for each phase of development shall be reviewed against the standards included in the Planned Unit Development section of the Zoning Ordinance to determine if the development can be accommodated on the site."

- b.) That signage for the planned unit development shall be limited to the maximum permitted in the C2 zoning district and as approved by the Urban Design Commission and Zoning Administrator;
  - c.) [Satisfied by applicant's Addendum #2, dated July 23, 2007];
  - d.) [Satisfied by applicant's Addendum #2, dated July 23, 2007];
  - e.) That typical parking ratios for different types of uses be provided for the different types of uses proposed within the general development plan to serve as a baseline for the amount of parking to be provided when detailed plans are presented for specific implementation plan approval. The ratios, which should refer to the Zoning Ordinance as a starting point, should address the parking to be provided in general for office, retail, service, restaurant and residential uses throughout the project. A note should be included indicating that final parking amounts for individual projects will be determined at the specific implementation plan stage following a recommendation by the Planning Division and Traffic Engineering Division on the adequateness of the parking proposed in consideration of the transportation demand management (TDM) plan and parking demand management (PDM) plan for the overall project. (This condition supersedes #2e of the July 18, 2007 Planning Division report.);
  - f.) That the Impervious Surface Ratio (ISR) be removed from the zoning text per the July 31 addendum;
  - g.) [Satisfied by applicant's Addendum #2, dated July 23, 2007];
  - h.) That the maximum retail user square footage be decreased to 5,000 square feet. If additional square footage is needed for certain uses, those uses and the necessary additional square footage should be noted in the zoning text. For uses greater than 5,000 square feet in floor area, a minor alteration approved by the Director of Planning and Development and the alderperson of the district will be required. (This condition supersedes #2h of the July 18, 2007 Planning Division report.)
33. That the applicant elaborate on the concept of "site specific open space" referenced on Page 14 of the general development plan per Planning Division approval. Specifically, staff is interested in the conceptual type, character and quality of the open spaces that can be expected at the time specific implementation plans are presented for individual projects and recommend incorporation of references to providing courtyards, plazas, landscape setbacks, terraces and common areas as a place to start.
34. That the applicant work to incorporate the approved provisions of the July 11, July 23 and August 3, 2007 addendums [Addendums 1, 2 & 3] into the final general development plan prior to recording per Planning Division approval.
35. That the general development plan be revised per Planning Division approval as follows:
- a.) That the total square footage of retail space be reconciled between the May 9, 2007 version of the general development plan and the July 11, 2007 addendum;
  - b.) That all photographs of off-site projects be removed from the GDP narrative and text;
  - c.) That the "Stormwater Routing Concept" be removed.
36. That the general development plan be amended to remove all text and visual references to offsite community garden improvements, as they are not part of the zoning lot for the planned unit development.
37. That the applicant receive approval of a preliminary plat by the Plan Commission and City Council for the entire 21-acre site prior to the submittal of the first specific implementation plan for the Hill Farms redevelopment project. Said preliminary plat shall establish all of the rights of way and easements necessary for the implementation of this project, including all dedications necessary for the widening and improvement of University Avenue, N. Segoe Road and Sheboygan Avenue to accommodate this project. Note that the final improvements established at the time the plat is reviewed may differ from the improvements determined with the approval of the general development plan based on a detailed transportation and infrastructure improvement plan that shall be developed for this project and approved by the City. A final plat for the site that conforms to the approved preliminary plat shall be recorded prior to the recording of the first specific

implementation plan. The infrastructure and transportation improvement plan should identify funding and maintenance mechanisms and developer responsibilities.

38. That a transportation demand management plan and transportation management association be developed for the entire Hill Farms project as part of the first specific implementation plan and final plat.
39. That the applicant submit the zoning text for the general development plan for final approval by the Planning Division and Zoning Administrator prior to recording.
40. Per the condition of approval of the Common Council: The GDP should provide that the height of buildings on the site shall be reviewed on a case-by-case basis in each SIP, but that proposed buildings in zones B and C which are proposed to be 15-20 stories shall be approved only if exceptional building design, the provision of substantial public or private open space, sustainable design characteristics, or other circumstances justify such height.
41. The project was approved with a condition of approval that Planning staff work with Sheboygan Community Gardens, the State of Wisconsin, neighborhoods and other interested parties to develop a process for finding a permanent location for the gardens. When a proposed site is considered for location of the gardens, input and support will be sought from neighboring residents and property owners.

**Please contact Barb Constans or Hickory Hurie in the Community Development Block Grant Office at 267-0740 for information on the documents required to be executed by your client and the City prior to final approval and recording of the planned unit development.**

After the plans have been changed as per the above conditions, please file **ten (10) sets** of the revised, complete site plans, building elevations, floor plans and any other documentation requested herein with the Zoning Administrator, Room LL-100, Madison Municipal Building, 215 Martin Luther King, Jr. Boulevard. The sets of final revised plans or documents will be circulated by the Zoning staff to the City department staff listed above for their signature of final approval.

Upon receipt of the aforementioned plans, documents and fees, and upon determining that they are complete, the Zoning Administrator shall record them with the Dane County Register of Deeds Office. The recorded originals will be returned to the applicant, with the recording information noted, when the Register of Deeds has completed the recording process.

If this plan is not recorded within one year of the date of approval by the Common Council, the approval shall be null and void. No construction or alteration of the property included in this application shall be permitted until a Specific Implementation Plan (SIP) has been approved and recorded.

Within thirty-six (36) months of Common Council approval of the general development plan, the basic right of use for the areas, when in conformity with the approved specific implementation plan, shall lapse and be null and void unless 1) the project, as approved, is commenced by the issuance of a building permit, or 2) if an application for an extension is filed at least thirty (30) days prior to the expiration of the thirty-six (36) month period and the Plan Commission, after a public hearing pursuant to Sec. 28.12(10)(e), determines that no changes in the surrounding area or neighborhood since approval of the general development plan render the project incompatible with current conditions and grants an extension of up to twenty-four (24) months in which to obtain a building permit. In no case shall an extension allow a building permit to be issued more than sixty (60) months after approval of the general development plan by the Common Council. If a new building permit is required pursuant to sec. 29.06(4), Madison General Ordinances, a new petition and approval process shall be required to obtain general development plan approval and specific implementation plan approval.



If you have any questions regarding recording this plan or obtaining permits, please call Matt Tucker, Zoning Administrator, at 266-4551. If I may be of any further assistance, please do not hesitate to contact me at 261-9632.

Sincerely,

Timothy M. Parks  
Planner

cc: Matt Tucker, Zoning Administrator  
Janet Dailey, City Engineering  
John Leach, Traffic Engineering  
Tim Sobota, Madison Metro  
Si Widstrand, Parks Division  
Bill Sullivan, Madison Fire Department  
Barb Constans, CDBG Office

<b>For Official Use Only, Re: Final Plan Routing</b>			
<input checked="" type="checkbox"/>	Planning Division (T. Parks)	<input checked="" type="checkbox"/>	CDBG Office (IZ-related)
<input checked="" type="checkbox"/>	Zoning Administrator	<input checked="" type="checkbox"/>	Parks Division (Park fees)
<input checked="" type="checkbox"/>	City Engineering	<input checked="" type="checkbox"/>	Urban Design Commission
<input checked="" type="checkbox"/>	Traffic Engineering	<input type="checkbox"/>	Recycling Coordinator (R&R)
<input checked="" type="checkbox"/>	Fire Department	<input checked="" type="checkbox"/>	Other: Madison Metro