



## Report to the Plan Commission

February 4, 2013

**Legistar ID #28711 & 28784**  
**4902-4908 Hammersley Road**  
**Rezoning and Demolition Permit**

Report Prepared By:  
Timothy M. Parks, Planner,  
Planning Division Staff

**Requested Actions:** Approval of a request to rezone 4902 and 4908 Hammersley Road from R1 (Single-Family Residence District) and C2 (General Commercial District) to C2 and approval of a demolition permit to allow a single-family residence at 4908 Hammersley Road to be razed and an addition to an office building to be constructed.

**Note:** The application for this project was filed on November 28, 2012 under the 1966 Zoning Code and is subject to review under that ordinance. A corresponding zoning map amendment to rezone the same property to the SE (Suburban Employment) zoning district under the 2011-12 Zoning Code will provide the development conforming zoning under the new code, which went into effect on January 2, 2013.

**Applicable Regulations & Standards:** Section 28.12(10) provides the process for zoning map amendments. Section 28.12(12) provides the guidelines and regulations for the approval of demolition permits.

**Summary Recommendation:** The Planning Division recommends that the Plan Commission recommend **approval** to the Common Council of Zoning Map Amendment ID 3654, rezoning 4902-4908 Hammersley Road from R1 and C2 to C2, and **approve** a demolition permit for 4908 Hammersley Road, all subject to input at the public hearing and the conditions from reviewing agencies beginning on page 4 of this report.

### Background Information

**Applicant:** Robert Feller, Iconica; 901 Deming Way; Madison.

**Property Owner:** Midwest Equity Properties, LLC; 7719 Greenwood Road; Verona.

**Proposal:** The applicant is requesting approval to demolish the existing single-family residence at 4908 Hammersley Road to allow expansion of the adjacent Pacific Cycle headquarters building located at 4902 Hammersley. The applicant wishes to begin demolition and construction of the project as soon as all regulatory approvals have been granted, with completion anticipated in September 2013.

**Parcel Location:** An approximately 1.8-acre site located on the north side of Hammersley Road opposite Reetz Road; Aldermanic District 10 (Solomon); Madison Metropolitan School District.

**Existing Conditions:** The subject site is currently with a single-family residence at 4908 Hammersley Road, zoned R1 (Single-Family Residence District), and the existing Pacific Cycle offices at 4902 Hammersley, zoned C2 (General Commercial District).

### Surrounding Land Use and Zoning:

North: Beltline Highway (US Highway 12 & 14);

South: Single-family residences, zoned SR-C1 (Suburban Residential-Consistent 1)[formerly R1 (Single-Family Residence District)]; Sub-Zero and Wolf Appliances, zoned IL (Industrial-Limited District) [C3 (Highway Commercial District) and M1 (Limited Manufacturing District)];

West: Single-family residences along Hammersley Road, zoned SR-C1[R1]; Whitcomb Square Condominiums, zoned SR-V2 (Suburban Residential-Varied 2) [R5 (General Residence District)]

East: Beltline Highway (Southwest Bike Path overpass).

**Adopted Land Use Plan:** The Comprehensive Plan identifies the existing Pacific Cycle property for Employment uses and the single-family residence and other residential properties generally to the west of the site and along Reetz Road for Low-Density Residential uses.

**Environmental Corridor Status:** This site is not located within a mapped environmental corridor.

**Public Utilities and Services:** The property is served by a full range of urban services, including peak-period weekday Metro Transit service operating along Reetz and Hammersley roads.

**Zoning Summary:** The site will be zoned C2 (General Commercial District) with this request.

Requirements	Required	Proposed
Lot Area	6,000 sq. ft.	78,456 sq. ft.
Lot Width	50'	329'
Front Yard	0'	64'
Side Yards	7' per R1; 6' per R5	10' on the west
Rear Yard	30'	36.67'
Floor Area Ratio	3.0 maximum	Less than 1.0
Building Height	N/A	2 stories
No. of Parking Stalls	1 per 400 sq. ft. or 99 stalls	108
Accessible Stalls	5	5
Loading	(1) 10' x 35' loading space	0 (See cond. 32, pg. 8)
No. Bike Parking Stalls	10	0 (See cond. 37, pg. 9)
<b>Other Critical Zoning Items</b>		
Yes:	Barrier Free, Utility Easements	
No:	Urban Design, Wellhead Protection, Floodplain, Landmarks, Waterfront Development	
<i>Prepared by: Pat Anderson, Asst. Zoning Administrator</i>		

## Project Review

The applicant is requesting approval of a zoning map amendment for a 1.8-acre property located on the north side of Hammersley Road opposite Reetz Road from R1 (Single-Family Residence District) and C2 (General Commercial District) to C2 and a demolition permit to allow a single-family residence located at 4908 Hammersley Road to be razed so that an addition to the adjacent Pacific Cycle offices at 4902 Hammersley Road may be constructed.

The application was filed on November 28, 2012 and is subject to review under the 1966 Zoning Code. Under the transition rules found in Section 28.008 of the 2011-2012 Zoning Code, any application for a zoning map amendment that was filed with and determined to be fully complete by the City prior to the January 2, 2013 effective date of that ordinance shall continue through the process to completion pursuant to the terms and conditions of the ordinances and codes that were in place at the time of filing.

If the requested rezoning to C2 zoning is approved, the zoning map amendment ordinance contains a provision to assign SE (Suburban Employment) zoning to the entire site to provide it conforming zoning under the 2011-2012 Zoning Code.

Pacific Cycle currently occupies a two-story, approximately 29,600 square-foot brick and glass building located in the northwestern corner of a 1.5-acre property addressed as 4902 Hammersley Road that includes a tall, one-story metal addition that extends towards Hammersley. Parking for the existing facility is provided in 93 surface parking stalls that occupy the remainder of the property and an area of right of way for the adjacent Beltline Highway, which the property owner leases from the Wisconsin Department of Transportation. The residence to be razed at 4908 Hammersley Road is a one-story, four-bedroom, two-bath home constructed in 1955 according to City records, which includes a detached two-car garage located adjacent to the western wall of the residence.

Following demolition of the residence, the applicant proposes to construct a 9,980 square-foot addition south and west from the existing commercial building, which will house additional design studio space for the company. The exterior of the addition will primarily be clad in two-toned EIFS, with a prominent dark-colored brick element at the southeastern corner of the expanded building. Access to the expanded commercial site will be provided by an existing driveway on the eastern half of the site and a new driveway to be constructed opposite Reetz Road. Sixteen additional parking stalls will be added to existing parking to create 109 total stalls on the north side of Hammersley Road. An accessory parking lot is also proposed across Hammersley Road to serve the expanded office building, which will replace an existing single-family residence following approval of a separate demolition permit and conditional use (ID 28785 on this agenda).

## **Analysis & Conclusion**

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The applicant indicates that the expanded facilities for Pacific Cycle will facilitate the addition of 30 or more new employees to serve the growing company. The proposed office building expansion requires that the first residence located on the north side of Hammersley Road at its eastern end be razed. While the residence to be demolished appears to be in above-average condition, staff believes that the expanded office building will be more economically productive than the existing building and that the demolition standards can be met if the zoning map amendment is approved.

The Plan Commission shall not recommend the adoption of a zoning map amendment unless it finds that the proposed rezoning is "in the public interest and is not solely for the interest of the applicant, and shall not recommend a proposed amendment without due recognition of the master plan of the City." In addition, Chapter 66.1001(3) of Wisconsin Statutes requires that zoning ordinances (of which the zoning map is part) enacted or amended after January 1, 2010 be consistent with the City's comprehensive plan. 2010 Wisconsin Act 372 clarified "consistent with" as "furthers or does not contradict the objectives, goals and policies contained in the comprehensive plan."

Planning staff believes the uses included in the proposed planned unit development could be found to be consistent with the land use recommendations included in the Comprehensive Plan. As noted in the General Information section of this report, the existing Pacific Cycle property is recommended in the Comprehensive Plan for Employment uses, while the single-family residence to be demolished and other residential properties generally to the west of the site and along Reetz Road are recommended for Low-Density Residential uses.

In interpreting the boundaries shown on the Generalized Future Land Use Plan Maps in the Comprehensive Plan, Volume II, Page 2-77 states:

*“The Generalized Future Land Use Plan Maps (i.e. the city-wide map (Volume II, Map 2-1) and sector maps (Volume II, Maps 2-2a – 2-2h) use 17 land use districts and two special overlay designations to make relatively broad recommendations for the future distribution of land uses throughout the city and its planned expansion areas over the next 20 years. The Maps are a representation of the recommended pattern of future land uses at a large scale, and is not intended for application on a parcel-by-parcel basis; nor should it be interpreted as similar to a zoning district map. Recommended land uses are generalized in that the exact boundaries between one land use category and another are often only approximate, the range of different land uses and development densities encompassed within the use district definitions is relatively large, and all of the districts may include a variety of land uses in addition to the primary use. As noted above, refined recommendations applicable to individual properties will be provided through preparation and adoption of detailed neighborhood and special area plans.”*

In this case, staff believes that the addition of approximately 0.3 acres of land to the existing C2 commercial zoning district and modest expansion of the Employment district to facilitate the proposed office building expansion can be found to be consistent with the goals, objectives and policies in the Comprehensive Plan. The existing Pacific Cycle building and the Sub-Zero and Wolf Appliances facility located to the southeast of the subject site at 4717 Hammersley Road have long represented the western edge of a considerable zone of commercial development that extends east and south along Hammersley Road and the Verona Road frontage road and includes Brunzell Lumber & Millwork, Goodwill, The Home Depot, and other businesses, before abruptly transitioning to the predominantly single-family residential development pattern that begins near Reetz Road. Staff does not believe that the slight adjustment in the residential-commercial boundary proposed with the subject development will have a negative impact on the Orchard Ridge neighborhood that abuts the site, which the applicant has indicated was a factor in their pursuing expansion at this site versus relocating to another site to accommodate their company's growth.

In general, staff believes that the bulk, mass and architecture of the proposed addition are well-designed and that the resulting building will create an attractive gateway into the Orchard Ridge neighborhood along Hammersley Road. However, staff encourages the applicant to explore alternative exterior materials for the proposed addition to reduce the amount of EIFS proposed, and recommends that masonry and metal, precast concrete or composite panels be considered. The proposed addition will serve as the new terminal view at the north end of Reetz Road, and staff feels that the highest quality building and materials be built to enhance that view and the entrance to the neighborhood. In no event should EIFS be allowed within 3 feet of grade.

As noted at the outset of this report, the proposed rezoning and demolition permit were filed prior to the 2011-2012 Zoning Code taking effect on January 2, 2013 and therefore are subject to review under the requirements and procedures contained in the 1966 Zoning Code. However, staff believes that the building materials table for commercial and mixed-use buildings found in Sec. 28.060(2)(g) of the 2011-2012 code is instructive for considering whether the proposed exterior material palette for the addition is appropriate. The building materials table in the new code identifies whether certain materials may be used at the base, middle or top of a commercial or mixed-use building, or as an accent material. In that table, EIFS is identified as an appropriate top or accent material, and a note in the table indicates that EIFS “shall not be within 3 feet of the ground or used in heavily trafficked pedestrian areas or where high pedestrian traffic is anticipated.” As such, staff requests the opportunity to explore alternative exterior materials for the proposed addition prior to the issuance of permits for the project, and for the elevations to be revised to not show EIFS within 3 feet of grade.

## **Staff Recommendations, Conditions of Approval & General Ordinance Requirements**

Major/Non-Standard Conditions are shaded

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### **Planning Division Recommendation** (Contact Timothy M. Parks, 261-9632)

The Planning Division recommends that the Plan Commission recommend **approval** to the Common Council of Zoning Map Amendment ID 3654, rezoning 4902-4908 Hammersley Road from R1 (Single-Family Residence District) and C2 (General Commercial District) to C2, and **approve** a demolition permit for 4908 Hammersley Road, all, subject to input at the public hearing, the following Planning Division condition(s) and the conditions from reviewing agencies:

1. Revise the project plans per Planning Division approval prior to the issuance of a demolition permit for 4908 Hammersley Road and issuance of building permits for the building expansion as follows:
  - 1a. Revise the project information summary to identify the existing square-footage of the office building, the square-footage of the proposed office addition, and the final gross floor area of the office building.
  - 1b. Work with staff to explore alternative exterior materials for the proposed addition to reduce the amount of EIFS to be used, including the use of masonry and metal, precast concrete or composite panels.
  - 1c. Revise the elevations to remove EIFS within 3 feet of grade.
  - 1d. Revise the landscaping plan to show all existing landscaping and areas of tree cover to remain on the site.
  - 1e. Revise all of the plan sheets to correctly note the spelling of Hammersley Road;
  - 1f. Work with staff to provide additional landscaping between the edge of parking and the sidewalk along Hammersley Road.
2. That a 6- to 8-foot tall solid fence or screening be provided along the western property line adjacent to the residential properties. The final details of the fencing and screening shall be approved by the Planning Division prior to final approval of the site plan and the issuance of any permits.

The following conditions have been submitted by reviewing agencies:

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

3. Communicate with City agencies whether intentions will be ownership transfer or lease of lands for proposed accessory parking lot and provide proper documentation.
4. The existing public sanitary sewer north of the proposed addition has a lateral connected to the City SAS 3564-004. The current plan does not address how this sewer will be kept in service. Revise plan accordingly.
5. The public sanitary sewer relocation and related public easement dedication and release will require a developer's agreement.
6. Modify the note on sheet C300 to refer to a 15-foot wide public sanitary sewer easement.
7. The concurrent one-lot CSM shall be signed off by City Engineering prior to final approval of the related demolition and rezoning application.

8. Sidewalk shown on Sheets C300 and A101 do not match. Revise plans to extend sidewalk to the western edge of the property at 4908 Hammersley Road. Relocation of the overhead utility pole to the new terrace will be required.
9. Provide copies of any permits from the Wisconsin Department of Transportation necessary to discharge water to the WisDOT right of way.
10. The Sewer Utility has agreed to reimburse the applicant for 50% of the additional cost of the work within the Hammersley Road right of way, which shall not exceed \$4,000.
11. The construction of this building will require removal and replacement of sidewalk, curb and gutter and possibly other parts of the City's infrastructure. The applicant shall enter into a City/ Developer agreement for the improvements required for this development. The applicant shall be required to provide deposits to cover City labor and materials and surety to cover the cost of construction. The applicant shall meet with the City Engineer to schedule the development of the plans and the agreement. The City Engineer will not sign off on this project without the agreement executed by the developer. The developer shall sign the Developer's Acknowledgement prior to the City Engineer signing off on this project.
12. The applicant shall close all abandoned driveways by replacing the curb in front of the driveways and restoring the terrace with grass.
13. The applicant shall grade the property line along Hammersley Road to a grade established by the City Engineer. The grading shall be suitable to allow the installation of sidewalk in the future without the need to grade beyond the property line. The applicant shall obtain a Street Excavation permit prior to the City Engineer signing off on this development.
14. The approval of this project 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.
15. The applicant shall replace all sidewalk and curb and gutter abutting the property, which is damaged by the construction, or any sidewalk and curb and gutter that the City Engineer determines needs to be replaced because it is not at a desirable grade regardless of whether the condition existed prior to beginning construction.
16. All work in the public right of way shall be performed by a City-licensed contractor.
17. All damage to the pavement on Hammersley Road adjacent to this development shall be restored in accordance with the City's Pavement Patching Criteria.
18. 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.
19. 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.

20. For Commercial sites less than 1 acre in disturbance, the City of Madison is an approved agent of the Department of Commerce and Department of Natural Resources (WDNR). As this project is on a site with disturbance area less than one (1) acre, and contains a commercial building, 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 WDNR is required.
21. Prior to final approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to: detain the 2-, 10-, and 100-year storm events; control 80% TSS (5 micron particle) off of new paved surfaces; provide infiltration in accordance with Chapter 37 of the Madison General Ordinances; provide oil & grease control from the first 1/2" of runoff from parking areas, and; complete an erosion control plan and complete weekly self-inspection of the erosion control practices and post these inspections to the City of Madison website as required by Chapter 37 of the Madison General Ordinances.
22. The applicant shall submit, prior to plan sign-off, digital CAD files to the Land Records Coordinator in the Engineering Division. (Lori Zenchenko) [lzenchenko@cityofmadison.com](mailto:lzenchenko@cityofmadison.com). 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, and other miscellaneous impervious areas. All other levels (contours, elevations, etc) are not to be included with this file submittal. E-mail file transmissions are preferred. The digital CAD file shall be to scale and represent final construction. Any changes or additions to the location of the building, sidewalks, parking/pavement during construction will require a new CAD file. The single CAD file submittal can be either AutoCAD (dwg) Version 2001 or older, MicroStation (dgn) Version J or older, or Universal (dxf) format. Please include the site address in this transmittal.
23. 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.
24. The applicant shall submit, prior to plan sign-off, digital PDF files to the City Engineering Division. 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).
25. Prior to final approval of the demolition permit, the owner shall obtain a permit to plug each existing sanitary sewer and/ or storm sewer lateral that serves a building that is proposed for demolition. Prior to approval, the owner or owner's representative shall obtain a permit to plug each existing lateral that serves a building which is proposed for demolition. For each lateral to be plugged, the owner shall complete a sewer lateral plugging application and pay the applicable permit fees. Note: New plugging procedures and permit fees are in effect as of January 1, 2013.
26. The applicant's utility contractor shall obtain a connection permit and excavation permit prior to commencing the storm sewer construction.
27. 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 Contract. Contact Janet Dailey (261-9688) to obtain the final MMSD billing a minimum of two working days prior to requesting City Engineering Division signoff.

28. 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.

**Traffic Engineering Division** (Contact Eric Halvorson, 266-6572)

This agency submitted comments with no conditions of approval for this request.

**Parks Division** (Contact Kay Rutledge, 266-4714)

29. All street tree planting locations and trees species in the right of way shall be reviewed by City Forestry. Please submit a tree planting plan in PDF format to Dean Kahl (266-4816) at [dkahl@cityofmadison.com](mailto:dkahl@cityofmadison.com). Approval and permitting of tree planting shall be obtained from the City Forester and/or the Board of Public Works prior to the approval of the site plan.

**Zoning Administrator** (Contact Pat Anderson, 266-5978)

30. Provide a reuse/recycling plan, to be reviewed and approved by The City's Recycling Coordinator, Mr. George Dreckmann, prior to a demolition permit being issued. Sec 28.12(12)(e) of the Madison Zoning Ordinance requires the submittal of documentation demonstrating compliance with the approved reuse and recycling plan. Please note, the owner must submit documentation of recycling and reuse within 60 days of completion of demolition.
31. Parking lot plans with greater than 20 stalls, landscape plans must be stamped by a registered landscape architect. Provide a landscape worksheet with the final plans that shows that the landscaping provided meets the point and required tree ordinances. In order to count toward required points, the landscaping shall be within 15' and 20' of the parking lot depending on the type of landscape element. (Note: The required trees do not count toward the landscape point total.) Planting islands shall consist of at least 75% vegetative cover, including trees, shrubs, ground cover, and/or grass. Up to 25% of the island surface may be brick pavers, mulch or other non-vegetative cover. All plant materials in islands shall be protected from vehicles by concrete curbs.
32. Parking and loading facilities shall comply with MGO Sec. 28.11(4). Provide one (1) 10' x 35' loading area with 14 feet of vertical clearance to be shown on the final plan. The loading area shall be exclusive of drive aisle and required maneuvering space.
33. The site shares a zoning district boundary with a residential development to the west. Per MGO Sec. 28.04(12)(c), this development must provide effective 6' to 8' high screening along the district boundary lines of this commercial zoning district adjoining a residential zoning district. Call out screening along this boundary along with details on final plans.
34. Signage approvals are not granted by the Plan Commission. Signage must be reviewed for compliance with Chapter 31, MGO, Sign Code. Signage permits are issued by the Zoning Section of the Department of Planning and Community and Economic Development.
35. Lighting is required. Provide a plan showing at least .5 footcandle on any surface on any lot and an average of .75 footcandles. The maximum light trespass shall be 0.5 fc at 10 feet from the adjacent



lot line. (See City of Madison lighting ordinance).

36. Parking requirements for persons with disabilities must comply with MGO Sec. 28.11(3)6.(m), which includes all applicable State accessible requirements, including but not limited to:
- a.) Provide a minimum of four accessible stalls striped per State requirements. These stalls shall be a van accessible stall 8' wide with an 8' striped out area adjacent to and on the passenger side. One each for the surface and underground parking areas.
  - b.) Show signage at the head of the stalls.
  - c.) The stalls shall be as near the elevator as possible.
37. Per MGO Sec. 28.11, provide a minimum of 10 bike parking stalls in a safe and convenient location on an impervious surface near the building to be shown on the final plan. Note: A bike-parking stall is two feet by six feet with a five-foot access area. Structures that require a user-supplied locking device shall be designed to accommodate U-shaped locking devices.

**Fire Department** (Contact Bill Sullivan, 261-9658)

Note: The Madison Fire Department does not object to this proposal provided the project complies with all applicable fire codes and ordinances. Please consider allowing the Madison Fire Department to conduct training sequences on this site prior to demolition. Contact the MFD Training Division at 246-4587 to discuss this possibility.

**Water Utility** (Contact Dennis Cawley, 261-9243)

38. The Madison Water Utility shall be notified to remove the water meter prior to demolition. All wells located on this property shall be abandoned if no valid well operation permit has been obtained from the Madison Water Utility.

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

This agency did not submit comments for this request.