



PREPARED FOR THE URBAN DESIGN COMMISSION AND PLAN COMMISSION

Project Address: 901 Sugar Maple Lane
Application Type: Conditional Use
Legistar File ID # [34168](#)
Prepared By: Timothy M. Parks, Planning Division
Report includes comments from other City agencies, as noted.

Summary

Applicant & Property Owner: Alex McKenzie, T.R. McKenzie, Inc.; 1910 Hawks Ridge Drive #322; Madison.

Contact Person: J. Randy Bruce, Knothe & Bruce Architects, LLC; 7601 University Avenue, Suite 201; Middleton.

Requested Action: Approval of a conditional use for a residential building complex to allow construction of 72 apartments in 2 buildings on property generally addressed as 901 Sugar Maple Lane. The site was identified as Lot 47 on the approved final plat of Sugar Maple.

Proposal Summary: The applicant is requesting conditional use approval for a residential building complex to allow 72 apartment units to be constructed in 2 buildings that will be part of a larger apartment complex containing 180 units and a clubhouse and pool to be located across Ancient Oak Lane (1001 Sugar Maple Lane). Construction of the overall apartment complex will occur in phases beginning this summer, with completion scheduled in 2016.

Applicable Regulations & Standards: The Zoning Code defines a Residential Building Complex as a group of two or more residential buildings on a single parcel or tract of land, developed under single ownership and common management subject to supplemental regulations in Section 28.151. Table 28C-1 of Section 28.032(1) identifies residential building complexes as a conditional use. Section 28.183 of the Zoning Code provides the process and standards for the approval of conditional use permits. Review by the Urban Design Commission is required per Section 33.24(4)(c) of the Urban Design Commission ordinance.

Review Required By: Urban Design Commission and Plan Commission

Summary Recommendation: The Planning Division recommends that the Plan Commission find the standards met and **approve** a conditional use for a residential building complex to allow construction of 72 apartments in 2 buildings on property generally addressed as 901 Sugar Maple Lane following a recommendation by the Urban Design Commission and subject to input at the public hearing and the conditions from reviewing agencies beginning on page 5 of this report.

Background Information

Parcel Location: The subject site is an approximately 1.9-acre parcel generally located at the southeastern corner of Sugar Maple Lane and Valley View Road; Aldermanic District 1 (Subeck); Madison Metropolitan School District.

Existing Conditions and Land Use: Undeveloped land zoned TR-U1 (Traditional Residential–Urban 1 District) pursuant to a 2014 zoning approval. [A single-family residence that previously occupied the property has been razed.]

Surrounding Land Use and Zoning:

- North:** Undeveloped lands previously approved for development as the 1000 Oaks subdivision, zoned TR-P (Traditional Residential–Planned District);
- South:** Single-family residence and undeveloped lands in the Town of Middleton; future single-family homes in the Sugar Maple subdivision in TR-C3 zoning;
- East:** US Forest Products Lab lands in the Town of Middleton; single-family residences in the Pine Hill Farms subdivision in the City of Madison, zoned TR-C3;
- West:** Single-family residence and undeveloped lands in the Town of Middleton; Hawks Woods development in the City of Madison, zoned SR-C2 (Suburban Residential–Consistent 2 District) and SR-V2 (Suburban Residential–Varied 2 District).

Adopted Land Use Plan: The subject site is located within the portion of the Mid-Town Neighborhood Development Plan that was amended in 2010 to provide more detailed planning recommendations for the western portion of the planning area generally located between the Hawks Landing Golf Club subdivision and Pioneer Road. The subject site and adjacent multi-family site are recommended for a combination of low- to medium-density residential uses between 8-15 units an acre in Housing Mix 2 and medium-density residential uses between 16-25 units an acre in Housing Mix 3.

Zoning Summary: The subject site is zoned TR-U1 (Traditional Residential–Urban 1 District):

Requirements	Required	Proposed
Lot Area	1,000 sq. ft. per unit (72,000 sq. ft.)	82,440 sq. ft.
Lot Width	50'	Adequate
Minimum Front Yard	15'	20' from Ancient Oak Lane
Reversed Corner Side Yard	10'	25.52' north side/ 34.66' south side
Side Yard	10'	20'
Rear Yard	Lesser of 25% lot depth or 25	55'
Maximum Lot Coverage (all bldgs.)	60%	See Zoning conditions
Usable Open Space	500 sq. ft./ unit (73,000 sq. ft.)	See Zoning conditions
Maximum Building Height	5 stories/ 65'	Adequate
Building Form	Large multi-family building	Generally complies; see Analysis
Automobile Parking	1 per dwelling unit (72)	94
Bicycle Parking	1 per dwelling unit (72) & 1 guest space per 10 dwelling units (8)=80	74 – See Zoning conditions
Other Critical Zoning Items		
Yes:	Urban Design (Residential Building Complex), Utility Easements, Barrier Free	
No:	Wellhead Protection, Floodplain, Landmarks, Waterfront Development	
Prepared by: Tim Parks, Planning Division		

Environmental Corridor Status: The subject property is located in the Central Urban Service Area (see Map A10) and does not contain a mapped environmental corridor.

Public Utilities and Services: The subject site and larger Sugar Maple subdivision will be served by a full range of urban services as it develops with the exception of Metro Transit, which currently does not provide service west of Junction Road and south of Watts Road.

Previous Approvals

On January 21, 2014, the Common Council conditionally approved a request to rezone 901-1001 Sugar Maple Lane from A (Agricultural District) to TR-C3 (Traditional Residential–Consistent 3 District) and TR-U1 (Traditional Residential–Urban 1 District) and a revised preliminary plat creating 44 single-family residential lots, 2 lots for future multi-family development, and 2 outlots to be dedicated to the public for stormwater management. The Plan Commission approved a demolition permit to raze 3 existing single-family residences on the site and recommended approval of the rezoning and preliminary plat on January 13, 2014.

On March 18, 2014, the Common Council conditionally approved the final plat of “Sugar Maple,” creating 44 single-family lots in TR-C3 (Traditional Residential–Consistent 3 District) zoning, 2 lots for future multi-family development with up to 250 units in TR-U1 (Traditional Residential–Urban 1 District) zoning, and 2 outlots for stormwater management. On April 8, 2014, the Common Council conditionally approved a revised final plat that split the adjacent multi-family lot (1001 Sugar Maple Lane) into 2 multi-family lots to aid in the phasing of the development. Final approval and recording of the Sugar Maple plat is pending.

Project Description

The applicant is requesting approval of a conditional use for a residential building complex to allow construction of an apartment development with 72 dwelling units in 2 buildings on an approximately 1.9-acre site identified as Lot 47 of the approved but unrecorded final plat of the Sugar Maple subdivision. The subject site is generally bounded by Valley View Road on the north, Sugar Maple Lane on the west, future Ancient Oak Lane on the south, and the US Forest Products land on the east. The 2 buildings proposed will be part of a larger multi-family development that will also include 180 apartments to be constructed in 8 buildings on a 6.3-acre parcel platted as Lots 45 and 46 of Sugar Maple and generally addressed as 1001 Sugar Maple Lane (also to be considered on these agendas), which will include pool and clubhouse amenities for the two-site complex.

The proposed residential building complex will consist of three-story 36-unit buildings (labeled as Buildings 9 and 10 on the plans) containing a total of 18 studio/ efficiency units, 32 one-bedroom units and 22 two-bedroom units. Units located at the center of the third floor of both buildings will feature sleeping lofts located below the hipped roofs. Automobile parking for this complex will consist of 29 stalls below Building 9, 31 stalls below Building 10, and 2 surface lots containing 34 stalls. Parking for 74 bicycles is also proposed, which staff recommends be located along the Ancient Oak Lane side of the buildings instead of in the rear yards as proposed. The buildings will be oriented to the south and Ancient Oak Lane, where a 20-foot setback is shown. A setback of 55 feet is proposed from Valley View Road.

Analysis

This application is subject to the conditional use standards of Section 28.183(6). A residential building complex is defined as “a group of two or more residential buildings on a single parcel or tract of land, developed under single ownership and common management.” The supplemental regulations for a residential building complex (as applicable in the TR-U1 zoning district) are:

- (a) Recreational areas may be required to serve the needs of the anticipated population.

- (b) Setback requirements may be reduced as part of the conditional use approval, provided that equivalent open space areas are provided.
- (c) Minimum distances between buildings shall equal the combination of the required side yards for each building, unless reduced by the Plan Commission as part of the conditional use approval.
- (d) An appropriate transition area between the use and adjacent property may be required, using landscaping, screening, and other site improvements consistent with the character of the neighborhood.
- (g) Shall be reviewed by the UDC pursuant to Sec. 33.24(4)(c), MGO.
- (h) All Residential Building Complexes shall be submitted with a plan for building placement, circulation, access and parking, and information on the architectural design of the development.
- (i) Each building in a Residential Building Complex shall provide the lot area and usable open space required for the building type by the zoning district.

The Planning Division generally believes that the conditional use standards and the above supplemental regulations can be met for the proposed residential building complex. As noted during the review of the zoning map amendment and plat approvals for the Sugar Maple subdivision, the Planning Division is generally supportive of the development of subject site and adjacent multi-family parcel to the south with approximately 250 units. While the combined density of 252 units proposed for the 2 sites will result in a higher intensity of development than what was originally recommended in the Mid-Town Neighborhood Development Plan, staff believes that the 2 projects generally represent a very well designed development that achieve most of the goals identified for this area.

However, long-term cohesion between this site and the larger multi-family site to the south at 1001 Sugar Maple Lane will be important in an effort to create a sense of community for residents of the overall two-site complex. The portion of the Mid-Town neighborhood and adjacent Pioneer neighborhood where the subject sites are located sit near the City's future far western edge in an area that provides limited community amenities and gathering spaces beyond neighborhood parks, and where neighborhood commercial uses are not anticipated within walking distance. Therefore, the degree of amenity provided within the development, such as the pool and clubhouse on the 1001 Sugar Maple site, will be very important to provide activity and interest for project residents.

During the review of the rezoning and plat requests, staff noted the importance of development on Lot 47 not backing onto or walling off the Sugar Maple development from Valley View Road, which follows a similar recommendation in the neighborhood development plan to use the higher-density developments on Lots 45-47 to create a gateway into the neighborhood at the northern end of Sugar Maple Lane. The applicant has provided a section through Lot 47 that shows the 2 proposed three-story buildings in relation to the finished grades proposed for the site, which includes 15 feet of grade change from Valley Road to Ancient Oak Lane. The section drawing shows that the second floor of the buildings, which will be oriented towards Ancient Oak Lane, will stand at the grade of Valley View Road, which in combination with the 55-foot setback of the buildings proposed from Valley View, does not achieve the gateway element that was desired in the neighborhood development plan. However, staff believes that the some of these goals could be achieved through an aggressive landscaping plan that creates a sense of arrival at Sugar Maple Lane from Valley View Road through the use of a combination of pedestrian connections from the proposed buildings to the sidewalk along Valley View (which will likely require stairs or "switchback" ramps), decorative walls along the northern property line, and thoughtful project signage. A passive landscaping plan like the one submitted will not accomplish the gateway desired by the neighborhood development plans and is discouraged by Planning staff.

Finally, the proposed buildings are required to comply with the building design/ form standards for large multi-family buildings in Section 28.172(7) of the Zoning Code. That section, which defines a large multi-family building as a multi-story building with combined entrances, stairways and elevators, comprised of single- or two- level occupant spaces stacked on top of each other, typically accessed from a central corridor, generally requires a principal entry oriented to the primary abutting street and recommends that the length of such a building not exceed 160 feet parallel to the primary abutting street without significant vertical articulation at least every 40 feet. Planning staff believes that these 2 buildings can be met the building form standards despite being 164 feet in length parallel to Ancient Oak Lane. The building walls facing Ancient Oak Lane are sufficiently articulated to meet the building form standards through the inclusion of lofts, wall plane changes, exterior material changes, and roof variations.

Conclusion

The Planning Division believes that the conditional use standards can be met with this proposal, which along with the adjacent residential building complex at 1001 Sugar Maple Lane, achieve most of the recommendations in the Mid-Town Neighborhood Development Plan to create a higher-density gateway into the neighborhood along Sugar Maple Lane at Valley View Road. However, both sites will need to function cohesively over the long term in order to provide future residents with a high degree of activity and amenity that will not likely be provided elsewhere in what are planned to be lower-density neighborhoods with few or no activity nodes. Staff also believes that in lieu of providing buildings placed along Valley View Road to create a sense of arrival as generally recommended in the neighborhood development plan that the applicant will need to provide a dramatically more aggressive landscaping scheme to create the sense of arrival or gateway along the neighborhood collector street.

Recommendation

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

The Planning Division recommends that the Plan Commission find the standards met and **approve** a conditional use for a residential building complex to allow construction of 72 apartments in 2 buildings on property generally addressed as 901 Sugar Maple Lane following a recommendation by the Urban Design Commission and subject to input at the public hearing and the following conditions:

Recommended Conditions of Approval Major/Non-Standard Conditions are Shaded

1. The 8 visitor/ short-term bike parking spaces located along the north walls of the proposed buildings shall be relocated to the south sides of the buildings adjacent to Ancient Oak Lane. Staff recommends that the bike parking be located near the street-facing entrances at the southwestern corners.
2. As part of the final approval of the project, the applicant shall work with the Urban Design Commission, Plan Commission and Planning Division staff to improve the landscaping program for the project along Valley View Road and Sugar Maple Lane to create the gateway recommended for that intersection in the Mid-Town Neighborhood Development Plan. Staff recommends that the landscaping adjacent to Valley View Road include some combination of pedestrian connections from the proposed buildings to the public sidewalk, decorative walls along the northern property line, seating elements, other hard-scaping, and signage. Passive landscaping is discouraged.

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

3. The 30-foot building setback line from Valley View Road and the vision corner per the pending final plat of Sugar Maple shall be shown on the site plans.
4. Currently Lot 47 is not proposed within any phase of the construction and build out of the Sugar Maple plat. The developer shall enter into a Developer's Agreement for the completion of Ancient Oak Lane, Valley View Road and Sugar Maple Lane and provide surety to cover the public infrastructure improvements prior to the issuance of building permits for this complex.
5. The pending final plat application for this property shall be completed and recorded with the Dane County Register of Deeds (ROD) prior to issuance of any building permits. When the recorded plat image is available from the ROD, the Assessor's Office can then create the new Address-Parcel-Owner (APO) data in GEO so that the Accela system can upload this data and permit issuance made available for this new land record.
6. The construction of this project will require removal and replacement of sidewalk, curb and gutter and possibly other parts of the City's infrastructure. The developer shall enter into a City/Developer agreement for the installation of public improvements required to serve this development. The developer shall be required to provide deposits to cover City labor and materials and surety to cover the cost of construction. The developer shall meet with the City Engineer to schedule preparation of the plans and the agreement. The City Engineer will not sign off on this project without the agreement executed by the developer.
7. The site plan shall include all lot/ownership lines, existing building locations, proposed building additions, demolitions, parking stalls, driveways, sidewalks (public and/or private), existing and proposed signage, existing and proposed utility locations and landscaping.
8. This development is subject to impact fees for the Lower Badger Mill Creek Sanitary Sewer and Stormwater Impact Fee District. All impact fees are due and payable at the time building permits are issued. The following note shall be put the face of the plans: "Lots/ buildings within this development are subject to impact fees that are due and payable at the time building permit(s) are issued."
9. In accordance with Section 10.34 MGO—Street Numbers: Submit a PDF of each floor plan to Lori Zenchenko in Engineering Mapping (Lzenchenko@cityofmadison.com) so that an interior addressing plan can be developed. If there are any changes pertaining to the location of a unit, the deletion or addition of a unit, or to the location of the entrance into any unit, (before, during or after construction) the addresses may need to be changed. The interior address plan is subject to the review and approval of the Fire Marshal.
10. 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.
11. A City-licensed contractor shall perform all work in the public right of way.
12. All damage to the pavement on Valley View Road, Sugar Maple Lane and future Ancient Oak Lane adjacent to this development shall be restored in accordance with the City's Pavement Patching Criteria.

13. 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.
14. 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.
15. Effective January 1, 2010, the Wisconsin Department of Commerce's authority to permit commercial sites for stormwater and erosion control has been transferred to the Wisconsin Department of Natural Resources (WDNR). As this site is greater than one acre, the applicant is required by State Statute to obtain a Water Resources Application for Project Permits (WRAPP) from the WDNR prior to beginning construction. This permit was previously known as a Notice of Intent Permit (NOI). Contact Eric Rortvedt of the WDNR at 273-5612 to discuss this requirement. The City of Madison cannot issue an erosion control and stormwater management permit until concurrence is obtained from the WDNR.
16. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to provide oil and grease control from the first 1/2" of runoff from parking areas 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 MGO.
17. 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).
18. All outstanding Madison Metropolitan Sewerage District (MMSD) and City of Madison sanitary sewer connection charges are due and payable prior to Engineering sign-off, unless otherwise collected with a Developer's / Subdivision Contract. Contact Janet Schmidt (261-9688) to obtain the final MMSD billing a minimum of two working days prior to requesting City Engineering signoff.
19. The applicant's utility contractor shall obtain a connection permit and excavation permit prior to commencing the storm sewer construction.
20. 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, 266-6527)

21. Approval of site plan does not include approval of the geometry of public streets located within the public right of way. Geometry of public streets will be approved by the Board of Public Works.
22. Garage access to building located at the northeast corner of Ancient Oak Lane and Sugar Maple Lane is too close to the intersection to operate in a safe manner. The applicant shall relocate the garage entrance at least 150 feet from the intersection or directly across from the driveway entrance located on the south side Ancient Oak Lane [on 1001 Sugar Maple Lane site].

23. The parking lot access onto Ancient Oak Lane just west of Cherry Blossom Drive does not provide a safe ingress/egress point. The applicant shall realign the driveway to align with the centerline of Cherry Blossom Drive.
24. All sidewalk located adjacent to parking shall be a minimum of 7 feet wide to account for vehicle overhang.
25. The applicant shall provide direct pedestrian connections between the buildings located along the south side of Valley View road and the future sidewalk along Valley View Road.
26. The applicant shall submit one contiguous plan showing proposed conditions and one contiguous plan showing existing conditions for approval. The plan drawings shall be scaled to 1" = 20' and include the following, when applicable: existing and proposed property lines; parcel addresses; all easements; pavement markings; signing; building placement; items in the terrace such as signs, street light poles, hydrants; surface types such as asphalt, concrete, grass, sidewalk; driveway approaches, including those adjacent to and across street from the project lot location; parking stall dimensions, including 2 feet of vehicle overhang; drive aisle dimensions; semitrailer movement and vehicle routes; dimensions of radii; and percent of slope.
27. The developer shall post a security deposit prior to the start of development. In the event that modifications need to be made to any City-owned and/or maintained traffic signals, street lighting, signing, pavement marking and conduit/handholes, the developer shall reimburse the City for all associated costs including engineering, labor and materials for both temporary and permanent installations.
28. The City Traffic Engineer may require public signing and marking related to the development; the developer shall be financially responsible for such signing and marking.
29. All parking facility design shall conform to the standards in MGO Section 10.08(6).
30. Any location where there is irregular parking geometry (the drive/back-up isle shifts) paint shall be used to delineate the center of the drive isle.
- Zoning Administrator** (Contact Pat Anderson, 266-5978)
31. Provide a minimum bike parking spaces for each building distributed as both *Short Term* and *Long Term* bicycle parking, as required per MGO Sections 28.141(4) and 28.141(11). Provide a detail of the bike rack design including any wall mounts. NOTE: Current code requires a maximum of 25% of the bike parking spaces may be structured bike parking (wall-mount or stacked). Identify and dimension required stalls on the final plan. NOTE: A bike-parking stall is 2 feet by 6 feet with a 5-foot access area. Provide a detail of the bike rack to be installed on the final plans.
32. Meet all supplemental regulations for a Residential Building Complex in MGO Section 28.151.
33. Provide height details for all buildings pursuant to MGO Section 28.134.
34. The open space plan shall be revised to comply with the dimensional and location requirements in MGO Section 28.140.
35. Exterior lighting provided shall be in accordance with MGO Section 10.085. Provide an exterior lighting plan and fixture cut sheets with the final plan submittal.

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

Water Utility (Contact Dennis Cawley, 261-9243)

36. Note: All operating private wells shall be identified and permitted and all unused private wells shall be abandoned by the Water Utility in accordance with MGO Section 13.21.

Parks Division (Contact Kay Rutledge, 266-4714)

37. Park impact fees (comprised of the Park Development Impact Fee per MGO Sec. 20.08(2) and the Parkland Impact Fee in lieu of land dedication per MGO Sec. 16.23(8)(f) and 20.08(6)) will be required for all new residential development in this development. The developer must select a method for payment of park fees before signoff on the conditional use. This development is within the Elver Park impact fee district (SI31). Please reference ID# 13153.2 when contacting the Parks Division about this project.

38. Approval of plans for this for this project does not include any approval to prune, remove or plant trees in the public right-of-way. Permission for such activities must be obtained from the City Forester, 266-4816.