



PLANNING DIVISION STAFF REPORT

January 22, 2018

PREPARED FOR THE PLAN COMMISSION

Project Address: 1702 Monroe Street & 625 S. Spooner Street (District 13 – Ald. Eskrich)

Application Type: Planned Development Zoning Map Amendment & Demolition Permit

Legistar File ID # [49895](#) & [49690](#)

Prepared By: Chris Wells and Kevin Firchow, AICP, Planning Division

Reviewed By: Heather Stouder, AICP, Planning Division Director

Summary

Applicant | Contact: Anne Neujahr Morrison; Urban Land Interests; 10 E. Doty Street, Ste. 300; Madison, WI 53703

Property Owner: Associated Bank; 433 Main Street; Green Bay, WI 54301

Requested Action: The applicant requests three land use approvals in order to construct a new five-story mixed-use building. The first request is for a demolition permit to raze a bank facility at the 1720 Monroe Street site. Next, the applicant proposes two zoning map amendments to provide consistent zoning across the project site. This includes rezoning 1720 Monroe Street from Planned Development-General Development Plan - Specific Implementation Plan (PD-GDP-SIP) to an amended PD-GDP-SIP and rezoning 625 S. Spooner Street from TR-C2 (Traditional Residential - Consistent 2) District to PD-GDP-SIP.

Proposal Summary: The applicant proposes to demolish an existing bank for the purpose of constructing a five-story, mixed-use building with 16,345 square feet of commercial space and 65 apartments at 1702 Monroe Street & 625 S. Spooner Street.

Applicable Regulations & Standards: This proposal is subject to the approval standards for Zoning Map Amendments [MGO §28.182(6)], Planned Developments [MGO §28.098], and Demolition Permits [MGO §28.185(7)]. The Urban Design Commission is also required to review and make a recommendation to the Plan Commission on both the GDP and SIP based on the design objectives in Subsection 28.098(1) and other PD requirements.

Review Required By: Urban Design Commission, Plan Commission, and Common Council.

Summary Recommendation: While there are many positive aspects to this proposal, the Planning Division does not conclude that the standards for Planned Developments or Demolition Permit standards are met, as proposed. Should the Plan Commission concur and move to recommend/place these items on file, it must provide findings of fact, listing the standards that have not been met and the reasons such standards were not met.

In the alternative, if the Plan Commission, after consideration of the application materials and comments finds that the proposal meets the approval standards, it should forward Zoning Map Amendment IDs 28.022 - 00315 and 28.022 - 00316 rezoning the properties located at 1720 Monroe Street and 625 S. Spooner Street, from PD (Planned Development) District and TR-C2 (Traditional Residential - Consistent 2) District to PD(GDP-SIP) (Planned Development (General Development Plan - Specific Implementation Plan)) District – to the Common Council with a recommendation of approval. Additionally, The Plan Commission should find the standards met and approve the requested demolition permit.

Background Information

Parcel Location: The 38,030 (0.87-acre) subject property is located along Monroe Street, between S. Spooner Street and Stockton Court. The site is within Aldermanic District 13 (Ald. Eskrich) and is within the limits of the Madison Metropolitan School District.

Existing Conditions and Land Use: The project site includes two principal buildings. The first is a one-story 16,067-square-foot former Associated Bank building, which was constructed on the southwest corner of the site in 1976. A drive aisle providing access to both S. Spooner and Monroe Streets is located to the north of the bank building. In the middle of this drive aisle, in the northeast corner of the site is a drive-through banking structure. The other principal building is a two-story, roughly 2,000-square-foot two-unit with six bedrooms and orientation towards S. Spooner Street. Assessor's records state that it was constructed in 1918. At the rear (east) of the house is a detached four car garage, half of which straddles the subject property with the other half on the adjacent property to the north (619. S. Spooner Street).

Surrounding Land Uses:

North: Single-family and two-unit residences, zoned TR-C2 (Traditional Residential – Consistent 2 District) and TR-V1 (Traditional Residential – Varied 1 District);

South: South across Monroe Street and S. Spooner Street is a commercial store with a dwelling unit above, zoned TSS (Traditional Shopping Street District); other commercial stores, zoned PD (Planned Development District); beyond which are commercial stores in the TSS District. Southwest across S. Spooner Street is the Monroe Commons building – a five-story mixed-use building with a grocery store on the ground floor and residential units above;

East: Southeast across Monroe Street are commercial stores, all zoned TSS (Traditional Shopping Street District); northeast across Stockton Court are the Clarendon apartments, zoned TR-U1 (Traditional Residential – Urban 1 District); and

West: The office of the Young Shakespeare Players organization, zoned TR-C2 as well as single-family and two-unit residences, zoned TR-C3 (Traditional Residential – Consistent 3 District).

Adopted Land Use Plan: The [Comprehensive Plan \(2006\)](#) recommends neighborhood mixed-use (NMU) development for the subject site. That recommendation generally includes 2-4 story mixed-use buildings up to maximum density of 40 du/ac. The only specific recommendation provided by the [Monroe Street Commercial District Plan \(2007\)](#) is for commercial development on the subject site. The neighborhood plan generally recommends buildings of four stories or less in height and provides further guidance on design guidelines. Further information on the Plan recommendations and consistency is included in the body of this report.

Environmental Corridor Status: The subject site is not located in a mapped environmental corridor.

Public Utilities and Services: This property is served by a full range of urban services, including Metro Transit Routes running along Monroe Street.

Zoning Summary: The subject sites are proposed to be rezoned to the Planned Development (PD) District.

Requirements	Required	Proposed
Lot Area (sq. ft.)	As per approved plans.	37,964 square feet
Lot Width	As per approved plans.	Varies
Front Yard Setback	As per approved plans.	1.8 feet
Side Yard Setback	As per approved plans.	0 feet along Spooner & Stockton Streets; 2.56 feet internal side yard
Rear Yard Setback	As per approved plans.	6.06 feet
Usable Open Space	As per approved plans.	8,641 square feet (per LOI) not labeled on plan sheets
Maximum Lot Coverage	As per approved plans.	74.7%
Floor Area Ratio	As per approved plans.	3.5
Building Height	As per approved plans.	5 Stories, 64 Feet

Site Design	Required	Proposed
Number Parking Stalls	As per approved plans.	70 underground 14 surface (84 total)
Accessible Stalls	Yes	Yes
Loading	As per approved plans.	1 (10' x 35') loading area
Number Bike Parking Stalls	Multi-family dwelling: 1 per unit up to 2-bedrooms, ½ space per add'l bedroom (67) 1 guest space per 10 units (6) General retail; service business; office: 1 per 2,000 sq. ft. floor area (8) (81 total)	70 underground 9 surface (79 total) <i>(See Comments #46, #50, #51, & #52)</i>
Landscaping and Screening	Yes	Yes <i>(See Comments #53 & #54)</i>
Lighting	Yes	No <i>(See Comment #57)</i>

Other Critical Zoning Items	Urban Design (Planned Development (PD)); Utility Easements; Barrier Free (ILHR 69)
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Tables Prepared by Jenny Kirchgatter, Assistant Zoning Administrator and Kevin Firchow, Planning Division

Project Description

The applicant requests three land use approvals in order to construct a new five-story mixed-use building. The first request is for a demolition permit to raze a bank facility at the 1720 Monroe Street site. Next, the applicant proposes two zoning map amendments to provide consistent zoning across the site. This includes rezoning 1720 Monroe Street from Planned Development-General Development Plan - Specific Implementation Plan (PD-GDP-SIP) to an amended PD-GDP-SIP and rezoning 625 S. Spooner Street from TR-C2 (Traditional Residential - Consistent 2) District to PD-GDP-SIP.

The building proposed for demolition is a one-story 16,067-square-foot, Associated Bank building. City Assessor records indicate the structure was originally constructed in 1976. Additionally, the detached drive-through banking structure with three drive-through lanes, located to the northeast of the bank building would also be demolished.

Upon demolition, the applicant proposes to construct a five-story mixed-use structure consisting of approximately 16,300 square feet of ground-floor commercial space and 65 residential apartments on levels two through five. The proposed residential unit mix includes the following:

Table 2: Proposed Unit Breakdown

Floor	2nd	3rd	4th	5th	Totals
1-bedroom	11	11	11	2	35
2-bedroom	6	6	6	8	26
3-bedroom	1	1	1	1	4
Total Units	18	18	18	11	65
Total Bedrooms	26	26	26	21	99

Combining the 65 proposed units with the site’s existing two-unit building results in a proposed density of about 77 dwelling units per acre on the 0.87-acre site.

The proposed ground floor commercial space is divided into four possible tenant spaces, with each space having an entrance onto Monroe Street and several spaces also being accessible from the rear surface parking lot. The grade of the site falls approximately seven feet across the site. To address grade change and avoid the appearance of exposed foundations walls or plinth, the applicant proposes to step down the level of the ground floor three times.

The building’s primary residential entrance is located approximately halfway along the Monroe Street frontage. The entrance leads to a lobby, office, mail room, trash room, elevator and staircase. The secondary residential entrance, providing access to the rear surface parking lot, is also located off of the central lobby. A larger trash room is located adjacent to the rear entrance. Lastly, in the northern portion of the ground floor, and accessed via a separate external entrance, are the building’s mechanical rooms and fitness center.

In regards to building design, the base is primarily cast stone save for the residential portion’s main entrance along Monroe Street which is distinguished by a brick treatment. The commercial storefronts will be aluminum, colored either black or a medium bronze, and the parking ramp’s westerly façade will be a medium metallic grey metal panel. The garage door will be a medium bronze. Cast stone coping will separate the base from the upper stories. The balance of the exterior includes modular brick for floors two through four, with a brownish-grey vertical standing-seam metal panel cladding the fifth floor. The upper story windows and private balcony doors are both a medium bronze aluminum. Metal panels, also colored a medium bronze, are used in the large vertical window bays.

The site’s other building, a two-story, roughly 2,000-square-foot two-unit residence at 625 S. Spooner Street, is not proposed to be demolished or externally altered. However, the portion of the detached four car garage, located to the east of the two-unit is proposed to be demolished with the applicant rebuilding the wall along the lot line so the remaining portion of the garage may remain (on the 619. S. Spooner Street property).

On-site automobile parking is provided in two locations: a surface lot on the west side of the site with 14 stalls (including one accessible) with access off of S. Spooner Street and one level of underbuilding parking 70 automobile parking stalls. This includes 60 standard stalls, eight compact stalls, one accessible stalls, and one van accessible stall. In total, 84 stalls are proposed (see table below). Of note, a loading zone, 10 feet by 35 feet in size is located at the end of the rear lot’s drive aisle. This will be used by delivery trucks.

Table 3: Proposed Parking Breakdown

	Standard	Compact	Accessible	Van Accessible	Totals
Surface	10	3	1	0	14
Underbuilding	60	8	1	1	70
Total Stalls	70	11	2	1	84

Bicycle parking is also provided both on the building’s interior and exterior. There are 70 bicycle parking stalls provided with 42 as floor-mounted and 28 as wall-mounted in the lower parking ramp for use by the residential tenants. A total of 15 surface stalls, six along the building’s S. Spooner façade and nine near the building’s rear entrance are provided on the surface to accommodate bike parking for commercial tenant visitors as well as guests of the residential units.

Analysis and Conclusion

This request is subject to the Zoning Map Amendment [Section 28.182(6)], Planned Development [Section 28.098(2)], and Demolition Permit standards [Section 28.185(7)] of the Zoning Code. The analysis below begins with a summary of the adopted plan recommendations as the specific approval standards reference these documents.

Conformance with Adopted Plans

The [Comprehensive Plan \(2006\)](#) recommends neighborhood mixed-use development (NMU) for the subject site and other Monroe Street-fronting properties. These areas are recognized as the locations for clusters of relatively small convenience shopping and service uses that serve as activity centers and gathering places for the surrounding neighborhoods. The plan recommends that development in this district include well-designed buildings placed close to the sidewalk with parking located behind or underground. Buildings are generally recommended to be between two and four stories and height. The plan notes that more specific height standards may be recommended in adopted neighborhood plans and should be compatible with the scale and intensity of the adjacent neighborhood.

In regards to density, this recommendation states that neighborhood mixed-use districts should not exceed 40 dwelling units per acre (du/ac), but a neighborhood or special area plan may recommend small areas within the district for a higher maximum density if the development is compatible with the scale and character of the neighborhood. At 77 du/ac, the proposed density exceeds that recommended in the plan, though is similar to the density of many of the recently-approved projects in the TSS zoning district, including several on Monroe Street (see table below). These sites were either recommended for Neighborhood Mixed Use (NMU) or the more intensive Community Mixed Use (CMU) in the Comprehensive Plan.

Table 4: Density Comparison Table

Address	Zoning District	Comp Plan District Rec	Size of Site (ac)	Dwelling Units (du)	Bedrooms	Density (du/ac)
1605 Monroe St	TSS	NMU	0.39	44	56	112.8
2620 Monroe St (665 Knickerbocker St)	TSS	NMU	0.33	21	24	63.6
3414 Monroe St ("The Glen")	TSS	NMU	0.30	19	32	63.3
3502 Monroe St ("Gates & Brovi")	PD	NMU	0.28	18	22	64.8
418 Division St	TSS	NMU	0.40	31	35	77.5
315 S. Patterson St (906 Williamson St)	TSS	CMU	0.30	26	33	86.7
2158 Atwood Ave	TSS	CMU	0.37	32	38	86.5
2087 Atwood Ave	TSS	CMU	0.36	30	30	83.3
2107-2249 Sherman Ave	NMX	NMU	1.1	60	81	54.5

The [Monroe Street Commercial District Plan \(2007\)](#) includes recommendations (Section I), general development standards (Section J), and specific block-by-block redevelopment recommendations along Monroe Street (Section K). Regarding specific redevelopment recommendations for the subject block, the Plan identifies it as being in Block 9 for which it provides only the following statement: *“This block currently is home to Associated Bank. It should remain commercial.”* No further site-specific redevelopment recommendations are included.

However, the Plan provides additional guidance that pertain to entire planning area. The following is a summary of key recommendations related to this request.

- “Generally, no building on Monroe Street should exceed four (4) stories for the entire length of the street. This applies to buildings that are directly on Monroe Street, not buildings that might be in a position for greater setback from the street.” (p. 43)
- “Generally, buildings of four stories (or more) would be out of character with the traditional street and the residential neighborhoods, all the more since at most sites’ setbacks would be very limited. To gain support, buildings higher than three stories would need creative design and presentation, consideration of contextual impact, lot size, proximity to other building forms, setbacks, stepbacks, floor-to-floor heights, important compensating value-added features, and effective prior consultation with the neighborhoods.” (p. 49)
- “Maintaining and/or enhancing the scale and massing patterns found along Monroe Street is a critical element to the overall characteristic of the Street.” (p. 43)
- Furthermore, in regards to density, one of the Plan’s stated goals is to “manage density and scale through design and land use guidelines for new projects to maintain and encourage contextual development that supports the business district and neighborhood.” (p. 9)
- “All buildings need to be compatible with the buildings that are near them, both on Monroe Street and on streets that are behind any proposed redevelopment.” (p. 44)

The Plan also includes several recommendations on design elements such as building composition, window glazing, entries, and articulation. The Planning Division believes the proposed building would be consistent with these.

In regards to plan consistency, the Planning Division concludes that this proposal is consistent with some, but not all adopted recommendations. In staff's opinion, the most significant area of plan inconsistency is the proposed fifth story, exceeding the general four-story height recommendation established in both plans. However, it should also be noted that the Monroe Street plan does provide additional guidance regarding considering exceptions to the plan. For example, the plan states that "There are no absolutes; projects should be considered on a case-by-case basis with the general guidance that compatibility with the surroundings should be an emphasis in rendering approval decisions." Similar statements include "Superior architectural treatment of a particular property and the effect of a development in its entirety are factors that might make what would otherwise be a too tall building acceptable" and "Generally, compatibility weighed against architectural resource and social factors should determine whether or not a particular project should be approved."

Zoning Map Amendment Standards

These standards state that such amendments are legislative decisions of the Common Council that shall be based on public health, safety and welfare, shall be consistent with the Comprehensive Plan, and shall comply with Wisconsin and federal law. 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." As discussed above, the proposal is consistent with many, but not all Comprehensive Plan recommendations. Despite the inconsistencies, the Planning Division believes that this proposal could be found consistent with the broad Zoning Map Amendment standards.

Planned Development Standards

Planned Developments are intended to facilitate the development of land in an integrated and innovative fashion, to allow for flexibility in site design, and to encourage development that is sensitive to environmental, cultural, and economic considerations. Specific design objectives include promoting green building technologies, integrated land uses, preservation and enhancement of environmental features, preservation of historic buildings, enhanced open space, and the facilitation of high-quality development consistent with adopted plans. See Zoning Code Section 28.098(1) for further information on these objectives.

The specific approval standards for Planned Developments are provided in Section 28.098(2) of the Zoning Code. Despite several positive aspects of this proposal, staff have significant questions as to whether the project meets some of the approval standards, specifically Standards (a) and (b). A summary of the recommendation of the Urban Design Commission is included under the below discussion of Standard (e). The Planning Division believes it is possible that the other standards can be found met.

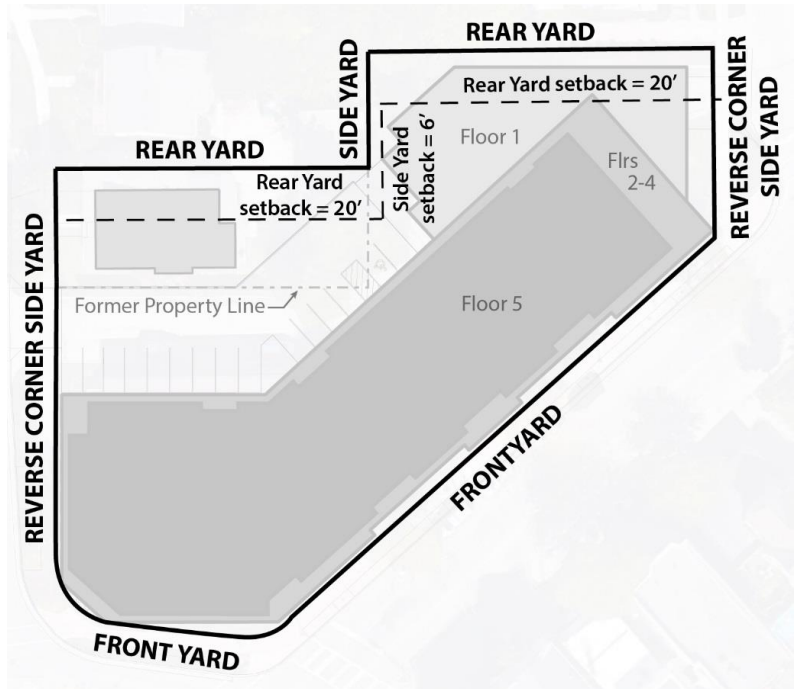
Standard (a) states that the applicant shall demonstrate that ***"No other base zoning district can be used to achieve a substantially similar pattern of development. Planned developments shall not be allowed simply for the purpose of increasing overall density or allowing development that otherwise could not be approved unless the development also meets one or more of the PD objectives of Section 28.098(1)."***

Since learning of the applicant's intent to utilize PD zoning, the Planning Division has raised concerns about this proposal's ability to meet the applicable standards. In considering other possible base zoning districts, staff believes that the TSS (Traditional Shopping District), which comprises many of the conventionally-zoned mixed-use properties on Monroe Street, is most similar to the proposed development. Other districts such as the more restrictive NMX (Neighborhood Mixed Use District) or less restrictive CC-T (Commercial Corridor Transition District) could also allow a similar pattern multi-story mixed-use building development.

In looking at the first part of this standard regarding potential density increases, there are no maximum density requirements for mixed-use buildings in TSS zoning. As such, staff does not believe the proposed density in itself, would run counter to this standard.

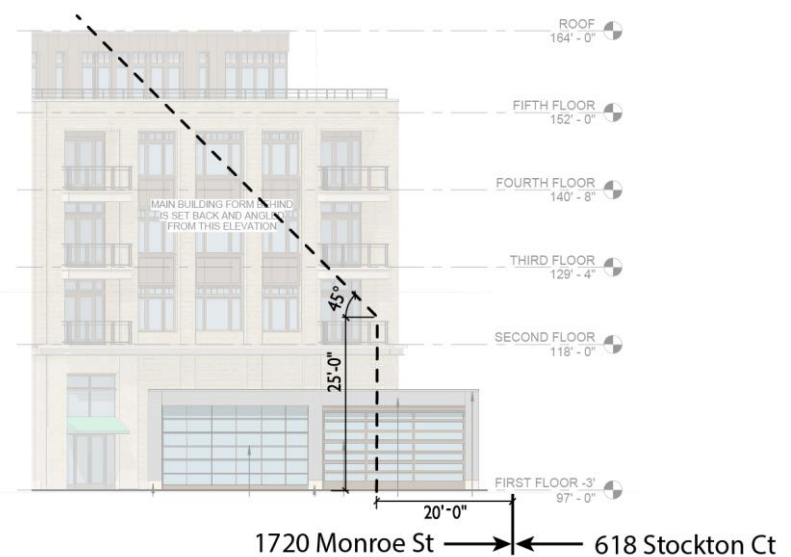
This standard further states that PD zoning shall also not also be allowed for “development that otherwise could not be approved unless the development also meets one or more of the PD objectives.” The Planning Division has concerns related to the building’s mass and placement as it would not meet the rear yard setbacks and stepbacks required in the aforementioned zoning districts. Such requirements are intended to provide an appropriate transition between commercial buildings and abutting residential buildings. Staff believes that this is an especially important consideration in areas such as Monroe Street where there are several blocks with similar transitions. The aforementioned Zoning districts would require a 20-yard building setback along the rear property line where only a six foot setback is proposed along the eastern side. While that portion of the building is only one-story, conventional zoning would not allow any building in that area (see Figure 1).

Figure 1: Proposed Building Related to TSS Zoning Setbacks



In a conventional mixed-use district, the building would also be required to be stepped back at a 45-degree angle above the second floor from the residential properties to the rear (see Figure 2). Under conventional zoning district, the applicant could request a conditional use approval to modify these stepback requirements, but in most cases of multi-story mixed-use redevelopment, even for three and four story buildings, the stepbacks have been adhered to.

Figure 2: Proposed Building Related to the TSS District’s Rear Yard Height Transition (Note: The Location of the Transition Line is Approximate)



Another related concern is the incorporation of 625 S. Spooner Street into the proposed Planned Development site. While Planning Division staff believes it is preferable to not demolish the structure, staff have concerns on the precedent of

incorporating an adjacent residentially-zoned structure and its associated yard into the design and land use calculations for the larger mixed-use site. As proposed, a portion of that site's current yard would be converted into a drive aisle to serve the rear parking area. Staff are aware of only one instance where a residential structure was incorporated to remain part of a larger Planned Development, and this was approved in 2009 under the previous Zoning Code for 308-320 South Baldwin Street and 1246 Williamson Street. ([Link to Legislative File ID #16006](#)).

While these aspects of the proposal would not be allowed in conventional districts, such items could be approved should a finding be made that the proposal meets one of the aforementioned objectives in 28.098(1).

Standard (b) states that the ***“Planned Development district plan shall facilitate the development or redevelopment goals of the Comprehensive Plan and of adopted neighborhood, corridor or special area plans.”*** As discussed above, the Planning Division believes the project to be consistent with some, but not all recommendations in the adopted plans. Should the Plan Commission find that the standards are met, the Planning Division urges the Plan Commission to make specific findings as it relates to the Plan Consistency and any site-specific considerations as discussed in the Monroe Street plan.

Standard (e) states that the ***“Planned Development district plan shall coordinate architectural styles and building forms to achieve greater compatibility with surrounding land uses and create an environment of sustained aesthetic desirability compatible with the existing or intended character of the area and the statement of purpose of the PD District.”***

As discussed above, the applicant has selected the building's architectural style, and material and color palettes with the expressed intent of closely resembling those of the other nearby buildings. Furthermore, at their meeting on January 10, 2018, the Urban Design Commission unanimously granted final approval. As part of their deliberation, members of the commission discussed height, design, and rear yard transitions. The following approval conditions were recommended:

- Provide a better bike rack style (holds up bike better than what is shown).
- Increase tree density or provide larger trees
- Lose parking spot on Spooner side (to allow for landscaping buffer between sidewalk and parking)

The Planning Division does not have concerns regarding the palette of materials. Considering the approval (with conditions) from the UDC, the Planning Division believes the Plan Commission could find Standard (e) is met.

Demolition Permit Standards

In order to approve a demolition, the Plan Commission must find that both the requested demolition or removal and the proposed use are compatible with the purpose of the demolition section and the intent and purpose expressed in the PD (Planned Development) Zoning District. The purpose of the Demolition section is to aid in the implementation of adopted City plans, protect neighborhood character, preserve historic buildings, encourage the reuse and/or relocation of existing buildings, discourage buildings falling into a state of severe disrepair from lack of maintenance by the owner, encourage compliance with building and minimum housing codes, and allow the property owner to have a decision on approval or disapproval of the proposed use of the property before he or she takes the irrevocable step of demolishing or moving the buildings.

These standards also state that the Plan Commission shall consider the report of the City's Historic Preservation Planner regarding the historic value of the property as well as any report submitted by the Landmarks Commission. At their October 16, 2017 meeting, the Landmarks Commission found that the building proposed for demolition had no known historic value.

Finally, these standards state that the Plan Commission shall consider and may give decisive weight to any relevant facts including impacts on the normal and orderly development of surrounding properties and the reasonableness of efforts to relocate the building. The demolition standards also state that the proposed use should be compatible with adopted plans. However, as discussed above, due to questions over plan consistency and the adequacy of rear yard transitions, staff have questions on the possible impacts on normal and orderly development of surrounding properties.

Public Input

A variety of public input has been received on this proposal, including comments in support and opposition. This includes formal comments submitted by the Dudgeon Monroe Neighborhood Association and several nearby residents. Comments received prior to completion of this report have been attached.

Conclusion

The applicant proposes to demolish an existing bank facility for the purpose of constructing a five-story, mixed-use building with 16,345 square feet of commercial space and 65 apartments. The subject site is an irregularly shaped site of varying depths. The applicant has proposed to rezone the existing bank property and an adjacent residential property to the PD (Planned Development) District. The Planning Division believes careful consideration should be given to the adopted plan recommendations and approval standards. Despite several positive aspects of the proposal, the Planning Division cannot definitively conclude that the approval standards for Planned Developments and Demolition Permits are met, as proposed. As discussed in this report, the Planning Division has concerns about plan inconsistency related to recommended building heights and has further questions about the adequacy of the rear yard setbacks and transitions, which would not be consistent with what would be required in conventional (non- PD) zoning. Staff notes that issues of height, design, and rear yard transition, were discussed by the Urban Design Commission and that body recommended final approval at their January 10, 2018 meeting. Should the Plan Commission find that the project can meet the applicable standards and that inconsistencies with adopted plans are justified, the Planning Division advises the Plan Commission to provide clear findings on the specific factors it used to reach this conclusion. The Planning Division is concerned about setting future precedents for not following the plan recommendations for future redevelopments.

Recommendation

Planning Division Recommendation (Contact Chris Wells, (608) 261-9135))

While there are many positive aspects to this proposal, the Planning Division does not conclude that the standards for Planned Developments or Demolition Permit standards are met, as proposed. Should the Plan Commission concur and move to recommend/place these items on file, it must provide findings of fact, listing the standards that have not been met and the reasons such standards were not met.

In the alternative, if the Plan Commission, after consideration of the application materials and comments finds that the proposal meets the approval standards, it should forward Zoning Map Amendment IDs 28.022 - 00315 and 28.022 - 00316 rezoning the properties located at 1720 Monroe Street and 625 S. Spooner Street, from PD (Planned Development) District and TR-C2 (Traditional Residential - Consistent 2) District to PD(GDP-SIP) (Planned Development (General Development Plan - Specific Implementation Plan)) District – to the Common Council with a recommendation of approval. Additionally, The Plan Commission should find the standards met and approve the requested demolition permit.

Major/Non-Standard Conditions are Shaded

Engineering Division (Main Office) (Contact Timothy Troester, (608) 267-1995)

1. The City of Madison has a project proposed on Monroe Street where the sewer, water and storm sewer sizes and locations will be changed from what it is currently present (City Project 10251). Applicant shall review City plans to make sure that the City's proposed facilities will address the needs of the proposed development and include the pertinent utility information from the City plan on the proposed development plan.
2. Prior to approval, the owner or owner's representative shall obtain a permit to plug each existing sanitary sewer 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. The permit application is available on line at <http://www.cityofmadison.com/engineering/permits.cfm>. (MGO CH 35.02(14))
3. All outstanding Madison Metropolitan Sewerage District (MMSD) charges are due and payable prior to Engineering sign-off, unless otherwise collected with a Developer's / Subdivision Contract. Contact Mark Moder (608-261-9250) to obtain the final MMSD billing a minimum of two (2) working days prior to requesting City Engineering signoff. (MGO 16.23(9)(d)(4))
4. 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. (POLICY)
5. Property is the location of a former dry cleaner, auto garage, and gas station. Phase 1 & 2 environmental site assessments (ESAs), compliant with ASTM E1527-13, are required for the project area. The applicant shall provide one (1) digital copy of ESAs to Brynn Bemis (608-267-1986, bbemis@cityofmadison.com) for review.
6. This project falls in the area subject to increased erosion control enforcement as authorized by the fact that it is in a TMDL ZONE. The project will be expected to meet a higher standard of erosion control than the minimum standards set by the WDNR in order to comply with TMDL limits.
7. The Applicant shall submit, prior to plan sign-off but after all revisions have been completed, a digital CAD file (single file) to the Engineering Division with any private storm and sanitary sewer utilities. The digital CAD file shall be to scale and represent final construction. The CAD file shall be in a designated coordinate system (preferably Dane County WISCRS, US Ft). The single CAD file submittal can be either AutoCAD (dwg) Version 2013 or older, MicroStation (dgn) V8i Select Series 3 or older, or Universal (dxf) format and shall contain the only the following data, each on a separate layer name/level number:
 - a) Building Footprints
 - b) Internal Walkway Areas
 - c) Internal Site Parking Areas

- d) Other Miscellaneous Impervious Areas (i.e. gravel, crushed stone, bituminous/asphalt, concrete, etc.)
- e) Right-of-Way lines (public and private)
- f) Lot lines or parcel lines if unplatted
- g) Lot numbers or the words unplatted
- h) Lot/Plat dimensions
- i) Street names
- j) Private on-site sanitary sewer utilities (including all connections to public sanitary)
- k) Private on-site storm sewer utilities (including all connections to public storm)

All other levels (contours, elevations, etc.) are not to be included with this file submittal.

NOTE: Email CAD file transmissions are preferred to: bstanley@cityofmadison.com (East) or ttrvester@cityofmadison.com (West). Include the site address in the subject line of this transmittal. Any changes or additions to the location of the building, sidewalks, parking/pavement, private on-site sanitary sewer utilities, or private on-site storm sewer utilities during construction will require a new CAD file.

8. The applicant shall submit, prior to plan sign-off but after all revisions have been completed, digital PDF files to the Engineering Division. Email PDF file transmissions are preferred to: bstanley@cityofmadison.com (East) or ttrvester@cityofmadison.com (West). The digital copies shall be to scale, and shall have a scale bar on the plan set. (POLICY and MGO 37.09(2))
PDF submittals shall contain the following information:
 - a) Building Footprints
 - b) Internal Walkway Areas
 - c) Internal Site Parking Areas
 - d) Other Miscellaneous Impervious Areas (i.e. gravel, crushed stone, bituminous/asphalt, concrete, etc.)
 - e) Right-of-Way lines (public and private)
 - f) Lot lines or parcel lines if unplatted
 - g) Lot numbers or the words unplatted
 - h) Lot/Plat dimensions
 - i) Street names
 - j) Stormwater Management Facilities
 - k) Detail drawings associated with Stormwater Management Facilities (including if applicable planting plans).
9. The Applicant shall submit prior to plan sign-off, electronic copies of any Stormwater Management Files including:
 - a) SLAMM DAT files
 - b) RECARGA files
 - c) TR-55/HYDROCAD/Etc
 - d) 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. (POLICY and MGO 37.09(2))
10. This project appears to require construction dewatering. A dewatering plan shall be submitted to City Engineering as part of the Erosion Control Permit application and plan. If contaminated soil or groundwater conditions exist on or adjacent to this project additional WDNR, Public Health, and/or City Engineering approvals may be required prior to the issuance of the required Erosion Control Permit.

11. 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 5.0 tons per acre per year.
12. This project appears to require construction dewatering. A dewatering plan shall be submitted to City Engineering as part of the Erosion Control Permit application and plan. If contaminated soil or groundwater conditions exist on or adjacent to this project additional WDNR, Public Health, and/or City Engineering approvals may be required prior to the issuance of the required Erosion Control Permit.
13. Submit a draft Stormwater Management Maintenance Agreement (SWMA) for review and approval that covers inspection and maintenance requirements for any BMP used to meet stormwater management requirements on this project. Include copies of all stormwater, utility, and detail plan sheets that contain stormwater practices on 8.5x14 size paper in the draft document. These drawings do not need to be to scale as they are for informational purposes only. Once City Engineering staff have reviewed the draft document and approved it with any required revisions submit a signed and notarized original copy to City Engineering. Include a check for \$30.00 made out to Dane County Register of Deeds for the recording fee. City Engineering will forward the document and fee for recording at the time of issuance of the stormwater management permit. Draft document can be emailed to Tim Troester (west) at ttroester@cityofmadison.com, or Jeff Benedict at jbenedict@cityofmadison.com final document and fee should be submitted to City Engineering.
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 5.0 tons per acre per year.
15. For Commercial sites < 1 acre in disturbance the City of Madison is an approved agent of the Department of Commerce and WDNR. As this project is on a site with disturbance area less than one (1) acres, 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. (NOTIFICATION)
16. This project will require a concrete management plan as part of the erosion control plan to be reviewed and approved by the City Engineer's Office. (POLICY)
17. The lots within this site plan are inter-dependent 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 Co Register of Deeds. (POLICY)
18. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to Reduce TSS by 80% off of the proposed development when compared with the existing site.
19. 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.

20. The construction of this project will require that the applicant shall enter into a City / Developer agreement for the required infrastructure improvements. The applicant shall contact City Engineering 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 and the City. Obtaining an executed developer's agreement generally takes 6-8 weeks at a minimum from the date of the required scheduling meeting. (MGO 16.23(9)c)
21. The approval of this zoning approval 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. (MGO 16.23(9)(d)(6))
22. The Applicant shall provide the City Engineer with a survey indicating the grade of the existing sidewalk and street. The Applicant shall hire a Professional Engineer to set the grade of the building entrances adjacent to the public right of way. The Applicant shall provide the City Engineer the proposed grade of the building entrances. The City Engineer shall approve the grade of the entrances prior to signing off on this development. (POLICY)
23. The Applicant shall replace all sidewalk and curb and gutter which abuts the property which is damaged by the construction or any sidewalk and curb and gutter which 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. (POLICY)
24. All work in the public right-of-way shall be performed by a City licensed contractor. (MGO 16.23(9)(c)5) and MGO 23.01)
25. All damage to the pavement on Monroe St, West Lawn Ave, & Spooner St, adjacent to this development shall be restored in accordance with the City of Madison's Pavement Patching Criteria. For additional information please see the following link: <http://www.cityofmadison.com/engineering/patchingCriteria.cfm> (POLICY)
26. The Applicant shall Construct street & sidewalk improvements to a plan as required by City Engineer.
27. Coordinate all work with City Monroe St reconstruction project. Contractor shall not occupy any street right of way needed by street reconstruction project.

Engineering Division (Mapping) (Contact Jeffrey Quamme, (608) 266-4097)

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| <ol style="list-style-type: none">28. The Applicant shall obtain a privilege in streets agreement for the proposed bike racks within the Spooner Street public right of way. The approval of this development does not constitute or guarantee approval of the encroachments.29. The pending Certified Survey Map application for this property shall be completed and recorded with the Dane County Register of Deeds (ROD) prior to issuance of any building permits for new construction. When the recorded CSM 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. |
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30. The base address of the apartments is 1722 Monroe St. The retail addresses will be determined when build-out tenant configurations are known and primary entry doors are verified. The site plan shall reflect a proper street address of the property as reflected by official City of Madison Assessor's and Engineering Division records.

31. Submit a Floor Plan in PDF format to Lori Zenchenko (lzenchenko@cityofmadison.com); All Addressing Plans shall provide a floor plan for each floor on a separate sheet to facilitate the development of a complete interior addressing plan. The Addressing Plan for the entire project shall be finalized and approved by Engineering (with consultation and consent from the Fire Marshal if needed) prior to the submittal of the application for the final Parking Lot / Site Plan Approval with Zoning. The approved Addressing Plan shall subsequently be included with those final application materials.

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), a revised Address Plan shall be resubmitted to Lori Zenchenko of Engineering Mapping for confirmation of any addresses that may be required to be changed and/or reapproved. Once all required revisions have been approved, the final Addressing Plan shall be submitted by the applicant to Zoning to be included with the final filed approved site plans.

Traffic Engineering (Contact Sean Malloy, (608) 266-5987)

32. This site presents difficult constructability issues; access to neighboring sites must be maintained at all times, covered sidewalks will be constructed and maintained as soon as possible and little to no access to the Public Right-of-Way on Monroe Street will be granted for construction purposes. Provide a detailed construction plan to Traffic Engineering for review by the Traffic Control Specialist (Mike Duhr) prior to final signoff.

33. 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 two (2) feet of vehicle overhang; drive aisle dimensions; semitrailer movement and vehicle routes; dimensions of radii; and percent of slope.

34. 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.

35. All parking facility design shall conform to MGO standards, as set in section 10.08(6).

36. All pedestrian walkways adjacent parking stalls shall be 7 feet wide to accommodate vehicle overhang, signage and impediments to walkway movements. Any request for variance shall be submitted to and reviewed by City Traffic Engineering.

37. Per Section MGO 12.138 (14), this project is not eligible for residential parking permits. It is recommended that this prohibition be noted in the leases for the residential units.

38. The applicant shall adhere to all vision triangle requirements as set in MGO 27.05 (No visual obstructions between the heights of 30 inches and 10 feet at a distance of 25 feet behind the property line at streets and 10 feet at driveways.). Alteration necessary to achieve compliance may include but are not limited to; substitution to transparent materials, removing sections of the structure and modifying or removing landscaping elements. If applicant believes public safety can be maintained they shall apply for a reduction of MGO 27.05(2)(bb) – Vision Clearance Triangles at Intersections Corners. Approval or denial of the reduction shall be the determination of the City Traffic Engineer.
39. City of Madison radio systems are microwave directional line of sight to remote towers citywide. The building elevation will need to be reviewed by Traffic Engineering to accommodate the microwave sight and building. The applicant shall submit grade and elevations plans if the building exceeds four stories prior to sign-off to be reviewed and approved by Austin Scheib, (266-4766) Traffic Engineering Shop, 1120 Sayle Street. The applicant shall return one signed approved building elevation copy to the City of Madison Traffic Engineering office with final plans for sign off.
40. "Stop" signs shall be installed at a height of seven (7) feet at all class III driveway approaches, including existing driveways, behind the property line and noted on the plan. All directional/regulatory signage and pavement markings on the site shall be shown and noted on the plan.
41. Prior to final plan review, the applicant shall make sure that noted dimensions match the scale for all parking geometrics. For example, the 9' stalls noted on the surface parking are scaling out to 8.5'.
42. All sidewalks adjacent parking stalls shall be 7' to accommodate vehicle overhang.
43. Parking stalls that are located next to a sidewalk shall have a barrier between the stall and the sidewalk to serve as protection for any pedestrians.
44. Note: The applicant has submitted the requested Traffic Impact Analysis study; the study has been reviewed and accepted by Traffic Engineering.
45. Applicant shall submit for review a Commercial Delivery Plan. This plan will include times, vehicle size, use of loading zones and all related turning movements.

Zoning Administrator (Contact Jenny Kirchgatter, (608) 266-4429)

46. As currently shown on the plans, there does not appear to be adequate space to provide short-term bicycle parking for the commercial tenant spaces on Monroe Street. Bicycle parking for the commercial tenants shall comply with the requirements of Sections 28.141(4)(g) and 28.141(11) or a bicycle parking reduction must be obtained. A bicycle parking adjustment will be required for the long-term resident bike stalls that do not meet the bicycle parking design and location requirements of Section 28.141(11) as currently shown on the plans.
47. Section 28.185(7)(a)5. requires that if a demolition or removal permit is approved, it shall not be issued until the reuse and recycling plan is approved by the Recycling Coordinator, Bryan Johnson (608-266-4682).
48. Section 28.185(10) Every person who is required to submit a reuse and recycling plan pursuant to Section 28.185(7)(a)5. shall submit documents showing compliance with the plan within sixty (60) days of completion of demolition.

49. Section 28.185(9)(a) A demolition or removal permit is valid for one (1) year from the date of the Plan Commission.
50. Bicycle parking for the multi-family residential use shall comply with City of Madison General Ordinances Sections 28.141(4)(g), Table 28I-3 and 28.141(11) and shall be designated as short-term or long-term bicycle parking. A minimum of 67 resident bicycle stalls are required plus a minimum of six (6) short-term guest stalls. A minimum of 90% of the resident stalls shall be designed as long-term parking. Up to twenty-five percent (25%) of bicycle parking may be structured parking, vertical parking or wall mount parking, provided there is a five (5) foot access aisle for wall mount parking. Identify and dimension the bicycle stalls, including the access aisles, on the final plans. The access aisle must not be obstructed by vehicles, columns or other structures. NOTE: A bicycle stall is a minimum of two (2) feet by six (6) feet with a five (5) foot wide access area. Submit details showing the models of bike racks to be installed, including ground mounted and wall mounted or structured bike racks.
51. Bicycle parking for the commercial tenants shall comply with the requirements of Sections 28.141(4)(g) and 28.141(11). Provide a minimum of eight (8) short-term bicycle parking stalls located in a convenient and visible area on a paved or impervious surface. Bicycle parking shall be located at least as close as the closest non-accessible automobile parking and within one hundred (100) feet of a principal entrance. As each commercial tenant space is leased, the entire development must reflect compliance in the required type and number of bicycle parking spaces, to be reviewed prior to obtaining zoning approval for each use. Provide a detail of the proposed bike rack.
52. Bicycle stalls are proposed in the South Spooner Street public right-of-way. Note that bicycle stalls located in the public right-of-way do not count toward the minimum bicycle parking requirement. Privilege in the Streets approval is required through the City of Madison Office of Real Estate Services.
53. Submit the landscape plan and landscape worksheet stamped by the registered landscape architect. Per Section 28.142(3) Landscape Plan and Design Standards, landscape plans for zoning lots greater than ten thousand (10,000) square feet in size must be prepared by a registered landscape architect.
54. Provide details of the second floor green roof area and six (6) foot high privacy fence located adjacent the north and west property lines.
55. Submit floor plans and elevations for the two-family dwelling to remain at 625 S Spooner St.
56. An existing shared garage is located on the properties located at 619 and 625 S Spooner St. A portion of the garage located on 625 S Spooner St is proposed to be removed and a portion of the garage is proposed to remain on the property located at 619 S Spooner St. A building permit will be required to remove the portion of the garage located on 625 S Spooner St and to retain the portion located on 619 S Spooner St.
57. Exterior lighting provided shall be in accordance with City of Madison General Ordinances Section 10.085. Provide an exterior lighting plan and fixture cut sheets with the final plan submittal.
58. Per Section 28.186(4)(b), the property owner or operator is required to bring the property into compliance with all elements of the approved site plans by the date established by the Zoning Administrator as part of the site and building plan approval. Work with Zoning staff to establish a final site compliance date.

59. Signage approvals are not granted by the Plan Commission. Signage must be reviewed for compliance with Chapter 31 Sign Codes of the Madison General Ordinances. Signage permits are issued by the Zoning Section of the Department of Planning and Community and Economic Development.

Fire Department (Contact Bill Sullivan, (608) 261-9658)

60. Please consider allowing Madison Fire Dept. to conduct training sequences prior to demolition. Contact MFD Training Division to discuss possibilities: Captain Jerry Buechner at jbuechner@cityofmadison.com or (608) 516-9195.

Parks/Forestry Review (Contact Janet Schmidt, (608) 261-9688)

61. Park Impact Fees (comprised of the Park Infrastructure Impact Fee, per MGO Sec. 20.08(2)), and Park-Land Impact Fees, per MGO Sec. 16.23(8)(f) and 20.08(2) will be required for all new residential development associated with this project. This development is within the West Park -Infrastructure Impact Fee district. Please reference ID# 17169 when contacting Parks about this project.

62. Existing street trees shall be protected. Please include the following note on the site plan: Contractor shall install tree protection fencing in the area between the curb and sidewalk and extend it at least 5 feet from both sides of the tree along the length of the terrace. No excavation is permitted within 5 feet of the outside edge of a tree trunk. If excavation within 5 feet of any tree is necessary, contractor shall contact City Forestry (266- 4816) prior to excavation to assess the impact to the tree and root system. Tree pruning shall be coordinated with City Forestry prior to the start of construction. Tree protection specifications can be found in section 107.13 of City of Madison Standard Specifications for Public Works Construction - <http://www.cityofmadison.com/business/pw/documents/StdSpecs/2013/Part1.pdf>. Any tree removals that are required for construction after the development plan is approved will require at least a 72 hour wait period before a tree removal permit can be issued by Forestry, to notify the Alder of the change in the tree plan.

Water Utility (Contact Adam Wiederhoeft, (608) 266-9121)

63. The City of Madison has a project proposed on Monroe Street where the sewer, water and storm sewer sizes and locations will be changed from what it is currently present (City Project 10251). Applicant shall review City plans to make sure that the City's proposed facilities will address the needs of the proposed development and include the pertinent utility information from the City plan on the proposed development plan.

64. A Water Service Application Form and fees must be submitted before connecting to the existing water system. Provide at least two working days notice between the application submittal and the requested installation or inspection appointment. Application materials are available on the Water Utility's Plumbers & Contractors website (<http://www.cityofmadison.com/water/plumberscontractors>), otherwise they may be obtained from the Water Utility Main Office at 119 E Olin Ave. A licensed plumber signature is required on all water service applications. For new or replacement services, the property owner or authorized agent is also required to sign the application. A Water Meter Application Form will subsequently be required to size & obtain a water meter establish a Water Utility customer account and/or establish a Water Utility fire service account. If you have questions regarding water service applications, please contact Madison Water Utility at (608) 266-4646.

65. The Madison Water Utility shall be notified to remove the water meter at least two working days prior to demolition. Contact the Water Utility Meter Department at (608) 266-4765 to schedule the meter removal appointment.

Metro Transit (Contact Timothy Sobota, (608) 261-4289)

66. Metro Transit staff, as well as our passengers and other stakeholders in the Monroe Street corridor, have identified that the existing hourly bus service frequency that operates on Route 7 along Monroe Street on weekends and holidays is inadequate for the densities and uses that are being proposed, and have been previously approved. This route also has poor on-time performance characteristics, due to the limited resources currently available to operate this service.

67. As part of the 2018 budget process, Metro Transit submitted an operating budget request that had included an investment proposal that would have afforded an increase to the bus service frequency in the Monroe Street corridor on weekends and holidays, to more frequent trips running every 30 minutes and also addressing on-time performance issues. The approximate annual operating cost of \$400,000 - that would have been necessary to implement this service frequency increase and on-time performance improvements, by using four additional buses on weekends and holidays - did not get debated or adopted in the final 2018 operating budget, that was approved by the City.

68. Metro Transit does operate frequent weekday-only transit service along Monroe Street through the bus stops at the Spooner (westbound direction) and Garfield (eastbound direction) intersections, near the project site. Trips operate at least every 30 minutes in both directions, with service operating as often as every fifteen minutes during the traditional commute periods in the morning and afternoon peak hours.