Zellers, Benjamin

From: Stouder, Heather
Sent: Monday, May 21, 2018 8:09 AM
To: Zellers, Benjamin; Grady, Brian; Laatsch, Kirstie
Cc: Fruhling, William; Jonely, Ryan; Punt, Colin; Roll, Ricky; McFerren, Ruanda
Subject: FW: SASY feedback concerning the proposed Future Land Use Plan
Attachments: SASY Recommendations RE proposed FLU Plan, Exhibit 1.pdf; SASY Recommendations RE proposed FLU Plan, Exhibit 2.pdf

Good morning, Ben, Brian, and Kirstie-

Please see the e-mail below and the attachments from SASY regarding the FLU Map. I will review them today.

Ben-
Could you please begin to pull these into the growing staff memorandum to the Plan Commission? Meanwhile, I will try to find a time in the near future for the two of us to meet with them.

Thanks very much!

Heather

From: Brad Hinkfuss [redacted]
Sent: Sunday, May 20, 2018 8:55 PM
To: Stouder, Heather <HStouder@cityofmadison.com>
Cc: Rummel, Marsha <district6@cityofmadison.com>; [redacted]
Subject: SASY feedback concerning the proposed Future Land Use Plan

Hello Heather,

As promised, we're back. The SASY Preservation & Development Committee put substantial work into reviewing the proposed Future Land Use Plan. This included several in-depth meetings where a large group analyzed the plan in detail and then summarized our thoughts in a list of 13 distinct points. Some of these points are specific recommendations for changes to the plan; others are points of agreement. The points are listed in the attached Exhibit 1. The accompanying map is Exhibit 2.

Furthermore, we shared and announced these proposed changes with the entire neighborhood and received feedback over a two week period. That feedback (written and oral) was entirely supportive of our proposed changes.

On May 10, following the public comment & engagement period, the SASY Board unanimously voted to approve the entire slate of proposed changes, and that we advocate to do so before the Planning Department and Plan Commission.

That brings us to today. Our intention is to deliver this request more formally to the entire Plan Commission well in advance of the meeting on June 4. That will be part of a more formal letter and presentation. However, we welcome an opportunity to meet with you and your staff as far in

advance of that meeting as possible. Our hope is that we can reach some consensus on these points to minimize or eliminate our points of difference.

We have only two weeks to work with. Good process has taken some time! Please get back to me ASAP with some possible dates & times that might work to meet with a few of us. We appreciate your willingness to engage on this level.

On behalf of the SASY P&D Committee,

Brad Hinkfuss
President - SASY, Inc.

SASY

Schenk-Atwood-Starkweather-Yahara Neighborhood Association

Monday, May 28, 2018

To: Madison Plan Commission, Heather Stouder

Re: 2018 Future Land Use Plan

Dear Plan Commission Members,

I send this letter on behalf of the Schenk-Atwood-Starkweather-Yahara (SASY) Neighborhood Association concerning the proposed 2018 Future Land Use Plan (FLU). Although it is late in the formulation and approval processes, many members of SASY have put a tremendous amount of time into examining the details of the plan as they would impact our neighborhood. Specifically, the SASY Preservation and Development Committee (PDC) formulated a set of 13 responses to elements of the FLU in our neighborhood. Those responses and the accompanying map are included as Exhibits 1 and 2. The PDC referred those recommendations to the full SASY Board, which at our May meeting moved unanimously to send this letter and advocate for those changes before the Plan Commission. Please understand that these recommendations were formulated through intense discussion sessions with people very familiar with the history and development of the neighborhood. It also included a significant public outreach and feedback component.

This process started when some members of the PDC met with Heather Stouder and Ben Zellers of the City of Madison Department of Planning, Community and Economic Development (DPCED) on March 23, 2018 to review the FLU as it relates to the SASY neighborhood. The PDC has another such meeting scheduled for May 30, the outcome of which may ultimately impact some provisions of this letter. In that initial

meeting, the PDC noted significant changes in allowable densities and building heights from the previously adopted 2006 FLU, particularly for the Community Mixed Use (CMU) designated plan areas which are more than double the 2006 recommendations. Density limits for other FLU classifications also increased, although not as dramatically. Heather and Ben explained that a key motivation for the increased densities in the City's proposed 2018 FLU is the need to accommodate the city's growth for the next decade, now forecast to increase from approximately 255,000 to 325,000 people in the next decade, or about 7,000 new residents per year. The city also estimates that a minimum of 1,000 new housing units per year will be needed just to stay at the existing level of approximately 96+% occupancy, but that even more residential construction is desirable to achieve a slightly lower occupancy rate which would help to stabilize the cost of renting or buying housing. Following the meeting with the city, the PDC met several times to discuss the city's recommendations. We acknowledge the need for growth but we fear that the very qualities that make our neighborhood one of the most attractive places to live in Madison will be threatened if we do not carefully balance the need for growth with the need to protect the neighborhood's intrinsic character, as defined by its history, scale, vibrant use mix and affordability. It is only after careful consideration that the SASY board proposes the aforementioned revisions to 13 plan areas. We offer the following historical context as a pretext for our recommendations.

What came into being a century and more ago as a working class neighborhood, with housing and shops necessary to support workers in several nearby factories and their families, changed after World War II, and finally, as manufacturing and other businesses left the area, to become one of the city's principal "tavern centers." More recently, particularly during the last decade, the neighborhood saw more dramatic changes, and has now come to be seen as an example of old fashioned urbanism which has more recently been rediscovered as "new urbanism." Schenk Atwood is not a work of historic preservation, but rather a vital "everyday place," an area that's compact, easily traversed and possessing a number of highly identifiable buildings, activities and places that shape and define a unique neighborhood. The commercial buildings are older, some approaching or past their centennial, and generally of smaller size, mostly two and

no more than three stories. They offer retail and other business opportunities at relatively modest rentals, and many single practitioners and startups are found here. Existing housing stock, much of it built between 1915 and 1930, often contains elements of trim and finish much less frequently found in later 20th century homes. Many of these homes have been or are now being renovated to bring their mechanical systems and functional spaces up to modern standards, but at much lower cost than new construction. The desirability of this neighborhood was recognized a few years ago when the comment was made that the sense of place to be sought in "Middleton Hills," a New Urbanist development then in planning, was already there to be seen in the Schenk Atwood Neighborhood.

The SASY Neighborhood is eager to see these qualities retained, while also acknowledging that the growth of new residential and commercial buildings which has taken place in the last few years has been a real tonic for the area. For example, new apartment buildings have replaced an unused parking lot, a derelict factory and an abandoned one story commercial building. SASY recognizes that change is both inevitable and desirable in a city as dynamic as Madison but is concerned that an overeager planning process, one that is nervous about creating urban sprawl and wanting to capitalize on the popularity of a convenient and accessible neighborhood, can overpower the area with a flood of new construction that is too big and too high and that sweeps away existing structures as the sites they occupy are now more valuable because they are zoned for significantly greater density. The result? This could become a neighborhood that is greatly damaged because its existing qualities would be "loved to death" through the destruction of the very elements which make the area attractive in the first place.

The SASY Neighborhood is not "anti-development." It's been said of Madison that the city likes progress, just so long as nothing changes. That's not the SASY way. We recognize that change is coming. We are open to change and growth, but want to see it managed through careful planning and implementation, so that what is made new will enhance and amplify what we have, not trample it out of existence.

Respectfully submitted,

SASY Neighborhood Planning and Development Committee

Respectfully submitted,

Brad Hinkfuss
President – SASY, Inc.

Cc: SASY Board, Alder Marsha Rummel, Tim Anderson, Thomas Garver, Doug Johnson, Olivia Mote, Lou Host-Jablonski

Exhibit 1

SASY Neighborhood Association Recommended Changes to the Future Land Use Plan (2018 Draft)

Area #1: Schenks Corners
City Recommendation Currently classified as CMU; keep as CMU
SASY Recommendation Reclassify the entire area from CMU to NMU.
Rationale for SASY Recommendation The Schenks Corners intersection and the immediate surrounding area represent one of the most vital intersections in the neighborhood. The architecture, the landmark buildings, the history and the sense of place all merge to create a character-defining feature of the neighborhood. Respect for the visual vistas created by the streets and scale of the buildings is also a key part of this character. The Schenks Corners area has maintained this vitality not only in spite of – but also because of – significant infill development over the past 10 years. However, this development happened at a scale confined by the 2006 definition of the CMU category which limited height and density to an intense but workable level. Most of the marginal properties and vacant lots have now been developed, and the area thrives as juxtaposition of new apartment buildings and classic commercial stores and opportunities. The proposed new guidelines for the CMU classification would irrevocably change this balance. Heights up to six stories and density up to 130 units/acre would drive up the value of all properties in a way the ensures the redevelopment of almost every older building. And those new developments would be dramatically different. Gone would be the sense of scale, gone would be the affordable housing and gone would be the inexpensive opportunities for new business startups. SASY strongly advocates that the entire Schenks Corners area transition to a NMU classification. With the revised definitions of categories, NMU will preserve both the existing character and the opportunities for higher density infill – without fundamentally overwriting the guidelines that have helped maintain this balance for years. On a separate note, SASY recommends that the Trinity Lutheran Church property be classified as SI. This classification shows up elsewhere in the FLU for schools and churches (e.g., St Bernard's Church on Atwood Ave). The omission here suggests that the city is opening the door for redevelopment of the Trinity Lutheran property.

Area #2: Atwood Ave from Division St to S Fair Oaks Ave
City Recommendation Currently classified as NMU; keep as NMU
SASY Recommendation Agree and keep the current city planning recommendation to maintain the classification as NMU. However, as noted with another church earlier, Plymouth Congregational Church should have the SI classification.
Rationale for SASY Recommendation NMU is the best and most appropriate classification for this mixed-use street. However, we have concerns about the split blocks the have NMU on the Atwood side and LR on the opposite side. With heights in NMU of up to 4 stories, this sets the stage for overly tall buildings immediately adjacent to small residential homes. Plan language should specify that larger buildings constructed within this zone will transition down to not overwhelm the scale of adjacent homes.

Area #3: Schoeps area
City Recommendation Keep current classification of NMU
SASY Recommendation Agree with the current city planning recommendation to classify it as NMU.
Rationale for SASY Recommendation Although this entire area is predominantly an industrial use, the assumption is that the industrial use will eventually leave and the area will redevelop with more of a mixed residential use.

Area #4: Main St, from First through Fourth St.
City Recommendation Reclassify from MDR to LMR
SASY Recommendation Our recommendation is to reclassify both sides of Main Street between First Street and Fourth Street from LMR to LR. The East Washington Avenue frontage will remain LMR.
Rationale for SASY Recommendation An LR classification for Main Street will preserve affordable housing opportunities in the neighborhood while allowing more intensive development along East Washington Avenue.

Area #5: Triangular area bounded by Bashford, Division and Winnebago Streets
City Recommendation Reclassify from LR to LMR
SASY Recommendation Keep this area as LR.
Rationale for SASY Recommendation This area is predominantly small, single-family residential, with only a few buildings that don't fit that pattern. The current persuasion is very dominantly LR and therefore should keep this classification.

Area #6: Winnebago St from Linden to Bashford
City Recommendation Maintain as LR.
SASY Recommendation Divide the block in half between Winnebago and Rusk Streets. The Winnebago-facing side should be LMR; the Rusk-facing side should be LR.
Rationale for SASY Recommendation This division encourages appropriate development over time for the two very different sides of the block. The larger development potential along Winnebago is in keeping with continued higher density development on that street. Slightly larger developments can integrate into the steep incline of the hill much more effectively than the single-family homes currently in place. The half of the block, facing Rusk St, should remain LR.

Area #7: Goodman Community Center area, and the area immediately across Waubesa St.
City Recommendation Maintain MDR classification
SASY Recommendation

Classify the Goodman site (including the former Brassworks Building kitty-corner across Waubesa) as SI. The area directly across the street be LR or LMR.

Also, Wirth Court Park should be classified as Parkland, not LR or MR the way it currently displays.

Rationale for SASY Recommendation

The MR classification makes no sense. The Goodman site is newly developed and highly successful; it will be an enduring feature of the neighborhood. A single industrial-style pole barn building comprises most of the area across the street. Even if it were to be redeveloped, a higher-density residential use doesn't fit within this dominantly LR part of the neighborhood.

Area #8: Milwaukee St, the small 2-block area immediately across from Operation Fresh Start

City Recommendation

Keep CMU classification

SASY Recommendation

Reclassify to NMU.

Rationale for SASY Recommendation

The CMU designation here is out of keeping with everything else along Milwaukee St, including all the LR single-family homes immediately surrounding it. It should be reclassified to NMU to avoid the pretense that any larger-scale development will happen there.

Area #9: Southeast side of Winnebago St within Union Corners

City Recommendation

CMU classification

SASY Recommendation

Reclassify to NMU

Rationale for SASY Recommendation

This area is currently being built up with new construction that does not have or require the intensive CMU designation. The more intensive CMU designation may be appropriate for the northwest side of Winnebago, just across the street. For southeast side, the less intensive NMU classification will help maintain the transition to the bordering LR neighborhood.

Area #10: Milwaukee St to St Paul Ave, the McCormick Lumber area

City Recommendation

NMU

SASY Recommendation

Consider reclassifying to LR or LMR

Rationale for SASY Recommendation

The NMU classification fits the current mixed commercial use of the property. However, it is also an odd fit given the way this rail corridor has developed over time. It is unlikely that any redevelopment of the property would need the NMU classification. Rather, an LR or LMR designation is more appropriate for this area bounding almost entirely by LR.

Area #11: East Washington Ave from Milwaukee St to Starkweather Creek

City Recommendation

CMU

SASY Recommendation

Keep CMU classification, with plan notes for scaling down to meet the LR areas behind.

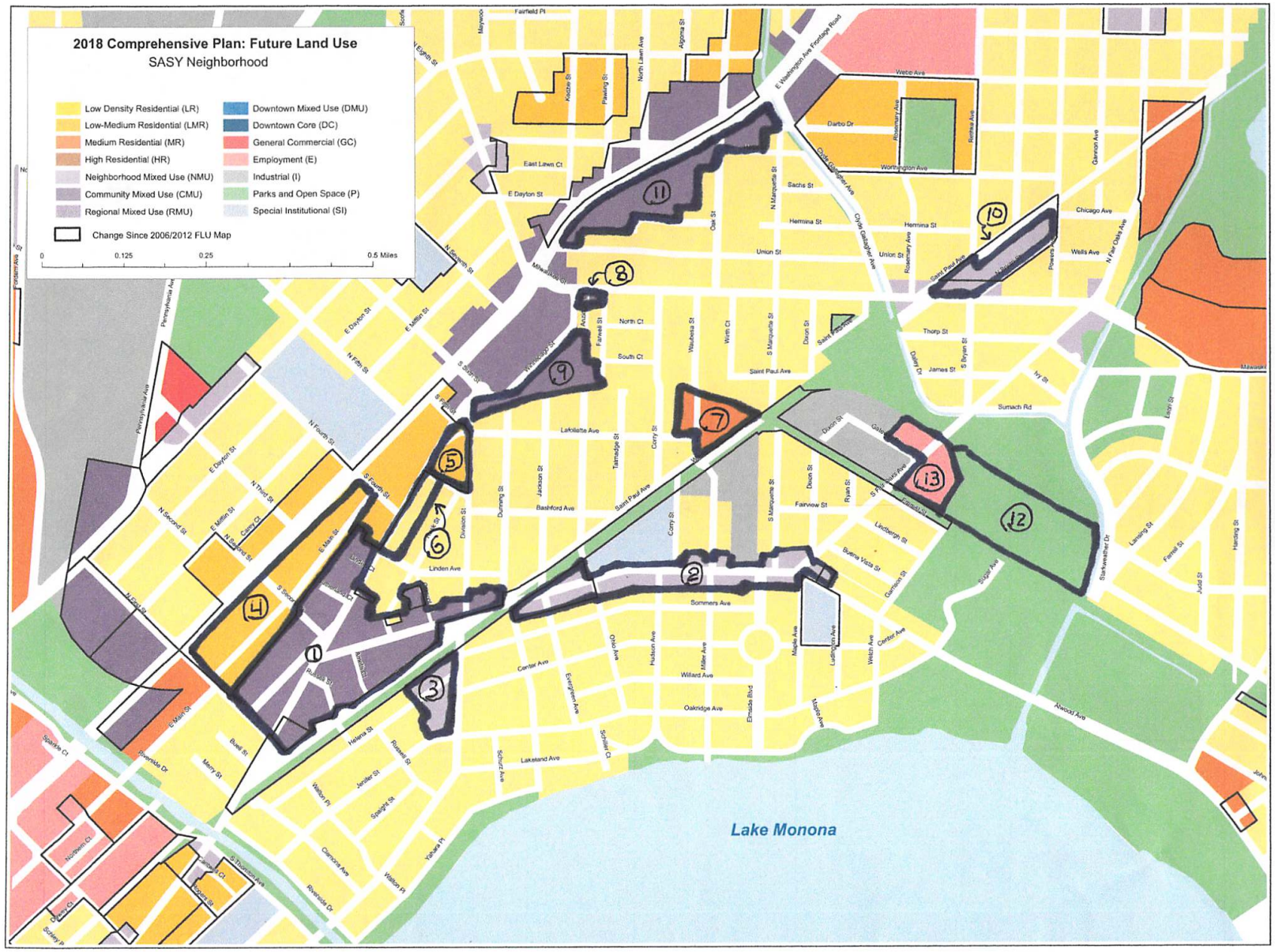
Rationale for SASY Recommendation
Some transition is needed from the intensive CMU class along E Washington to the LR immediately behind it along this entire stretch.

Area #12: Garver
City Recommendation
Parks and Open Space
SASY Recommendation
For the Garver and micro-lodge areas, reclassify to something more appropriate for the actual development occurring there.
Rationale for SASY Recommendation
The area is currently being developed for a long-term use that would fit better within a different designation. A better choice would be Employment.

Area #13: S Fair Oaks Ave, former Kessinich's and Fair Oaks Nursery sites
City Recommendation
Employment
SASY Recommendation
CMU
Rationale for SASY Recommendation
Why designated as E (Employment)? Newly approved developments of intensive residential with first floor commercial suggests that the CMU classification is more appropriate.

Exhibit 2

SASY Neighborhood Association Recommended Changes to the Future Land Use Plan - Map



Staff Analysis of Generalized Future Land Use Map Comments Received from the Schenk-Atwood-Starkweather-Yahara (SASY) Neighborhood

(Map Numbers with a * denote areas of general agreement)

Map Number	Draft 2018 FLU Map Category	SASY Request	Staff Analysis	Staff Recommendation
1	CMU	NMU	The SASY rationale mentions that redevelopment in this area "happened at a scale confined by the 2006 definition of the CMU category which limited height and density to an intense but workable level." However, the 2006 CMU definition did not have a height limit, and while the 2006 definition did specify residential densities of up to 60 DU/acre, in reality projects were approved in CMU areas throughout the city (including in this area) at densities higher than 60 DU/acre. Given that land in this area has been available under these parameters since the 2006 Plan was adopted, staff does not feel that the 2018 CMU parameters, which specify a general density range that matches CMU projects that have been approved since 2006, and unlike the 2006 Plan, specifies a height limit, will impact land values or drive redevelopment any more than has already ocurred. Staff does not anticipate that a change to NMU would achieve the objectives desired by SASY, namely preservation of older buildings. Designation of landmarks and creation of historic districts is the primary method for historic preservation. Regardless of the land use designation for a given parcel or area, the GFLU map, by itself, is neutral to preservation concerns because it does not address the age, history, or existing architectural character of structures or areas. Using the GFLU map as a vehicle for preservation with no additional historic district(s), landmark(s), or Neighborhood Conservation Overlay District(s) will not address preservation concerns. Similarly, a change to NMU is unlikely to impact the retention of the limited amount of affordable housing present in the area. Staff feels that this area remains appropriate for a CMU designation, with the language in place in the Plan that specifies an appropriate transition to adjoining lower-intensity uses be integrated with any redevelopment. Regarding Trinity Lutheran Church: civic/institutional buildings and uses are allowable in mixed-use areas. Only larger civic/institutional uses are mapped as SI on the GFLU map. All other civic/institutional uses are mapped as the surrounding land use, as are all small parks. There are dozens, if not hundreds, of places of worship and parks throughout the city that are mapped as the surrounding land use. Such mapping is not a reflection of a desire for redevelopment, but rather a reflection of the generalized nature of the Generalized Future Land Use Map.	Maintain CMU

Map Number	Draft 2018 FLU Map Category	SASY Request	Staff Analysis	Staff Recommendation
2*	NMU	NMU	SASY generally agrees with staff recommendations for NMU in this area. Current Plan language, as requested by the SASY memo, does have a general statement that larger buildings should transition down to adjoining lower-intensity development. The SASY discussion of Plymouth Congregational Church is a similar issue to Trinity Lutheran - see staff discussion under #1 above.	Maintain NMU
3*	NMU	NMU	SASY and staff concur on the GFLU designation.	Maintain NMU
4	LMR	LR (Main Street lots); LMR (E. Washington lots)	Summarizing the breakdown of lots by DU for these two sub-areas (Washington-facing lots and Main-facing lots): Main has 27 single-family, 18 two-family, 5 three/four DU, and 1 five DU. East Washington has 17 single-family, 20 two-family, and 9 three/four DU. Except for the 5 DU parcel, the entire area is zoned TR-V1, which allows up four DUs per parcel. For reference, the net density of this area is 16.6 DU/acre. Staff feels that the makeup both areas is similar, and should be mapped as the same land use (LMR) to reflect current conditions.	Maintain LMR for entire area
5	LMR	LR	This area is made up of 4 six DU parcels, 1 four DU parcel, 4 two-family parcels, and 6 single-family parcels. For reference, the net density of all residential parcels in this area is 26.3 DU/acre. Current zoning reflects this mixture, with areas zoned TR-V1 and TR-V2, both of which allow multifamily DUs. This area is correctly classified as LMR.	Maintain LMR
6*	LR	LMR	This area is made up of 1 four DU parcel, 3 three DU parcels, 4 two-family parcels, and 9 one-family parcels. Existing development is slightly more in the LR category. Changing from LR to LMR may or may not result in spurring the redevelopment noted in the SASY memo, but could be considered.	Consider change to LMR.

Map Number	Draft 2018 FLU Map Category	SASY Request	Staff Analysis	Staff Recommendation
7*	MR	SI	The triangular MR area to the east of Waubesa Street is owned by the Goodman Community Center. It is of sufficient size (~2.75 acres) that it should be shown as a stand-alone SI use, and should have been reclassified as part of the initial GFLU map review. Most of the MR portion west of Waubesa Street is owned by Waubesa Warehouse LLC. It should not be classified as SI; if Goodman or another institutional user were to acquire the property in the future, a residential designation would still allow for a civic/institutional building on the parcel. The Madison Brass Works building, across the Capital City Trail to the south (denoted with a * on the map), was purchased by the Goodman Community Center in December of 2015, and could be reclassified from I to SI as part of the Goodman complex.	Change Goodman from MR to SI. Change Madison Brass Works building from I to SI. Consider changing remaining MR area (~1 acre) to the west of Waubesa Street to LMR.
8*	CMU	NMU	This area was classified as CMU in 2006. Given the general nature of the GFLU map, staff has not tended to change such small areas (in this case, three parcels totaling 0.37 acres) to a different land use than any surrounding land use designation to avoid having the Generalized Future Land Use map begin to appear more like a zoning map. For example, there are many small areas within the LR designation that are more appropriate to the LMR designation, but remain LR to avoid creating small islands of a different category. With the language in the Plan covering appropriate transitions to adjoining land uses, staff feels that there are adequate protections in place to keep a future building from being developed at a scale that is inappropriate to the location. However, the Commission may wish to discuss a change to this area in the context of Area #9 below, perhaps maintaining consistency with whatever land use is decided upon for #9.	Discuss whether the land use for this area should be consistent with the FLU decided upon under #9 below.

Map Number	Draft 2018 FLU Map Category	SASY Request	Staff Analysis	Staff Recommendation
9*	CMU	NMU	Most of this area is currently owned by the City of Madison Economic Development Department. The Gorman Company has proposed the "Union Corners Grandfamily Apartments" project, which is currently making its way through the approval process. The proposed development fits within the CMU category, and would, of course, be unlikely to be redeveloped over the next 50 years if/when it is constructed. If there is a desire to reclassify the area, the "Grandfamily" parcel's proposed residential use may be more appropriately classified as MR than NMU. The parcel is of sufficient size (3.2 acres) that a FLU category that is different from its surroundings could be considered. There are two single-family residential parcels fronting Farwell Street that are classified as CMU. These should be changed to LR.	Discuss whether the "Grandfamily" parcel should be recategorized, and, if so, whether it should be NMU or MR. Change the two Farwell Street parcels to LR.
10	NMU	LR or LMR	The Darbo-Worthington-Starkweather Neighborhood Plan, which was just adopted by the City Council on September 19, 2017, designates this area as NMU. Given the extensive and very recent planning process, staff feels it would be inappropriate to change the designation for this area in the Comprehensive Plan.	Maintain NMU
11*	CMU	CMU	The SASY request advocates for maintaining the CMU designation, with plan notes for scaling down to meet the LR areas to the east and south. The Plan text does specify that appropriate transitions from higher-intensity redevelopment to lower-intensity neighborhoods are needed (see Land Use and Transportation Strategy #5).	Maintain CMU
12*	P	Something appropriate for dev. occurring there	The former Garver Feed Mill building is being restored and repurposed for use as a food production facility with new "microlodges" to the north of the building. While substantial greenspace will remain in this area, staff agrees that a portion of area #12 should be reclassified to employment better fit the Garver uses (the current #12 boundary was drawn to closely match the SASY boundary, but staff recommends narrowly tayloring the change to only encompass the Garver building and microlodge area). The Parks Department has been consulted on this potential edit and has no objection.	Change the Garver building and microlodge area to E (Employment).

Map Number	Draft 2018 FLU Map Category	SASY Request	Staff Analysis	Staff Recommendation
13*	E	CMU	The conditional use for redevelopment of the former Kessenich's property 131 S. Fair Oaks avenue to a mixed-use project with 11,000 square feet of commercial space and 161 apartments was approved by the Plan Commission in November of 2017, which is well after the spring 2017 staff GFLU revisions and the Plan Commission's summer 2017 discussion of GFLU map edits. The approval of this project, combined with the approval of a conditional use at 134 S. Fair Oaks in December 2016 to allow construction of 80 apartments and 2,500 square feet of commercial space (a project that was in doubt when the Council denied TIF assistance in February 2017, then approved TIF assistance in December 2017), means that this area is now most appropriately classified as CMU, as discussed by SASY.	Change to CMU

Future Land Use Map Comments
Schenk-Atwood-Starkweather-Yaraha
Low Residential (LR)
Low-Medium Residential (LMR)
Medium Residential (MR)
High Residential (HR)
Neighborhood Mixed Use (NMU)
Community Mixed Use (CMU)
Regional Mixed Use (RMU)
Neighborhood Planning Area (NPA)
Public Comment Area
Downtown Mixed Use (DMU)
Downtown Core (DC)
General Commercial (GC)
Employment (E)
Industrial (I)
Parks and Open Space (P)
Special Institutional (SI)
Airport (A)
Comment Number
N
1
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*
Webb
Gannon
Kedzie
Pawling
North Lawn
Darbo
Rosemary
Memphis
Thurber
Rethke
Hauk
Clyde Gallagher
Worthington
Marquette
Sachs
Powers
Chicago
Hermina
Oak
Union
Saint Paul
Bryan
Wells
Milwaukee
Pennsylva
Johnson
Dayton
Mifflin
Anzinger
Farwell
North
Waubesa
Wirth
Dixon
Thorp
Sixth
Winnebago
South
James
Ivy
Pennsylvania
Fifth
Saint Paul
Daley
Fourth
Washington
Lafollette
Talmadge
Corry
Gateway
Dawes
Third
Bashford
Jackson
Dunning
Division
Fair Oaks
Leon
Dayton
Mifflin
Carey
Rusk
Linden
Saint Paul
Fairview
Emmet
Lansing
Main
Second
Sutherland
Corscot
Lindbergh
Starkweather
Richard
Washington
Atwood
Buena Vista
Garrison
Sugar
Hargrove
Sommers
Hudson
Ohio
Maple
Ludington
Amoth
Eastwood
Center
Evergreen
Miller
Welch
Russell
Willard
Elmside
Lakeland
First
Main
Buell
Helena
Oakridge
Schiller
Merry
Jenifer
Schurz
Walton
Spaight
Rutledge
Yahara