

PREPARED FOR THE PLAN COMMISSION



Project Address: 209-261 Junction Road

Application Type: Planned Development – Amended General Development Plan and Specific Implementation Plan

Legistar File ID # [52297](#)

Prepared By: Timothy M. Parks, Planning Division
Report includes comments from other City agencies, as noted.

Summary

Applicant: Rick Zalatoris, UBS Global RE; 2515 McKinney Avenue, Suite 800; Dallas, Texas.

Contact Person: John Seamon, Iconica; 901 Deming Way; Madison.

Property Owners: UBS Global RE; 2515 McKinney Avenue, Suite 800; Dallas, Texas, and Dayton-Hudson Corporation (dba Target); PO Box 9456; Minneapolis, Minnesota.

Requested Actions: Approval of an Amended General Development Plan for Prairie Towne Center at 209-261 Junction Road and approval of a Specific Implementation Plan to allow construction of an 8,233 square-foot commercial building and add a vehicle access sales and service window to an existing 12,000 square foot commercial building.

Proposal Summary: The applicant is requesting approval to amend the General Development Plan for Prairie Towne Center to add two new commercial buildings containing 17,233 square feet of space along the Junction Road frontage of the 31.7-acre shopping center, and to retrofit an existing 12,000 square-foot retail building (Building “G” – Lands End) to accommodate multiple tenants and a vehicle access sales and service window on the north side of the building. The applicant is requesting Specific Implementation Plan approval for the 8,233 square-foot Building “H” and the revisions to Building “G”. The applicant proposes to commence construction as soon as all regulatory approvals have been granted, with completion scheduled for spring 2019.

Applicable Regulations & Standards: The approval process and standards for the Planned Development district is outlined in Section 28.098 of the Zoning Code. Section 28.182 of the Zoning Code provides the process for zoning map amendments.

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

Summary Recommendation: The Planning Division recommends that the Plan Commission forward Zoning Map Amendment ID 28.022–00336, approving an Amended Planned Development–General Development Plan for Prairie Towne Center at 209-261 Junction Road to add 17,233 square feet of new commercial space to the shopping center, and Zoning Map Amendment ID 28.022–00337, approving a Planned Development–Specific Implementation Plan to construct an 8,233 square-foot commercial building and add a vehicle access sales and service window to an existing building, to the Common Council with a recommendation of **approval** subject to input at the public hearing, the recommendation of the Urban Design Commission, and the conditions from reviewing agencies beginning on page 4 of this report.

Background Information

Parcel Location: Prairie Towne Center occupies approximately 31.7 acres of land extending along the east side of Junction Road north of Mineral Point Road. The proposed development will occur on the northern 17.5 acres of the center, which is located in Aldermanic District 9 (Skidmore); Madison Metropolitan School District.

Existing Conditions and Land Use: Prairie Towne Center is comprised of four lots created by CSM 7978, which are zoned PD. Lot 1 is developed with a 51,314 square-foot Pick 'n Save, a 101,051 square-foot multi-tenant commercial building (Old Navy, Bed, Bath & Beyond, etc.), and the 12,000 square-foot Lands End pad building. Lot 2 is developed with an approximately 139,000 square-foot Target store. Lots 3 and 4 are located adjacent to Mineral Point Road, and are developed with 12,200 and 10,000 square-foot buildings, respectively.

Surrounding Land Uses and Zoning:

North: Outback Steakhouse, vacant commercial building along the east side of Junction Road, zoned PD;

South: Wisconsin Bank and Trust, US Cellular buildings, zoned PD;

West: Undeveloped agricultural research land, zoned A (Agricultural District); Harbour Town Apartments and Junction Ridge Apartments, zoned PD; and Steve's Liquors, zoned CC (Commercial Center District);

East: Beltline Highway/ US Highways 12 & 14.

Adopted Land Use Plans: The 2006 Comprehensive Plan recommends various properties extending along the east side of Junction Road between Mineral Point Road and Old Sauk Road for General Commercial uses, including Prairie Towne Center. The draft Imagine Madison Comprehensive Plan Update pending approval by the Plan Commission and Common Council recommends that most of Prairie Towne Center be developed as General Commercial, but includes a recommendation that the Junction Road frontage of the site be developed with Community Mixed-Use development.

The Junction Neighborhood Development Plan recommends that the subject site be developed with commercial–community retail and service uses.

Zoning Summary: The site is zoned PD, which will be reviewed in the following sections.

Other Critical Zoning Items	
Yes:	Urban Design (PD zoning), Utility Easements, Barrier Free
No:	Floodplain, Wellhead Protection, Waterfront Development, Landmark, Adjacent to Park
Prepared by: Jenny Kirchgatter, Asst. Zoning Administrator	

Environmental Corridor Status: The property is not located within a mapped environmental corridor.

Public Utilities and Services: The site is served by a full range of urban services, including seven-day Metro Transit service along Junction Road.

Previous Approvals

On August 15, 1995, the Common Council approved a request to rezone 29.5 acres of land at 149-201 Junction Road from Temporary C2 (General Commercial District) and PUD-GDP to PUD-SIP [1966 Zoning Code] to allow the

first phase of construction of a 300,000 square-foot multi-tenant commercial center. The first phase SIP featured construction of a 125,000 square-foot Target store and associated surface parking. A 15,428 square-foot addition to the south wall of the store was approved by minor alteration to the Specific Implementation Plan in 2001.

On January 16, 1996, the Common Council approved a rezone 31.7 acres of land generally addressed as 201 Junction Road from PUD-GDP to PUD-SIP to allow the second phase of construction of the 300,000 square-foot multi-tenant commercial center, including the addition of two commercial buildings along Mineral Point Road, and the 175,000 square feet of multi-tenant commercial located north of the Target store constructed with the first phase approvals. The 12,000 square-foot Lands End store was also approved with the second phase SIP.

Project Description

The applicant is requesting approval to amend the General Development Plan for the Prairie Towne Center shopping center to add two new commercial buildings containing 17,233 square feet of space along the Junction Road frontage of the 31.7-acre center, and to retrofit an existing 12,000 square-foot retail building, shown on the plans as Building “G” and currently housing a Lands End store, to accommodate multiple future tenants and a vehicle access sales and service window on the north side of the building.

The amended General Development Plan proposes construction of an 8,233 square-foot Building “H” to be located in an underutilized area of the existing parking lot adjacent to the central driveway from Junction Road that serves the center. The proposed building will stand one story in height and be set back from Junction Road by a single aisle of parking. Patios are proposed along the northern and southern walls of the building, which the applicant indicates is designed to accommodate three to five commercial tenants. No specific tenants are identified, although a variety of retail and service uses are anticipated, including restaurants.

The applicant is also seeking approval of a one-story 9,000 square-foot Building “J” adjacent to the westerly wall of the existing Pick ‘n Save grocery store located at the northern end of the center. Details for Building “J” are limited; however, the applicant has indicated in discussions with staff that the building could accommodate an addition for the grocery store. The amended General Development Plan also suggests that Building “J” could be a separate structure abutting the grocery store. Final details of Building “J” will be presented as part of a subsequent Specific Implementation Plan request.

Finally, the request to amend the General Development Plan for Prairie Towne Center also envisions the eventual conversion of the Lands End store in Building “G” into a multi-tenant commercial building, which will include the addition of a vehicle access sales and service window along the north wall of the 12,000 square-foot one-story building. A queue for the drive-thru is planned to extend along the northern and eastern walls of the building. Final details of the drive-thru will be approved prior to final sign-off and issuance of permits for Building “G”.

The applicant is also requesting Specific Implementation Plan approval to construct the 8,233 square-foot Building “H”. Plans for the building show three tenant spaces (the letter of intent indicates that up to five suites could be created within the building) to be created, with patios for outdoor eating shown adjacent to the end tenant spaces. The building will be clad with a combination of brick, block, and two-toned fiber cement panel, with metal canopies shown for accent. Entry doors are shown facing Junction Road, with secondary entries shown on the side and rear walls.

Analysis and Conclusion

The Planning Division believes that the Plan Commission may find that the amended General Development Plan to add approximately 17,200 square feet of commercial space in two new buildings to Prairie Towne Center and the proposed Specific Implementation Plan for the first building meet the standards for approval for zoning map amendments and planned developments. The proposed plans are consistent with the General Commercial land uses recommended for the site in the 2006 Comprehensive Plan and the commercial–community retail and service uses recommended for the site by the 1990 Junction Neighborhood Development Plan (as amended in 2018). Staff feels that the construction of the two new commercial buildings along the Junction Road frontage of the site in place of underutilized surface parking represents an important first step in transitioning the shopping center away from its historic auto-oriented character while increasing the amount of overall activity present in the center.

The Urban Design Commission (UDC) reviewed the Specific Implementation Plan on July 18, 2018 and recommended final approval of the project without conditions.

Recommendation

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

The Planning Division recommends that the Plan Commission forward Zoning Map Amendment ID 28.022–00336, approving an Amended Planned Development–General Development Plan for Prairie Towne Center at 209-261 Junction Road to add 17,233 square feet of new commercial space to the shopping center, and Zoning Map Amendment ID 28.022–00337, approving a Planned Development–Specific Implementation Plan to construct an 8,233 square-foot commercial building and add a vehicle access sales and service window to an existing building, to the Common Council with a recommendation of **approval** subject to input at the public hearing, the recommendation of the Urban Design Commission, and the following Planning Division condition(s) and conditions from reviewing agencies:

Recommended Conditions of Approval

Major/Non-Standard Conditions are Shaded

1. Revise the Specific Implementation Plan site plan to show the property line at Junction Road, and to include setback dimensions from the property line to the western wall of Building “H”.
2. Revise the Specific Implementation Plan site plan to include final details of the vehicle access sales and service window for Building “G” for staff approval prior to final recording and issuance of permits to modify that building.
3. Exterior alterations to Building “G” to accommodate create multiple commercial suites shall be submitted to the Planning Division for approval as an alteration to the Specific Implementation Plan prior to issuance of permits and following a recommendation by the district alder. The plans to create multiple suites shall be accompanied by floorplans and detailed elevations with building materials for any proposed exterior changes to this building.
4. The applicant may submit a zoning text specific to this project for review and approval by the Planning Division and Zoning Administrator prior to recording, or note that this project is subject to the zoning text on record for the Prairie Towne Center Planned Development.

Urban Design Commission

The Urban Design Commission recommended final approval of the Amended PD-GDP and PD-SIP on July 18, 2018 with no conditions.

The following conditions have been submitted by reviewing agencies:

City Engineering Division (Contact Tim Troester, 267-1995)

5. 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. Please 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.
6. 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.
7. The proposed building shows the sewer lateral connecting to another lateral for the existing mall development. The applicant shall install a separate lateral across Junction Road or provide evidence of an agreement to allow connection to the existing lateral (recorded ownership maintenance agreement).
8. 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.
9. The applicant shall submit, prior to plan sign-off, a digital CAD file (single file) to the City Engineering Division (Storm/Sanitary Section). 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. The digital copies shall be drawn to scale and represent final construction including: building footprints; internal walkway areas; internal site parking areas; other miscellaneous impervious areas (i.e. gravel, crushed stone, bituminous/asphalt, concrete, etc.); right-of-way lines (public and private); plat name and lot lines (metes & bounds parcel lines if unplatted); platted lot numbers (noted "unplatted lands" if not platted); lot/plat property dimensions; street names; private on-site sanitary sewer utilities (including all connections to public sanitary); 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. E-mail CAD file transmissions are preferred to: bstanley@cityofmadison.com (East) or ttroester@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.
10. 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 ttroester@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).

11. 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.
12. This project appears to require construction dewatering. A dewatering plan shall be submitted to the City Engineering Division as part of the Erosion Control Permit application and plan. If contaminated soil or groundwater conditions exist on or adjacent to this project additional Wisconsin Department of Natural Resources (WDNR), Public Health Madison-Dane County, 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-inch 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 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. This site appears to disturb over one (1) acre of land and requires a permit from the WDNR for stormwater management and erosion control. The City of Madison has been required by the WDNR to review projects for compliance with NR-216 and NR-151; however, a separate permit submittal is still required to the WDNR for this work. The City of Madison cannot issue our permit until concurrence is obtained from the WDNR via their NOI or WRAPP permit process.
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.
17. Prior to approval, this project shall comply with Chapter 37 of Madison General Ordinances regarding stormwater management. Specifically, this development is required to reduce TSS by 80% off of the proposed parking lot compared to no controls.

18. 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 Madison General Ordinances.
19. Prior to approval, this project shall comply with Chapter 37 of Madison General Ordinances regarding stormwater management. Specifically, this development is required to provide oil/grease control for the first half-inch of runoff from the proposed exposed parking area.

City Engineering Division–Mapping Section (Contact Jeff Quamme, 266-4097)

20. The future Building J Addition to existing Building A will require movement of a public water main. Additionally, this will require a City of Madison Real Estate project to release portions of the existing easement and the granting of new public easement areas for the relocated water main. Please contact Jeff Quamme (jrquamme@cityofmadison.com) to coordinate prior to final plan submittal.
21. Submit a floorplan for each separate building in PDF format to Lori Zenchenko (lzenchenko@cityofmadison.com) that includes a floorplan for each floor on a separate sheet for the development of a complete building and 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 final Site Plan Approval application with Zoning. The approved Addressing Plan shall be included in the final application. For any changes pertaining to the location, deletion or addition of a unit, or to the location of a unit entrance, (before, during, or after construction), a revised Address Plan shall be resubmitted to Lori Zenchenko to review addresses that may need to be changed and/or reapproved. The final revised Addressing Plan shall be submitted by the applicant to Zoning to be attached to the final filed approved site plans.

Traffic Engineering Division (Contact Eric Halvorson, 266-6527)

22. 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.
23. 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.
24. 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.
25. All parking facility design shall conform to the standards in MGO Section 10.08(6).

26. The applicant shall work with Traffic Engineering to provide pedestrian access from "Building H" to the internal pedestrian sidewalk network.
27. All bicycle parking adjacent pedestrian walkways shall have a two-foot buffer zone to accommodate irregularly parked bicycles and/or bicycle trailers.
28. All pedestrian walkways adjacent parking stalls shall be seven (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.
29. 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.
30. The applicant shall provide a clearly defined five-foot walkway clear of all obstructions to assist citizens with disabilities, especially those who use a wheelchair or are visually impaired. Obstructions include but are not limited to tree grates, planters, benches, parked vehicle overhang, signage and doors that swing outward into walkway.

Zoning Administrator (Contact Jenny Kirchgatter, 266-4429)

31. A Planned Development shall comply with all standards, procedures, and regulations of this ordinance that are applicable to the individual uses within the development, including the General Regulations of Subchapter 28I and the Supplemental Regulations of Subchapter 28J.
32. As each tenant space is leased, the multi-tenant commercial building site must reflect compliance in the required type and number of bicycle parking spaces, to be reviewed prior to obtaining Zoning approval for each use.
33. 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 10,000 square feet in size must be prepared by a registered landscape architect. Clearly identify and label the existing vegetation and trees to remain that are located between the proposed parking lot improvements and Junction Road right-of-way and access road.
34. Submit a detail of the trash enclosure. The trash enclosure shall be screened on four (4) sides (including a gate for access) by a solid, commercial-grade wood fence, wall, or equivalent material with a minimum height of six (6) feet and not greater than eight (8) feet.
35. Submit a rooftop plan showing the location of any proposed rooftop mechanical equipment and detail showing the relative height of the equipment in relation to the height of the extended parapet walls. All rooftop and ground level mechanical equipment and utilities shall be fully screened from view from any street or residential district per Section 28.142(9)(d).

36. 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.
37. 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 and Chapter 33 Urban Design Commission ordinances. Signage permits are issued by the Zoning Section of the Department of Planning and Community and Economic Development.

Fire Department (Contact Bill Sullivan, 261-9658)

The agency reviewed this request and has recommended no conditions of approval.

Water Utility (Contact Adam Wiederhoeft, 266-9121)

This agency did not provide comments or conditions for this request.

Parks Division (Contact Kathleen Kane, 261-9671)

38. Existing street trees shall be protected. Please include the following note on the site plan: "The 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. 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."

Metro Transit (Contact Tim Sobota, 261-4289)

39. The applicant shall submit updated plans and associated recorded document information, demonstrating compliance with the conditions of approval adopted by the City of Madison Common Council at their meetings of August 15, 1995 (149 Junction Road GDP/SIP application) and January 16, 1996 (201 Junction Road GDP/SIP application), specifically as it relates to Madison Metro bus operations and amenities on the land contained in these combined GDP areas.

40. Metro Transit currently operates weekend and holiday bus service on the parcels contained in this GDP application - in accordance with the conditions of approval originally required of the applicants by the City Council in 1995 and 1996. These transit operations include bus service operating past two existing passenger waiting shelters that area maintained by the applicant, and dedicated layover bays on the property for buses that do park at these internal stop locations for varying amounts of time between scheduled arrivals and departures.
41. Metro Transit would support possible revisions to the current transit operations and amenities on these properties - in coordination with the applicant - in order that the City might operate a more efficient pattern

of bus traffic through the site, than what was originally required and approved. Such alterations to the underlying bus access easements, amenity locations, and bus layover sites could proceed on a similar timeline with the construction and occupancy of the proposed alterations to the GDP, if adopted as updates/revisions to what the original GDP had required. The applicant shall include the location of these transit amenities, and recorded easement document numbers, on the final plans filed with their permit application so that Metro Transit may review and approve the design.