



PREPARED FOR THE PLAN COMMISSION

**Project Address:** 2340 Winnebago Street & 2305-2311 E. Washington Avenue  
(6<sup>th</sup> Aldermanic District, Alder Rummel)

**Application Type:** Planned Development – Specific Implementation Plan

**Legistar File ID #** [57441](#) & [57107](#)

**Prepared By:** Chris Wells, Planning Division  
Report includes comments from other City agencies, as noted.

**Reviewed By:** Kevin Firchow, AICP, Principal Planner

## Summary

**Applicant:** Megan Schuetz; Movin' Out, Inc.; 902 Royster Oaks Drive, Suite 105; Madison, WI 53714

**Contact:** Melissa Huggins; Urban Assets, LLC.; 807 E. Johnson Street; Madison, WI 53703

**Property Owner:** Red Caboose Child Care Center, Inc.; 654 Williamson Street; Madison, WI 53703

**Requested Actions:** There are three requests before the Plan Commission: 1) a Planned Development zoning map amendment rezoning of the properties located at 2340 Winnebago Street and 2305-2311 E. Washington Avenue from the TR-V1 (Traditional Residential - Varied 1) and PD (Planned Development) Districts to the Amended PD District General Development Plan (Amended PD-GDP); 2) a Planned Development zoning map amendment approving an Amended Planned Development District Specific Implementation Plan (Amended PD-SIP) for the same three properties; and 3) Demolition Permits to raze a commercial building and two single-family residences located on the three properties – all in order to construct a four-story, mixed-use building with a 20,500-square-foot daycare center and 38 apartments.

**Proposal Summary:** The applicant proposes to demolish two single-family residences and a one-story office building in order to construct a four-story, mixed-use building with a 20,500-square-foot daycare center and 38 apartments. The applicant proposes to commence construction in 2021, with completion scheduled for 2022.

**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 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:** The Planning Division recommends that the Plan Commission find the standards for Zoning Map Amendments and Planned Developments are met and forward Zoning Map Amendment ID 28.022–00404 (rezoning of the properties located at 2340 Winnebago Street and 2305-2311 E. Washington Avenue from the TR-V1 (Traditional Residential - Varied 1) and PD (Planned Development) Districts to the Amended PD District General Development Plan (Amended PD-GDP), and Zoning Map Amendment ID 28.022–00405 (approving an Amended Planned Development District Specific Implementation Plan (Amended PD-SIP) for the same three properties) to the Common Council with a recommendation of **approval**. The Planning Division also recommends that the Plan Commission find the standards met and **approve** the requested demolition permits. These recommendations are subject to the input at the public hearing, the recommendations of the Urban Design Commission, and the comments and conditions recommended by reviewing agencies, beginning on Page 9 of this report.

**Background Information**

**Parcel Location:** The proposed building will occupy an approximately 39,945-square-foot (0.92-acre site) which occupies the entire block defined by E. Washington Avenue, S. 6<sup>th</sup> Street, Winnebago Street, and S. 5<sup>th</sup> Street, save for the two-family residence which sits at the corner of E. Washington Avenue and S. 5<sup>th</sup> Street. The parcel also occupies the far western corner of the 11.5-acre, Union Corners Planned Development. It is also located in Aldermanic District 6 (Ald. Rummel) and the Madison Metropolitan School District.

**Existing Conditions and Land Use:** The subject site is currently three separate lots containing a total of three structures and all take access from E. Washington Avenue. (Please see the Project Description section of this report for more information on the three structures.) The southeastern half of the subject site is vacant and mostly grass, save for two concrete pads, the larger of which is located at the corner of S. 5<sup>th</sup> Street and Winnebago Street. In terms of zoning, the 2305 and 2311 E. Washington Avenue parcels are currently zoned TR-V1 (Traditional Residential - Varied 1 District) while the 2340 Winnebago Street parcel is zoned PD (Planned Development District).

**Surrounding Land Uses and Zoning:**

Northwest: Across E. Washington Avenue are single- and two-family residences, zoned TR-V1 (Traditional Residential–Varied 1 District) and a mixed-use building with ground-floor commercial and three apartments above, zoned TSS (Traditional Shopping Street District);

Northeast: Across S. 6<sup>th</sup> Street is the UW Health medical office building, zoned PD (Planned Development District);

Southwest: Across S. 5<sup>th</sup> Street are single- and two-family residences, all zoned TR-V1; and

Southeast: Across the Wisconsin DOT railroad right of way are single-family residences, zoned TR-V1.

**Adopted Land Use Plans:** The [Comprehensive Plan](#) recommends Community Mixed-Use (CMU) development for the 2340 S. Winnebago Street parcel and the rest of the Union Corners site, and recommends Low-Medium Residential (LMR) uses for the 2305 and 2311 E. Washington Avenue parcels (as well as the 2303 E. Washington Avenue parcel at the corner of the block, which is not included in the subject parcel.) While the site is also located within the boundaries of the [Marquette-Schenk-Atwood Neighborhood Plan](#) (1994), the plan makes no specific recommendations for the subject site.

**Zoning Summary:** The site is proposed to be all zoned to the PD (Planned Development District).

Requirements	Required	Proposed
Lot Area (sq. ft.)	As per approved plans.	As per submitted plans.
Lot Width	As per approved plans.	As per submitted plans.
Front Yard Setback	As per approved plans.	As per submitted plans.
Side Yard Setback	As per approved plans.	As per submitted plans.
Rear Yard Setback	As per approved plans.	As per submitted plans.
Usable Open Space	As per approved plans.	As per submitted plans.
Maximum Lot Coverage	As per approved plans.	As per submitted plans.
Floor Area Ratio	As per approved plans.	As per submitted plans.
Building Height	As per approved plans.	As per submitted plans.

Site Design	Required	Proposed
Number Parking Stalls	As per approved plans.	7 surface 53 underground (60 total)

Accessible Stalls	Yes	Yes
Loading	As per approved plans.	As per submitted plans.
Number Bike Parking Stalls	<b>Daycare center:</b> 1 per 5 employees (6) <b>Multi-family dwelling:</b> 1 per unit up to 2-bedrooms, ½ space per add'l bedroom (43), & 1 guest space per 10 units (4) (53 total)	7 surface 38 underground (45 total) <i>(See Comments #42 &amp; #43)</i>
Landscaping and Screening	Yes	Yes <i>(See Comments #43, #44, #45 &amp; #46)</i>
Lighting	Yes	Yes
Building Forms	As per approved plans.	As per submitted plans.

<b>Other Critical Zoning Items:</b>	Urban Design (PD zoning); Barrier Free (ILHR 69); Utility Easements
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*Tables Prepared by Jenny Kirchgatter, Assistant 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 on E. Washington Avenue and Milwaukee Street.

## Previous Approvals & Project History

On October 4, 2004, the Plan Commission approved demolition permits to allow the demolition of the French Battery Building and other buildings on the Union Corners site to facilitate environmental remediation from previous heavy industrial uses in anticipation of future redevelopment.

The Common Council approved a request in 2006 to rezone 2313-2525 E. Washington Avenue, 2306-2422 Winnebago Street, 2317- 2415 Winnebago Street and 11 S. Fifth Street from C2 (General Commercial District) and M1 (Limited Manufacturing District) to PUD-GDP [1966 Zoning Code] to allow the future development of up to 450 dwelling units, 110,000 square feet of commercial space in 11 buildings following demolition of approximately 20 principal and accessory buildings, the vacation of Sullivan, Florence and Winnebago streets and the recording of the Certified Survey Map subdividing the subject site.

The Union Corners site was acquired by the City with Land Banking Funds for \$3.3 million in December 2010. On July 16, 2013, the Common Council accepted a selection committee’s recommendation of the applicant, Gorman & Company, Inc., proposal for the purchase and redevelopment of the City-owned Union Corners properties and authorized the execution of a Purchase and Sale Agreement (PSA) for their purchase and redevelopment. The PSA calls for the 11.5 acres to be conveyed to the applicant and for a tax incremental financing loan agreement to assist with implementation of the redevelopment. The City previously constructed the current alignment of Winnebago Street, S. Sixth Street and the roundabout where those streets intersect in 2007 as part of its participation in the previous redevelopment efforts for the Union Corners site.

On May 21, 2014, the Common Council approved a major amendment to the Planned Development–General Development Plan for Union Corners to call for various medical office, retail, mixed-use and residential buildings on 4 City-owned parcels generally addressed as 2340, 2504 and 2507 Winnebago Street.

On September 2, 2014, the Common Council approved a Planned Development–Specific Implementation Plan to allow construction of a two-story, 60,000 square-foot UW Health medical office building (Building 3 of Union Corners Planned Development). A Specific Implementation Plan for two mixed-use buildings (Buildings 4 and 5)

containing 18,000 square feet of first floor commercial space and 90 apartments was approved by the Common Council on February 3, 2015. A Specific Implementation Plan for a mixed-use building containing a 28,000 square-foot grocery store, 10,000 square feet of general commercial space and 100 apartments (Buildings 1 and 2) was approved by the Common Council on October 6, 2015 meeting. To date, the medical office building and mixed-use Buildings 4 and 5 have been built.

On March 20, 2018, the Common Council approved a Planned Development–Specific Implementation Plan to allow construction of two apartment buildings containing up to 60 two- and three-bedroom units that will be marketed to “grand families,” which are families headed by grandparents raising grandchildren, and “kinship families,” where family members are raising other family members’ children at 2507 Winnebago Street.

The applicant has also applied for funding through the City’s Affordable Housing Fund and Federal HOME funds to construct the project. At the time of writing, granting such funds to the proposed development have been recommended by the Finance Committee and will be before the Common Council on October 15, 2019.

## Project Description

The applicant is requesting three approvals in order to construct a four-story, mixed-use building with a 20,500-square-foot daycare center and 38 apartments: 1) a Planned Development zoning map amendment rezoning of the properties located at 2340 Winnebago Street and 2305-2311 E. Washington Avenue from the TR-V1 (Traditional Residential - Varied 1) and PD (Planned Development) Districts to the Amended PD District General Development Plan (Amended PD-GDP); 2) a Planned Development zoning map amendment approving an Amended Planned Development District Specific Implementation Plan (PD -SIP) for the same three properties; and 3) Demolition Permits to raze the commercial building and two single-family residences located on the three properties.

While not included with the current requests, the applicant also plans to combine the three lots into one roughly 39,945 square-feet (0.92 acres) in size, via a Certified Survey Map. Before a building permit can be issued for this project, the applicant will also need to submit a Certified Survey Map for agency review, be approved by the City, and recorded with the Dane County Register of Deeds.

There are three structures proposed for demolition, two of which – at 2305 and 2311 E. Washington Avenue - are single-family residences. The former is a one-story, 834-square-foot structure with a one-car, detached garage, while the later is a two-story, 1,410-square-foot residence without a garage. The City Assessor’s records note the 2305 and 2311 E. Washington Avenue residences were constructed in 1930 and 1894, respectively. The third structure, at 2340 Winnebago Street, is a one-story, 4,000-square-foot office building, originally constructed in 1960 and remodeled in 2007, according to City Assessor’s records. Photos of the three structures have been submitted and have been included in the Plan Commission’s packet of materials. They can also be viewed online at the following website: <https://madison.legistar.com/View.ashx?M=F&ID=7609211&GUID=6A72E692-32CF-45DC-9699-0C325557D103>.

Once the existing buildings are razed, the proposed, “L”-shaped, mixed-use building will be situated on the eastern half of the site, with its two largest elevations spanning nearly the entirety of the site’s frontage along E. Washington Avenue and S. 6<sup>th</sup> Street.

A 20,500-square-foot daycare center, which will be run by Red Caboose, a non-profit organization, will occupy the building's entire ground floor, save for the residential vestibule and lobby located off Winnebago Street, the common stairwells, and the private stairwells which access to the upper-story townhouses. The daycare's main entrance will be located along Winnebago Street, to the west of the residential entrance. Offices and conference rooms will occupy the southeast corner of the floorplan, while the center's 14 classrooms – with accompanying restrooms and storage space, and a kitchen – occupying the rest. The floorplan also labels six of the 14 classrooms as "future." The applicant currently plans to construct only the shell of these rooms and leave the rest of the rooms' buildout until a time in the future when the funding is available.

A roughly 6,000-square-foot, outdoor play area will be located immediately to the southwest of the building. While it will be primarily accessed via the set of doors located just inside the daycare's main entrance, the classrooms bordering it to the north and east will also have direct access. There may also be a controlled entry point on the exterior but that location has yet to be determined. It has also not been determined if this play area will be available to the building's residents after daycare hours.

The building's upper three floors will contain a total of 38 units, each with a private balcony or terrace – 15 one-bedroom units, 13 two-bedroom units, 4 three-bedroom units, and 6 three-bedroom, walk-up town house units. These six town house units will each be accessible both from within the building (at the second floor level) as well as via a private entry located either along E. Washington Avenue or S. 6<sup>th</sup> Street. The organization, Movin' Out, is the developer of the residential portion of the building and plans to market the units to people with disabilities.

In terms of building amenities, the second floor will have a fitness room as well as a community room which provides access out onto a large, communal roof deck on the southern side of the building, overlooking the play area. Each of the residential floors will also have roughly 20 small storage rooms available for the tenant's use.

In terms of parking, the site will contain 60 automobile parking stalls. The surface lot, which is accessed off S. 5<sup>th</sup> Street and will serve as the pick-up and drop-off area for parents, will contain seven stalls. Another 53 stalls will be located beneath the building and accessed from E. Washington Avenue via a ramp. Thirty-eight of these stalls will be available for the tenants (for a stall-to-unit ratio of 1:1) while the remaining 15 stalls will be for use by the day care staff. In terms of bicycle parking, seven short-term stalls – four for the residential tenants/guests and three for the daycare – will be located adjacent to the surface parking lot. Thirty-eight long-term bicycle stalls will be located in the under-building parking deck.

The applicant also hopes to allocate one or two of the parking stalls along the site's Winnebago Street frontage as a loading zone for their mobility-impaired tenants. To do so, they will need to work with Traffic Engineering as improvements and modifications to the public right-of-way do not fall under the Plan Commission's jurisdiction.

In terms of exterior building materials, the building will have a cast stone base. The façades will have three-story bays of brick veneer separated by either light or dark brown composite siding. The fourth floor will be clad with dark brown composite siding. A wide band of red composite paneling, inset within the openings of the three-story brick bays and running between the second and third floors, will appear to wrap the building. This red composite paneling will also clad the flat awning which will run along the entire inner corner of the building (i.e. along the two southern elevations).

Regarding landscaping, a variety of deciduous and ornamental trees will be planted along the E. Washington Avenue, S. 6<sup>th</sup> Street, and Winnebago Street sidewalks as well as to the north of the parking lot. Foundation plantings will also be added along the building's three street-adjacent facing façades.

## Analysis and Conclusion

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 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.

### Conformance with Adopted Plans

The [Comprehensive Plan](#) recommends Community Mixed-Use (CMU) development for the 2340 S. Winnebago Street parcel and the rest of the Union Corners site, and recommends Low-Medium Residential (LMR) uses for the 2305 and 2311 E. Washington Avenue parcels (as well as the 2303 E. Washington Avenue parcel at the corner of the block, which is not included in the subject parcel.) The [Comprehensive Plan](#) defines CMU development as 2-6 stories in height, up to 130 dwelling units per acre, with buildings located close to the street and well connected to the surrounding pedestrian network. In addition to residential uses, it also recommends such uses as institutional and service uses which serve both adjacent neighborhoods and wider community markets.

Regarding the Plan's recommendation of Low-Medium Residential (LMR) uses for the two residential parcels, Staff note that the [Comprehensive Plan](#) has some flexibility when it comes to the exact land use borders of its Generalized Future Land Use map. To this end, on Page 17, it states, *"While land uses are mapped to specific locations, the recommendations presented in the GFLU Map are still relatively broad, and the exact shape of many of the mapped land use categories are necessarily somewhat general."*

The Planning Division believes the project plans could be found to be consistent with the Community Mixed-Use recommendation in the 2018 [Comprehensive Plan](#).

While the site is also located within the boundaries of the [Marquette-Schenk-Atwood Neighborhood Plan](#) (1994), the plan makes no specific recommendations for the subject site.

### 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 further 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. As noted above, the Planning Division believes the proposal could be found to be consistent with adopted plans. Finally, 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 July 29, 2019 meeting, the Landmarks Commission found that the three buildings proposed for demolition had no known historic value. The Planning Division believes the demolition standards could be found met.

### **Zoning Map Amendment Standards**

Staff believes that the Zoning Map Amendment standards can be met. 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." Staff believes that the project is generally consistent with the Comprehensive Plan, as noted above.

### **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. In summary, the Planning Division believes that the project meets the standards of approval for Planned Developments (28.098(2)). Staff provides additional discussion on Standards (e) and (f).

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."* Considering the recommendation of final approval (with conditions) from the UDC (see below), the Planning Division believes the Plan Commission may find this standard met.

The Urban Design Commission (UDC) reviewed this request on an informational basis at their July 31, 2019 meeting. At their October 2, 2019 meeting, the Urban Design Commission gave the project a recommendation of final approval with the following conditions of approval:

- Swap out Barberry for another small-scale shrub. Other considerations, switch grass, tall sedums, or bigger dwarf ninebarks. Consider also honeysuckle and hydrangeas;
- Replace stone mulch with wood mulch;
- Change residential entry door color to look like a stained wood door; and
- Consider changing color of secondary daycare entrance to something other than red; keep the main recessed daycare entrance as red.

Standard (f) states that *"the PD District plan shall include open space suitable to the type and character of development proposed, including for projects with residential components, a mix of structured and natural spaces for use by residents and visitors. Areas for stormwater management, parking, or in the public right of way shall not be used to satisfy this requirement."* It should first be noted that neither of the Planned Development zoning texts for the subject site SIP or the overarching Union Corners GDP explicitly establish a minimum amount of required usable open space per unit that must be provided.

The proposed development is providing usable open space via the roughly 3,950-square-foot, communal roof deck located off the community room on the second floor, and the private patios and fourth-floor terrace (together totaling roughly 2,500 square-feet). While the applicant is also counting much of the area between the building and adjacent sidewalks, much of this area does not comply with Section 28.140(1)(a) which states that usable open space at ground level *“shall be in a compact area of not less than two hundred (200) square feet, with no dimension less than eight (8) feet and no slope grade greater than ten percent (10%).”* Furthermore, while the applicant has also included the roughly 6,000-square-foot, outdoor play area in their open space calculations, it is yet to be determined if this play area will actually be available to the building’s residents after daycare hours. As a result, consideration should be given to the other known open spaces in addition to the fact that this development may have very little open space located on the ground. Counting just the roughly 3,950-square-foot, communal roof deck, and private patios and fourth-floor terrace, the total area of usable open space is roughly 6,450 square-feet, or 170 square-feet per dwelling unit.

For comparison’s sake, were this in a traditional zoning district, such as TSS (Traditional Shopping Street District) – which is the zoning of the parcels located across E. Washington Avenue from the subject site – it would be required to provide 40 square-feet of open space per unit, or 1,520 square-feet. (One-hundred percent of which could be provided via roof decks, porches, and balconies.) If it were in the CC-T (Commercial Corridor – Transitional) District – which is the zoning of the parcels to the northeast of the Union Corners site – it would be required to provide 160 square-feet per one-bedroom unit and 320 square-feet for units larger than one-bedroom. This works out to 9,760 square-feet of open space and up to 75-percent (or 7,320 square-feet) could be provided via roof decks, porches, and balconies.

Staff believe that it is possible that the Plan Commission could find Standard (f) met given the fact that 1) no minimum open space is required by the existing GDP, and 2) the applicant is providing the roughly 6,500 square-feet of usable open space via the private balconies/terraces (which all units have) as well as the large, communal patio, which would exceed the minimum square footage requirements in the TSS District.

### **Public Input**

At the time of report writing, staff has not received any comments on the proposed request.

### **Conclusion**

The applicant is requesting three approvals in order to construct a four-story, mixed-use building with a 20,500-square-foot daycare center and 38 apartments: 1) a Planned Development zoning map amendment rezoning of the properties located at 2340 Winnebago Street and 2305-2311 E. Washington Avenue from the TR-V1 (Traditional Residential - Varied 1) and PD (Planned Development) Districts to the Amended PD District General Development Plan (Amended PD-GDP); 2) a Planned Development zoning map amendment approving an Amended Planned Development District Specific Implementation Plan (PD-SIP) for the same three properties; and 3) Demolition Permits to demolish a commercial building and two single-family residences located on the three properties.

The Planning Division believes that the standards for Zoning Map Amendments, Planned Developments, and Demolitions can be found met with this proposal. A four-story mixed-use building – with residential units located above a daycare center which serves the surrounding community – could be found to be consistent with the [Comprehensive Plan’s](#) recommendation of Community Mixed-Use (CMU) development for the 2340 S. Winnebago Street parcel and the rest of the Union Corners site.



Staff also believe the proposed site design is compatible with the surrounding development pattern, given the building's orientation to, and entrances serving, each of the three main abutting streets. Furthermore, given the Urban Design's Commission recommendation of final approval with no major conditions related to the building's architecture or its massing, and only minor conditions related to landscaping and the color of a few building details, Staff believe the Plan Commission may find PD approval standard (e) met.

Finally, the Landmarks Commission, at their July 29, 2019 meeting, found that the three buildings proposed for demolition had no known historic value.

## Recommendation

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

The Planning Division recommends that the Plan Commission find the standards for Zoning Map Amendments and Planned Developments are met and forward Zoning Map Amendment ID 28.022-00404 (rezoning of the properties located at 2340 Winnebago Street and 2305-2311 E. Washington Avenue from the TR-V1 (Traditional Residential - Varied 1) and PD (Planned Development) Districts to the Amended PD District General Development Plan (Amended PD-GDP), and Zoning Map Amendment ID 28.022-00405 (approving an Amended Planned Development District Specific Implementation Plan (Amended PD-SIP) for the same three properties) to the Common Council with a recommendation of **approval**. The Planning Division also recommends that the Plan Commission find the standards met and **approve** the requested demolition permits. These recommendations are subject to the input at the public hearing, the recommendations of the Urban Design Commission, and the following comments and conditions recommended by reviewing agencies:

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

#### Urban Design Commission (Contact Janine Glaeser, (608) 267-8740)

1. Swap out Barberry for another small-scale shrub. Other considerations, switch grass, tall sedums, or bigger dwarf ninebarks. Consider also honeysuckle and hydrangeas
2. Replace stone mulch with wood mulch
3. Change residential entry door color to look like a stained wood door
4. Consider changing color of secondary daycare entrance to something other than red; keep the main recessed daycare entrance as red.

**The following conditions have been submitted by reviewing agencies:**

#### City Engineering Division (Contact Brenda Stanley, (608) 261-9127)

5. Obtain a permit to Excavate in the Right-of-Way for completing the improvements in the public Right-of-Way. The permit application is available on the City Engineering Division website at <http://www.cityofmadison.com/engineering/Permits.cfm>. As a condition of the permit, surety to guarantee the construction of the improvements and a deposit to cover estimated City expenses will be required.

6. 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))
7. Obtain a permit to Excavate in the Right-of-Way for the connection and/or installation of utilities required to serve this project and shall comply with all the conditions of the permit. This permit application is available on line at <http://www.cityofmadison.com/engineering/permits.cfm>. (MGO 10.05(6)), MGO 35.02(4)(c)(2)), and MGO 37.05(7)
8. Obtain a permanent sewer plug permit for each existing sanitary sewer lateral serving a property that is not to be reused and a temporary sewer plug permit for each sewer lateral that is to be reused by the development. The procedures and fee schedule is available online at <http://www.cityofmadison.com/engineering/permits.cfm>. (MGO CH 35.02(14))
9. This site appears to disturb less than one (1) acre of land. No submittal to the WDNR, CARPC or Department of Safety and Professional Services (DSPS) is required as the City of Madison Building Inspection Department is an approved agent for DSPS.
10. The property is an open contaminant site with the WDNR (BRRS #02-13-578416). Submit a digital copy of the site investigation report to Brynn Bemis (608.267.1986, [bbemis@cityofmadison.com](mailto:bbemis@cityofmadison.com)). Submit proof of coordination with the WDNR to remediate the site and address residual contaminant concerns associated with the proposed site plan (e.g. vapor mitigation, dewatering).
11. Revise the site plan 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)
12. The proposed development proposes to construct underground parking. The proposed entrance to the underground parking is adjacent to a street low point. The applicant shall provide at a minimum of one (1) foot of rise from the adjacent back of walk in the driveway before breaking grade to the down ramp to the underground parking to protect the underground parking from inundation.
13. Provide additional detail how the enclosed depression(s) created by the parking entrance(s) to the below building parking area(s) is/are served for drainage purposes. The building must be protected from receiving runoff up through the 100-yr design storm that is current in Madison General Ordinance Chapter 37. If the enclosed depression(s) is/are to be served by a gravity system provide calculations stamped by a Wisconsin P.E. that show inlet and pipe capacities meet this requirement. If the enclosed depression(s) is/are to be served by a pump system provide pump sizing calculations stamped by a Wisconsin P.E. or licensed Plumber that show this requirement has been met.
14. This project falls in the area subject to increased erosion control enforcement as authorized by the fact that it is in a TMDL ZONE and therefore will be regulated to meet a higher standard.
15. This project will disturb 20,000 sf or more of land area and require an Erosion Control Plan. Please submit an 11" x 17" copy of an erosion control plan (pdf electronic copy preferred) to Megan Eberhardt (west) at [meberhardt@cityofmadison.com](mailto:meberhardt@cityofmadison.com), or Daniel Olivares (east) at [daolivares@cityofmadison.com](mailto:daolivares@cityofmadison.com), for approval.

Demonstrate compliance with Section 37.07 and 37.08 of the Madison General Ordinances regarding permissible soil loss rates. Include Universal Soil Loss Equation (USLE) computations for the construction period with the erosion control plan. Measures shall be implemented in order to maintain a soil loss rate below 5.0 tons per acre per year. The WDNR provided workbook to compute USLE rates can be found online at <https://dnr.wi.gov/topic/stormwater/publications.html>

This project will require a concrete management plan and a construction dewatering plan as part of the erosion control plan to be reviewed and approved by the City Engineer's Office. 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. (POLICY)

This project appears to require fire system testing that can result in significant amounts of water to be discharged to the project grade. The Contractor shall coordinate this testing with the erosion control measures and notify City Engineering 608-266-4751 prior to completing the test to document that appropriate measures have been taken to prevent erosion as a result of this testing.

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.

16. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to submit a Storm Water Management Permit application, associated permit fee, Stormwater Management Plan, and Storm Water Management Report to City Engineering. The Stormwater Management Permit application can be found on City Engineering's website at <http://www.cityofmadison.com/engineering/Permits.cfm>.

The Storm Water Management Plan & Report shall include compliance with the following:

Report: Submit prior to plan sign-off, a stormwater management report stamped by a P.E. registered in the State of Wisconsin.

Electronic Data Files: Provide electronic copies of any stormwater management modeling or data files including SLAMM, RECARGA, TR-55, HYDROCAD, Sediment loading calculations, or any other electronic modeling or data files. 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 to City Engineering. (POLICY and MGO 37.09(2))

Rate Control: Detain the 2, 10, & 100 -year storm events, matching post development rates to predevelopment rates and using the design storms identified in Madison General Ordinances Chapter 37.

TSS Redevelopment with TMDL: Reduce TSS by 80% off of the proposed development when compared with the existing site.

Volume Control: Provide onsite volumetric control limiting the post construction volumetric discharge to the predevelopment discharge volume as calculated using the 10-year storm event.

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.

17. Submit, prior to plan sign-off but after all revisions have been completed, a digital CAD file (single file) to the Engineering Division that is to scale and represents final construction with any private storm and sanitary sewer utilities.
18. 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](mailto:bstanley@cityofmadison.com) (East) or [ttroester@cityofmadison.com](mailto:ttroester@cityofmadison.com) (West).

**City Engineering Division–Mapping Section** (Contact Jeff Quamme, (608) 266-4097)

19. The proposed new building crosses an underlying platted lot line. Prepare a Certified Survey Map (CSM) and submit to the Planning Unit to dissolve underlying lot lines to comply with fire codes, City Ordinances and City Policies. The CSM shall be approved by the City, recorded with the Dane County Register of Deeds and new Tax Parcel information available prior to issuance of a building permit.
20. A retaining wall reaching a height of 8 feet will be necessary to be constructed for the driveway leading to the underground parking area. If the wall requires excavation, disturbance or subterranean support over any portion of the adjacent property, the applicant shall provide a recorded copy of the easement/agreement permitting any such uses on the adjacent property.
21. Record the deeds for the purchase of the two single family properties now proposed to be demolished and made part of the development.
22. Submit a Floor Plan in PDF format to Lori Zenchenko ([lzenchenko@cityofmadison.com](mailto:lzenchenko@cityofmadison.com)) that includes a floor plan for each floor on a separate sheet for 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 application submittal for the final Site Plan Approval with Zoning. The approved Addressing Plan shall be included in said final site plan approval 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.
23. The address of the proposed building is 2350 Winnebago St. Update all sheets accordingly.

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

24. The applicant shall be responsible for constructing a substantial barrier between their ramp to underground parking and the property at 2303 Winnebago Street.
25. 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.

26. 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.
27. 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.
28. All parking facility design shall conform to the standards in MGO Section 10.08(6).
29. The applicant(s) shall maintain a 5 foot wide, Americans with Disabilities Act (ADA) compliant, pedestrian walkway for the duration of the project on all street frontages classified as a collector or higher. The applicant shall also maintain a 5 foot wide bicycle lane for the duration of the project on all street frontages with existing bicycle facilities. Exceptions to this requirement may be granted by Traffic Engineering on a limited term basis if and when the applicant can show a public safety concern and they also provide a clear date when the pedestrian/bicycle facilities are to be restored. All closures shall be designed by the applicant, in accordance with the Manual on Uniform Traffic Control Devices (MUTCD), to be submitted and approved by Traffic Engineering.
30. All bicycle parking adjacent pedestrian walkways shall have a 2 foot buffer zone to accommodate irregularly parked bicycles and/or bicycle trailers.
31. 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.
32. 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.
33. 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.
34. The applicant shall provide a clearly defined 5' walkway clear of all obstructions to assist citizens with disabilities, especially those who use a wheel chair 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.
35. The applicant shall show the dimensions for the proposed class III driveway including the width of the drive entrance, width of the flares, and width of the curb cut.
36. All existing driveway approaches on which are to be abandoned shall be removed and replaced with curb and gutter and noted on the plan.
37. Applicant shall submit for review a waste removal plan. This shall include vehicular turning movements.
38. The applicant shall provide more detail on their proposed joint driveway on E. Washington Avenue to be approved by City Traffic Engineering.

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

39. 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 at [streets@cityofmadison.com](mailto:streets@cityofmadison.com).
40. 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.
41. Section 28.185(9)(a) A demolition or removal permit is valid for one (1) year from the date of the Plan Commission.
42. Provide bicycle parking spaces for the residential and daycare uses, as required per Sections 28.141(4) and 28.141(11). A minimum of 43 resident bicycle parking spaces are required plus 4 guest stalls. A minimum of 90% of the resident stalls shall be designed as long-term parking, and the guest stalls shall be short-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. A minimum of six (6) short-term bicycle stalls shall be required for the daycare use. Identify and dimension the bicycle stalls, including the access aisles, on the final plans. Provide a detail of the bicycle rack design.
43. Show the surface bicycle stalls on the landscape plan.
44. 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.
45. Provide details of the play area including the fencing, ground surface, play equipment and whether outdoor storage is proposed for play equipment.
46. Submit a rooftop plan showing the location of any proposed rooftop mechanical equipment and screening. 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).
47. 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.
48. 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.
49. Update the useable open space exhibit to show the qualifying at-grade useable open space areas. Usable open space at ground level shall be located in a compact area of not less than two hundred (200) square feet, with no dimension less than eight (8) feet and no slope grade greater than ten percent (10%). Usable open space shall not include areas occupied by buildings, driveways, drive aisles, off-street parking, paving and sidewalks, except that paved paths no wider than five (5) feet and pervious pavement may be included as usable open space. In addition to showing the at-grade useable open space areas, provide a calculation for the structured useable open space at roof decks, porches, and balconies meeting the minimum dimensional requirements.

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

50. Please consider allowing Madison Fire Dept. to conduct training sequences prior to demolition. Contact MFD Training Division to discuss possibilities: Division Chief Tracy Burrus at [tburrus@cityofmadison.com](mailto:tburrus@cityofmadison.com) or (608) 266-5959.

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

51. 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.
52. A Water Meter Application Form and fees must be submitted before connecting to the existing water lateral. Provide at least two working days notice between the application submittal and the scheduled lateral connection/extension. 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. If you have questions regarding water service applications, please contact Madison Water Utility at (608) 266-4646.

**Parks Division** (Contact Kathleen Kane, (608) 261-9671)

53. Pursuant to the authority established under Wis. Stat. § 66.0617(7), and in the interests of promoting the development of low-cost housing in the City, low-cost housing is exempt from the park impact fees beginning January 1, 2017. This exemption only applies to those dwelling units or bedrooms within a development that are determined to be low-cost housing. This exemption does not extend to the land dedication requirements set forth under Sec. 16.23(8)(f), MGO, nor any other impact fees that may apply to a development.
54. The park impact fee will be exempt for developments that meet the "low-cost housing" requirements, as defined as rental or owner-occupied housing units that are affordable, as that term is defined in Sec. 4.22(2), MGO, and which meet the deed restriction requirements of Sec. 4.22(7). The determination whether a proposed development will create low-cost housing, and how much low-cost housing it will create, shall be made by the Community Development Division.
55. 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 that is not exempted. This development is within the East Park –Infrastructure Impact Fee district. Please reference ID# 19044 when contacting Parks about this project

**Forestry Division** (Contact Brad Hofmann, (608) 267-4908)

56. City Forestry will issue a removal permit for one tree one due to driveway installation on E Washington Ave. Please contact City Forestry (608) 266-4816 to obtain the street tree removal permit.

57. Additional street trees are needed for this project. All street tree planting locations and trees species within the right of way shall be determined by City Forestry. Please submit a site plan (in PDF format) to Brad Hofmann – [bhofmann@cityofmadison.com](mailto:bhofmann@cityofmadison.com) or (608) 266-4816. Tree planting specifications can be found in section 209 of City of Madison Standard Specifications for Public Works Construction -
58. 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/2018/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.
59. An existing inventory of trees (location, species, & DBH) and any tree removal plans (in PDF format) shall be submitted to the plans and Brad Hofmann – [bhofmann@cityofmadison.com](mailto:bhofmann@cityofmadison.com) or 266-4816. All proposed street tree removals within the right of way shall be reviewed by City Forestry. Approval and permitting of street tree removals shall be obtained from the City Forester prior to the approval of the site plan.

**Metro Transit** (Contact Tim Sobota, (608) 261-4289)

60. In coordination with any public works improvements, the applicant shall maintain or replace the concrete boarding pad surface at the existing Metro bus stop on the west side of South Sixth Street, south of East Washington Avenue (#1762).
  61. The applicant shall install and maintain a bench or other seating amenity in the adjacent property landscape plan, ideally taking advantage of any building overhang or canopy to provide the seating amenity some shelter from the elements. The applicant may alternatively elect to install and maintain a passenger waiting shelter, with bench seating, if the applicant believes this upgraded amenity feature would be more compatible with the residential unit entrances that are shown directly adjacent the existing bus stop loading zone area.
  62. The applicant shall include the location of these transit amenities on the final documents filed with their permit application so that Metro Transit may review the design.
63. Metro Transit currently operates daily transit service along South Sixth Street south of the East Washington Avenue intersection. Bus stop ID #1762 is adjacent the proposed project site along the west side of South Sixth Street, with the bus stop zone encompassing the area from the existing bus stop sign pole north through to the East Washington Avenue intersection.