

City of Verona
Minutes
Plan Commission
March 5, 2018

1. **Call to Order:** Jon Hochkammer called the meeting to order at 6:35p.m.
2. **Roll Call:** Scott Manley, Derek Johnson, Jon Hochkammer, and Jeff Horsfall were present. Steve Heinzen was absent. Also present: Adam Sayre, Director of Planning and Development; Katherine Holt, Community Development Specialist; Bernie Coughlin, Police Chief; Jeff Mikorski, City Administrator; Jess Billmeyer, AECOM; and Ellen Clark, City Clerk.
3. **Minutes:** Motion by Horsfall, seconded by Manley, to approve the January 2, 2018 Plan Commission Minutes. Motion carried 4-0.

Mr. Hochkammer requested unanimous consent of the Commission to take up agenda item 11 at this time. There were no objections.

11. Initial site plan review for a proposed 12,500 square foot building addition to Engineering Industries located at 407 South Nine Mound Road.

Mr. Sayre presented the staff report. The applicant is requesting an initial review to construct a 4-phase building addition. The proposed addition would add approximately 39,000 square feet of space to Engineering Industries. The phase 1 expansion contains approximately 12,500 square feet to be added to the southwest corner of the site. Construction will begin in the spring of 2018. Staff has no concerns about parking, storm water management, or the design of the building addition.

The only comment came from Mr. Horsfall, who stated that the plan looks good.

4. Public Hearing: Conditional use permit amendment for Tanya's Big House 4 Kidz located at 120 Enterprise Drive that would modify conditions in the existing conditional use permit relating to the number of children enrolled at the daycare and the location of outdoor play areas.

Motion by Manley, seconded by Johnson, to open the public hearing at 6:37 p.m.
Motion carried 4-0.

Tim Parker, 111 Noel Way, Verona, spoke in opposition to the addition of an outdoor play area on the north side of the building, and increasing the number of children enrolled at the day care center. Mr. Parker cited noise concerns, the history of neighborhood covenants and zoning, and lack of commitment on the part of the owner to try to muffle the sound coming from the playground.

There were no additional public comments.

Motion by Horsfall, seconded by Manley, to close the public hearing at 6:43 p.m.
Motion carried 4-0.

- a. **Conditional use permit amendment for Tanya's Big House 4 Kidz located at 120 Enterprise Drive that would modify conditions in the existing conditional use permit relating to the number of children enrolled at the daycare and the location of outdoor play areas.**

Mr. Sayre presented the staff report. The applicant is proposing to revise the approved 2003 conditional use permit for this property to remove “no outdoor play activities are conducted east of the existing west exterior wall of the building”, to allow for construction of an approximately 770 square foot playground, and removing the maximum number of children allowed to be enrolled at the day care center. The additional play area would be located on the north side of the building, and fenced using material that would match the existing fencing material. Staff has no concerns with a playground in this location.

6:44 P.M.: Scott Heinzen now present.

Mr. Sayre stated the noise issue discussed by Mr. Parker could be discussed with the applicant. This zoning has some higher intensity-type land uses allowed. He has heard no complaints from the public regarding the business. Staff recommends approval of the conditional use permit.

Mr. Manley asked if the landscaping requirements of the site were met, and if there are any sound barriers that could be implemented to address the noise issues. Mr. Sayre stated he has not been to the site recently, but it looks as if there are shrubs at the back of the property that could be a buffer.

Sara Faren, owner of Tanya’s Big House 4 Kidz, explained that to be considerate to their neighbors, they have set up a playground schedule so there aren’t more than 8 or 10 kids outside at one time. They cut some of the arborvitae down last summer because they had overgrown into the neighbor’s property, and would not be opposed to planting more arborvitae.

Motion by Horsfall, seconded by Hochkammer, to recommend that the Common Council approve a conditional use permit amendment for Tanya’s Big House 4 Kidz located at 120 Enterprise Drive that would modify conditions in the existing conditional use permit relating to the number of children enrolled at the daycare and the location of outdoor play areas. Motion carried 5-0.

5. Public Hearing: Conditional use permit for a “group development” located at 404 Legion Street that would allow for the construction of an 8,800 square foot industrial building.

Motion by Manley, seconded by Johnson, to open the public hearing at 6:55 p.m.
Motion carried 5-0.

There were no comments from the public.

Motion by Manley, seconded by Horsfall, to close the public hearing at 6:57 p.m.
Motion carried 5-0.

a. Conditional use permit for a “group development” located at 404 Legion Street that would allow for the construction of an 8,800 square foot industrial building.

Mr. Sayre explained that a “group development” is a development that has multiple buildings on one property. The applicant is proposing to construct an 8,800 square foot industrial building at 404 Legion Street. The proposed building would be a 110-foot by 80-foot pre-engineered one-story steel building, with a brick façade along the base of the east facing side of the building. The applicant plans to add a new access point along Commerce Parkway, as well as seven additional parking stalls. Staff has no concerns with the access and parking for the site, or with the design of the building.

Motion by Manley, seconded by Johnson, to recommend that the Common Council approve the conditional use permit for a group development that would allow for the construction of an 8,800 square foot building at 404 Legion Street.

Motion carried 5-0.

b. Site plan review that would allow for the construction of an 8,800 square foot industrial building at 404 Legion Street.

Motion by Manley, seconded by Johnson, to approve the site plan to allow for the construction of an 8,800 square foot building at 404 Legion Street with the following conditions:

1. Prior to planting landscaping, the Applicant and Staff will coordinate the species of the plantings.
2. Prior to the issuance of building permits, the City Engineer shall approve a stormwater management plan.

Motion carried 5-0.

6. Public Hearing: General Development Plan (GDP) for a planned unit development (PUD) to be located at 102/104 Lincoln Street that would allow for the construction of 90 multi-family units.

Motion by Heinzen, seconded by Horsfall, to open the public hearing at 7:02 p.m. Motion carried 5-0.

Mike Hankard, 100 Park Avenue, Verona, spoke in favor of this project. The developer moved the buildings away from the homes, reduced the building from four stories to three stories, etc. His only concern is lighting and hopes that it is downward facing lighting. Neighbors in the row of homes along the property line on Jefferson Street have voiced concerns about water issues.

There were no additional public comments.

Motion by Manley, seconded by Johnson, to close the public hearing at 7:07 p.m.

Motion carried 5-0.

a. General Development Plan (GDP) for a planned unit development (PUD) to be located at 102/104 Lincoln Street that would allow for the construction of 90 multi-family units.

Mr. Sayre presented the staff report. The request from the applicant is for approval of a General Development Plan (GDP) for this property. Tonight's GDP item is step three of a four-step Planned Unit Development review. Zoning extensions and exemptions are part of this step. The property would have to be rezoned from Suburban Industrial (SI) to Urban Residential (UR). The applicant is requesting a zoning exception for the front yard setback along Lincoln Street to a setback of 17-20 feet vs. the required 25 feet for the UR zoning. Properties to the north and east of this one are located in the Downtown Design District, in which setbacks are set at 15-25 feet. The applicant is also requesting an exception of approximately seven feet in height. Staff is comfortable with the proposed setbacks and building heights. Two large storm sewer pipes run through this property, causing some constraints on development. One underground parking space will be available for each of the 90 units, with an additional 60 above-ground parking spaces. The City's traffic engineer, Jess Billmeyer, has no concerns with the increase in traffic from this development, though

traffic signal timing may have to be adjusted at the Verona Avenue and Lincoln Street intersection. Staff has no concerns with initial design of the project as this site was identified in the city's comprehensive plan for multi-family development. Density is in the spirit of what the Downtown Design Plan had in place. Staff recommends approval of the GDP for 102/104 Lincoln Street. The applicant and Brian Stoddard of Knothe and Bruce Architects are available to answer any other questions from the Plan Commission.

Mr. Manley stated the applicant did a good job of community outreach to come up with a good plan. This looks like a high quality development from an architectural standpoint. However, the pendulum has swung too far to the multi-family end of the spectrum vs. single family units. He asked Mr. Sayre to comment on lighting requirements in the city code and stormwater planning for the property.

Mr. Sayre replied the city has minimum and maximum lighting standards. As part of the Precise Implementation Plan, the city is able to require lighting that is 100% down-facing, to minimize glare. There is a stormwater pond in the plan for this property. There is a possibility that the stormwater plans for the property will actually improve the stormwater issue for the neighborhood.

Mr. Horsfall asked how tall the buildings are for VATC and the Fire Department. Mr. Sayre thought they were about twenty (20) feet tall. Mr Horsfall initially thought a three story building would not work, but now believes it would blend with the existing public buildings.

Motion by Horsfall, seconded by Heinzen, to recommend that the Common Council approve the General Development Plan located at 102/104 Lincoln Street. Motion carried 5-0.

7. Public Hearing: Zoning map amendment to rezone 53.60 acres of land located in part of the Northwest Quarter of the Southeast Quarter and part of the Northeast Quarter of the Southwest Quarter of Section 21, Township 6 North, Range 8 East from Rural Agricultural (RA) to Public Institutional (PI). Specifically the parcel is identified as parcel number 286/0608-213-8011-2 and is known as Stewart's Woods.

Motion by Manley, seconded by Johnson, to open the public hearing at 7:23 p.m.

Motion carried 5-0.

There were no comments from the public.

Motion by Horsfall, seconded by Heinzen, to close the public hearing at 7:24 p.m.

Motion carried 5-0.

a. Zoning map amendment to rezone 53.60 acres of land located in part of the Northwest Quarter of the Southeast Quarter and part of the Northeast Quarter of the Southwest Quarter of Section 21, Township 6 North, Range 8 East from Rural Agricultural (RA) to Public Institutional (PI). Specifically the parcel is identified as parcel number 286/0608-213-8011-2 and is known as Stewart's Woods.

Mr. Sayre explained that in January of 2018, the Plan Commission and Common Council approved the Verona Area School District's request to annex Stewart's Woods from the Town of Verona into the City of Verona. As part of the annexation, the property was zoned to Rural Agricultural (RA) as required by Section 13-1-61 of the City's Zoning Ordinance, which requires all lands annexed to the City to be initially zoned RA. The Applicant is requesting a zoning map amendment to change the existing zoning of RA to Public

Institutional (PI) so the zoning is consistent with the future high school to be located to the north.

Motion by Heinzen, seconded by Manley, to recommend that the Common Council approve a zoning map amendment to rezone 53.60 acres of land located in part of the Northwest Quarter of the Southeast Quarter and part of the Northeast Quarter of the Southwest Quarter of Section 21, Township 6 North, Range 8 East from Rural Agricultural (RA) to Public Institutional (PI). Specifically the parcel is identified as parcel number 286/0608-213-8011-2 and is known as Stewart's Woods. Motion carried 4-1, with Mr. Horsfall voting no.

8. Public Hearing: Conditional use permit for the Verona Area School District to construct a new high school with building heights of 65 feet to be located in the West End south of West End Circle.

Motion by Heinzen, seconded by Manley, to open the public hearing at 7:28 p.m.
Motion carried 5-0.

Noah Roberts, Fitchburg, WI, President of the Verona Area School District Board of Education read a statement prepared by the VASD Board of Education regarding safety and security for the new high school building. Most concerns are related to the amount of glass in the preliminary building design. A redesign process is taking place. Mr. Roberts listed several student safety features that are built into the design of the building.

There were no additional public comments.

Motion by Manley, seconded by Johnson, to close the public hearing at 7:35 p.m.
Motion carried 5-0.

a. Conditional use permit for the Verona Area School District to construct a new high school with building heights of 65 feet to be located in the West End south of West End Circle.

Mr. Sayre stated there are three items for the school district on this agenda. The conditional use permit relates to the height of the proposed high school building, the site plan is for the new high school, and the certified survey map is for the land division of the property at the school site. Mr. Sayre combined all three items into the staff report.

This property was annexed into the city and brought into the urban service area in 2005. In 2015, the school district purchased approximately 108 acres of land in the west end of the city. The high school is a building of approximately 575,000 square feet, and would serve approximately 2,200 students. The applicant is requesting an exemption for a building height of 65 feet to accommodate the performing arts center and atrium. There are three access points planned for the property. The primary access point for busses would be from S. Nine Mound Road, with drop-off and pick-up at the rear of the building. Pedestrian and bicycle access from residential neighborhoods is available. A traffic impact analysis (TIA) was reviewed by the public works committee in November and January of this year. Staff is comfortable with the findings of the latest TIA. A condition of the site plan approval will be complete implementation of the infrastructure improvements as identified in the TIA. The site plan calls for 1,252 parking spaces. Staff believes parking is sufficient, particularly with two potential parking expansion areas in the northwest area of the site.

Staff recommends laminate glass near all the entrances on the lower levels, as well as the installation of metal bollards at the front of the building to stop vehicles from potentially coming in contact with the building. A condition of the site plan approval will be

coordination with the Verona Police Department to ensure that public safety concerns are addressed during the building design phase. Landscaping designs meet minimum landscaping requirements. There are no major concerns from staff regarding lighting; however, a condition of site plan approval will be staff approval of the athletic field lighting.

Lot 1 of the Certified Survey Map (CSM) would be owned by Erbach Trust, Lot 2 and 3 would be owned by school district, and Outlot 1 would be provided to the city for a potential future right-of-way that would cross U.S. Hwy 18/151 to Valley Road. Conditions on the CSM include the need for approval by the Erbach Trust to record the CSM and authorization for required fill and grading on the Erbach property.

Motion by Heinzen, seconded by Manley, to recommend that the Common Council approve the conditional use permit to allow for the construction of a new high school building with building heights of 65 feet. Motion carried 4-1, with Horsfall voting no.

b. Site plan review that would allow for the construction of a new high school for the Verona Area School District in the West End and south of West End Circle.

Mr. Heinzen asked how the number of parking spots for this high school compares to the number at the current high school.

Mr. Abie Khatchadourian, Eppstein Uhen Architects, answered that there are 550 spaces at the current high school.

Mr. Manley thanked Mr. Roberts for appearing tonight to speak to the issue of school safety, and asked the commission to think about the condition that the commission has placed on the site plan that the school district work with the Verona Police Department regarding safety. He is interested in knowing what type of input the district has received thus far from the police department, and what a collaborative approach to safety and security would look like going forward.

Dean Gorrell, Superintendent of the Verona Area School District, responded that some staff met with Chief Coughlin and another officer in September of 2017 to talk about preliminary design plans. Those comments were supplied to Mark Lewandowski, of Eppstein Uhen Architects.

Mr. Manley asked for some examples of the recommendations that were taken into account.

Mr. Lewandowski listed laminated glass, bollards, concrete benching, cameras, check-in points, panic buttons, secure hallways, remote access to cameras, a safe room, interior locks on all classrooms, small windows on classroom doors, outside windows big enough to escape through, compartmentalization, and several other items.

Mr. Heinzen and Mr. Manley asked the school district to keep the channels of communication open with the police department as the building is being further designed to ensure that items that the police department staff have identified are being incorporated in the design.

Mr. Roberts replied that the school district is committed to clear communications, and asked the commission to address concerns to them directly.

Mr. Horsfall expressed his concern over the traffic impact of the possibility of 300 extra students, as well as the Market 5 and the U.W. clinic. He wanted to know if sporting events were included in the TIA.

Mr. Billmeyer replied that the high school TIA included 2,200 students, the Market 5 study, and the West End apartments. Additional traffic would be distributed at three access points for the 300 students and staff, which would be about 10 percent of the traffic. The assumption is that about 700 additional trips would be added to the site. Probably half of the trips would enter at one entrance and one-fourth of the trips would go to each of the other two access points. The TIA does not take sporting events into account.

Mr. Sayre added that the connector road B-B was in the plan to be built as part of a connection.

Mr. Manley stated his concerns about there being so much glass in the building design regarding not only active shooters, but also tornadoes, etc.

Chris Michaud, of Eppstein Uhen Architects, answered Mr. Manley, stating that there are several places within the building that are designated for use during inclement weather. The school district has been proactive in requiring a storm shelter in this design, though it is not required in Wisconsin.

Motion by Heinzen, seconded by Johnson, to approve the site plan to allow for the construction of a 343,000 square foot high school building with the following conditions:

1. Prior to occupancy permits being issued, all public transportation improvements identified in the Traffic Impact Analysis and approved by the Public Works/Sewer and Water Committee on November 20, 2017 and January 8, 2018 shall be completed; more specifically:
 - a. W. Verona Avenue & West End Circle/Westridge Parkway
 - b. W. Verona Avenue & Nine Mound Road
 - c. West End Circle Improvements
 - d. Wall Street Improvements
 - e. Connector Road B-B Improvements (long road)
 - f. Connector Road A-A Improvements (short road)
 - g. Paoli Street & Nine Mound Road
 - h. W. Verona Avenue Widening and Urbanization
 - i. Legion Street and Nine Mound Road
2. Prior to the issuance of building permits, the Applicant shall enter into a developer's agreement for the public improvements for the development.
3. The applicant shall provide athletic field lighting designs that meet the Zoning Ordinance requirements for approval by City Staff.
4. Prior to the issuance of City stormwater management and erosion control permits, all applicable fees for Madison Metropolitan Sewerage District, City of Verona Waterworks, and City of Verona Sanitary Sewer shall be paid.

5. Prior to the issuance of City stormwater management and erosion control permits, the Erbach Trust shall authorize the grading and filling on the Erbach Trust property.
6. Prior to the issuance of building permits, all outstanding invoices shall be paid by the Verona Area School District.
7. Prior to construction commencing, the Applicant shall obtain all necessary City and Wisconsin Department of Natural Resources permits relating to stormwater management and erosion control.
8. The Applicant shall coordinate and work collaboratively with the Verona Police Department on specific design features and internal operations of the high school to ensure potential public safety concerns are addressed during the building's design.

Motion carried 4-1, with Horsfall voting no.

c. Certified survey map to create three (3) lots and one (1) outlot for the new high school to be located in the West End, south of West Verona Avenue and west of South Nine Mound Road

Motion by Heinzen, seconded by Manley, to recommend to the Common Council to approve a Certified Survey Map to create three (3) lots and one (1) outlot for the new high school to be located in the West End, south of West Verona Avenue and west of South Nine Mound Road, with the following conditions:

1. Prior to the City signing the CSM, the Applicant shall obtain all signatures on the CSM including Verona Area School District and the Erbach Trust.
2. The CSM shall be recorded prior to the issuance of building permits.
3. A new CSM or an affidavit of correction shall be submitted for City review and approval that provides the names of the roadways identified on the CSM.

Mr. Manley asked if cutting down trees for a future road be in conflict with the City's PI zoning.

Mr. Sayre replied that if the road would be built in the future, it would have to be changed to an actual right-of-way, so it would no longer be zoned PI.

Mr. Heinzen asked about possible new road access to the school property.

Mr. Sayre responded as part of the CSM, the City has requested that lands be provided in an outlot to include right-of-way through Stewart's Woods up to U.S. Hwy 18/151. This is for the potential crossing of U.S. Highway 18/151 connecting to Valley Road at some point in the future.

Motion carried 4-1, with Horsfall voting no.

9. Public Hearing on a zoning text amendment to amend Section 13-1-47(c)(2)h relating to the maximum living space requirements of residential homes in the Community Residential (CR) zoning district.

Motion by Horsfall, seconded by Manley, to open the public hearing at 8:20 p.m.

Cristal Martinez, 205 N. Jefferson Street, requested clarification of the nature of the zoning amendment request.

Mr. Sayre explained the maximum living space requirements for the Community Residential zoning district. There are two residential zones in the city; Community Residential and Neighborhood Residential.

There were no additional comments from the public.

Motion by Horsfall, seconded by Heinzen, to close the public hearing at 8:25 p.m.

a. A zoning text amendment to amend Section 13-1-47(c)(2)h relating to the maximum living space requirements of residential homes in the Community Residential (CR) zoning district

Mr. Sayre presented the staff report. The applicant is requesting to modify the Community Residential (CR) zoning district to increase the maximum living area requirements of the code. The current requirements for a single-story dwelling is capped at 1,600 square feet, and a two-story dwelling is capped at 1,900 square feet. The applicant is requesting an increase to 1,800 square feet for a single-story dwelling, and 2,200 square feet for a two-story dwelling. Amendment and repeal of the CR district have been discussed in the past by both the Plan Commission and the Common Council. In June of 2017, the Common Council voted to defer action on an ordinance amending the CR district. The Capital Area Regional Planning Commission is performing a housing study for the city, similar to one done in Waunakee, to look at the overall housing stock in the city. This study should be complete in the summer of 2018. In general, properties that are zoned NR are selling for a higher price than CR homes, but there is little difference in the price per square foot. The intent of establishing CR zoning was to encourage entry level housing, but it has not really done that. Staff is comfortable with repealing the CR zoning district entirely.

Mr. Manley stated he is in favor of repealing the CR zoning designation outright. It hasn't, in practice, resulted in any kind of meaningful difference in affordability of new construction housing. It is a better policy to allow people to build the house size that suits their needs consistent with the city's neighborhood residential zoning requirements. He is supportive of making this change.

Mr. Horsfall is not in favor of this change.

Mr. Heinzen is not in favor of removing the designation entirely, but is in favor of increasing the size per the report.

Mr. Hochkammer is fine with repealing the designation or increasing the size of the building.

Mr. Sayre discussed the setback requirements for the zone and how that would be the controlling factor for the building as well as a cap of building size.

Motion by Manley, seconded by Heinzen, to recommend that the Common Council approve a zoning text amendment to amend Section 13-1-47(c)(2)h relating to the maximum living space requirements of residential homes in the Community Residential (CR) zoning district.

Motion carried 4-1, with Horsfall voting no.

10. Discussion and Possible action to approve a certified survey map to create one (1) lot at 116 Paoli Street.

This CSM is a requirement of an agreement that the city has with the property owner. There was an existing water line that went through this property. As part of building a single family home on this property, the property owner agreed to relocate that water line. Now that the

water line has been removed, the CSM must be approved and recorded. This CSM does not change the property lines.

Motion by Heinzen, seconded by Horsfall, to recommend that the Common Council approve a certified survey map to create on (1) lot at 116 Paoli Street. Motion carried 5-0.

12. Discussion regarding 2017 Housing Data.

Mr. Sayre reported that in 2017, the city issued permits for 63 single-family houses and 35 multi-family units. Hometown Grove Subdivision, the Cross Point Estates Subdivision, and Kettle Creek North Subdivision are under construction now for single-family homes. The North Neighborhood is coming up, as well as the Lincoln Street and Sugar Creek Commons multi-family developments.

Mr. Sayre stated that the CARPC study will look at how many housing units the city has, and what the housing stock looks like (size, owner/renter, etc.)

Mr. Manley requested a list of the number of multi-family units that have been approved that are yet to come online, and how many others are proposed and are at some stage of the review process to be forwarded to the commission members after this meeting.

13. Reports and comments from the Planning Department.

Mr. Sayre updated the commission on current development projects in the city.

Mr. Manley asked staff to check on the status of the DOT salt shed. It looks like it is being used as a staging area for the CTH PD construction project.

Mr. Horsfall gave an update of St. James construction.

Mr. Sayre updated the commission on the future park and open area east of Northern Lights Road and south of CTH PD. A student from UW-Madison is working on this. The initial plan was presented to the Parks and Recreation Committee approximately two weeks ago. The space will be utilized for athletic fields, utility needs, potential gardens, etc. The goal is to finalize the document in the next couple of months.

14. Reports and comments from the Plan Commissioners

The next meeting will be held on April 4th, the first Wednesday of the month.

15. Adjournment:

Motion by Manley, seconded by Heinzen, to adjourn at 8:55 p.m. Motion carried 5-0.