

PLANNING DIVISION STAFF REPORT

April 2, 2018



PREPARED FOR THE PLAN COMMISSION

Project Address: 2335 City View Drive (District 17 – Ald. Baldeh)
Application Type: Conditional Use
Legistar File ID # [50680](#)
Prepared By: Colin Punt, Planning Division
Report Includes Comments from other City Agencies, as noted
Reviewed By: Kevin Firchow, AICP, Principal Planner

Summary

Applicant: David Rajkovich; American Family Insurance; 6000 American Parkway; Madison, WI 53718
Contact: Ben Schulte; Ruckert & Mielke, Inc; 4001 Nakoosa Trail #200; Madison, WI 53714
Property Owner: American Family Insurance; 6000 American Parkway; Madison, WI 53718

Requested Action: The applicant requests approval of a conditional use to construct a parking lot addition exceeding the maximum number of spaces permitted in a suburban employment (SE) zoning district at 2335 City View Drive.

Proposal Summary: The applicant proposes to add new paved areas and restripe the parking lot at 2335 City View Drive to add approximately 60 parking spaces.

Applicable Regulations & Standards: This proposal is subject to the standards for Conditional Uses [MGO §28.183], as Table 28I-3 in §28.141 of the Zoning Code indicates that the maximum off-street parking allowed for an office use is one parking space per 250 square feet of building floor area, which this proposal exceeds. §28.141(6)(b)4 MGO describes the considerations the Plan Commission must make to approve parking above the maximum.

Review Required By: Plan Commission (PC)

Summary Recommendation: If the Plan Commission can find that the approval standards for conditional uses are met, then the Planning Division recommends that the Plan Commission **approve** the request to exceed the maximum number of parking spaces allowed at **2335 City View Drive**. This recommendation is subject to input at the public hearing and the conditions recommended by the reviewing agencies.

Background Information

Parcel Location: The 5.74-acre subject property is located on the southeast corner of the intersection of City View Drive and Quarry Park Road. The site is within Aldermanic District 17 (Ald. Baldeh) and the Sun Prairie School District.

Existing Conditions and Land Use: The subject site is zoned SE (Suburban Employment) and includes an existing two-story office building and a large surface parking lot.

Surrounding Land Use and Zoning:

North: Across Quarry Park Road, a large apartment complex, zoned PD (Planned Development District);

South: Undeveloped, zoned SE (Suburban Employment District);

East: Active quarry, zoned A (Agricultural District); and

West: Across City View Drive, undeveloped, with office uses beyond, all zoned SE.

Adopted Land Use Plan: The [Comprehensive Plan](#) (2006) recommends Employment uses for the subject site. The [Nelson Neighborhood Development Plan](#) (1992) recommends Office/Residential-Alternative Use". According to the Nelson NDP, the Office/Residential Alternative Use areas are recommended as appropriate for either residential or office uses, provided that the interface between different adjacent uses is well planned and carefully designed prior to any development beginning there. The NDP requires an effective commitment to begin substantial residential development east of City View Drive before any non-residential use of the Office/ Residential Use areas is permitted. A substantial amount of multi-family residential development has occurred here, meaning non-residential uses are appropriate on the subject site, per the recommendations of the Plan.

Zoning Summary: The property is zoned SE (Suburban Employment District).

Requirements	Required	Proposed
Lot Area (sq. ft.)	20,000 sq. ft.	250,023.80 sq. ft.
Lot Width	65'	453'
Front Yard Setback	None	Adequate
Side Yard Setback	15' or 20% of building height	Adequate
Rear Yard Setback	30'	Adequate
Maximum Lot Coverage	75%	Less than 75% (comment 1)
Minimum Building Height	22' measured to building cornice	Existing building
Maximum Building Height	5 stories/ 68'	Existing building

Site Design	Required	Proposed
Number Parking Stalls	Office: Maximum 1 per 250 sq. ft. floor area (202)	328
Accessible Stalls	Yes	9
Loading	Not required	Existing loading area
Number Bike Parking Stalls	As per previously approved plan (30)	3 (comment 2)
Landscaping and Screening	Yes	Yes (comment 3)
Lighting	Yes	Yes
Building Forms	Not required	Existing building
Other Critical Zoning Items	Barrier Free (ILHR 69), Utility Easements	

Tables Prepared by Jenny Kirchgatter, Assistant Zoning Administrator

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

Public Utilities and Services: This property is served by a range of urban services. Madison Metro Route 26 connects this site to East Towne Mall and The American Center, and runs every 30 minutes on weekdays and Saturdays.

Project Description

The applicant requests conditional use approval to expand a surface parking lot at 2335 City View Drive to exceed the number of parking stalls allowed under the Zoning Code in Table 28I-3 in §28.141 MGO (Madison General Ordinance). Section 28.141(6)(b)4 MGO requires an increase of more than twenty (20) parking spaces that is also more than 10% of the maximum parking requirement be reviewed as a conditional use. According to the letter of intent, the existing number of spaces is not adequate to serve the 329 employees planned to move into the office building on site late in 2018.

Table 28I-3 in §28.141 of the Zoning Code indicates that the maximum off-street parking allowed for an office use is one parking space per 250 square feet of building floor area. The existing two-story building is 50,400 square feet, which would allow a maximum of 202 parking spaces. The site is currently exceeds the maximum with 266 existing parking spaces, which is 64 spaces or 32% above the maximum permitted number of spaces. The applicant is proposing the addition of 16 parking spaces within an expansion to the existing parking lot at the northeast corner of the site, the replacement of landscaping near the loading dock with 5 parking spaces, and a new 33-space secondary parking lot immediately north of the existing office building with access to City View Drive. The applicant also proposes to restripe 58 parking spaces in the existing parking lot to accommodate 65 "small vehicle" parking spaces. §10.08(6)(a)1 MGO allows up to 25% of the required parking spaces be designed for small vehicles provided that these spaces be clearly identified by signs. The proposal is for a total of 328 parking spaces, 126 parking spaces or 62% above the maximum permitted parking spaces for the subject site.

Project Analysis and Conclusion

This proposal is subject to the approval standards for conditional uses. In regards to the approval standards, the Plan Commission shall not approve a conditional use without due consideration of the City's adopted plan recommendations, design guidelines, supplemental regulations, and finding that all of the conditional use standards of M.G.O. §28.183(6) are met. This request is also subject to additional considerations related specifically to exceeding the maximum parking requirement.

In regards to Plan Consistency, while continued office use fits well into the Comprehensive Plan's recommendations for Employment districts, large surface parking areas are generally discouraged for Employment Districts. The plan encourages that "Whenever possible, Employment districts should be designed to [be] compact urban activity centers rather than low-density suburban-style development, particularly in newly developing areas where the pattern of development is not yet established. Design and development standards are recommended that would help to make developments within existing districts more attractive, engaging and accessible places." Staff first acknowledges this is a site modification and not a full redevelopment of the property. This site is near the edge of the developed portion of the city and there are limitations to transit, bicycle, and pedestrian access, and staff does recognize the issues that accompany this situation.

Upon careful consideration, Staff believes the proposal could be found to meet the conditional use standards, including standards 4, 5, and 6. In regards to Standard 4 (Normal and Orderly Development), while adding paving and the encouragement of single occupancy vehicle use is not consistent with some of the recommendations in the Comprehensive Plan to promote compact activity centers, staff cannot conclude that the addition of parking to an existing facility will have a significant impact on the normal and orderly development and improvement of the surrounding properties. Standard 5 (Adequate utilities, access roads, drainage, parking supply, internal circulation improvements, including but not limited to vehicular, pedestrian, bicycle, public transit, and other necessary site improvements have been or are being provided) could be met with additional attention to site improvements for alternative transportation, such as better bicycling facilities. Standard 6 (Measures, which may

include Traffic Demand Management and participation in a Transportation Management Association have been or will be taken to provide adequate ingress and egress, including all off-site improvements, so designed as to minimize traffic congestion and to ensure public safety and adequate traffic flow, both on-site and on the public streets.) is more applicable to traffic issues than parking. Staff note that while this proposal would add approximately 60 additional parking stalls to this developing Suburban Employment area, it could encourage coordination between this site and American Family Insurance's campus at American Center. Shuttles between sites or a system-wide TMA could alleviate many of the parking issues facing the site. While Staff are concerned with possible negative impacts associated with an expansion of a surface parking lot, staff cannot identify a specific standard that cannot be met.

Finally, §28.141(6)(c) MGO lists the considerations that must be made before granting approval of surface parking exceeding the maximum. These considerations are discussed below.

1. Documentation regarding the actual parking demand for the proposed use.

American Family Insurance recently purchase the property and intends to move 329 employees into the 50,400-square foot building late in 2018. Including visitors, the applicant estimates that the total number of people at the building in a given day could exceed 340. Further, according to the submitted application, American Family Insurance expects employment at this location to grow. Estimates of the number of employees arriving alone via personal vehicle and those using alternative methods of transportation (employees being dropped off by others, carpooling, bicycling, walking, and using Metro Transit) have not been provided, but it appears the applicant is trying to achieve a ratio of one parking space per employee.

2. The impact of the proposed use on the parking and roadway facilities in the surrounding area.

The parking proposal is not expected to have significant impacts on the roadway facilities in the surrounding area outside of some additional morning and evening peak hour traffic. If all needed parking is contained on site, there will be no impacts from spillover parking. If all parking is not provided on site, there may be parking and some traffic impacts on surrounding streets; these will not be significant at present as neither City View Drive nor Quarry Park Road extend further to the south and east, respectively, beyond this site, and thus do not currently serve any other land uses. However, as this area continues to develop, on-street parking may negatively impact the parking and roadway facilities in the surrounding area.

3. Whether the proposed use is located near a parking area that is available to employees.

On-street parking is allowed on both City View Drive and Quarry Park Road adjacent to the subject site. On-street parking on these streets, extending up to the intersection of Wall Street and City View Drive could accommodate over 100 vehicles within 800 feet of the building's entrance.

4. The availability of alternative forms of transportation and actions being taken by the applicant to enhance or promote those alternatives.

The application mentions walking, biking, carpooling, and public transportation, though the general conclusion provided by the applicant is that walking, biking, public transportation, and carpooling are not convenient, common, or viable options. Staff notes that there are over 700 dwelling units within walking distance and over 200 new units have been approved in the past year. Lien Road, Fellend Road, Buke Road, American Parkway, East Springs Drive, and High Crossing Boulevard have striped on-street bike lanes and City View Drive is a signed bicycle route. The existing site only has three bicycle parking spaces and better bicycling facilities (bringing the site into zoning compliance requires the addition of more bicycle parking) may encourage that transportation option. Carpooling is encouraged, but the applicant has stated American Family Insurance has chosen to not depend on increased carpooling to reduce parking demand. One Metro Transit route (26) serves

the High Crossing area, which connects to the American Center and East Towne Mall, but does not access any primary residential areas outside the High Crossing area or include a transfer point within the route.

5. Structured parking, green infrastructure, or other mitigation measures may be required as conditions for an exception.

The proposal represents an increase of approximately 19,000 square feet of impervious space onsite, though it appears to remain in compliance with the lot coverage requirements of the SE district. An existing landscaping island would be removed to add five parking spaces. No new landscaping islands are proposed, but additional landscaping and plantings are proposed. The applicant has not indicated if structured parking has been explored as an alternative to expanding the surface parking lot. The addition of a single deck of parking above the existing parking lot would nearly double the amount of parking and would solve American Family Insurance's anticipated parking issues as employment at this location continues to expand. Structured parking is not subject to parking maximums.

6. Whether the proposed use is new or is an alteration, addition, or expansion or an existing use.

This proposal is the expansion of an existing use.

A time of report writing, staff is unaware of any comments or concerns from the public. On balance, the Planning Division believes that the approval standards can be met.

Recommendation

Planning Division Recommendation (Contact Colin Punt, 243-0455)

If the Plan Commission can find that the approval standards for conditional uses are met, then the Planning Division recommends that the Plan Commission **approve** the request to build a surface parking lot exceeding the parking maximum at **2335 City View Drive**. This recommendation is subject to input at the public hearing and the conditions recommended by the reviewing agencies.

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

Zoning Administrator (Contact Jenny Kirchgatter, 266-4560)

1. Provide a calculation for lot coverage with the final submittal. The lot coverage maximum is 75%. Lot coverage is defined as the total area of all buildings, measured at grade, all accessory structures including pools, patios, etc., and all paved areas as a percentage of the total area of the lot, with the following exceptions: sidewalks or paved paths no wider than five (5) feet, pervious pavement, green roofs and decks.
2. The previously approved site plan dated 08-31-2000 shows 30 bicycle stalls located near the southeast corner of the existing building. Install the bicycle stalls per the approved plan or obtain approval for bicycle parking meeting the requirements of MGO Sections 28.141(4)(g) and 28.141(11).
3. 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.

4. 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.

Metro Transit (Contact Tim Sobota, 261-4289)

5. Metro Transit currently provides direct bus service once every 30 minutes, with a travel time of 15 minutes or less, that connects the approximately 1700 existing residential units located to the northeast of the project site with the office building. At least 200 additional residential units have been approved for construction in the last 18 months, in this same general area northeast of the office building, and that would benefit from this same direct scheduled bus connection.

Engineering Division - Main Office (Contact Brenda Stanley, 261-9127)

6. The storm sewer connection to public storm sewer for the northwest parking area shall be reconfigured. The majority of the pipe shall be constructed within Lot 51 until it is opposite the inlet in the street. At that point the pipe shall go perpendicular to the right of way to connect to the inlet in City View Drive.
7. All outstanding Madison Metropolitan Sewerage District (MMSD) charges are due and payable prior to Engineering sign-off, unless otherwise collected with a Developer's / Subdivision Contract. Contact Mark Moder (608-261-9250) to obtain the final MMSD billing a minimum of two (2) working days prior to requesting City Engineering signoff.
 8. The Applicant shall submit, prior to plan sign-off but after all revisions have been completed, a digital CAD file (single file) to the Engineering Division with any private storm and sanitary sewer utilities. The digital CAD file shall be to scale and represent final construction. The CAD file shall be in a designated coordinate system (preferably Dane County WISCRS, US Ft). The single CAD file submittal can be either AutoCAD (dwg) Version 2013 or older, MicroStation (dgn) V8i Select Series 3 or older, or Universal (dxf) format and shall contain the only the following data, each on a separate layer name/level number:
 - a) Building Footprints
 - b) Internal Walkway Areas
 - c) Internal Site Parking Areas
 - d) Other Miscellaneous Impervious Areas (i.e. gravel, crushed stone, bituminous/asphalt, concrete, etc.)
 - e) Right-of-Way lines (public and private)
 - f) Lot lines or parcel lines if unplatted
 - g) Lot numbers or the words unplatted
 - h) Lot/Plat dimensions
 - i) Street names
 - j) Private on-site sanitary sewer utilities (including all connections to public sanitary)
 - k) Private on-site storm sewer utilities (including all connections to public storm)

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

NOTE: Email CAD file transmissions are preferred to: bstanley@cityofmadison.com (East) or 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.

9. The applicant shall demonstrate compliance with Section 37.07 and 37.08 of the Madison General Ordinances regarding permissible soil loss rates. The erosion control plan shall include Universal Soil Loss Equation (USLE) computations for the construction period. Measures shall be implemented in order to

maintain a soil loss rate below 5.0 tons per acre per year.

10. For Commercial sites < 1 acre in disturbance the City of Madison is an approved agent of the Department of Commerce and WDNR. As this project is on a site with disturbance area less than one (1) acres, and contains a commercial building, the City of Madison is authorized to review infiltration, stormwater management, and erosion control on behalf of the Department of Commerce. No separate submittal to Commerce or the WDNR is required.
11. 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. 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).
12. The Applicant's project requires the minor restoration of the sidewalk & terrace. The Applicant shall obtain a Street Excavation Permit for the street restoration work, which is available from the City Engineering Division. The applicant shall pay all fees associated with the permit including inspection fees. This permit application is available on line at <http://www.cityofmadison.com/engineering/permits.cfm>.

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

13. Fire lanes shall be established and noted on the site plans based on the existing site conditions. Portions of the altered site improvements and any new improvements need to comply with the current fire lane requirements.

Parks/Forestry (Contact Brad Hofmann, 266-4816)

14. 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 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 and/or the Board of Public Works prior to the approval of the site plan. The location of each tree is on the plans, please add species & size (DBH) by contacting Brad Hofmann.

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.

Please include the following note on the site plan: City Forestry will issue a removal permit for one Linden tree due to driveway installation located at the 2nd tree on City View Drive from Quarry Park Road. Please contact Brad Hofmann – bhofmann@cityofmadison.com or 266-4816 to obtain the street tree removal permit.