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## 28G. Special Districts

## Introduction

*This section contains four distinct districts that are grouped together for convenience in presentation:*

- *Rural and Agricultural District – an update to the current Agricultural District;*
- *Open Space and Parks District – a successor to the Conservancy District that is explicitly focused on parks and other public and semi-public land;*
- *Campus Institutional District – a new district that is designed to recognize the distinct attributes and existing plans of the City’s college and university campuses;*
- *Airport – a new district designed to recognize the Dane County Regional Airport and cross-reference the County’s height limitations and other standards.*

*Because these districts are so different in nature, there are no common “General Provisions” in this chapter – each district has distinctive standards.*

*As with the other sections of the draft Zoning Code, note that sections in italics and sidebars are comments or questions, not code text.*

## Special District Uses

Table \_1 lists all permitted and conditional uses in the following districts:

- RA: Rural Agricultural District
- C: Conservancy District
- A: Airport District

Uses allowed within the Campus Institutional District are listed separately in Section \_\_\_\_.

- A. Uses marked as “P” are permitted in the districts where designated.
- B. Uses marked with a “C” are allowed as conditional uses in the districts where designated, in compliance with all applicable standards.
- C. Uses indicated as “P/C” may be permitted or conditional, depending on their size and scale, as specified.
- D. Uses marked with an “A” are allowed when accessory to another allowed use. Some accessory uses are also conditional, depending on their size and scale, as indicated in the table by “A/C”.
- E. A “Y” in the “Standards” column means that specific standards must be complied with, whether the use is permitted or conditional. Standards are included in Subchapter \_\_, Supplemental Regulations.

	RA	C	A	Stds
<b>Agricultural and Resource Uses</b>				
Agriculture - Cultivation	P			
Agriculture - Animal husbandry	C			Y
Agriculture - Intensive	C			Y

Key to Table:	
RA	Rural Agricultural
C	Conservancy
A	Airport

	RA	C	A	Stds
Kennel, animal boarding	P			
Community garden	P			
Market garden	P			
On-site agricultural retail, farm stand	A			Y
Selective cutting	P	P	P	
Clear cutting	C	C	C	Y
<b>Civic and Institutional Uses</b>				
Civic auditorium complex		C?		
Day care, home	A			
Day care center, nursery school	C	C		Y
Parks and playgrounds	P	P		
Place of worship	C			Y
Public safety facilities (fire, police stations, etc.)	P	P	P	Y
Schools, public and private	C	C		
Schools, arts, technical or trade	C	C	C	Y
<b>Residential - Family Living</b>				
Single-family detached dwelling	P			Y
Accessory dwelling unit, attached or detached	?			Y
Caretaker's dwelling	A	A		
<b>Residential - Group Living</b>				
Religious community	C			
<b>Offices</b>				
Home occupation	A/C			Y
Professional office			P	
<b>Limited Production, Processing and Storage</b>				
Artisan workshop	C			
Recycling collection center, drop-off station	C			
Wholesale establishment - agricultural	C			
<b>Public Utility and Public Service Uses</b>				
Electric substations	P	C	P	Y
Gas regulator stations, mixing and gate stations	P	C	P	Y
Sewerage system lift stations	C	C	C	Y
Stormwater management facilities	P	C	P	Y
Telecommunications towers and transmission equipment buildings	C	C	P	Y
Water pumping stations, water reservoirs	P	C	P	Y
<b>Transportation Uses</b>				
Transit stop or station	P	P	P	

Key to Table:  
RA Rural Agricultural  
C Conservancy  
A Airport

	RA	C	A	Stds
Airport terminal and related facilities			P	
Airport runways, hangars and related facilities			P	
<b>Medical Facilities</b>				
Veterinary clinic	C			Y
<b>Retail Sales and Services</b>				
Garden center, outdoor	C			
Farmers' market	C			Y
Greenhouse, nursery	C			Y
Post office			P	
<b>Food and Beverages</b>				
Catering		A	P	
Coffee shop, tea house		C	P	
Restaurant, carry-out, deli (no liquor sales)		C	P	
Restaurant-tavern		C	P	
Tavern (liquor sales >50% gross receipts), brewpub			P	
Outdoor eating area associated with food & beverage establishment		A		Y
<b>Commercial Recreation, Entertainment and Lodging</b>				
Bed and breakfast establishment	A			Y
Golf course	C	P		Y
Health/sports club			C	
Hotel, inn, motel, hostel			C	
Indoor recreation			C	
Lodge, private club, reception hall		C		
Swimming and tennis clubs, private	C	C		
<b>Automobile Services</b>				
Auto rental facilities			P	
<b>Parking Facilities</b>				
Parking facility, public		P	P	Y
Parking facility, commercial			C	Y
Parking accessory to an allowed use	A	A	A	Y
Parking of trucks and heavy equipment accessory to an allowed use	A/C	A/C	A	Y
Parking lot (surface) exceeding 125% of minimum required parking	C	C	C	Y
<b>Accessory Structures</b>				
Emergency electric generator	P	P	P	Y
Garage, workshop, not exceeding maximum size	P			
Garage, workshop, exceeding maximum size	C			

Key to Table:  
 RA Rural Agricultural  
 C Conservancy  
 A Airport

	RA	C	A	Stds
Outdoor storage		C	P	Y
Solar or wind energy systems or devices	P	P	P	Y
<b>Temporary Uses</b>				
Portable storage units	C		C	Y
Outdoor sales events (limited number per year)	C			
Temporary buildings for storage of construction materials and equipment	P	P	P	
Temporary off-street parking	P	C	C	

Key to Table:  
 RA Rural Agricultural  
 C Conservancy  
 A Airport

## Rural Agricultural District

*[The RA District is based upon the current Agriculture District, with an additional emphasis on encouraging local food production, discouraging premature subdivision, and limiting intensive animal agriculture within City limits.]*

### Statement of Purpose

Rural agricultural areas designated as such in the Comprehensive Plan are located beyond the current extent of planned City development. These areas are outside the Central Urban Service Area and without current access to municipal sanitary sewer and water service. They are characterized by active farming operations and associated fields, meadows, woodlots and other natural features. Agriculture and other rural land uses also continue to predominate within many areas planned, but not yet developed, for urban uses.

The purpose of this district is to protect the rural character of all rural agricultural areas until such time as they can be served effectively by public utilities and are planned for more intensive development. In addition, the RA district is intended to support local food production by encouraging community and market gardens and other small-scale agricultural operations within city limits.

### Relationship to Comprehensive Plan

The RA District is intended to implement the objectives of the Comprehensive Plan, including but not limited to the Objectives and Policies for Urban Form, including objectives 6 through 12, and for Urban Fringe Development, Objective 19.

### Dimensional Standards, Permitted and Conditional Uses

Standards represent minimums unless otherwise noted. Dimensions are in feet unless otherwise noted.

Rural Agricultural District		
	Agricultural buildings and uses	All other uses
Lot area (sq. ft.)	5 acres	10 acres
Lot width	300	300
Front yard setback	30	30
Side yard setback	80	80
Rear yard setback	100	100
Maximum height	2 stories/35	2 stories/35
Maximum lot coverage	n/a	5%

## Conservancy District

*[The Conservancy District is updated to simplify the lists of allowed uses and focus the district on public, semi-public, and large private recreational areas such as golf courses. If private areas are proposed for other types of development, rezoning - and possibly Comprehensive Plan amendments - would be required.]*

### Statement of Purpose

The Conservancy District is established to recognize and protect the natural functions of certain natural and recreational areas, including large City and County parks, the University of Wisconsin Arboretum, stormwater management areas, golf courses, and similar areas. Development within the district is limited in character in order to protect natural drainageways and water retention areas, natural habitat for plant and animal life, steep slopes, woodlands, and other resources beneficial to the community.

### Relationship to Comprehensive Plan

The C District is intended to implement the objectives of the Comprehensive Plan, including but not limited to the Objectives and Policies for Permanent Open Space Preservation: Objective 21, and the goals, objectives and policies of the Parks and Open Space chapter of the Comprehensive Plan, particularly Objectives 2 and 5.

### Dimensional Standards, Permitted and Conditional Uses

Standards represent minimums unless otherwise noted. Dimensions are in feet unless otherwise noted.

Conservancy District	
Lot area (sq. ft.)	5 acres
Lot width	300
Front yard setback	30
Side yard setback	80
Rear yard setback	100
Maximum height	2 stories/35
Maximum lot coverage	5%

## Campus-Institutional District

*[The CI District is a new district intended to apply to university and college campuses, emphasizing the use of a campus master plan rather than treating on-campus projects as separate conditional uses.]*

### Statement of Purpose

The CI District is established to recognize the University of Wisconsin – Madison and other large educational institutions as important activity centers and traffic generators, accommodate the growth and development needs of these institutions, and coordinate the master plans of these institutions with the City’s plans, policies and zoning standards. The district is also intended to:

- A. Permit appropriate institutional growth within boundaries while minimizing the adverse impacts associated with development and geographic expansion;
- B. Balance the ability of major institutions to change and the public benefits derived from change with the need to protect the livability and vitality of adjacent neighborhoods;
- C. Encourage the preparation of campus master plans that enable adjacent neighborhoods and the broader community to understand the levels of development being proposed, their likely impacts, and appropriate mitigation measures.

### Relationship to Comprehensive Plan

The CI District is intended to implement the objectives of the Comprehensive Plan, including but not limited to the intent of the Campus Land Use District classification in the Land Use Plan, and the Objectives and Policies for Downtown Educational Institutions and Facilities: Objective 83.

### Master Plan Requirement

Institutions within CI districts shall *[may?]* create Campus Master Plans that contain the elements listed below. Plans shall be submitted to the Common Council for approval, following review and recommendations by the Plan Commission, using the process listed under *[Procedures]*.

- A. Campus Master Plans, once approved, shall remain effective for 10 years, although an update or modification may be initiated during that time period (see Changes to Master Plan below). Development projects consistent with the Plan will undergo administrative site plan review and final building design review (see below) rather than a conditional use process.
- B. If a master plan has not been developed or updated for the institution in question, individual development proposals and changes in use that exceed 4,000 square feet in gross floor area over a five-year period will be reviewed as conditional uses, under the procedures of Section \_\_\_\_.

*The Campus Master Plan could be mandatory or optional – with some clear advantages in adopting one. If the master plan is treated as optional, it should be required as a condition of any rezoning to create a new CI district.*



## Uses Within CI Districts

The primary uses within a CI district are those that are part of or that are accessory to a university or college campus. The following uses are permitted in the CI District as part of an approved campus master plan:

- A. Classroom buildings
- B. Conference facilities
- C. Dormitories, student and/or faculty housing
- D. Eating places within mixed-use buildings such as dormitories or student unions
- E. Fraternities and sororities
- F. Indoor and outdoor sports and recreational facilities
- G. General retail and personal service uses within mixed-use buildings such as student unions
- H. Performing arts centers
- I. Laboratories – research, development and testing
- J. Lodging
- K. Medical facilities
- L. Museums and art galleries
- M. Offices
- N. Parking, structured and surface
- O. Places of worship
- P. Utilities and transportation facilities related to the primary use

The specific uses allowed within a CI district will be identified as part of the campus master plan. If no master plan has been prepared, all uses exceeding 4,000 square feet in gross floor area are considered conditional uses.

## Contents of Master Plan

The master plan shall include the following elements and information:

- A. Background/History – A summary of previous planning efforts by the institution in conjunction with the City and/or abutting neighborhoods or other interest groups, a description of the campus master planning process and participants, and any other relevant background material.
- B. Mission/Guiding Principles – A statement that defines the organizational mission and objectives of the institution and describes the role of the master plan within the context of the mission.
- C. Facilities Plan – Includes a description of existing conditions on the campus and the proposed conditions under the Master Plan, including:

1. Existing Conditions
    - a. Form (FAR, building type, height, bulk)
    - b. Building use
  2. Proposed Conditions
    - a. Future needs/capital improvements
    - b. Phasing of proposed improvements
    - c. Building Form (general building type, height, bulk, etc.)
    - d. Building use
    - e. Transitions at boundaries
    - f. Design standards
    - g. Relationship to transportation/access plan (parking, TDM, etc.)
- C. Neighborhood context – Describes the relationship between the institution and its surroundings.
1. Student/Employee Count – existing and proposed.
  2. Edge conditions, border transitions – positive and negative impacts associated within any development along boundaries or outside boundaries, and its relationship to development and/or preservation goals of adjacent neighborhoods and City plans.
  3. Community relations – describes existing and proposed methods of communication between the institution and the larger community, including systems for resolution of community concerns.
  4. Transition area - the master plan shall define and establish standards for a transition area along boundaries between the CI district and any residential or mixed-use district. Standards must be established for the transition area, addressing building form, screening of mechanical equipment, exterior lighting, landscaping, and other means of ensuring compatibility with the character of the adjacent neighborhood or district.
  5. Identification and mitigation of impacts – information on any unique impacts which proposed development may have on the neighboring community, and how these should be mitigated. Impacts include noise, lighting and special events that are associated with these and other impacts.
- D. Access and Transportation – A description of existing and planned parking, loading and service facilities, and bicycle, pedestrian and traffic circulation systems within the institutional boundaries and the relationship of these facilities and systems to the external street system. This shall include a description of the institution's impact on traffic and parking in the surrounding area. Specific institutional programs to reduce traffic impacts and to encourage the use of public

transit, carpools, bicycling and other alternatives to single-occupant vehicles.

- E. Resource Management – A description of the historic, natural and cultural resources within campus boundaries, and the proposed management of these resources. Topics may include preservation of historic buildings and landscape features, management of natural areas, energy use and conservation, and sustainability measures.
- F. Streetscape Treatment – Treatment of public spaces within the campus, including pedestrian paths and trails, plazas and landscaped areas. May also include provisions for signage and wayfinding.

### Dimensional Standards

Because of the integrated mix of uses found in the CI districts, no lot-by-lot dimensional or density standards apply. Building and site placement are determined through the master plan or through individual conditional use processes. Standards for transitions to surrounding areas will be established through the master plan process or as part of the conditional use review process.

### Final Building Design Review

It is expected that campus master plans will identify building location and maximum height, but will not include detailed designs of each building. Building plans will be reviewed by the Urban Design Commission based on their consistency with the goals and design standards of the master plan and compatibility with adopted neighborhood plans of adjacent neighborhoods. *[process for UDC review TBD]* If no master plan is in place, building design review will occur as part of the conditional use process. Building design review must be completed prior to issuance of a building permit.

### Changes to Master Plan

Once approved, a campus master plan may be modified as follows:

- A. Minor modification. The zoning administrator may approve minor modifications to an approved master plan, provided that such changes are consistent with the intent of the master plan and do not involve any of the activities listed below under “major modification.”
- B. Major modification: Major modifications include changes of ten (10) percent or more in land area designated in a specific category; creation of a new public street or removal of a public street segment; removal of a park or open space area; or addition or removal of an entire block.
  - 1. Initiation.
    - a. The institution or any person who has a leasehold or ownership interest in property that is subject to the master plan may apply for a minor modification.
    - b. In addition to the entities identified in subsection a above, the Common Council or the Plan Commission may apply for a major modification.

2. Major modifications may be approved as an amendment to the master plan by Council resolution following Plan Commission review, public hearing and recommendation.

## Airport District

### Statement of Purpose

The purpose of the Airport District is to recognize the Dane County Regional Airport as a major transportation hub with a unique set of land use characteristics, and to accommodate the Airport's transportation and management needs while mitigating any impacts on surrounding land uses.

### Relationship to Comprehensive Plan

The A District is intended to implement the objectives of the Comprehensive Plan, including but not limited to the intent of the Special District land use classification in the Land Use Plan and the Objectives and Policies for Air Transportation in the Transportation Plan.

### General Provisions

The regulations contained in the Dane County Code of Ordinances regulating the height and bulk of obstructions to aerial navigation adopted by the Dane County Board of Supervisors, are hereby adopted as part of this Chapter. *[see Chapters 67 and 78, Dane County Code of Ordinances]*

### Dimensional Standards

The height limits and other requirements referenced in the Dane County Code of Ordinances shall apply to the Airport District.