



**Project Address:** 301 Troy Drive (18<sup>th</sup> Aldermanic District – Ald. Kemble)

**Application Type:** Conditional Use

**Legistar File ID #:** [56798](#)

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

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

### Summary

**Applicant:** Laura Davis; BWBR; 1241 John Q Hammonds Drive; Madison, WI 53717

**Contact:** Bob Hoffmann; Division of Facilities Development; 101 E. Wilson Street; Madison, WI 53703

**Owner:** State of Wisconsin – Department of Administration; 101 E. Wilson Street; Madison, WI 53703

**Requested Action:** Approval of a Conditional Use to allow construction of an addition to the Mendota Juvenile Treatment Center (MJTC) exceeding 4,000 square-feet of floor area, in the Campus-Institutional (CI) zoning district, at 301 Troy Drive.

**Proposal Summary:** The applicant is seeking approval to add a one-to-two-story, roughly 78,000-square-foot addition to the Mendota Juvenile Treatment Center.

**Applicable Regulations & Standards:** This proposal is subject to the standards for Conditional Uses [M.G.O. §28.183(6)], and the Campus Institutional (CI) District [M.G.O. §28.097]. Section 28.097(2)(c) states that *“in a Campus Institutional (CI) District without a Campus Master Plan, individual development proposals and changes that exceed four thousand (4,000) square feet in floor area within any five (5) year period, shall require conditional use approval.”*

**Review Required By:** Plan Commission.

**Summary Recommendations:** The Planning Division recommends that the Plan Commission find the standards met and **approve** the Conditional Use to construct an addition to the Mendota Juvenile Treatment Center (MJTC) exceeding 4,000 square-feet of floor area, in the Campus-Institutional (CI) zoning district, at 301 Troy Drive. This recommendation is subject to input at the public hearing and the conditions from reviewing agencies in this report.

### Background Information

**Parcel Location:** The subject site is a 12,542,392-square-foot (287.9-acre) parcel is developed with roughly two dozen buildings. It is located to the southwest of the junction of Troy Drive and Green Avenue and is roughly bordered by Pine View Drive to the north and Harper Road to the east. It is within Aldermanic District 18 (Ald. Kemble) and the Madison Municipal School District.

**Existing Conditions and Land Use:** The larger site is home to the Mendota Mental Health Institute (MMHI) which is run by the Wisconsin Department of Health Services (DHS). The one-story, roughly 25,000-square-foot Mendota Juvenile Treatment Center (MJTC) facility, which is part of MMHI and the subject of this staff report, is located

near the center of the campus site, to the east of Memorial Drive, in between the intersections with Goodland Drive and Main Drive. More specifically, it is located to the east of Building 14, to the west of Lorenz Hall, to the north of a surface parking lot, and to the south of the MMHI Conference Center. The site is zoned CI (Campus Institutional).

**Surrounding Land Uses and Zoning:**

North: Single-family residences, zoned Suburban Residential – Consistent 1 and 2 (SR-C1 and SR-C2)) and City of Madison Meadow Ridge Conservation Park, zoned Conservation (CN);

South: Lake Mendota;

East: Across Harper Road are single-family residences, zoned SR-C1; and

West: Lake Mendota.

**Adopted Land Use Plan:** The [Comprehensive Plan](#) (2018) recommends Special Institutional (SI) uses for the subject site.

**Zoning Summary:** The subject property is zoned CI (Campus Institutional District):

Requirements	Required	Proposed
Lot Area (sq. ft.)	6,000 sq. ft.	6,515,648 sq. ft.
Lot Width	50'	Greater than 50'
Front Yard Setback	0	Adequate
Side Yard Setback	0	Adequate
Rear Yard Setback	0	Adequate
Usable Open Space	0	Adequate
Maximum Lot Coverage	85%	Less than 85%
Maximum Building Height	3 stories/ 68'	2 stories/ Less than 68'

Site Design	Required	Proposed
Number Parking Stalls	Correctional Facility: As determined by Zoning Administrator	194
Accessible Stalls	Yes	6
Loading	None	None
Number Bike Parking Stalls	Correctional Facility: As determined by Zoning Administrator	20
Landscaping and Screening	Yes	Yes
Lighting	Yes	No
Building Forms	Yes	Civic or institutional building

<b>Other Critical Zoning Items</b>	Urban Design (Public Building); Historic District; Utility Easements; Wetlands; Floodplain
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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. Daily transit service is located adjacent to the site at the intersection of North Road with Troy Drive/Green Avenue.

## Project Description

The applicant is seeking approval to increase the size of the existing, roughly 24,600-square-foot Mendota Juvenile Treatment Center (MJTC) facility by roughly 78,000 square-feet. This will consist of two additions – to the northwest and southeast of the existing facility. The existing facility will also be renovated at the same time to improve circulation and update building and security systems.

The northwestern addition will be roughly 60,000 square-feet in size and consist of two roughly 26,000-square-foot floors and an 8,000-square-foot basement. The first floor will have 30 bedrooms in three corridors/clusters, bathrooms, classrooms, recreation space, a nurse station, dentist office, observation and seclusion rooms, and various support rooms such as offices. The second floor will have largely the same floor plan and breadth of uses but have 19 bedrooms and instead of a recreation space, will have classrooms, computer lab, and music room. The basement will house a mechanical room, electrical rooms, laundry, and various storage and custodial rooms. It will also have an underground service tunnel which will lead north and connect with the rest of the service MMHI tunnel network.

The addition to the southeast will be roughly 17,000 square-feet in size and one story in height. It will adjoin the southeast corner of the existing building, starting just south of where the ground-floor tunnel leads eastward from the subject building to Lorenz Hall. The new space will contain a new main entry and waiting room, visitation rooms, bathrooms, nurse station, conference rooms, numerous offices, locker rooms, break room, and garage. The main entry will be located in the same general area as its predecessor, and continue to serve the surface parking lot to the south.

The net impact to the building will be an increase of 50 units – 30 for male juveniles and 20 for female. This will bring the total to 93 units, up from the existing 43. The roughly 78,000-square-foot addition will bring the total to approximately 102,500 square-feet.

The exterior building materials will consist primarily of brick, to match the existing. Large, inset metal paneling will be employed around each of the proposed windows for the new units to provide visual interest. Large bays of tall windows will be used with the dayroom/program rooms on both levels of the northwestern addition. The metal cladding will also entirely clad the third story (i.e. the enclosures for rooftop mechanicals and elevator overruns.)

In terms of site plan changes, the main changes will be the rearrangement of the recreational areas (primarily the basketball courts) and raised garden beds to accommodate the new additions. The existing outdoor area, on the east side of the existing building will remain roughly the same size but one of the basketball half courts will be relocated to the south so that it is back-to-back with the other. The rest of the space will be filled with outdoor tables, raised garden beds, paths, and a large grass area. To the north of the existing building and northwestern addition, roughly 3,000 square-feet of recreational space will be enclosed and include a full-size basketball court, outdoor seating, a large grass area, and raised garden beds. A smaller, roughly 500-square-foot area with outdoor seating will be added on the west side of the northwestern addition. The large, existing recreational area to the west of the existing building (to the west of the gymnasium), will remain but will be reduced to contain just a basketball half court.

The applicant provided supplemental images outlining the parking, staffing and visitors counts, both existing and proposed. It has been included at the end of this staff report. Please refer to the Supplemental Attachment included in the Plan Commission's packet of materials

The surface parking lots to the west and south of the existing building will also be reworked. (Please refer to Supplemental Attachment #1 located at the end of this staff report which outlines the parking, staffing, and visitors counts, for both the existing and proposed conditions.) Note: the two lots serve both the MJTC Facility as well as Building 14, which is located to the west. The lot between the two buildings, currently containing 23 stalls will be downsized to 12. The lot to the south of the MJTC will contain 182 stalls (six of which are assessable), up from 84 (4 accessible). The net effect is 194 stalls, or an increase of 87 parking spaces, between the two lots. These extra stalls are intended to accommodate the projected staffing and visitor increases. Based on the submitted information, the number of daily visitors is expected to increase from 10 to 25 with the addition. In regards to staffing, the morning shift, currently at 44, is anticipated to increase to 125 while the afternoon shift, currently at 19, is expected to increase to 73. The applicant has communicated to Staff that the parking lot increase is proportional to increase in staff with small allowance for cross over between shifts.

## Analysis and Conclusion

This proposal is subject to the standards for Conditional Uses [M.G.O. §28.183(6)], and the Campus Institutional (CI) District [M.G.O. §28.097] as Section 28.097(2)(c) states that in a Campus Institutional (CI) District without a Campus Master Plan, *“individual development proposals and changes that exceed four thousand (4,000) square feet in floor area within any five (5) year period, shall require conditional use approval.”* 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, and finding that all of the conditional use standards of MGO §28.183(6) are met. Please note, recent changes to state law requires that conditional use findings must be based on “substantial evidence” that directly pertains to each standard and not based on personal preference or speculation.

The [Comprehensive Plan](#) (2018) recommends Special Institutional (SI) uses for the subject site. The Plan notes that the Special Institutional (SI) designation is used primarily to identify current or recommended locations for grade schools, colleges, etc. and recommends that campus development *“should be compatible with surrounding uses and their design characteristics, and mitigate potential negative impacts on adjacent areas.”* The Planning Division believes the proposal could be found consistent with adopted plan recommendations.

There was a comment submitted by the Police Department stating, *“The Expansion of the Mendota Juvenile Treatment Center has the possibility of increased Police services and Police staffing needs.”* In subsequent communication with Staff, the Captain of the Madison Police Department North District clarified that his department *“didn’t have any concerns with the proposed facility expansion. The State reimburses the City for Police and Fire service. There will need to be negotiations between the parties in terms of the additional cost for police services as well as City Finance awareness of additional police resources/staffing for the Northside.”*

While the proposed addition will increase the number of car trips by facility staff as well as visitors, Staff note that Traffic Engineering Division believes that the trips will be dispersed not only throughout the day – with the AM and PM staff shifts and visitors coming and going – but also northwards on Green Avenue and east on Troy Drive, and therefore not result in significant negative impacts to the neighborhood.

The Planning Division believes this proposal conforms to the adopted plan recommendations, does not believe it will have significant negative impacts on the surrounding neighborhood, and therefore believes that the Conditional Use Approval Standards can be found met.

At the time of report writing, Staff have received a few public comments, which expressed concern for traffic speeds through the neighborhood, as well as anticipated safety concerns due to escaped MJTC patients.

## Recommendation

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

The Planning Division recommends that the Plan Commission find the standards met and **approve** the Conditional Use to construct an addition to the Mendota Juvenile Treatment Center (MJTC) exceeding 4,000 square-feet of floor area, in the Campus-Institutional (CI) zoning district, at 301 Troy Drive. This recommendation is subject to input at the public hearing and the following conditions:

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

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

1. Based on historical documents (WDNR BRRTS record #03-13-202873), the property may contain residual contaminated soil. If contaminated soil is encountered as part of this redevelopment, all WDNR and DSPS regulations must be followed for proper handling and disposal.
2. SHEET C219 Private sanitary sewer identified to be 24" diameter concrete pipe appears on City records as being 12" diameter private sanitary. Applicant shall verify size of private sanitary sewer.
3. As this is a DOA lead project the State of Wisconsin is the permitting authority for stormwater and erosion control. Provide copies of all approved stormwater management and erosion control permits to the City prior to approval.
4. 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. (MGO 16.23(9)(d)(4))
5. The site plan shall be revised to show all existing public sanitary sewer facilities in the project area as well as the size, invert elevation, and alignment of the proposed service. (POLICY)

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

6. Pending review with the Madison Fire Department, address updates/changes may be necessary. The site plan shall reflect a proper street address of the property as reflected by official City of Madison Assessor's and Engineering Division records.

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

7. 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; vision triangles; 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.

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

8. Parking requirements for persons with disabilities must comply with Section 28.141(4)(e). Show the dimensions of the required accessible stalls and access aisles. An accessible stall is a minimum of 8 feet wide with a 5 foot wide access aisle. A van accessible stall is a minimum of 11 feet wide with a 5 foot wide access aisle or 8 feet wide with an 8 foot wide access aisle. Show the required signage at the head of the stalls.
9. 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.
10. Exterior lighting provided shall be in accordance with City of Madison General Ordinances Section 10.085. Provide an exterior lighting plan and fixture cut sheets with the final plan submittal.
11. 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.

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

12. Additional fire safety features above the code minimums will be required to offset the limited fire apparatus access to the site. MFD is currently working with the design team.

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

13. A Water Service Application Form and fees must be submitted before connecting to the existing water system. Provide at least two working days notice between the application submittal and the requested installation or inspection appointment. 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. A Water Meter Application Form will subsequently be required to size & obtain a water meter establish a Water Utility customer account and/or establish a Water Utility fire service account. 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)

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

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

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

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

14. To facilitate City transit planning efforts, the applicant shall identify the accessible pedestrian connection (particularly for visitors) between the construction addition/conditional use building and the public sidewalk and existing City transit stop, that is located opposite the North Road access onto Troy Drive/Green Avenue.
  15. The applicant shall include the location of these facilities on the final documents filed with their permit application, so that Metro Transit may continue to effectively plan for City transit access oriented for visitors and employees.
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16. Metro Transit currently operates daily service along Troy Drive/Green Avenue through the North Street intersection. Bus stop ID #5197 is opposite the proposed project site along the north side of Troy Drive, immediately east of the Green Avenue/North Street intersection.

**SUPPLEMENTAL ATTACHMENT #1: PARKING, STAFFING, AND VISITOR COUNTS - EXISTING AND PROPOSED**



1241 John Q. Hammons Dr., Ste. 503  
Madison, WI 53717

608.829.3701  
bwbr.com

August 20, 2019

**LETTER OF INTENT**  
Supplemental #2

Chris Wells  
City of Madison

Re: Mendota Mental Health Institute, Juvenile Treatment Center Expansion (MJTC)  
Letter of Intent  
BWBR Commission No. 3.2018319.00

Dear Mr. Wells:

Attached is the verification of the number of existing parking stalls, the # of proposed stalls, and the projected number of users for the MJTC facility.

Attachments:

- Google map indicating current building with proposed expansion and revised parking and user quantities.
- Current site plan indicating current parking stall count
- Proposed site plan indicating proposed parking stall count

Sincerely,

**BWBR**

Laura M. Davis  
Sr. Project Architect

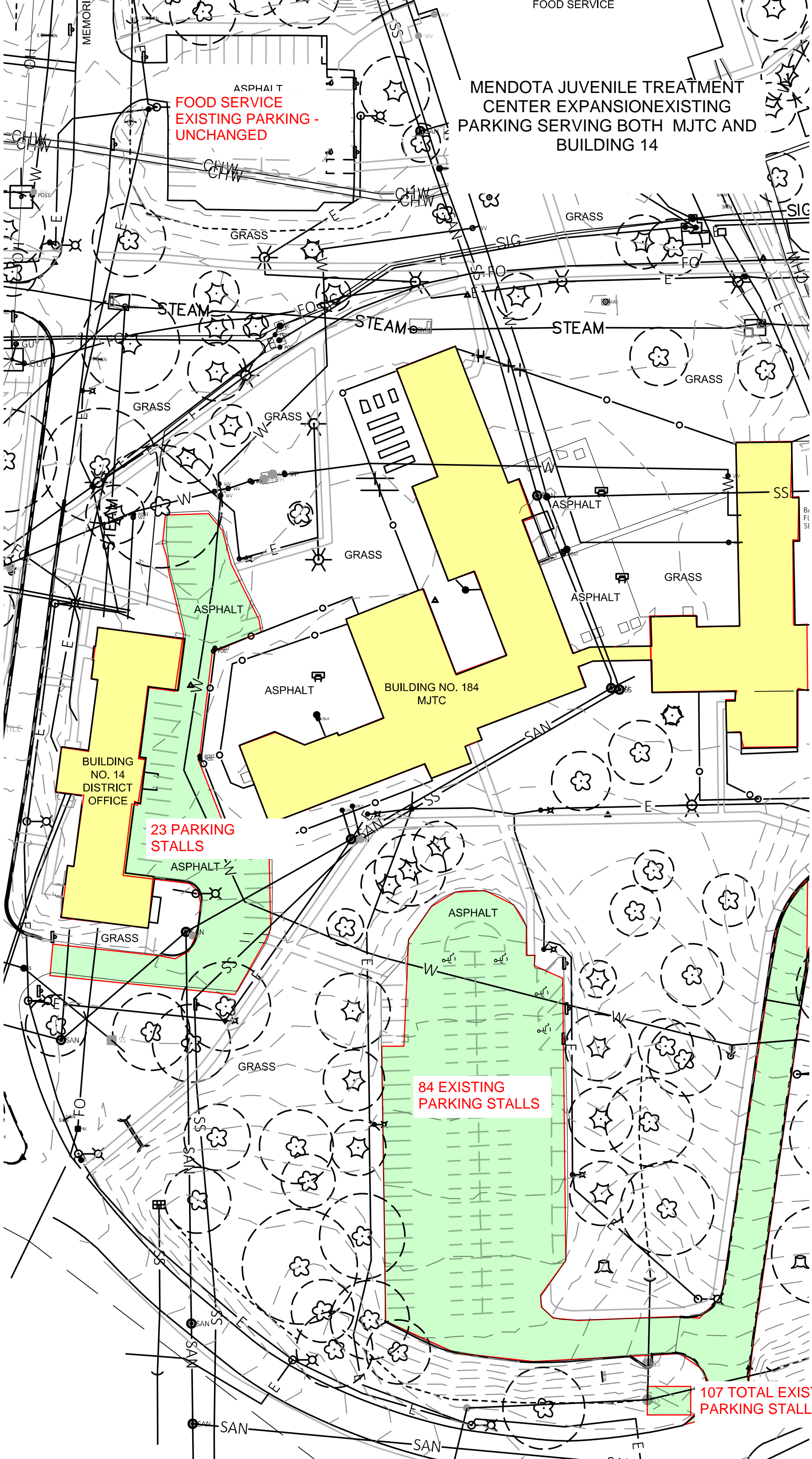
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ASPHALT  
FOOD SERVICE  
EXISTING PARKING -  
UNCHANGED

MENDOTA JUVENILE TREATMENT  
CENTER EXPANSION EXISTING  
PARKING SERVING BOTH MJTC AND  
BUILDING 14

BUILDING  
NO. 14  
DISTRICT  
OFFICE

BUILDING NO. 184  
MJTC

23 PARKING  
STALLS

84 EXISTING  
PARKING STALLS

107 TOTAL EXISTING  
PARKING STALLS



# MENDOTA JUVENILE TREATMENT CENTER EXPANSION

## PROPOSED PARKING SERVING BOTH MJTC AND BUILDING 14

MEMORIAL DRIVE

MJTC

LORENZ  
HALL

MATCHLINE SHEET L102/C214

MATCHLINE SHEET L101/C215

12 STANDARD PARKING  
STALLS

176 STANDARD PARKING  
STALLS

6 ACCESSIBLE PARKING  
STALLS

194 TOTAL PARKING  
STALLS

