



PREPARED FOR THE PLAN COMMISSION

Project Address: 4141 Nakoosa Trail
Application Type: Demolition Permit
Legistar File ID # [41336](#)
Prepared By: Timothy M. Parks, Planning Division
Report includes comments from other City agencies, as noted.

Summary

Applicant & Property Owner: City of Madison; representative: Jim Whitney, City Engineering Division.

Requested Action: Approval of a demolition permit to demolish a grocery store at 4141 Nakoosa Trail to facilitate the future construction of City of Madison maintenance and storage facilities.

Proposal Summary: The City of Madison is requesting approval to demolish the former Cub Foods store to accommodate the future construction of various City storage and fleet maintenance facilities including, but not limited to, Fleet Services, Fire [Vehicle] Maintenance, Radio Shop operations, and an option for select Metro Transit operations. The shell and core of the building will be demolished to grade this spring. Pending approval of plans for the new facilities later this year, demolition of the foundation, parking lot and site improvements will occur with the first phase of construction in spring 2017.

Applicable Regulations & Standards: Table 28F-1 of Section 28.082(1) identifies public safety or service facilities as permitted uses in all Employment zonings districts. Section 33.24(4)(d) of the Urban Design Commission ordinance requires the Urban Design Commission to approve the plans for all buildings to built or expanded by the City of Madison and certain other governmental entities, including the plans for the future storage and fleet maintenance facilities. Section 28.185 provides the process and standards for the approval of demolition and removal permits.

Review Required By: Plan Commission

Summary Recommendation: The Planning Division recommends that the Plan Commission find the standards met and **approve** a demolition permit to allow demolition of a grocery store at 4141 Nakoosa Trail to facilitate future construction of City of Madison maintenance and storage facilities, subject to input at the public hearing and the conditions from reviewing agencies beginning on page 4 of this report.

Background Information

Parcel Location: The former grocery store occupies an 8.4-acre parcel that is part of a larger 15.4-acre parcel with frontage on the east and north sides of Commercial Avenue and south side of Nakoosa Trail; Aldermanic District 15 (Ahrens); Madison Metropolitan School District.

Existing Conditions and Land Use: The grocery store building contains 76,715 square feet of floor area and faces southwest across a 531-stall parking lot with access from both Nakoosa Trail and Commercial Avenue. The site is zoned IL (Industrial–Limited District).

Surrounding Land Uses and Zoning:

North: WalMart, zoned CC (Commercial Center District);

South: State Highway 30;

West: Race Mart gas station and convenience store, 54-unit Porchlight housing development, UW Credit Union, and office building, all zoned CC; N. Stoughton Road/ US Highway 51;

East: Auto repair and salvage businesses, light manufacturing and production facilities, and personal storage facilities, all zoned IL (Industrial–Limited District).

Adopted Land Use Plan: The City-owned properties and commercial sites to the north and west are recommended for General Commercial land uses in the Comprehensive Plan. Properties east of the site along Walsh Road are developed with a series of multi-tenant light industrial, warehouse and personal storage buildings in IL zoning on lands recommended for Industrial land uses by the Comprehensive Plan. The respective commercial and industrial land use recommendations for the subject site and surrounding properties are also consistent with the recommended land uses in the (1987) East Towne-Burke Heights Neighborhood Development Plan.

Zoning Summary: The subject property is zoned IL (Industrial–Limited District). Public safety or service facilities are a permitted use in the IL district. The future City storage and fleet maintenance facilities will be reviewed for compliance with the Zoning Code prior to the issuance of permits for new construction subsequent to this demolition approval.

Environmental Corridor Status: CARPC Environmental Corridor [Map F6](#) indicates that the subject site is not located within a mapped environmental corridor.

Public Utilities and Services: The site is served by a full range of urban services, including seven-day Metro Transit service.

Previous Approval

On January 6, 2015, the Common Council approved a request to rezone 4114-4150 Commercial Avenue and 4141 Nakoosa Trail from CC (Commercial Center District) to IL (Industrial–Limited District) to better accommodate the future City storage and fleet maintenance facilities.

Project Description

The City is requesting approval to raze the former Cub Foods grocery store building, which occupies an 8.4-acre parcel addressed as 4141 Nakoosa Trail. The subject site is part of a group of 5 parcels totaling 15.4 acres that were acquired by the City in 2013 for the future construction of various City storage and fleet maintenance facilities. The one-story, 76,715 square-foot building has been vacant since the grocery store closed in 2008. The other 4 parcels acquired by the City are undeveloped.

The building will be demolished in two phases. The first phase, scheduled to commence this spring, will raze the shell and core of the building to grade, leaving the concrete slab foundation, 531-stall parking lot and other site improvements. The second phase of demolition will have the remaining building and site components removed concurrent with the start of the first phase of construction for the City facilities relocating and expanding at the 15.4-acre site. Those include, but are not limited to, Fleet Services, Fire [Vehicle] Maintenance, and Radio Shop

operations. Photos of the interior and exterior of the structure suggest that it is in average condition. Facilities Management staff from the City Engineering Division explored whether the building, which was constructed in 1986 and remodeled in 1997, could be reused as part of the new complex of City facilities. However, it was determined that the construction of the building was not suited to the heavy vehicle maintenance and storage uses anticipated, and that elements of the building had deteriorated due to its long vacancy.

Analysis and Conclusion

The Planning Division believes that the demolition permit standards can be met to allow the former Cub Foods store to be razed. Plans for the future City facilities are preliminary at this time, and construction is not anticipated before 2017. As such, staff believes that the demolition permit should be reviewed as not having a definitive proposed use per Section 28.185(2) of the Zoning Code, which requires detailed plans for a proposed use, including site, grading and landscaping plans, floorplans, and building elevations and materials that are not currently available. In reviewing an application to raze a non-residential building with no proposed use, the Plan Commission is required to find that the use, bulk, and design requirements of the existing zoning district designation are adequate to ensure that development will conform to existing adopted City plans. Public safety or service facilities such as police stations are permitted uses in all Employment zonings districts subject to approval by the Urban Design Commission as public buildings per Section 33.24(4)(d) of the Urban Design Commission ordinance.

The City-owned properties and commercial sites to the north and west are recommended for General Commercial land uses in the Comprehensive Plan and the East Towne-Burke Heights Neighborhood Development Plan, while the properties east of the site along Walsh Road developed with a series of multi-tenant light industrial, warehouse and personal storage buildings are recommended for Industrial land uses. When the request to rezone the City-owned properties to IL zoning was approved in December 2014 and January 2015, staff noted that the more industrially oriented uses anticipated for the site were not inconsistent with the recommended uses given the industrial zoning, development pattern, and land use recommendations adjacent to the east. While mapped to specific locations, the land use recommendations presented in the Comprehensive Plan are broad, and the exact shape of many of the land use districts is conceptual and not intended to be as expressly regulatory like a zoning map. Therefore, staff was able to recommend then that the IL zoning represented a modest departure from the adopted land use maps and reflected the transitional nature of the subject site and its surroundings. To that end, staff believes that the bulk regulations in the IL zoning district will adequately guide the development of the overall 15.4 acres in a manner consistent with the commercial and industrial land uses recommended for this area without need for Plan Commission approval of the specific project plans.

The Landmarks Commission informally reviewed the proposed demolition on October 5, 2015 and found that the building had no known historic value.

Recommendation

Planning Division Recommendation (Contact Timothy M. Parks, 261-9632)

The Planning Division recommends that the Plan Commission find the standards met and **approve** a demolition permit to allow demolition of a grocery store at 4141 Nakoosa Trail to facilitate future construction of City of Madison maintenance and storage facilities subject to input at the public hearing and the following conditions:

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

1. Prior to final approval of the demolition permit, the owner shall obtain a permit to plug each existing sanitary sewer and/ or storm sewer lateral that serves a building that is proposed for demolition. Prior to approval, the owner or owner's representative shall obtain a permit to plug each existing lateral that serves a building that is proposed for demolition. For each lateral to be plugged, the owner shall complete a sewer lateral plugging application and pay the applicable permit fees. Note: New plugging procedures and permit fees are in effect as of January 1, 2013.
2. All work in the public right-of-way shall be performed by a City licensed contractor.
3. The applicant shall close all abandoned driveways by replacing the curb in front of the driveways and restoring the terrace with grass.

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

4. At the time of the future redevelopment of this site, multiple site agreements encumbering and benefitting this site will need to be amended and/or terminated at the time of the redevelopment.

Traffic Engineering Division (Contact Eric Halvorson, 266-6527)

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

Zoning Administrator (Contact Jenny Kirchgatter, 266-4429)

5. Provide a reuse/recycling plan, to be reviewed and approved by the City's Recycling Coordinator, George Dreckmann, prior to a demolition permit being issued. MGO Section 28.185(7)(a)5 of the Zoning Ordinance requires the submittal of documentation demonstrating compliance with the approved reuse and recycling plan. Please note, the owner must submit documentation of recycling and reuse within 60 days of completion of demolition.
6. Future development of the site will require applicable approvals.
7. This is proposed to be a phased demolition. The existing building will be demolished in 2016 while the building concrete foundation, parking lot, and site improvements will remain until they are removed for the construction of City fleet services/ fire maintenance/ radio shop building. Interim use of the site for snow storage is acceptable. Submit an interim site plan, showing the building, structures, and site features to be removed and the site features proposed to remain until future construction.

Fire Department (Contact Bill Sullivan, 261-9658)

8. Please consider allowing Madison Fire Department to conduct training sequences prior to demolition. Contact Capt. Jerry Buechner of the MFD Training Division to discuss this possibility at (608) 516-9195.

Water Utility (Contact Dennis Cawley, 261-9243)

9. The Madison Water Utility shall be notified to remove the water meter prior to demolition. All operating private wells shall be identified and permitted by the Madison Water Utility and any unused private wells shall be abandoned in accordance with MGO Section 13.21.

Parks Division (Contact Janet Schmidt, 261-9688)

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

Metro Transit (Contact Tim Sobota, 261-4289)

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