



PREPARED FOR THE PLAN COMMISSION

**Project Address:** 1101 Woodward Drive (District 18 – Ald. Kemble)  
**Application Type:** Conditional Use  
**Legistar File ID #** [59538](#)  
**Prepared By:** Sydney Prusak, AICP, Planning Division  
Report Includes Comments from other City Agencies, as noted  
**Reviewed By:** Kevin Firchow, AICP, Principal Planner

## Summary

**Applicant:** Laura Amundson; City of Madison Engineering Division; 210 Martin Luther King Jr. Boulevard; Madison, WI 53703  
**Contact:** Melissa Destree; Destree Design Architects, Inc; 222 W Washington Avenue; Madison, WI 53703  
**Property Owner:** Eric Knepp; City of Madison Parks; 210 Martin Luther King Jr. Boulevard, Room 104; Madison, WI 53703

**Requested Action:** The applicant requests approval of a conditional use to construct a new park shelter (accessory building) for Warner Beach Park at 1101 Woodward Drive.

**Proposal Summary:** The applicant proposes to replace the existing park shelter with a new 2,239 square-foot park shelter at Warner Beach. The new shelter will have 435 square-feet of indoor space with accessible toilet facilities. Included in the site improvements, the applicant proposes to install a clean beach treatment system for the swimming area. As part of the development, the applicant will remodel the existing parking lot to include 45 vehicle stalls.

**Applicable Regulations & Standards:** This proposal is subject to the standards for Conditional Uses [MGO §28.183] and Lakefront Development [MGO §28.138]. MGO §28.138(2)(a) states that any accessory buildings on zoning lots abutting Lake Mendota shall require conditional use approval.

**Review Required By:** Plan Commission. The Urban Design Commission (UDC) Secretary Administratively reviewed this request on behalf of the UDC.

**Summary Recommendation:** The Planning Division recommends that the Plan Commission find that the standards for conditional uses and lakefront development are met and **approve** the conditional use request to construct a 2,239 square-foot park shelter (accessory building), with a new parking lot and clean beach swimming area in the Parks and Recreation (PR) Zoning District on a lakefront property at 1101 Woodward Drive. This recommendation is subject to input at the public hearing and the conditions recommended by the reviewing agencies.

## Background Information

**Parcel Location:** The 369,485 square-foot (approximately 8.48-acre) subject property is located on the west side of Woodward Drive on the lakeside of Warner Park. The site is within both Aldermanic District 18 (Ald. Kemble) and the limits of the Madison Metropolitan School District.

**Existing Conditions and Land Use:** The subject site, Warner Park Beach, includes a park shelter, parking lot, and swimming beach.

**Surrounding Land Use and Zoning:**

North: Single-family homes zoned Suburban Residential – Consistent 1 (SR-C1);

South: The Village of Maple Bluff;

East: Wisconsin and Southern Railroad, with Warner Park beyond, zoned Parks and Recreation (PR); and

West: Lake Mendota.

**Adopted Land Use Plan:** The [Comprehensive Plan \(2018\)](#) recommends Park and Open Space (P) for the subject site.

**Zoning Summary:** The property is zoned Parks and Recreation (PR).

Requirements	Required	Proposed
Lot Area (sq. ft.)	5 Acres	8.48 Acres
Lot Width	300 ft.	2,000 ft.
Front Yard Setback	30'	45.7'
Maximum Building Height	2 stories/35'	

Site Design	Required	Proposed
Number Parking Stalls	As Determined by Zoning Administrator	45
Accessible Stalls	2	2
Loading	No	No
Number Bike Parking Stalls	As Determined by Zoning Administrator	11
Landscaping	Yes	Yes
Lighting	Yes	Yes (19)

<b>Other Critical Zoning Items</b>	Urban Design (Public Building); Floodplain; Adjacent to Park; Utility Easements
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*Tables Prepared by Jacob Moskowitz, Assistant Zoning Administrator*

**Environmental Corridor Status:** The property is located within a mapped environmental corridor.

**Public Utilities and Services:** This property is served by a full range of urban services, however there are no Madison Metro bus routes along Woodward Drive. Routes 21, 22, and 29 serve Warner Park, with stops within a mile of the beach.

**Project Description, Analysis, and Conclusion**

The applicant is seeking conditional use approval to allow construction of a new 2,239 square-foot park shelter (accessory building) on a lakefront property. The new shelter will have 435 square-feet of enclosed space, which will include accessible toilet facilities, a mechanical room, and an equipment room. In terms of building materials, the structure will be primarily clad in concrete masonry in a slate color, with metal and stone accents. According to the letter of intent, the roof will accommodate low-profile PV solar panels to provide supplementary power for the project. As part of this development, the applicant will demolish the existing park shelter, reconfigure the parking lot to include landscape islands, construct a new natural play area, and install a Clean Beach Treatment System for the swimming area. More detail on the System is included in the Plan Commission materials. As proposed, two trees will be removed from the property as part of this development.

This proposal is subject to the approval standards for Conditional Uses [MGO §28.183] and Lakefront Development [MGO §28.138]. MGO §28.138(2)(a) states that any accessory buildings on zoning lots abutting Lake Mendota shall require conditional use approval. While the applicant will raze the existing shelter as part of this development, the demolition is not subject to the City's Demolition Standards [MGO §28.185(7)] as the shelter is classified as an accessory structure according to the Zoning Administrator. Furthermore, according to MGO §33.24(4)(d), the Urban Design Commission (UDC) shall approve plans for all buildings proposed to be built or expanded in the City by the City of Madison. As this structure is keeping with a previously approved prototype approved by the UDC, the UDC Secretary administratively reviewed this request on behalf of the Commission and did not recommend any conditions of 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. The Planning Division believes that this proposal is consistent with the [Comprehensive Plan \(2018\)](#) recommendation for Park and Open Space as it is an addition to an existing City Park.

Furthermore, the Planning Division believes that the Conditional Use Approval Standards can be found met. Conditional Use Standard 13 relates exclusively to lakefront development and states that "when applying the above standards to lakefront development under Sec. 28.138, the Plan Commission shall consider the height and bulk of principal buildings on the five (5) developed lots or three hundred (300) feet on either side of the lot with the proposed development." Considering the fact that the proposed structure is classified as an accessory building, and not a principal building, this consideration does not apply. Staff does not believe that reconstructing a new park shelter will impede normal and orderly development, nor impair the uses, values, and enjoyment of other property in the neighborhood.

### **Lakefront Development Standards**

The lakefront development standards were established to further the maintenance of safe and healthful conditions by preserving and enhancing water quality, habitats, viewsheds, and other environmental and aesthetic qualities of lakes. This section includes additional regulations including limitations on the clearing of shoreline vegetation, requirements for public sewer, environmental protections, and additional lot coverage standards. This section also includes the methodology to establish the building setback from the lake. Given that the proposed structure is an accessory building, there is no required lakefront setback. The Planning Division believes that the lakefront development standards can be found met.

### **Public Input**

At the time of report writing, the Planning Division did not receive any comments on this proposal.

### **Conclusion**

The Planning Division believes that both the Conditional Use and Lakefront Development Standards can be found met. Staff is supportive of the improvements to the Beach Park, especially in regards to the Clean Beach Treatment System.

## Recommendation

### Planning Division Recommendation (Contact Sydney Prusak, 243-0554)

The Planning Division recommends that the Plan Commission find that the standards for conditional uses and lakefront development are met and **approve** the conditional use request to construct an accessory building in the Parks and Recreation (PR) Zoning District on a lakefront property at 1101 Woodward 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

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

1. Provide more detail on the dry well. The detail referenced was not included in the submittal.
2. Hydric soils are present at this site. A wetland determination may be required.
3. Obtain a permanent sewer plug permit for each existing sanitary sewer lateral serving a property that is not to be reused and a temporary sewer plug permit for each sewer lateral that is to be reused by the development. The procedures and fee schedule is available online at: <http://www.cityofmadison.com/engineering/permits.cfm> (MGO CH 35.02(14))
4. An Erosion Control Permit is required for this project. See Strom comments for permit specific details and requirements.
5. This site appears to disturb less than one (1) acre of land. No submittal to the WDNR, CARPC or Department of Safety and Professional Services (DSPS) is required as the City of Madison Building Inspection Department is an approved agent for DSPS.
6. This project falls in the area subject to increased erosion control enforcement as authorized by the fact that it is in a TMDL Zone and therefore will be regulated to meet a higher standard.
7. This project will disturb 4,000 sf or more of land area and require an Erosion Control Permit. Submit the Erosion Control Permit Application (with USLE calculations and associated fee) to Megan Eberhardt (west) at [meberhardt@cityofmadison.com](mailto:meberhardt@cityofmadison.com), or Daniel Olivares (east) at [daolivares@cityofmadison.com](mailto:daolivares@cityofmadison.com), for approval. The permit application can be found on City Engineering's website at: <http://www.cityofmadison.com/engineering/permits.cfm>
8. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to submit a Storm Water Management Permit application, associated permit fee, Stormwater Management Plan, and Storm Water Management Report to City Engineering. The Stormwater Management Permit application can be found on City Engineering's website at <http://www.cityofmadison.com/engineering/permits.cfm>

The Storm Water Management Plan & Report shall include compliance with the following:

Report: Submit prior to plan sign-off, a stormwater management report stamped by a P.E. registered in the State of Wisconsin.

Electronic Data Files: Provide electronic copies of any stormwater management modeling or data files including SLAMM, RECARGA, TR-55, HYDROCAD, Sediment loading calculations, or any other electronic modeling or data files. If calculations are done by hand or are not available electronically, the hand copies or printed output shall be scanned to a PDF file and provided to City Engineering (POLICY and MGO 37.09(2))

TSS Redevelopment with TMDL: Reduce TSS by 80% off of the proposed development when compared with the existing site.

Submit a draft Stormwater Management Maintenance Agreement (SWMA) for review and approval that covers inspection and maintenance requirements for any BMP used to meet stormwater management requirements on this project.

9. Submit, prior to plan sign-off but after all revisions have been completed, a digital CAD file (single file) to the Engineering Division that is to scale and represents final construction with any private storm and sanitary sewer utilities.
10. 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](mailto:bstanley@cityofmadison.com) (East) or [tstroester@cityofmadison.com](mailto:tstroester@cityofmadison.com) (west).

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

11. The applicant shall submit one contiguous plan showing proposed conditions and one contiguous plan showing existing conditions for approval. The plan drawing shall be scaled to 1" = 20' and include the following, when applicable: existing and proposed property lines; parcel addresses; all easements; 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.
12. The developer shall post a security deposit prior to the start of development. In the event that modifications need to be made to any City-owned and/or maintained traffic signals, street lighting, signing, pavement marking and conduit/handholes, the developer shall reimburse the City for all associated costs including engineering, labor and materials for both temporary and permanent installations.
13. The City Traffic Engineer may require public signing and marking related to the development; the developer shall be financially responsible for such signing and marking.
14. All parking facility design shall conform to the standards in MGO Section 10.08(6).
15. All bicycle parking adjacent pedestrian walkways shall have a two-foot buffer zone to accommodate irregularly parked bicycles and/or bicycle trailers.
16. "Stop" signs shall be installed at a height of seven (7) feet from the bottom of the sign at all class III driveway approaches, including existing driveways, behind the property line and noted on the plan. All directional/regulatory signage and pavement markings on the site shall be shown and noted on the plan.
17. Dimensions of the driveways shall be noted on the plan including the width of driveway and width of driveway flares or curb cut.

18. Secure parking facility. This is usually done with continuous six (6) inch curb, timbers, preformed wheel stops, guardrail erected at a height of eighteen (18) inches or fencing of sufficient strength to act as a vehicle bumper.

**Zoning** (Contact Jacob Moskowitz, (608) 266-4560)

19. 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.

20. Filling, grading and excavation of the zoning lot may be permitted only where protection against erosion, sedimentation and impairment of fish and aquatic life has been assured. Obtain necessary erosion control permits.

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

21. 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.

22. 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.

**Water Utility** (Contact Jeff Belshaw, (608)

23. A private well may have served this parcel prior to the municipal water service connection. Any remaining unused/unpermitted private wells existing on this parcel must be properly abandoned according to Wisconsin Administrative Code NR 812 and Madison General Ordinance 13.21 prior to the demolition of the property. Please contact water utility staff at (608) 266-4654 to schedule an on-site private well survey prior to demolition, otherwise for additional information regarding well abandonment procedures and potential well abandonment reimbursement programs.