



PREPARED FOR THE PLAN COMMISSION

Project Address: 2999-3201 Anderson Street (12th Aldermanic District, Ald. Palm)
Application Type: Conditional Use
Legistar File ID # [42302](#)
Prepared By: Christopher Wells, Planning Division
Report Includes Comments from other City Agencies, as noted
Reviewed By: Jay Wendt, Principal Planner

Summary

Applicant: Michael Stark; Madison College; 1701 Wright Street; Madison, WI 53704
Contact: Jason Blome; RDG Planning & Design; 301 Grand Avenue; Des Moines, IA 50309
Property Owner: Dane County Truax Air Park

Requested Actions: The applicant requests conditional use approval to construct a stadium for Madison College on a property zoned PR (Parks and Recreation) at 2999-3201 Anderson Street.

Proposal Summary: The applicant seeks to remove existing soccer pitches and softball diamond and replace them with a new synthetic turf soccer pitch and synthetic softball diamond with support buildings for each field.

Applicable Regulations & Standards: Section 28.091 of the Zoning Code lists a Stadium as a conditional use in the PR (Parks and Recreation) district. This proposal is subject to the standards for Conditional Uses [Section 28.183].

Review Required By: Plan Commission (PC)

Summary Recommendation: The Planning Division recommends that the Plan Commission find that the standards for conditional uses are met and **approve** the conditional use to construct a stadium on a property zoned PR (Parks and Recreation) at 2999-3201 Anderson Street. This request is subject to input at the public hearing and the comments and conditions recommended by reviewing agencies.

Background Information

Parcel Locations: The 38.91-acre 2999 Anderson Street parcel and the 43.99-acre 3201 Anderson Street parcel are located immediately west of the intersection of Anderson and Wright Streets. The parcels are located both within Aldermanic District 12 as well as the limits of the Madison Metropolitan School District.

Existing Conditions and Land Use: The site of the proposed project straddles the northern portions of two addressed tax parcels which are both zoned PR (Parks and Recreation). The area under study is currently home to Madison College’s soccer pitch, a practice field, and softball field, with tennis courts and a baseball field nearby.

Surrounding Land Use and Zoning:

North: Across Anderson Street is the Madison College campus (the nearest campus building is the Protective Services Education Center which is approximately 250 feet from the proposed soccer pitch), zoned CI (Campus Institutional);

South: Undeveloped land, a parking lot for Madison College, Madison College’s baseball field and a large tract of woods beyond, all zoned PR (Parks and Recreation). Approximately 650 feet to the southeast of the softball field are several office and industrial buildings, zoned IL (Industrial Limited).

East: Woods and undeveloped land. Further beyond and across Wright Street are multi-family apartments, zoned TR-V2; and

West: A public golf course with undeveloped park land beyond, all zoned PR (Parks and Recreation).

Adopted Land Use Plan: The Comprehensive Plan (2006) recommends Park and Open Space for the subject parcels as well as parcels to their immediate west and southwest. The South Carpenter-Hawthorne-Ridgeway-Sycamore-Truax Neighborhood Plan (2001) also identifies these parcels as Park and Open Space. One of its related recommendations is to: *“Continue to preserve the MATC natural area for the enjoyment of MATC students, neighborhood residents, and others that appreciate its value...by maintaining access to this area grassland, wetland, and wooded areas for passive activities.”*

Environmental Corridor Status: The entirety of the subject parcels are within a mapped environmental corridor except for the existing parking lot (which will serve the new fields).

Public Utilities and Services: This property is served by a full range of urban services, including seven day-a-week Metro service along Anderson Street & Wright Street.

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

Requirements	Required	Proposed
Lot Area (sq. ft.)	5 acres	85.41 acres
Lot Width	300’	Adequate
Front Yard Setback	30’	Adequate
Side Yard Setback	30’	Adequate
Rear Yard Setback	30’	Adequate
Maximum Building Height	2 stories/ 35’	20’6”
Number Parking Stalls	As determined by Zoning Administrator.	270; 306 bid alternative
Accessible Stalls	Yes	8
Loading	None	None
Number Bike Parking Stalls	As determined by Zoning Administrator.	6 bike racks (See Comment #20)
Landscaping	Yes	Yes
Lighting	Yes	Yes
Building Forms	No	No
Other Critical Zoning Items	Urban Design (Building); Floodplain; Barrier Free (ILHR 69); Wetlands	

Table Prepared by Jenny Kirchgatter, Assistant Zoning Administrator

Project Description

The proposed The Irwin A. & Robert D. Goodman Sports Complex at Madison College will include removal and replacement of the existing soccer pitches and softball diamond with a new soccer pitch and softball diamond.

The complex will be owned and operated by Madison College and will be utilized by internal user groups, including intercollegiate athletics, intramural sports and student recreational activities. It will also be utilized by local high school athletic programs and activity groups on a fee per use basis. The applicant has also stated that it will be utilized by the College to engage east side community centers in activities directly related to the Youth Fit Initiative. Finally, it is anticipated that the complex will host youth sport tournaments, camps, clinics and events. They anticipate the hours of use will be 8:00 AM to 10:00 PM.

The new synthetic turf soccer pitch will be oriented east-west and the existing bleacher (accommodating 300 persons) will be relocated to the south side and modified to accommodate accessible wheelchairs. It will be accessed via a new walkway which will run the entire southern border of the pitch. The field will be re-graded for drainage purposes and two new detention basins will be constructed just beyond the west and south of the pitch's development. A new 624-square-foot storage building with a 177-square-foot soccer press box above will be constructed near the south east corner of the field. Just beyond the press box to the east will be a ticket building and entry plaza to the sports complex. Both buildings will be primarily clad with brick masonry and have a blue standing-seam metal roof.

To the east of the entry plaza is proposed a new softball stadium with an approximate 3,500-square-foot, at-grade building which will house two dugouts, a player's clubhouse, trainer's room, coach's office, concessions, press box, bathrooms, mechanical room and storage rooms. The structure will also be primarily clad with brick masonry and have a blue standing-seam metal roof. The opposing teams' dugout will differ from the home team's as it will be clad with a burnished block instead of the brick masonry. Behind home plate, a 500-seat grandstand will be constructed. While the proposed synthetic turf softball field will entirely new, its footprint will identically match the existing field. This is because it must conform to the State's 75-foot wetland buffer and 100-Year Floodplain setback requirements for development. In order to accommodate the construction of the supporting building, 34 parking spaces along the southern side of the existing parking lot will need to be removed. To make up for this loss, 36 spaces will be added in the northwest corner of the lot. Additionally, ten (10) spaces in the southwest corner of the lot will be converted to eight (8) accessible parking spaces.

Both the soccer pitch and the softball field will have outdoor field lighting systems installed. Each will consist of six towers - the soccer pitch will have three towers of lights spaced along each length and the softball field will have two along each foul line and two around the outfield fence.

Analysis and Conclusion

Land Use and Plan Consistency – This proposed use is consistent with both the Comprehensive Plan and South Carpenter-Hawthorne-Ridgeway-Sycamore-Truax Neighborhood Plan's recommendation of Park and Open Space. Recognizing MATC's long-term lease with the Dane County Regional Airport for the use of the northern portion of the parcels for use by their sports fields, one of the Neighborhood Plan's related recommendations is to: *"Continue to preserve the MATC natural area for the enjoyment of MATC students, neighborhood residents, and others that appreciate its value...by maintaining access to this area grassland, wetland, and wooded areas for passive activities."* As this plan will maintain almost the identical footprint of the existing sports fields while avoiding any diminishing of the natural area further to the south, Staff feels the proposed project is completely in line with the plan.

Conditional Use Standards – Staff does not believe that the proposed stadium complex will result in significant impacts to the surrounding properties. One reason is the fact that the athletic fields are in large part replacing existing facilities. While the soccer pitch is rotated ninety-degrees from the existing orientation, the area being subsumed is another practice athletic field and therefore will not reduce the amount of ‘natural ‘ or undeveloped area. While there will be some re-grading of the land, it will be local and will not negatively impact the surrounding land – most importantly the nearby wetlands. In addition, the sports complex is approximately 0.2-miles away from the nearest residential development – with a large grove of trees in between serving as a buffer of light and sound. Therefore, the stadium use is anticipated to have minimum impacts on these surrounding properties.

While the addition of outdoor field lighting systems presents the greatest departure from the previous facilities and the greatest potential impact on the surrounding properties, given the project’s isolated position relative to other potentially sensitive uses (i.e. residential, office, commercial, etc.), the only property boundaries of immediate concern are to the west and north of the soccer pitch. The plan much comply with City standards for outdoor lighting (Sec. 10.085(3)(a)) which states: *“The maximum allowable light trespass shall be 0.5 horizontal footcandles four (4) feet above the ground. The point of measurement of this offending light shall be at any point at the outer wall of an adjacent building occupied for residential or public use, or at any point greater than 10 feet from the adjacent lot line. This measurement shall not include any ambient, natural light.”*

If approved, the Plan Commission retains continuing jurisdiction over this conditional use, meaning that should complaints be filed, the Plan Commission could take further action on this conditional use as allowed in MGO Section 28.183(9)(d). At the time of report writing, staff was not aware of any concerns on this request.

Conclusion - Staff believes that the stadium meets the conditional use approval standards.

Recommendation

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

The Planning Division recommends that the Plan Commission find that the standards for conditional uses are met and **approve** the conditional use to construct a stadium on a property zoned PR (Parks and Recreation) at 2999-3201 Anderson Street. This request is subject to input at the public hearing and the comments and conditions recommended by reviewing agencies.

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

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

1. The hours of operation for the stadium shall be 8:00 am-10:00 pm, seven days per week. Future modifications to the hours of operation of the stadium may be requested by the applicant in the future as a minor alteration of the conditional use following a recommendation by the district alder.

Engineering Review Main Office (Contact Brenda Stanley, (608) 261-9127)

2. Applicant shall provide an access path with an easement/ agreement to provide access to the City sanitary sewer manhole on the south side of the soccer field. This access shall be constructed by the applicant with a crush stone base per the specifications of the City Engineer.
 3. Proposed new construction shall trigger stormwater management requirements and permitting including erosion control. Contact City Engineer for detail.
 4. The City of Madison Engineering Division has televised the sewer line under the proposed soccer field and has determined the sewer shall be replaced. The Applicant shall coordinate with City Engineering to allow for City Engineering to replace the sewer prior to construction beginning on the soccer field. The Applicant shall be responsible for the cost of the manhole the Applicant wishes to relocate. The City of Madison Sewer Utility shall fund the installation of the new sewer pipe.
 5. Applicant shall confirm with City Engineering that the cuts and fills being done in the floodplain balance as this is a flood storage area under NR-116. Applicant shall provide documentation of this to City Engineering.
6. 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))
 7. 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)
 8. The Applicant shall replace all sidewalk and curb and gutter which abuts the property which is damaged by the construction or any sidewalk and curb and gutter which the City Engineer determines needs to be replaced because it is not at a desirable grade regardless of whether the condition existed prior to beginning construction. (POLICY)
 9. All work in the public right-of-way shall be performed by a City licensed contractor. (MGO 16.23(9)(c)5) and MGO 23.01)
 10. All damage to the pavement on Anderson St, adjacent to this development shall be restored in accordance with the City of Madison's Pavement Patching Criteria. For additional information please see the following link: <http://www.cityofmadison.com/engineering/patchingCriteria.cfm> (POLICY)

City Engineering Review Mapping (Contact Jeff Quamme, (608) 266-4097)

11. ORES Project 10996 has been set up for the Applicant to enter into a Consent to Occupy Agreement for the Water Main Easement No. 1 and Sanitary Sewer Easement No. 1 per Document No. 1416749. Provide map (also showing the proposed improvements) and description where the proposed athletic field improvements will encroach into these easements and a \$500 check for administration fees made out to City of Madison Treasurer.

12. An access agreement and construction of suitable routes allowing the Sanitary Sewer Utility to have access to both the manholes on the N and S side of the fields is required. Provide map (also showing the proposed improvements) and description where the proposed access is to be provided and a \$500 check for administration fees made out to City of Madison Treasurer to Jeff Quamme. A Real Estate Project will then be set up to administer the document.
13. 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.

The address of the new softball building is 3003 Anderson St. The address of the entire sports complex is mostly on the 3201 Anderson St parcel.

Traffic Engineering Division (Contact Eric Halvorson, (608) 266-6527)

14. 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; 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.
15. 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.
16. 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.
17. All parking facility design shall conform to MGO standards, as set in section 10.08(6).
18. All bicycle parking adjacent pedestrian walkways shall have a 2 foot buffer zone to accommodate irregularly parked bicycles and/or bicycle trailers.
19. All pedestrian walkways adjacent parking stalls shall be 7 feet wide to accommodate vehicle overhang.

Zoning Administrator (Contact Jenny Kirchgatter, (608) 266-4569)

20. Provide a bike rack detail.
21. 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 plan by May 31, 2017, as established by the Zoning Administrator.

22. Signage approvals are not granted by the Plan Commission. Signage must be reviewed for compliance with Chapter 31 Sign Codes of the Madison General Ordinances. Signage permits are issued by the Zoning Section of the Department of Planning and Community and Economic Development. Athletic field signage shall comply with Section 31.044(1)(a) of the Sign Code. Revise the site plan and/ or landscape plan to be consistent. The arrangement of the parking lot and bicycle parking areas are not shown consistently between the two plan pages.

Water Utility (Contact Dennis Cawley, (608) 261-9243)

23. All operating private wells shall be identified and permitted by the Water Utility in accordance with MGO 13.21. All unused private wells shall be abandoned in accordance with MGO 13.21.

Metro Transit (Contact Tim Sobota, (608) 261-4289)

24. In coordination with public works improvements, the applicant shall install and maintain a concrete passenger boarding pad on the south side of Anderson Street, east of the Pearson Street intersection. The concrete pad shall occupy the full distance of the terrace, measure a minimum of 10 feet in width parallel to the street (placed roughly 70 through 80 feet east of the crosswalk), and lie flush between the sidepath and the top of curb.

25. The applicant shall install the private walkway alternative, shown running north from the east entry plaza of the soccer field and connecting to the existing public sidepath at the north property line along Anderson Street.

26. The applicant shall include the location of these transit amenities on the final documents filed with their permit application so that Metro Transit may review and approve the design. [See attached document "2999as_METRO.pdf"]

27. Metro Transit operates daily transit service along Anderson Street through the Pearson Street intersection, adjacent the project site. Bus stop ID #9383 is adjacent the proposed project site, with the signed bus stop zone encompassing the area from intersection east approximately 100 feet.