



Report to the Plan Commission

June 20, 2011

Legistar I.D. #22834
1702 Hoffman Street
Conditional Use Alteration Request

Report Prepared By:
Heather Stouder, AICP
Planning Division Staff

Requested Action: Approval of an alteration to an existing conditional use for the construction of a new building, the Protective Services Education Center for the Madison College Truax Campus, on a portion of an existing surface parking lot in the M1 (Limited Manufacturing) District.

Applicable Regulations & Standards: Section 28.12(11) provides the guidelines and regulations for the approval of conditional uses.

Summary Recommendation: The Planning Division recommends that the Plan Commission finds that the conditional use standards can be met and **approve** the request for the alteration to the conditional use.

Background Information

Applicant: Mike Stark; Madison (Area Technical) College; 3550 Anderson St.; Madison

Property Owner: Dane County Regional Airport

Project Contact: Mike Gordon; Potter Lawson, Inc. 15 Ellis Potter Ct.; Madison

Proposal: The applicant is requesting an alteration to an existing conditional use in the M1 District for construction of a new Protective Services Education Center on a portion of an existing surface parking lot on the northeast corner of Anderson Street and Pearson Street.

Parcel Location: 1702 Hoffman Street is located on the north side of Anderson Street between Pearson Street and Hoffman Street; Aldermanic District 17 (Clausius); Madison Metropolitan School District.

Existing Conditions: The 19-acre site currently consists of a 15-acre surface parking lot with approximately 1,300 parking stalls. There are currently three access driveways from Pearson Street on the west side, and two from Hoffman Street on the east side.

Surrounding Land Use and Zoning:

North: Warehousing and storage buildings in the M1 (Limited Manufacturing) District.

South: Across Anderson Street, the Madison College softball and soccer facilities in the M1 (Limited Manufacturing) District. An expanded parking lot on this property was recently approved by the Plan Commission.

East: Across Hoffman Street, an existing surface parking lot and the site of the recently approved Health Education Building in the M1 (Limited Manufacturing) District.

West: The southern end of the Dane County Regional Airport, in the M1 (Limited Manufacturing) District.

Adopted Land Use Plan: The Comprehensive Plan (2006) recommends Special Institutional (SI) uses for this property.

Environmental Corridor Status: This property is not located within a designated environmental corridor.

Public Utilities and Services: This property is served by a full range of urban services, including Metro Transit Routes 6, 20, and 34. The proposed building will be connected to public water within the Anderson Street right of way, and sanitary sewer within the easement directly south of the building.

Zoning Summary: The property is in the M1 (Limited Manufacturing) District.

Bulk Requirements	Required	Proposed
Lot Area	6,000 sq. ft.	776,337.75 sq. ft.
Lot Width	50'	Adequate
Front Yard	As shown	Adequate
Side Yards	As shown	Adequate
Rear Yard	As shown	Adequate
Floor Area Ratio	2.0	Less than 1.0

Site Design	Required	Proposed
Number Parking Stalls	103 + 26 (1 per 5 students + 1 per 2 employees) = 129	1105 (shared parking with Madison College Campus)
Accessible Stalls	5	4 (see Condition No. 33, p. 8)
Loading	1 (10' by 35') area	Yes (see Condition No. 31, p. 8)
Number Bike Parking Stalls	1 per 4 employees + 1 per 4 students. 13 + 129 = 142	28 (total TBD) (see Condition No. 32, p. 8)
Landscaping	Yes	Yes (see Condition No. 35, p. 9)
Lighting	Yes	(see Condition No. 34, p. 9)

Other Critical Zoning Items	
Urban Design	Yes, Public Building
Landmark Building	No
Flooplain	No
Utility Easements	Yes
Adjacent to Park	No
Barrier Free (ILHR 69)	Yes

Project Description

Madison College is proposing a two-story, 81,400 square foot building at the northeast corner of Anderson Street and Pearson Street. The footprint of the building will replace over 250 existing parking stalls within a 1,300-stall surface parking lot. The Protective Services Building will provide an opportunity for consolidation of the Emergency Medical Services, Fire Protection, and Criminal Justice programs. Approximately 50 full-time employees, 30 part-time employees, and 515 students are expected to utilize the facility.

Site and Building Plans

Building Placement and Bulk – The L-shaped, two story building is proposed to be placed approximately 130 feet from the southern property line (Anderson Street), and 50 feet from the western property line (Pearson Street) at its closest point.

The longest span of the building running parallel with Pearson Street is 325 feet, and the shorter, two - story span along Anderson Street is approximately 270 feet, including a 90-foot two-story element on the west side. Including the height of the parapet, the height of the two-story element of the building along Anderson Street is approximately 30 feet, with a 35-foot high element on the eastern side of the building. The one-story element parallel to Pearson Street is approximately 21 feet high.

Parking, Access, and Circulation – One of the two existing access driveways to this property from Hoffman Street on the east side will be removed and relocated further to the north, and the other will be replaced with a pedestrian connection leading to the east toward the main buildings on the Truax Campus. The northwestern driveway to the site will remain in its current condition, while the other two access driveways on the west side of the site will be reconstructed and widened in place. The southern access driveway will lead directly into an interior bay within the northern portion of the building.

On this specific parcel, surface parking stalls will be reduced from approximately 1,300 to about 1,050 with the addition of the building. Automobile parking on the site will also serve the other Truax Campus buildings. 28 bicycle parking stalls are shown on submitted plans near the main entrance on the east side of the building, with space shown on the north side of the building for an additional 72 future bicycle parking stalls.

Pedestrian access to the building is proposed from Anderson Street to the main entrance on the southeast portion, and from Pearson Street to the northwest corner of the building, where new private sidewalks will lead down to the secondary entrance on the southwest corner of the building, and also east toward the main core of the Truax Campus. For those parking on this property to utilize other campus facilities, an improved pedestrian connection is proposed on the east side of the property to cross Hoffman Street leading toward the “student quad” and Health Education Building to the east.

Entrances and Openings – The main entrances for students and faculty is located on the north side of the eastern edge of the building, oriented toward the main east-west pedestrian path through the Truax Campus. A secondary entrance faces Pearson Street on the west side of the building, and there are four additional service entrances on the east, west, and north sides of the building. Each of the four facades has a large proportion of window openings, including seven translucent bay doors, spans of clerestory windows, and glass curtain walls on both ends of the south elevation of the building facing Anderson Street.

Exterior Materials – Brown brick and metal paneling are the primary building materials, used in roughly equal proportions on each facade of the building. Limestone veneer and glass are secondary materials, also utilized on each facade.

Landscaping – The landscape plan includes shrubs and perennials near the building foundation, and ten new canopy trees on the west, north, and east sides of the building. Aside from a circular planting bed on the southwest corner of the building, no additional landscaping is proposed between the building and Anderson Street to the south.

Related Approvals

On May 25, the Urban Design Commission granted **final approval** for the design on a unanimous vote, with the following recommendation:

- If possible, enhance the pedestrian connection to the south sidewalk along Anderson Street.
- Attempt to reduce overall pavement by eliminating the extra portion of the looped drive (a double drive aisle in the parking lot east of the building).

Though not directly related to this proposal, the Plan Commission on May 16 approved conditional uses for three other properties on the Madison College Truax Campus as follows:

1702 Wright Street; Health Education Building (Legistar #22431)
3550 Anderson Street/1849 Wright Street; Additions to main building and incorporation of existing surface parking lot (Legistar #22432)
3201 Anderson Street; Expanded parking lot (Legistar #22433)

Public Input

Madison College has broad support for implementation of their master plan for new facilities within the Truax Campus, and staff is unaware of any opposition to this specific proposal.

Evaluation and Conclusion

Land Use – The proposed Fire and Protective Services Building is consistent with the Comprehensive Plan land use recommendation for Special Institutional Uses at the Madison College Truax Campus. The proposal is the final new building in Phase 1 of the Truax Campus Master Plan, which has been

presented to the Plan Commission at previous meetings. While the current zoning ordinance does not provide for formal adoption of the Master Plan by the City, it is anticipated that the Master Plan will be formally submitted for review shortly after the new zoning code is enacted.

Building Design – The new two-story building will provide for a solid western entrance to the Truax Campus, and is another welcome replacement of existing surface parking. The proposed architecture and durable building materials are of high-quality, and complement those in recently approved buildings within the core of the campus just to the east.

Parking, Access, and Circulation- A proposed drive aisle running along the east side of the building would result in two parallel drive aisles separated by a grass swale. The Urban Design Commission in their review recommended that the applicant reconfigure this area by removing a redundant drive aisle and thus, reducing the overall impervious surface on the site. Planning staff recommends that the applicant make this change, so long as all fire access requirements can be addressed.

Staff agrees with the Urban Design Commission recommendation to strengthen the pedestrian connection between Anderson Street and the southeast corner of the building. Further, the applicant should explore creating a connection from Anderson Street to the secondary entrance on the southwest side of the building. This connection could perhaps utilize the existing sidewalk leading from Anderson Street diagonally to the northeast into the parking lot, and would complete a north-south private sidewalk along the entire western side of the building.

Conditional Use Standards

Planning Division staff believes that the conditional use standards can be met with this proposal, when taking into account the conditions of approval recommended by reviewing agencies. Conditional use standards 1 through 6 are most relevant to this review. A brief analysis of each follows:

1. That the establishment, maintenance, or operation of the conditional use will not be detrimental to or endanger the public health, safety, or general welfare.

Beyond the fact that the educational programming for the building is focused on public safety, staff believes that this condition is met.

2. That the City be able to provide municipal services to the property where the conditional use is proposed, given due consideration of the cost of providing such services.

Staff believes that the conditions of approval recommended by City Engineering, particularly the requirement to enter into a formal City / Developer agreement, sufficiently ensure that this standard can be met.

3. That the uses, values, and enjoyment of other property in the neighborhood for purposes already established shall be in no foreseeable manner substantially impaired or diminished by the establishment, maintenance, or operation of the conditional use.

The proposed building is over a half mile from the nearest residential property, and should not present negative impacts for this or other properties in the area.

4. That the establishment of the conditional use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted within the district.

The proposed building complements the recently approved proposals for Madison College Buildings on the Truax Campus, and will not impede development and redevelopment of surrounding property in the M1 (Limited Manufacturing) District.

5. That adequate utilities, access roads, drainage, parking supply, internal circulation improvements, including but not limited to vehicular, pedestrian, bicycle, public transit, and other necessary site improvements have been or are being provided.

It appears that parking needs will be met for this new facility, and that internal pedestrian circulation will be improved with the replacement of an existing access driveway with a pedestrian connection to the east. As recommended as a condition of approval, the applicant should strengthen the pedestrian connection between Anderson Street and the primary and secondary entrances to the building.

With regard to utilities, access, drainage and internal circulation, staff believes that the conditions of approval recommended by City Engineering and Traffic Engineering sufficiently ensure that this standard can be met.

6. That measures, which may include transportation demand management (TDM) and participation in a transportation management association, have been or will be taken to provide adequate ingress and egress, including all off-site improvements, so designed as to minimize traffic congestion and to ensure public safety and adequate traffic flow, both on-site and on the public streets.

The applicant prepared a TDM Plan demonstrating current and proposed strategies for maximizing use alternative transportation, which was reviewed by the Plan Commission in conjunction with three approvals on May 16, 2011. Traffic Engineering conditions for this particular site should ensure that this standard is met.

As proposed, the Protective Services Education Building is a positive addition to the rapidly developing Truax Campus. Planning Division staff recommends that the Plan Commission finds that the conditional use standards can be met, and **approve** the request subject to input at the public hearing and conditions from reviewing agencies.

Recommendations and Proposed Conditions of Approval

Major/Non-Standard Conditions are shaded

Planning Division Recommendation (Contact Heather Stouder, 266-5974)

The Planning Division recommends that the Plan Commission find that the conditional use standards can be met and **approve** the request subject to input at the public hearing and the following conditions:

Planning Division (Contact Heather Stouder, 266-5874)

1. Final plans submitted for review and approval by Planning and Urban Design staff shall show a strengthened pedestrian connection between Anderson Street and the main entrance of the building. The applicant is strongly encouraged to provide a direct pedestrian connection from Anderson Street to the secondary entrance on the southwest corner of the building.
2. The applicant shall work with Planning and Urban Design staff to address the Urban Design Commission recommendation to reduce overall pavement by eliminating one of the two parallel drive aisles just east of the building, if possible within the framework of fire access requirements.

The following conditions have been submitted by reviewing agencies:

City Engineering Division (Contact Janet Dailey, 261-9688)

3. The Applicant has met with City staff regarding the improvements for the Madison College Campus and has agreed that improvements for sidewalk installation on the south of Anderson Street shall be a condition of the Development Agreement for this project.
4. The Applicant shall make improvements to Anderson and Pearson Street consisting of sidewalk and/or path and curb and gutter along the south side of Anderson Street from Hoffman Street to Pearson Street, as determined by the City Engineer and the City Traffic Engineer. The Applicant shall also make improvements at the intersection of Anderson and Pearson Street to facilitate a left turn lane onto Pearson Street. It may be necessary for the Applicant to dedicate a Permanent Limited Easement for street purposes if required by the City Engineer and City Traffic Engineer.

5. The Applicant shall have the existing 24" diameter sanitary sewer that runs parallel to Anderson Street televised prior to the start of the building construction and after the building is completed to document the condition of the sewer and to verify that no damage is done during the construction of the building. Any damage to the sewer shall be the sole responsibility of the Applicant to repair. The Developer shall be responsible to have the sewer main televised and to provide the video to the City prior to the start of construction.
6. Coordinate all public facility relocations and required easements with City Engineering and Office of Real Estate Services staff.
7. The construction of this building will require removal and replacement of sidewalk, curb and gutter and possibly other parts of the City's infrastructure. The applicant shall enter into a City / Developer agreement for the improvements required for this development. The applicant shall be required to provide deposits to cover City labor and materials and surety to cover the cost of construction. The applicant shall meet with the City Engineer to schedule the development of the plans and the agreement. The City Engineer will not sign off on this project without the agreement executed by the developer. The developer shall sign the Developer's Acknowledgement prior to the City Engineer signing off on this project (MGO 16.23(9)c).
8. *Value of sidewalk installation over \$5000.* The Applicant shall Construct Sidewalk to a plan approved by the City Engineer along Pearson Street (MGO 16.23(9)(d)(6)).
9. The approval of this Conditional Use or PUD does not include the approval of the changes to roadways, sidewalks or utilities. The applicant shall obtain separate approval by the Board of Public Works and the Common Council for the restoration of the public right of way including any changes requested by developer. The City Engineer shall complete the final plans for the restoration with input from the developer. The curb location, grades, tree locations, tree species, lighting modifications and other items required to facilitate the development or restore the right of way shall be reviewed by the City Engineer, City Traffic Engineer, and City Forester (MGO 16.23(9)(d)(6)).
10. The Applicant shall provide the City Engineer with a survey indicating the grade of the existing sidewalk and street. The Applicant shall hire a Professional Engineer to set the grade of the building entrances adjacent to the public right of way. The Applicant shall provide the City Engineer the proposed grade of the building entrances. The City Engineer shall approve the grade of the entrances prior to signing off on this development (POLICY).
11. 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).
12. 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).
13. All damage to the pavement on Anderson and Pearson Streets, 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).
14. The applicant shall demonstrate compliance with Section 37.07 and 37.08 of the Madison General Ordinances regarding permissible soil loss rates. The erosion control plan shall include Universal Soil Loss Equation (USLE) computations for the construction period. Measures shall be implemented in order to maintain a soil loss rate below 7.5-tons per acre per year.
15. For Commercial sites < 1 acre in disturbance the City of Madison is an approved agent of the Department of Commerce and WDNR. As this project is on a site with disturbance area less than one (1) acres, and contains a commercial building, the City of Madison is authorized to review

infiltration, stormwater management, and erosion control on behalf of the Department of Commerce. No separate submittal to Commerce or the WDNR is required (NOTIFICATION).

16. Prior to approval, this project shall comply with MGO Chapter 37 regarding stormwater management. Specifically, this development is required to complete an erosion control plan and complete weekly self-inspection of the erosion control practices and post these inspections to the City of Madison website – as required by MGO Chapter 37.

Stormwater management plans shall be submitted and approved by City Engineering prior to signoff.

17. The Applicant shall submit, prior to plan sign-off, a digital CAD file (single file) to the Engineering Program Specialist in the Engineering Division (Lori Zenchenko). The digital CAD file shall be to scale and represent final construction. The single CAD file submittal can be either AutoCAD (dwg) Version 2001 or older, MicroStation (dgn) Version J or older, or Universal (dxf) format and contain only the following data, each on a separate layer name/level number:

- a) Building Footprints
- b) Internal Walkway Areas
- c) Internal Site Parking Areas
- d) Other Miscellaneous Impervious Areas (i.e. gravel, crushed stone, bituminous/asphalt, concrete, etc.)
- e) Right-of-Way lines (public and private)
- f) All Underlying Lot lines or parcel lines if unplatted
- g) Lot numbers or the words “unplatted”
- h) Lot/Plat dimensions
- i) Street names

All other levels (contours, elevations, etc) are not to be included with this file submittal.

NOTE: Email file transmissions preferred addressing@cityofmadison.com . Include the site address in the subject line of this transmittal. Any changes or additions to the location of the building, sidewalks, parking/pavement during construction will require a new CAD file (POLICY and MGO 37.09(2) & 37.05(4)).

18. All outstanding Madison Metropolitan Sewerage District (MMSD) and City of Madison sanitary sewer connection charges are due and payable prior Engineering sign-off, unless otherwise collected with a Developer's / Subdivision Contract. Contact Janet Dailey (608-261-9688) 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)).
19. 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).

Traffic Engineering Division (Contact Bryan Walker, 267-8754)

20. The applicant will be required to comply with an outstanding condition of approval related to the City's installation of a traffic signal at the intersection of Anderson and Hoffman St., i.e., the applicant will need to submit the Madison College Master Plan to be reviewed and approved by the City Traffic Engineer. This includes ensuring that an all-way access is provided from the main parking area to Wright St, as approved previously by the City's Ped-Bike-Motor Vehicle Commission and Common Council.
21. The applicant shall widen Anderson St from Hoffman St to and through Pearson St to provide added lanes and a left turn lane on Anderson St into Pearson St.
22. The applicant will need to enter into a private developer's contract for a number of transportation projects required to serve the new buildings and campus re-organization.

23. The applicant shall provide a ped-bike master plan for review and approval by the Traffic Engineer showing all bike facilities, bike parking, and street design plans.
24. The applicant shall modify the driveway approaches on Hoffman Street according to the design criteria for a "Class 4" driveway in accordance to Madison General Ordinance Section 10.08 (4). The minimum width of the approach shall be 55 feet with a driveway width of 40 feet as stated in M.G.O. 10.08(4).
25. When the applicant submits final plans of one contiguous plan for approval, the applicant shall show the following: items in the terrace as existing (e.g., signs and street light poles), type of surfaces, existing property lines, addresses, showing all easements, all pavement markings, building placement, and stalls, adjacent driveway approaches to lots on either side and across the street, signage, percent of slope, vehicle routes, dimensions of radii, aisles, driveways, stalls including the two (2) feet overhang, and a scaled drawing at 1" = 20'.
26. "Stop" signs shall be installed at a height of seven (7) feet at driveway approaches. All signs at the approaches shall be installed behind the property line. All directional/regulatory signage and pavement markings on the site shall be shown and noted on the plan.
27. The site plan shall show fuel efficient vehicle parking spaces identified and properly controlled with a sign "Fuel Efficient Vehicle Parking Only" when plans are submitted for approval.
28. The Developer shall post a deposit and reimburse the City for all costs associated with any modifications to Traffic Signals, Street Lighting, Signing and Pavement Marking, and conduit and handholes, including labor, engineering and materials for both temporary and permanent installations.
29. Public signing and marking related to the development may be required by the City Traffic Engineer for which the developer shall be financially responsible.
30. All plantings and signs shall be so designed at all intersections so as not to violate the City's intersection sight-triangle preservation requirement.

Zoning Administrator (Contact Matt Tucker, 266-4569)

31. Provide one 10' x 35' loading area with 14' vertical clearance to be shown on the plan. The loading area shall be exclusive of drive aisle and maneuvering space.
32. Overall site bicycle parking: Provide one bike parking stall per each 4 employees (the most employees present at any given time) and one bike parking stall per 4 students in a safe and convenient location on an impervious surface to be shown on the final plan. The bike racks shall be securely anchored to the ground or building to prevent the racks from moving. NOTE: A bike-parking stall is two feet by six feet with a five-foot access area. Call out and detail bike parking areas on final plans.
33. Parking requirements for persons with disabilities must comply with MGO Section 28.11(3)6(m) which includes all applicable State accessibility requirements, including but not limited to:
- a) Provide the minimum accessible stalls striped per State requirements. Provide the minimum number of van accessible stalls 8' wide with an 8' striped out area adjacent.
 - b) Show signage at the head of the stalls. Accessible signs shall be a minimum of 60" between the bottom of the sign and the ground.
 - c) Show the accessible path from the stalls to the building. The stalls shall be as near the accessible entrance as possible. Show ramps, curbs, or wheel stops where required.

d) Show signage at the head of the stalls. Accessible signs shall have a minimum of 60" between the bottom of the sign and the ground.

34. Exterior lighting shall be provided, and must comply with City of Madison General Ordinances Section 10.085 outdoor lighting standards. An exterior lighting plan must be approved as part of final sign-off for this project.
35. Provide a detailed landscape plan as required by MGO Section 28.12. Show species and sizes of landscape elements. Provide a landscape worksheet with the final plans that shows that the landscaping provided meets the point and required tree ordinances. In order to count toward required points, the landscaping shall be within 15' and 20' of the parking lot depending on the type of landscape element. (Note: The required trees do not count toward the landscape point total.)

Fire Department (Contact Bill Sullivan, 266-4420)

36. The Madison Fire Department does not object to this proposal provided the project complies with all applicable fire codes and ordinances.

Water Utility (Contact Dennis Cawley, 261-9243)

37. This property is not in a Wellhead Protection District.
38. All wells located on this property shall be abandoned if no valid well operation permit has been obtained from the Madison Water Utility.
39. The applicant shall present a plan of the proposed water service lateral to the Madison Water Utility at time of application for the new water service lateral.

Metro Transit (Contact Tim Sobota, 261-4289)

This agency did not submit a response for this request.

Parks Division (Contact Kay Rutledge, 266-4714)

This agency did not submit a response for this request.