



PLANNING DIVISION STAFF REPORT

November 11, 2019

PREPARED FOR THE PLAN COMMISSION

Project Address: 2425 S Stoughton Road (16th Aldermanic District – Ald. Tierney)
Application Type: Conditional Use
Legistar File ID #: [57657](#)
Prepared By: Sydney Prusak, Planning Division
Report Includes Comments from other City Agencies, as noted
Reviewed By: Kevin Firchow, AICP, Principal Planner

Summary

Applicant & Property Owner: Casey & Dana Smith; AGS Investments, LLC; 2425 S Stoughton Road; Madison, WI 53716

Contact: Greg Cashman; Cashman Associates, Inc.; 6734 Parkway Drive; Sun Prairie, WI 53590

Requested Action: Approval of a conditional use to allow indoor recreation with incidental alcohol sales within a multi-tenant commercial building at 2425 S Stoughton Road.

Proposal Summary: The applicant proposes to establish an indoor recreation use (virtual golf) with incidental alcohol sales in a multi-tenant building. No exterior changes are proposed with this application.

Applicable Regulations & Standards: This proposal is subject to the Approval Standards for Conditional Uses, MGO §28.183(6)), as MGO §28.082 lists *indoor recreation* and *incidental alcohol sales* as conditional uses in the Suburban Employment (SE) Zoning District.

Review Required By: Plan Commission (PC).

Summary Recommendation: The Planning Division recommends that the Plan Commission find that the Conditional Use Standards are met and **approve** the request to allow indoor recreation with incidental alcohol sales at 2425 S Stoughton Road. This recommendation is subject to input at the public hearing and the conditions recommended by the Planning Division and other reviewing agencies.

Background Information

Parcel Location: The 43,087 square-foot (approximately one-acre) property is located on the east side of Stoughton Road near the intersection with Pflaum Road. It is located within Aldermanic District 16 (Alder Tierney) as well as the Madison Metropolitan School District.

Existing Conditions and Land Use: The property is currently developed with a one-story, 20,384 square-foot multi-tenant commercial building. There is currently a 4,788 square-foot retail space and a 15,596 square-foot warehouse space. The property is zoned Suburban Employment (SE).

Surrounding Land Use and Zoning:

North: A variety of commercial uses, zoned SE;

- East:** A variety of commercial and light industrial uses, zoned SE and Industrial Limited (IL);
- South:** A variety of commercial and light industrial uses, zoned Commercial Corridor-Transitional (CC-T) and IL; and
- West:** A variety of commercial uses, zoned CC-T.

Adopted Land Use Plan: The [Comprehensive Plan \(2018\)](#) recommends Employment uses for the subject site. The [Stoughton Road Revitalization Project Plan \(2008\)](#) includes this site in the “Grid Development Area”. According to SRRPP, this area focuses on improved connectivity and local access with a long-term vision to build five bridges that connect both sides of Stoughton Road. SRRPP recommends that Stoughton Road gradually and incrementally transition from low-density auto-oriented retail and commercial uses that serve a specialized regional niche to uses that serve a general East Side market.

Zoning Summary: The property is zoned Suburban Employment (SE).

Requirements	Required	Proposed
Lot Area (sq. ft.)	20,000 sq. ft.	43,087 sq. ft.
Lot Width	65’	128.42’
Front Yard Setback	None	Adequate
Side Yard Setback	15’ of 20% building height	Existing side yard setback
Rear Yard Setback	30’	Adequate
Maximum Lot Coverage	75%	Existing no change
Minimum Building Height	22’ measured to building cornice	1-story existing building
Maximum Building Height	5 stories/68’	1-story existing building

Site Design	Required	Proposed
Number of Parking Stalls	No minimum required	67 existing stalls (8)
Accessible Stalls	Yes	3 existing accessible stalls (8)
Loading	Not required	Existing loading area
Number Bike Parking Stalls	Indoor recreation: 5% of the capacity of persons (2) Existing contractor’s business with showroom or workshop: 1 per 5,000 sq. ft. floor area (2 minimum) (4 total)	Existing bike stalls (8)(9)
Landscaping and Screening	Not required	Existing landscaping (10)
Lighting	Not required	Existing lighting
Building Form	Not required	Existing building

Other Critical Zoning Items:	Barrier Free (ILHR 69)
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Table Prepared Jenny Kirchgatter, Assistant Zoning Administrator

Environmental Corridor Status: The subject site is not located in a mapped environmental corridor.

Public Utilities and Services: This property is served by a full range of urban services, with Metro Transit Routes #31, #37, and #38 serving the site.

Project Description, Analysis, and Conclusion

The applicant, AGS Investments, LLC, proposes to establish an indoor recreation use (virtual golf), with incidental alcohol sales, within an existing single-story, multi-tenant commercial building. According to the submitted materials, the applicant will convert 5,661 square-feet of the building into a leasable space for indoor virtual golf simulation. As proposed, there will be eight golf simulators, with a maximum capacity of 49 occupants. As part of this build out, the applicant will provide a small bar area that will serve alcoholic beverages. Given that alcohol sales will be a small percentage of total sales, the Zoning Administrator has deemed this use incidental to the indoor recreation.

According to the letter of intent, the applicant plans to replace the storefront entrance door, but no other exterior changes are proposed with this application. The proposed hours of operation are Monday through Thursday 10:00 AM to 9:00 PM and Friday through Sunday 10:00 AM to 11:00 PM.

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.

Staff believes that this proposal is generally compatible with the [Comprehensive Plan \(2018\)](#), which recommends Employment uses for the subject site. While this proposal does not necessarily implement the Employment recommendations, nor the Grid Development Area goals contained in the [Stoughton Road Revitalization Project Plan \(2008\)](#), because the subject site has an existing warehouse space and is zoned Suburban Employment (SE), staff does not believe that permitting indoor recreation, with incidental alcohol sales, will preclude this property, or nearby properties, from redeveloping in accordance to adopted plans in the future. Furthermore, in regards to the Conditional Use Approval Standards, staff does not believe that the proposed uses will impede the normal and orderly development and improvement of surrounding property for uses permitted in the district.

In conclusion, the Planning Division believes that the Conditional Use Standards can be found met. At the time of report writing, staff received a letter in support from the Monona East Side Business Association.

Recommendation

Planning Division Recommendation (Contact Sydney Prusak, (608) 243-0554)

The Planning Division recommends that the Plan Commission find that the Conditional Use Standards are met and **approve** the request to allow indoor recreation, with incidental alcohol sales, on a property zoned Suburban Employment (SE). This recommendation is subject to input at the public hearing and the conditions recommended by the Planning Division and other reviewing agencies.

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

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

1. Provide a site plan including all lot/ownership lines, access easement, existing building locations, proposed building additions, parking stalls, driveways, sidewalks (public and/or private), existing and proposed signage, existing and proposed utility locations and landscaping.

2. The address of the golf buildout tenant space is 2427 S Stoughton Rd. 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 (Contact Sean Malloy, 266-5987)

3. 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.
4. 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.
5. 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.
6. All parking facility design shall conform to MGO standards, as set in section 10.08(6).
7. "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.

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

8. Submit the existing site plan showing the locations of the existing accessible stalls and bicycle parking.
9. Bicycle parking shall comply with the requirements of Sections 28.141(4)(g) and 28.141(11). Provide a minimum of two (2) short-term bicycle parking stalls located in a convenient and visible area on a paved or impervious surface. Bicycle parking shall be located at least as close as the closest non-accessible automobile parking and within one hundred (100) feet of a principal entrance. A bicycle stall is a minimum of two (2) feet by six (6) feet with a five (5) foot wide access area. Note that the 2001 approved site plan identifies a bicycle parking area with seven (7) bike stalls. Provide a detail of the proposed bike rack.
10. Identify the location of the refuse disposal area on the site plan. All developments, except single family and two family developments, shall provide a refuse disposal area. If the refuse disposal area is located outside the building, it shall be screened on four (4) sides (including a gate for access) by a solid, commercial-grade wood fence, wall, or equivalent material with a minimum height of six (6) feet and not greater than eight (8) feet. Submit a detail of the trash enclosure if provided outside the building.
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.

12. 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.

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

13. The letter of intent indicates that the maximum number of occupants will be 49 occupants in order to maintain a Group B occupancy. The plans indicate unseparated uses which is permitted; however, the 49 occupants would apply to all spaces not separated from the indoor golf space.