



Project Address: 2222 E Washington Avenue (12th Alder District – Ald. Abbas)

Application Type: Conditional Use

Legistar File ID #: [65852](#)

Prepared By: Chris Wells, Planning Division
Report includes comments from other City agencies, as noted.

Reviewed By: Kevin Firchow, AICP, Principal Planner

Summary

Applicant & Contact: Jackie Michaels; Eppstein Uhen Architects; 309 W Johnson Street, Suite 202; Madison, WI 53703

Property Owner: Brandon Halverson; Madison Metropolitan School District; 545 Dayton Street; Madison, WI 53703

Requested Action: Consideration of two conditional uses for: 1) Additions to an existing building that exceed 4,000 square-feet in floor area located on a site in the Campus-Institutional (CI) District without a campus master plan; and 2) Establishment, improvement, or modification of a secondary use occurring outside of an enclosed building and located on a site in the CI District without a campus master plan - all to allow construction of additions to East High School as well as site changes, including the addition of a new turf football field, at 2222 E Washington Avenue.

Proposal Summary: The applicant is seeking approval to make a number of changes and updates to both the East High School building itself as well as the site and athletic facilities. The three additions proposed – two of which are located along N Fourth Street and the third is located in the internal courtyard near the fieldhouse – represent an almost 17,800-square-foot enlargement of the building.

Applicable Regulations & Standards: This proposal is subject to the standards for Conditional Uses [M.G.O. §28.183(6)], and the Campus Institutional (CI) District [M.G.O. §28.097]. Section 28.097(2)(c) states that “*in a Campus Institutional (CI) District without a Campus Master Plan, individual development proposals and changes that exceed four thousand (4,000) square feet in floor area within any five (5) year period, shall require conditional use approval.*” Additionally, Section 28.097(2)(d) states “*In a Campus-Institutional District without a Campus Master Plan, the establishment, improvement, or modification of any primary or secondary use occurring outside of an enclosed building shall require conditional use approval.*”

Review Required By: Landmarks Commission, Urban Design Commission, and Plan Commission

Summary Recommendations: The Planning Division recommends that the Plan Commission find the standards met and **approve** the Conditional Uses for 1) Additions to an existing building that exceed 4,000 square-feet in floor area located on a site in the Campus-Institutional (CI) District without a campus master plan; and 2) Establishment, improvement, or modification of a secondary use occurring outside of an enclosed building and located on a site in the CI District without a campus master plan - all to allow construction of additions to East High School as well as site changes, including the addition of a new turf football field, at 2222 E Washington Avenue. This recommendation is subject to input at the public hearing and the conditions from reviewing agencies in this report.

Background Information

Parcel Location: The subject site is a 482,300-square-foot (11.1-acre) parcel which, save for a dozen single- and two-family residences along N Fifth Street, occupies the entire block formed by E Washington Avenue, N Fourth, N Fifth, and E Johnson Streets. It is within Aldermanic District 12 (Ald. Abbas) and the Madison Municipal School District.

Existing Conditions and Land Use: The site is home to East High School. The school building is located on the southeastern half of the site and is 2-4 stories in height. Surface parking and the athletic fields occupy the rest of the site. The site is zoned CI (Campus Institutional District).

Surrounding Land Uses and Zoning:

Northwest: Across E Johnson Street are one- and two-family residences, zoned Traditional Residential – Consistent 4 (TR-C4);

Northeast: Along N Fifth Street are one- and two-family residences, zoned TR-C4 and Traditional Residential – Varied 1 (TR-V1);

Southeast: Across E Washington Avenue are one- and two-family residences, zoned TR-V1; and

Southwest: Across N Fourth Street are one- and two-family residences, zoned TR-C4 and TR-V1.

Adopted Land Use Plan: The [Comprehensive Plan](#) (2018) recommends Special Institutional (SI) uses for the subject site. The [Emerson East-Eken Park-Yahara Neighborhood Plan](#) (2016) does not provide land use recommendations for the subject site.

Zoning Summary: The subject property is zoned CI (Campus Institutional District):

Requirements	Required	Proposed
Lot Area (sq. ft.)	6,000	482,302
Lot Width	50 ft	540 ft
Front Yard Setback	None	90 ft
Side Yard Setback	None	5 ft, 10 ft
Rear Yard Setback	None	288 ft
Maximum Lot Coverage	85%	70%
Maximum Building Height	3 stories/68 ft	3 stories

Site Design	Required	Proposed
Number Parking Stalls	Existing	Existing
Accessible Stalls	5	4 <i>(See Comment #20)</i>
Loading	No	No
Number Bike Parking Stalls	1 per 5 students	Unknown <i>(See Comment #21)</i>
Landscaping	Yes	Yes <i>(See Comment #22)</i>
Lighting	Yes	Yes
Building Forms	Yes	Civic or Institutional Building

Other Critical Zoning Items	Urban Design (Public Building); Historic District; Utility Easements
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Tables prepared by Jacob Moskowitz, Assistant Zoning Administrator

Environmental Corridor Status: The property is not located within a mapped environmental corridor.

Public Utilities and Services: The site is served by a full range of urban services. Metro Transit operates daily all-day transit service along E Washington Avenue adjacent this property – with trips at least every 30 minutes. Metro Transit operates additional daily all-day transit service along E Johnson Street adjacent this property - with trips at least once an hour (every 30 minutes during the day on weekdays). The Madison Metropolitan School District funds additional trips during the academic year, with buses scheduled to arrive and depart around daily bell times.

Related Approvals

The proposed addition was previously at the Landmarks and Urban Design Commissions. On June 28, 2021, the Landmarks Commission approved a Certificate of Appropriateness for the following work proposed to East High School, a Designated Madison Landmark (Legistar File # [65860](#)): *For the construction of an addition and walkway to N Fourth Street, partial infill of a courtyard, repair of windows and masonry, replacement of roof, repaving of parking lot, creation of new storm water retention areas, and installation of turf football field and moving a goal post with the following condition: Explore relocation of the "1963" marker from the N Fourth Street façade to a remaining portion of the 1962-63 addition.*

At their meeting on July 28, 2021, the Urban Design Commission granted this proposal final approval. (Legistar File # [66048](#)) The motion provided for administrative review of simplifying the entrance canopy to be more in keeping with the architectural style.

Project Description

The applicant is proposing a list of changes to East High School – to the building itself as well as to the grounds and athletic facilities:

Changes to the School Building:

- Provide a new "Welcome Center" and front entrance to the school facing N 4th Street. This one-story expansion, totaling roughly 1,700 square-feet, will be clad primarily with brick. Precast concrete will be used for the trim work. Just to the south of this addition, along the existing façade, the applicant is proposing to large letters which spell "Madison East High School." Note: signage is not approved by the Plan Commission Signage must be reviewed for compliance with Chapter 31 Sign Codes of the Madison General Ordinances and Chapter 33 Urban Design District ordinances. Signage permits are issued by the Zoning Section of the Department of Planning and Community and Economic Development.
- Provide a new cafeteria expansion addition along N 4th Street with band and orchestra classrooms and associated practice rooms above. This two-story addition will add roughly 6,800 square-feet to each of the two levels.
- Partially infill a courtyard with new fitness center next to the existing field house. This one-story addition will be roughly 2,600-square-feet in size and clad with reddish-brown-colored corrugated metal paneling.
- Renovating existing locker rooms to accommodate ADA.
- In addition to the additions listed, much of the building interior spaces and Mechanical, Electrical and Plumbing systems will be renovated. All toilet rooms will be made ADA accessible and two new elevators are to be added. These new elevators will improve ADA access to all parts of the building.
- For improved safety, the building is being fully sprinklered and an updated fire alarm system is being added.
- Undertaking a number of building maintenance-related improvements including tuckpointing, roof replacement, and window replacement.

Changes to the Grounds and Athletics:

- To respond to the new additions, entry sidewalk and walkway is being planned from N 4th Street to the new Welcome Center.
- Parking lot repaving and striping along N 4th Street near new Welcome Center.
- New storm water bio retention areas are being planned to offset the new planned additions.
- New competition turf football field with relocated goal post. Note: no field lighting is proposed.

Analysis & Conclusion

This proposal is subject to the standards for Conditional Uses [M.G.O. §28.183(6)], and the Campus Institutional (CI) District [M.G.O. §28.097] as Section 28.097(2)(c) states that in a Campus Institutional (CI) District without a Campus Master Plan, *“individual development proposals and changes that exceed four thousand (4,000) square feet in floor area within any five (5) year period, shall require conditional use approval.”* Additionally, Section 28.097(2)(d) states *“In a Campus-Institutional District without a Campus Master Plan, the establishment, improvement, or modification of any primary or secondary use occurring outside of an enclosed building shall require conditional use 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 [Comprehensive Plan](#) (2018) recommends Special Institutional (SI) uses for the subject site. The Plan notes that the Special Institutional (SI) designation is used primarily to identify current or recommended locations for grade schools, colleges, etc. and recommends that campus development *“should be compatible with surrounding uses and their design characteristics, and mitigate potential negative impacts on adjacent areas.”* The [Emerson East-Eken Park-Yahara Neighborhood Plan](#) (2016) does not provide land use recommendations for the subject site. The Planning Division believes the proposal could be found consistent with adopted plan recommendations.

Given that the Landmarks and Urban Design Commissions both approved the proposal and the fact that Staff believe this proposal conforms to the adopted plan recommendations, the Planning Division believes that the Conditional Use Approval Standards can be found met. Staff does not believe that this proposal will have any negative impacts on the surrounding neighborhood.

At the time of report writing, staff did not receive any public comment on this proposal.

Recommendation

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

The Planning Division recommends that the Plan Commission find the standards met and **approve** the Conditional Uses for 1) Additions to an existing building that exceed 4,000 square-feet in floor area located on a site in the Campus-Institutional (CI) District without a campus master plan; and 2) Establishment, improvement, or modification of a secondary use occurring outside of an enclosed building and located on a site in the CI District without a campus master plan - all to allow construction of additions to East High School as well as site changes, including the addition of a new turf football field, at 2222 E Washington Avenue. This recommendation is subject to input at the public hearing and the following conditions:

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

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

1. Enter into a City / Developer agreement for the required infrastructure improvements. Agreement to be executed prior to sign off. Allow 4-6 weeks to obtain agreement. Contact City Engineering to schedule the development and approval of the plans and the agreement. (MGO 16.23(9)c)
2. Construct sidewalk, terrace, curb and gutter and pavement as required to a plan as approved by City Engineer

3. 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))
4. An Erosion Control Permit is required for this project. See Storm comments for permit specific details and requirements.
5. A Storm Water Management Report and Storm Water Management Permit is required for this project. See Storm comments for report and permit specific details and requirements.
6. A Storm Water Maintenance Agreement (SWMA) is required for this project. See Storm comments for agreement specific details and requirements.
7. This site appears to disturb over one (1) acre of land and requires a permit from the WDNR for stormwater management and erosion control. The City of Madison has been required by the WDNR to review projects for compliance with NR216 and NR-151 however a separate permit submittal is still required to the WDNR for this work. The City of Madison cannot issue our permit until concurrence is obtained from the WDNR via their NOI or WRAPP permit process. Contact Eric Rortvedt at 273-5612 of the WDNR to discuss this requirement. Information on this permit application is available on line: <http://dnr.wi.gov/Runoff/stormwater/constrformsinfo.htm>.

The applicant is notified that the City of Madison is an approved agent of the Department of Safety and Professional Services (DSPS) and no separate submittal to this agency or CARPC is required for this project to proceed.

8. Revise the site plan 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)
9. This project will disturb 20,000 sf or more of land area and require an Erosion Control Plan. Please submit an 11" x 17" copy of an erosion control plan (pdf electronic copy preferred) to Megan Eberhardt (west) at meberhardt@cityofmadison.com, or Daniel Olivares (east) at daolivares@cityofmadison.com, for approval.

Demonstrate compliance with Section 37.07 and 37.08 of the Madison General Ordinances regarding permissible soil loss rates. Include Universal Soil Loss Equation (USLE) computations for the construction period with the erosion control plan. Measures shall be implemented in order to maintain a soil loss rate below 5.0 tons per acre per year. The WDNR provided workbook to compute USLE rates can be found online at <https://dnr.wi.gov/topic/stormwater/publications.html>

This project will require a concrete management plan and a construction dewatering plan as part of the erosion control plan to be reviewed and approved by the City Engineer's Office. If contaminated soil or groundwater conditions exist on or adjacent to this project additional WDNR, Public Health, and/or City Engineering approvals may be required prior to the issuance of the required Erosion Control Permit. (POLICY)

This project appears to require fire system testing that can result in significant amounts of water to be discharged to the project grade. The Contractor shall coordinate this testing with the erosion control measures and notify City Engineering 608-266-4751 prior to completing the test to document that appropriate measures have been taken to prevent erosion as a result of this testing.

Complete weekly self-inspection of the erosion control practices and post these inspections to the City of Madison website - as required by Chapter 37 of the Madison General Ordinances.

10. 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))

Rate Control: Reduce peak discharge in the 10 -year storm event by 15% compared to existing conditions.

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

Volume Control: Reduce peak volumetric discharge from the site in the 10-year event compared to existing conditions by 5%.

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.

11. 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.
12. 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 (East) or ttroester@cityofmadison.com (West).

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

13. The existing monument for the center of Section 6, T7N, R10 E is doomed for destruction with the new athletic field improvements. The Applicant's Professional Surveyor shall set a meander corner along a quarter line, beyond the athletic field, and as near as possible to the true location as feasible. The Surveyor shall submit copies of required tie sheet for the new monument prior to construction Coordinate with Jeff Quamme, City Engineering (jrquamme@cityofmadison.com). The required tie sheet shall be filed with the Dane County Surveyor's Office and Jeff Quamme of City of Madison Engineering Mapping Section. The plans shall denote the planned meander corner location and note to protect the corner from disturbance during construction.

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

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 to engineering scale 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.
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 pedestrian walkways adjacent parking stalls shall be 7 feet wide to accommodate vehicle overhang, signage and impediments to walkway movements. Any request for variance shall be submitted to and reviewed by City Traffic Engineering.
19. All bicycle parking adjacent pedestrian walkways shall have a 2 foot buffer zone to accommodate irregularly parked bicycles and/or bicycle trailers.

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

20. Parking requirements for persons with disabilities must comply with Section 28.141(4)(e). Final plans shall show the required 5 accessible stalls including 1 van accessible stall. A van accessible stall is a minimum of 8 feet wide with an 8 foot wide striped access aisle. Show the required signage at the head of the stalls.
21. Bicycle parking for the project shall comply with the requirements of Sections 28.141(4)(g) and 28.141(11). Provide a minimum of 1 short-term bicycle parking stall per 5 students 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. Note: A bicycle stall is a minimum two (2) feet by six (6) feet with a five (5) foot wide access area. Provide a detail of the proposed bike rack.
22. Submit the landscape plan and landscape worksheet stamped by the registered landscape architect. Per Section 28.142(3) Landscape Plan and Design Standards, landscape plans for zoning lots greater than ten thousand (10,000) square feet in size must be prepared by a registered landscape architect.
23. 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 and Chapter 33 Urban Design District 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)

24. Provide an updated fire access plan for the site. The new additions are required to comply with the current standards of MGO 34 & the IFC.

Water Utility (Contact Jeff Belshaw, (608) 261-9835)

25. A Water Service Application Form and fees must be submitted before connecting to the existing water system. Provide at least two working days' notice between the application submittal and the requested installation or inspection appointment. Application materials are available on the Water Utility's Plumbers & Contractors website (<http://www.cityofmadison.com/water/plumbers-contractors>), otherwise they may be obtained from the Water Utility Main Office at 119 E Olin Ave. A licensed plumber signature is required on all water service applications. For new or replacement services, the property owner or authorized agent is also required to sign the application. A Water Meter Application Form will subsequently be required to size & obtain a water meter establish a Water Utility customer account and/or establish a Water Utility fire service account. If you have questions regarding water service applications, please contact Madison Water Utility at (608) 266-4646.

Parks Division (Contact Kathleen Kane, (608) 261-9671)

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

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

26. An existing inventory of street trees located within the right of way shall be included on the landscape, site, demo, and utility plans. The inventory shall include the following: location, size (diameter at 4 1/2 feet), and species of existing street trees. The inventory should also note if a street tree is proposed to be removed and the reason for removal.
27. Contractor shall take precautions during construction to not disfigure, scar, or impair the health of any street tree. Contractor shall operate equipment in a manner as to not damage the branches of the street tree(s). This may require using smaller equipment and loading and unloading materials in a designated space away from trees on the construction site. Any damage or injury to existing street trees (either above or below ground) shall be reported immediately to City Forestry at 266-4816. Penalties and remediation shall be required. Add as a note on the plan set.
28. As defined by the Section 107.13 of City of Madison Standard Specifications for Public Works Construction: No excavation is permitted within 5 feet of the trunk of the street tree or when cutting roots over 3 inches in diameter. If excavation is necessary, the Contractor shall contact Madison City Forestry (266-4816) prior to excavation. City of Madison Forestry personnel shall assess the impact to the tree and to its root system prior to work commencing. Tree protection specifications can be found on the following website: <https://www.cityofmadison.com/business/pw/specs.cfm> Add as a note on the plan set.
29. On this project, street tree protection zone fencing is required. The fencing shall be erected before the demolition, grading or construction begins. The fence shall include the entire width of terrace and, extend at least 5 feet on both sides of the outside edge of the tree trunk. Do not remove the fencing to allow for deliveries or equipment access through the tree protection zone. Add as a note on the plan set.

30. Street tree pruning shall be coordinated with Madison Forestry at a minimum of two weeks prior to the start of construction for this project. All pruning shall follow the American National Standards Institute (ANSI) A300 - Part 1 Standards for pruning. Add as a note on the plan set.
31. Section 107.13(g) of City of Madison Standard Specifications for Public Works Construction addresses soil compaction near street trees and shall be followed by Contractor. The storage of parked vehicles, construction equipment, building materials, refuse, excavated spoils or dumping of poisonous materials on or around trees and roots within five (5) feet of the tree or within the protection zone is prohibited. Add as a note on the plan set.
32. All proposed street tree removals within the right of way shall be reviewed by City Forestry before the Plan Commission meeting. Street tree removals require approval and a tree removal permit issued by City Forestry. Any street tree removals requested after the development plan is approved by the Plan Commission or the Board of Public Works and City Forestry will require a minimum of a 72-hour review period which shall include the notification of the Alderperson within whose district is affected by the street tree removal(s) prior to a tree removal permit being issued. Add as a note on the plan set.

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

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| <ol style="list-style-type: none">33. In coordination with any public works improvements, the applicant shall maintain or replace the concrete boarding terrace surface at the existing Metro bus stop on the north side of E Washington Avenue, east of N Fourth Street (#1488).34. In coordination with any public works improvements, the applicant shall maintain or replace the concrete boarding terrace surface at the existing Metro bus stop on the south side of E Johnson Street, east of N Fourth Street (#1675).35. The applicant shall include the location of these facilities on the final documents filed with their permit application, so that Metro Transit may review and effectively plan for City transit access to this property. |
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36. Metro Transit operates daily all-day transit service along E Washington Avenue adjacent this property – with trips at least every 30 minutes. Metro Transit operates additional daily all-day transit service along E Johnson Street adjacent this property - with trips at least once an hour (every 30 minutes during the day on weekdays). The Madison Metropolitan School District funds additional trips during the academic year, with buses scheduled to arrive and depart around daily bell times.