



# Report to the Plan Commission

April 11, 2011

**Legistar I.D. #21604**  
**402 Troy Drive**  
**Rezoning**

Report Prepared By:  
Heather Stouder, AICP  
Planning Division Staff

**Requested Action:** Approval of a rezoning of vacant property from C (Conservancy) to M1 (Limited Manufacturing) for a new artifacts storage facility.

**Applicable Regulations & Standards:** Section 28.12 (9) provides the process and standards for zoning map amendments.

**Summary Recommendation:** The Planning Division recommends that the Plan Commission finds that the zoning map amendment standards can be met and **approve** the request to construct a storage and preservation facility for state artifacts.

## Background Information

**Applicant/Project Contact:** Bill Peterson; State of Wisconsin DOA/DSF; PO Box 7866; Madison

**Property Owner:** State of Wisconsin

**Proposal:** The applicant is requesting a rezoning of the property from C (Conservancy) to M1 (Limited Manufacturing) to construct a new storage and preservation facility for artifacts of the State Historical Society and Wisconsin Veteran’s Museum.

**Parcel Location:** 402 Troy Drive is located on the north side of Troy Drive near its eastern terminus; Aldermanic District 18 (Schumacher); Madison Metropolitan School District.

**Existing Conditions:** The site is undeveloped at this time, with tree lines along the southern and eastern property lines and a deeper wooded area in the southeast corner.

### Surrounding Land Use and Zoning:

**North, West, and Southwest:** Mendota State Mental Hospital in the Conservancy District, one single-family home in the single-family residence district.

**South:** 20-unit multifamily building in the C1 (Limited Commercial) District, single, two, three, and four-family homes in the R1 (Single-family Residence) District.

**East:** Troy Gardens Community Gardens, Farm, and Co-housing in the PUD(SIP) District

**Adopted Land Use Plan:** The Comprehensive Plan (2006) recommends Special Institutional (SI) for this property and state property to the north and west.

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

**Public Utilities and Services:** The property is served by a range of urban services, including Metro Route 22, providing transit service at peak times.

**Zoning Summary:** The property is in the PUD-GDP District.

Requirements	Required	Proposed
Lot Area	6,000 sq. ft.	493,404 sq. ft.
Lot width	50'	800'
Front yard	0'	70'
Side yards	0'	170' LS, 255' RS
Rear yard	30' / 2 story	Adequate
Floor area ratio	2.0	Adequate

**Site Design**

No. Parking stalls	1 stall per 2 employees as determined by Zoning Administrator	34 <i>(See Condition No. 20 , p. 6)</i>
Accessible stalls	2	3 <i>(See Condition No. 23 , p. 6)</i>
Loading	3 (10'x50')	Not clearly shown on plans <i>(See Condition No. 20 , p. 6)</i>
No. Bike Parking stalls	4	6 <i>(See Condition No. 22 , p. 6)</i>
Landscaping	Yes	Yes <i>(See Condition No. 19 , p. 6)</i>
Lighting	Yes	<i>(See Condition No. 21 , p. 6)</i>

**Other Critical Zoning Items**

Urban Design	No
Utility Easements	No
Adjacent to park	No
Barrier free (ILHR 69)	Yes

*Prepared by: Pat Anderson, Asst. Zoning Administrator*

**Project Description**

On this 11-acre undeveloped site, the State of Wisconsin proposes to build a new 96,000 square foot facility for climate controlled storage of artifacts and collections from the State Historical Society and Wisconsin Veteran’s Museum. The facility will have approximately 25 employees and occasional visitors, but is not expected to generate significant traffic.

**Site Plan**

The proposed building occupies a 60,000 square foot footprint in the center of the property, with a 34-stall surface parking lot in front of the building. The eastern access driveway from Troy Drive aligns with Harper Road to the south, and will serve as the main entrance to the site for employees and visitors. The western access driveway leads to a loading area on the west side of the building, and continues around the rear of the building as a fire lane.

The thickly wooded area in the southeast corner of the property will remain as a buffer between the building and Troy Gardens immediately to the east. A line of ten new maple trees is proposed along the southern property line, and additional trees and shrubs are scattered throughout the property. Four bioretention areas (large rain gardens) are shown throughout the property, including a linear rain garden between the parking lot and the building.

**Building Design**

The L-shaped building is set back approximately 75 feet from the front property line. It is approximately 360 feet long and 220 feet deep at its deepest point on the eastern portion of the building. The eastern portion is to be utilized as four levels of storage, and rises to approximately 56 feet at its highest point. The western portion of the building is approximately 45 feet tall, and includes first floor office spaces along the Troy Drive frontage and a series of large active workrooms for conservation, cataloging, circulation, and other activities related to the artifacts. The second floor of this space is programmed largely for cool storage, and includes a multipurpose room above the main entrance to the building.

The building exterior is almost entirely brick on the sides and rear, with galvanized steel bands and a standing seam metal roof. The front of the building along Troy Drive is the only side with windows and architectural detailing. It has a strong line of first floor windows along the office spaces, as well as a bold main entrance with window openings and metal paneling rising up to approximately 35 feet.

### **Public Input**

Staff has received little public input on the proposal to date, but understands that neighboring property owners were informed of the proposal before the rezoning request was formally submitted. An owner of property approximately  $\frac{3}{4}$  mile away submitted written comments (attached) in opposition to this particular location for the facility.

### **Evaluation and Conclusion**

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#### **Land Use**

The Comprehensive Plan recommends Special Institutional uses for this property and the larger Mendota State Hospital campus to the north and west. While it is rare that the Plan Commission would review a request to rezone a property from Conservancy to M1, the proposed use is generally consistent with the Comprehensive Plan land use recommendation.

Under the current zoning ordinance, M1 (Limited Manufacturing) zoning is needed in order to allow for warehousing and storage as a principal use. However, should the use or property ownership change in the future, M1 zoning is not a district that will ensure that the Comprehensive Plan recommendations can be met. M1 is one of the most permissive districts, allowing for many uses that would be incompatible with the residential uses south of Troy Drive and the Mendota State Hospital campus. Thus, as the new zoning code is adopted, it is staff's intent to recommend a rezoning of this property to the more appropriate CI (Campus-Institutional) zoning district, which will provide more city oversight and public involvement if land use changes are proposed.

#### **Site Plan and Building Design**

The mass of the building will obviously present a significant change to this stretch of Troy Drive, which is otherwise surrounded by very low intensity development or buildings set back 300 feet from the street. However, with the few employees and visitors expected to the facility, its functional impact on the neighborhood (traffic, noise, etc.) will be minimal following construction and the initial relocation of artifacts and other items into storage.

From an architectural standpoint, the high-quality building materials will ensure a durable, clean-looking building for decades to come. The lack of openings on the sides and rear is understandable, due to the nature of the contents of the storage areas, and these portions of the building will be relatively hidden from view. The treatment of the southern façade along Troy Drive with windows and metal panel accents is aesthetically pleasing, and the building setback and proposed tree plantings provide a nice buffer between the buildings and the residential properties on the south side of Troy Drive.

Planning Division staff recommends that the Plan Commission finds that the standards for zoning map amendments 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

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#### **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)

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| <ol style="list-style-type: none"><li>1. Prior to the rezoning of the property, the Certified Survey Map submitted to delineate this lot must be approved by staff and recorded.</li></ol> |
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***The following conditions have been submitted by reviewing agencies:***

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

2. Proposed plan shows relocating a private storm sewer serving lands beyond the site. Provide evidence of private easement, ownership and maintenance responsibility for said pipe.
  3. Sewer main down Harper Road will need to be 8" diameter public sewer and the developer will need to enter into a developer's agreement for the proposed public sanitary sewer improvements. All public infrastructure improvements will be constructed in accordance with the plans approved and issued by the City Engineer.
  4. The related Certified Survey Map (CSM) application creating the proposed 11.327 acre Lot 1 shall be completed and CSM recorded prior to the issuance of building permits and/or certificate of occupancy.
5. 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).
  6. 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)
  7. 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).
  8. All damage to the pavement on Troy Drive, 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>
  9. 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.
  10. Effective January 1, 2010, The Department of Commerce's authority to permit commercial sites, with over one (1) acre of disturbance, for stormwater management and erosion control has been transferred to the Department of Natural Resources (WDNR). The WDNR does not have an authorized local program transferring this authority to the City of Madison. The City of Madison has been required by the WDNR to continue to review projects for compliance with NR216 and NR-151 but a separate permit submittal is now required to the WDNR for this work as well. The City of Madison cannot issue our permit until concurrence is obtained from the WDNR via their NOI or WRAPP permit process.

As this site is greater than one (1) acre, the applicant is required by State Statute to obtain a Water Resources Application for Project Permits (WRAPP) from the Wisconsin Department of Natural Resources, prior to beginning construction. This permit was previously known as a Notice of Intent Permit (NOI). 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/constformsinfo.htm> (NOTIFICATION).

11. Prior to approval, this project shall comply with MGO Chapter 37 regarding stormwater management. Specifically, this development is required to:
  - a) Detain the 2 and 10-year storm events
  - b) Control 80% TSS (5 micron particle) off of new paved surfaces
  - c) Provide infiltration in accordance with MGO Chapter 37
  - d) Provide oil & grease control from the first 1/2" of runoff from parking areas
  - e) 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.
12. 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 Misc. 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](mailto: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))

13. The applicant shall submit prior to plan sign-off, electronic copies of any Stormwater Management Files including:
  - a) SLAMM DAT files.
  - b) RECARGA files.
  - c) TR-55/HYDROCAD/Etc...
  - d) Sediment loading calculations

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 (POLICY and MGO 37.09(2)).
14. The applicant's utility contractor shall obtain a connection permit and excavation permit prior to commencing the storm sewer construction MGO 37.05(7).
15. 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)).

**Traffic Engineering Division** (Contact John Leach, 267-8755)

16. 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, 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'.

17. A "Stop" sign shall be installed at a height of seven (7) feet at all 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.
18. Public signing and marking related to the development may be required by the City Traffic Engineer for which the developer shall be financially responsible.

**Zoning Administrator** (Contact Pat Anderson, 266-5978)

19. Parking lot plans with greater than twenty (20) stalls shall comply with MGO Section 28.04(12). Landscape plans must be stamped by a registered landscape architect. 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.)
20. Parking and loading shall comply with MGO Section 28.11(4). Provide three (3) 10' x 50' loading areas with 14' vertical clearance to be shown on the plan. The loading area shall be exclusive of drive aisle and maneuvering space.
21. Lighting is required and shall be in accordance with MGO Section 10.085. Provide a plan showing at least .5 foot candle on any surface on any lot and an average of .75 footcandles. The maximum light trespass shall be 0.5 fc at 10 ft from the adjacent lot line (see City of Madison lighting ordinance).
22. Bike parking shall comply with MGO Section 28.11. Provide four (4) bike parking stalls in a safe and convenient location on an impervious surface to be shown on the final plan. NOTE: A bike-parking stall is two feet by six feet with a five-foot access area. Structures that require a user-supplied locking device shall be designed to accommodate U-shaped locking devices.
23. Parking requirements for persons with disabilities must comply with MGO Section 28.11(3)(m) which includes all applicable State accessibility requirements, including but not limited to:
  - a) Provide a minimum of two accessible stalls striped per State requirements. A minimum of one of the stalls shall be a van accessible stall 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.

**Fire Department** (Contact Bill Sullivan, 266-4420)

24. Relocate proposed fire hydrant from the east side of the dumpsters to the west side so that the fire hydrant is accessible from the proposed fire lane.
25. 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)

26. This property is not in a Wellhead Protection District. All wells located on this property shall be abandoned if no valid well operation permit has been obtained from the Madison Water Utility.