



## Report to the Plan Commission

January 24, 2011

**Legistar I.D. #21103**  
**901 Woodrow Street**  
**Demolition Permit & Conditional Use**

Report Prepared By:  
Timothy M. Parks, Planner  
Planning Division

**Requested Actions:** Approval of a demolition permit to allow a single-family residence to be razed and approval of a major alteration to an approved conditional use for a college or university in the R2 Single-Family Residence District to allow construction of the Edgewood College Visual and Theatre Arts Center at 901 Woodrow Street, and approval of an amendment/ update of the Edgewood Campus Master Plan to reflect the proposed development.

**Applicable Regulations & Standards:** Section 28.08(3)(c) identifies colleges and universities as conditional uses in the R2 zoning district provided that the zoning lot is not less than 40 acres. Section 28.12(11) provides the guidelines and regulations for the approval of conditional uses and planned residential developments; Section 28.12(12) provides the guidelines and regulations for the approval of demolition permits.

**Summary Recommendation:** The Planning Division recommends that that the Plan Commission find the standards met and **approve** a demolition permit and major alteration to the conditional use for Edgewood College to allow construction of the Edgewood College Visual and Theatre Arts Center at 901 Woodrow Street as well as a related amendment/ update of the Edgewood Campus Master Plan, subject to input at the public hearing and the conditions from reviewing agencies beginning on page 6 of this report.

### Background Information

**Applicant & Property Owner:** Dan Carey, Edgewood College; 1000 Edgewood Drive; Madison.

**Agent:** Doug Hursh, Potter Lawson, Inc.; 15 Ellis Potter Court; Madison.

**Proposal:** The applicant wishes to demolish a single-family residence (863 Woodrow Street) to accommodate construction of a three-story, 44,000 square-foot facility containing classrooms and small performance spaces for its Art and Theater departments. Construction is scheduled to commence in March 2011, with completion anticipated in March 2012.

**Existing Conditions:** The portion of the Edgewood Campus affected by the proposed development includes a single-family residence located southwest of the college's library. The entire Edgewood campus is zoned R2 (Single-Family Residence District).

**Parcel Location:** The larger Edgewood Campus is bounded by Monroe Street on the north, Woodrow Street on the west, Edgewood Avenue on the east and Edgewood Drive and Lake Wingra on the south; Aldermanic District 10 (Solomon); Madison Metropolitan School District. The site of the residence to be demolished and the proposed Visual and Theatre Arts Center is located in the southwestern portion of the campus adjacent to Woodrow Street and approximately 120 feet generally north of Edgewood [Park & Pleasure] Drive.

### Surrounding Land Use and Zoning:

North: DeRicci Hall, Predolin Humanities Center;

South: Edgewood Drive and Lake Wingra;

East: Reges Hall, Weber Hall, Edgewood Library;

West: Single-family residences across Woodrow Street, zoned R2 (Single-Family Residence District).

**Adopted Land Use Plan:** The Comprehensive Plan identifies the overall Edgewood campus including the subject site for Special Institutional uses.

**Environmental Corridor Status:** The site of the proposed Visual and Theatre Arts Center is not located within a mapped environmental corridor, though the woodlands adjacent to the proposed facility are noted on the corridor map. The portion of the Edgewood campus located southeast of Edgewood Drive is located in a mapped corridor, with areas of woodlands, wetlands and floodplain noted.

**Public Utilities and Services:** The proposed facility will be served by a full range of urban services.

**Zoning Summary:** Existing R2 (Single-Family Residence District) zoning:

Requirements	Required	Proposed
Lot Area	40 acres	55+ acres
Lot Width	50'	Adequate
Front Yard	As shown	Adequate
Side Yards	As shown	Adequate
Rear Yard	As shown	Adequate
Usable Open Space	N/A	---
Floor Area Ratio	N/A	---
Building Height	2 stories & 35 feet	3 stories
No. Parking Stalls	As per Master Plan	12
Accessible Stalls	1 (for the 12 new stalls)	2
Loading	1 10 X 35-foot stall	(see cond. #21, page 8)
No. Bike Parking Stalls	1 per 4 employees & 1 per 4 students	28 (see cond. #24, page 8)
<b>Other Critical Zoning Items</b>		
Yes:	Landmark Building (elsewhere on site), Utility Easements, Barrier Free	
No:	Urban Design, Floodplain, Historic District, Adjacent to Park, Wellhead Protection	
<i>Prepared by: Pat Anderson, Asst. Zoning Administrator</i>		

## Recent Approvals

On April 3, 2006, the Plan Commission approved a major alteration to the approved conditional use for the Edgewood Campus to allow construction of a dormitory for Edgewood College at 1014 Edgewood Avenue and the expansion of a nearby parking lot for use by the new dormitory and Edgewood High School faculty.

A master plan for the Edgewood Campus was first approved by the Plan Commission in 1993, with substantive updates approved in 1995, 1996 and 2006.

## **VTAC Project Review**

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Edgewood College is requesting approval of a demolition permit and major alteration to an approved conditional use to allow a single-family residence located at 863 Woodrow Street to be razed to allow construction of the Edgewood College Visual and Theatre Arts Center in the southwestern corner of the 55-acre Edgewood Campus, which is generally addressed as 901 Woodrow Street. The campus is zoned R2 (Single-Family Residence District), which identifies colleges or universities as conditional uses provided that the zoning lot is 40 acres or greater in area. Consideration of the proposed Visual and Theatre Arts Center (VTAC) will also include approval of an amendment/ update to the Edgewood Campus Master Plan to reflect the proposed development.

The applicant indicates that the residence to be demolished is a pre-fabricated raised-ranch home constructed in the 1970's that has been used as student housing. Interior and exterior photos of the residence have been provided, which appears to depict a building in average condition and commensurate architecturally with other residences built in the same time period. A 12-stall parking lot located north of the residence will also be removed to accommodate the VTAC proposal.

The new facility will be located in the southwestern portion of the Edgewood Campus adjacent to Woodrow Street and southwest of the college library in an area of the campus that contains substantial tree cover that extends southerly across Edgewood [Park & Pleasure] Drive to Lake Wingra. Indian effigy mounds located north and east of the project area will not be disturbed with the proposed development. In addition to the heavy vegetation present on this portion of the Edgewood Campus, the project site is characterized by a gradual north-south slope, with approximately 20 feet of grade change present across the site of the proposed VTAC. The new building will be located 62 feet from the Woodrow Street right of way, with a series of single-family residences in R2 zoning located opposite the western edge of the campus.

Plans for the VTAC call for a 44,000 gross square-foot building that will generally stand two stories above grade with a partially exposed lower level. The new facility will provide classroom facilities and faculty offices for Edgewood College's Art and Theater departments as well as an art gallery and "black box" theater, which will double as a classroom and small theatrical performance space. The building will be organized around a 200-year old oak tree that will be preserved as a focal point and will include a small stepped outdoor space on the Lake Wingra side of the building that the letter of intent suggests could be used for outdoor classes. The architecture of the new building is distinctly modern and includes design elements and building materials that the architect suggests are intended to reflect the natural character of its wooded surroundings, and the architecture of the Edgewood Campus and the single-family residences to the west of the project site.

Vehicular improvements for the proposed VTAC will be limited to a new driveway from Woodrow Street to be located along the northern wall of the building, which will provide access to 6 parking stalls, a drop-off zone and loading area. The new driveway will terminate in a cul-de-sac and will not provide vehicular access to the rest of the campus. A pedestrian walkway will be extended to connect the VTAC to the college's library and the center of the campus located northeast of the project site and 28 bike parking stalls will be provided as part of the project.

A substantial landscaping plan has been submitted for the project that calls for the planting of a number of canopy, ornamental and coniferous trees on the northern, eastern and western sides of the building, the incorporation of two bioretention basins along the western and southern sides of the building and limited disturbance of the woodlands present to the south of the building. Additional landscaping is also proposed along the east side of Woodrow Street and the western wall of existing DeRicci Hall north of the new driveway to serve the VTAC.

## **Edgewood Campus Master Plan Review**

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The proposed amendment to the Edgewood Campus Master Plan seeks to memorialize the proposed VTAC project as well as elaborate on planning for the Edgewood Campus, which includes Edgewood High School and Edgewood Campus School, a pre-kindergarten through grade 8 school, in addition to the college. The last amendment to the master plan was considered in 2006 as part of the approval of the Edgewood College dormitory located on the east side of the campus at 1014 Edgewood Avenue.

The Campus Master Plan provides an inventory of existing facilities on the 55-acre campus bounded by Monroe Street on the north, Woodrow Street on the west, Edgewood Avenue on the east and Lake Wingra on the south and provides a general outline of approximately a dozen projects that may be undertaken in the future. Staff believes that most of the master plan is unchanged from the version last approved by the Plan Commission in 2006, with significant projects such as the construction of a future expansion of the Campus School and construction of an 80,000 square-foot facility on the west side of the campus south of the athletic field still proposed, though the latter project is now being considered as a future athletic facility instead of a fine arts facility as previously shown.

Noteworthy changes to the master plan included in the version date December 1, 2010 include a southerly expansion of Regina Hall (project #5), an expansion of Edgewood High School (project #10), and the future expansion or replacement of the Edgedome, a gymnasium facility shared between the college and grade school. The proposed master plan amendment also includes enrollment projections for the three schools, with a projected enrollment of 320 students for the Campus School, an "optimal" enrollment of 700 for Edgewood High School, and a projected enrollment of 2,400 students for the college, with 600 on-site residents.

As noted at the top of the narrative submitted with the December 1, 2010 master plan graphic, the plan is not intended as a detailed blueprint for construction. It is expected that realization of individual projects called for in the master plan will only occur following detailed project plan development and approval of conditional use plan alterations such as the one for the VTAC project, which may or may not coincide with further amendments to the master plan.

## **Analysis & Conclusion**

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From time to time, development projects on the Edgewood Campus have been sources of controversy, as the growth of the three schools located on the 55-acre property has been seen by some as being in conflict with the preservation of the established Dudgeon-Monroe and Vilas neighborhoods that adjoin it on three sides. As always, the Plan Commission will need to give careful consideration to the standards of approval for conditional uses, and in this case the demolition permit standards, as it considers the demolition of the residence at 863 Woodrow Street and construction of the proposed Edgewood College Visual and Theatre Arts Center.

In an effort to potentially aid the approval and implementation of the VTAC, the applicant has worked with representatives from the two adjoining neighborhoods to develop a memorandum of understanding (MOU) to govern the project. The attached ten-page MOU is comprehensive in scope and includes specific provisions for the new building that include its setback from Woodrow Street (measured from the back of curb) and Edgewood Drive; light, noise and airborne emissions; use and capacity of the black box theater; hours of operation, and; design of the new facility. The MOU was signed by representatives of both adjoining neighborhood associations, the president of the high school, and the dean of students and parking coordinator for Edgewood College.

The Planning Division believes that the Plan Commission can find the demolition permit and conditional use standards met and approve the demolition of the existing single-family residence and construction of the proposed Visual and Theatre Arts Center. The new facility is primarily intended to provide new classroom and office spaces for the college's Arts and Theater departments, which the applicant indicates are currently housed elsewhere on the campus. Staff believes that the VTAC facility is generally well designed and that it has been oriented to limit impacts on the residential neighborhood west of the site across Woodrow Street despite its location on the western edge of the Edgewood Campus. Most of the activity generated by the facility is directed towards the center of the campus and away from Woodrow Street, with limited vehicle trips anticipated due to the limited parking provided on the site.

The potential exception could be short-term impacts resulting from black box theater events, which the MOU indicates could host up to 134 spectators per performance for up to 20 performances a season. However, the VTAC facility has been shown in this general area of the campus since 1996, and staff feels that the limited use of the black box theater for non-classroom events can meet the conditional use standards. Additionally, unforeseen impacts stemming from the use of the facility could be revisited through the Plan Commission's continuing jurisdiction if necessary.

Planning staff also generally supports the MOU developed by the applicant in cooperation with the surrounding neighborhoods as a mechanism to facilitate development of the proposed VTAC. While the MOU is non-binding (it doesn't contain enforcement, amendment or curative provisions), it represents at least an informal covenant that contains a number of performance standards to guide the implementation and operation of the project. Staff submits that the success of the VTAC project and adherence to the MOU for the project will create benchmarks that the schools and surrounding neighborhoods can use to guide discussion of future projects on the campus.

Lastly, Planning staff believes that the Plan Commission can approve the amended Edgewood Campus Master plan dated December 1, 2010. As noted in the Project Review section of this report, most of the amended master plan document follows the previous iteration, which was approved in 2006. The more consequential changes proposed in the amendment represent the continuing evolution in thinking for the three schools. As suggested in the master plan, the document is a guide for how the campus may develop in the future. Each project contained in the master plan will require more detailed planning and design and discussion with the surrounding neighborhoods, and the Plan Commission will be required to approve most of the individual projects contained in the plan as future amendments to the conditional use plans for the Edgewood Campus if it finds that those projects meet the conditional use standards.

### **Staff Recommendations, Conditions of Approval & General Ordinance Requirements**

Major/Non-Standard Conditions are shaded

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**Planning Division Recommendation** (Contact Timothy M. Parks, 261-9632)

The Planning Division recommends that the Plan Commission find the standards met and **approve** a demolition permit and major alteration to the conditional use for Edgewood College to allow construction of the Edgewood College Visual and Theatre Arts Center at 901 Woodrow Street as well as a related amendment/ update of the Edgewood Campus Master Plan, subject to input at the public hearing and the conditions from reviewing agencies:

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

1. Approval of the plans does not include any implied approval of landscaping in the right of way.
  2. The stormwater management report uses a CN of 61 for post development open space. This is required to be a CN of 73 unless special measures are taken.
  3. Any work in the City right of way shall require proper permitting and shall be performed by a City-licensed contractor that is prequalified to work in the right of way.
4. The applicant shall close all abandoned driveways by replacing the curb in front of the driveways and restoring the terrace with grass.
  5. All street tree locations and tree species within the right of way shall be reviewed and approved by the City Forester. Please submit a tree planting plan (in PDF format) to Dean Kahl, Parks Division (266-4816)–[dkahl@cityofmadison.com](mailto:dkahl@cityofmadison.com). Approval and permitting of any tree removal or replacement shall be obtained from the City Forester and/or the Board of Public Works prior to the approval of the site plan.
  6. The applicant shall demonstrate compliance with MGO Sections 37.07 and 37.08 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.
  7. Effective January 1, 2010, the Department of Commerce’s authority to permit commercial sites, with over one acre of disturbance for stormwater management and erosion control has been transferred to the Wisconsin 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 NR-216 and NR-151, but a separate permit submittal is now required from 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 acre, the applicant is required by State Statute to obtain a Water Resources Application for Project Permits (WRAPP) from the DNR, prior to beginning construction. This permit was previously known as a Notice of Intent Permit (NOI). Please contact Eric Rortvedt of the WDNR at 273-5612 to discuss this requirement.

8. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to: detain the 2- and 10-year storm events; control 40% TSS (20 micron particle) off of new paved surfaces; provide infiltration in accordance with Chapter 37 of the Madison General Ordinances; provide oil & grease

control from the first 1/2" of runoff from parking areas, and; 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 Chapter 37 of the Madison General Ordinances

9. The applicant shall submit, prior to plan signoff, 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: building footprints; internal walkway areas; internal site parking areas; other miscellaneous impervious areas lot lines; lot/ plat lines, dimensions and labels; right-of-way lines; street names, stormwater management facilities and; detail drawings associated with stormwater management facilities (including if applicable planting plans).
10. The applicant shall submit, prior to plan sign-off, digital PDF files to the City Engineering Division. The digital copies shall be to scale, shall have a scale bar on the plan set, and shall contain the following items: building footprints; internal walkway areas; internal site parking areas; lot lines and right-of-way lines; street names, stormwater management facilities and; detail drawings associated with stormwater management facilities (including if applicable planting plans).
11. The applicant shall submit prior to plan sign-off, electronic copies of any Stormwater Management File including: SLAMM DAT files; RECARGA files; TR-55/HYDROCAD/etc., and; 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.
12. Prior to final approval of the demolition permit/ conditional use application, the owner shall obtain a permit to plug each existing sanitary sewer lateral that serves a building that is proposed for demolition. For each lateral to be plugged the owner shall deposit \$1,000 with the City Engineer in two separate checks in the following amounts: (1) \$100 non-refundable deposit for the cost of inspection of the plugging by City staff; and (2) \$900 for the cost of City crews to perform the plugging. If the owner elects to complete the plugging of a lateral by private contractor and the plugging is inspected and approved by the City Engineer, the \$900 fee shall be refunded to the owner.
13. All outstanding Madison Metropolitan Sewerage District (MMSD) and City of Madison sanitary sewer connection charges are due and payable prior to City Engineering sign-off, unless otherwise collected with a Developer's/ Subdivision Contract. Contact Janet Dailey (261-9688) to obtain the final MMSD bill a minimum of 2 working days prior to requesting City Engineering Division signoff.

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

14. The applicant shall install the public sidewalk along the easterly side of Woodrow Street for pedestrian access northerly along Woodrow Street connecting to the existing sidewalk. In addition, the applicant will need to remove the terrace walk and ramp access putting pedestrian in the street.
15. To address potential traffic impacts on Woodrow Street related to the proposed development, the applicant shall provide a deposit for potential traffic calming measures to be determined in the future by the City and its Neighborhood Traffic Management Program. If there is not a demonstrated problem as determined by the Traffic Engineer and/or a project is not approved under

the NTMP after a period of three years after the occupancy of the development, the deposited funds will be returned to the developer. The estimate of deposit required is \$37,500.

16. When the applicant submits final plans of one contiguous plan for approval, the applicant shall show the following: existing items in the terrace (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, signage, percent of slope, vehicle routes, dimensions of radii, aisles, driveways, stalls including the 2-foot overhang, and a scaled drawing at 1" = 20'.
17. The applicant shall provide scaled drawing of one contiguous plan sheet showing all the facility's access, existing and proposed buildings, layouts of parking lots, loading areas, trees, signs, semitrailer and vehicle movements, ingress/egress easements and approaches.
18. 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. The applicant shall relocate the "Stop" sign noted on Sheet C102 to the proper side of the driveway as installed on a public street.
19. 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.
20. 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)

21. Provide one (1) 10' x 35' loading areas with 14 feet of vertical clearance to be shown on the plan. The loading area shall be exclusive of drive aisle and maneuvering space.
22. Provide a reuse/recycling plan, to be reviewed and approved by the City Recycling Coordinator prior to a demolition permit being issued. Sec 28.12(12)(e) of the Zoning Ordinance requires the submittal of documentation demonstrating compliance with the approved reuse and recycling plan. Please note, the owner must submit documentation of recycling and reuse within 60 days of completion of demolition.
23. Parking requirements for persons with disabilities must comply with MGO Section 28.11(3)6.(m) which includes all applicable State accessible requirements, including but not limited to:
  - a.) Provide a minimum of 1 accessible stall striped per State requirements. A minimum of 1 van accessible stall 8' wide with an 8' striped out area adjacent shall be provided.
  - b.) Show signage at the head of the stalls. Accessible signs shall be a minimum of 60 inches 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.
24. Bike parking shall comply with MGO Section 28.11: Provide 1 bike parking stall per 4 employees plus 1 per 4 students in a safe and convenient location on an impervious surface to be shown on the final plan. A bike-parking stall is 2 feet by 6 feet with a 5-foot access area. Structures that



require a user-supplied locking device shall be designed to accommodate U-shaped locking devices.

25. Lighting is required and shall be provided in accordance with City of Madison outdoor lighting standards, section 10.085. Provide a plan showing at least .25 footcandle on any surface of the lot and an average of .75 footcandles.

**Parks Division** (Contact Kay Rutledge, 266-4714)  
This agency did not submit comments for this request.

**Fire Department** (Contact Bill Sullivan, 261-9658)  
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. The Madison Water Utility shall be notified to remove the water meter prior to demolition. All wells located on this property shall be abandoned if no valid well operation permit has been obtained from the Madison Water Utility.

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

27. Metro Transit confirms and supports the intent of this project, as noted under "Building Site Design", whereby the College agrees to move the bus shelter along Monroe Street from west of the Edgewood College Drive intersection (nearside), to just east of the intersection and the far side of this traffic signal. Edgewood College should coordinate plans and necessary work towards moving the shelter with Metro Transit, the Office of Real Estate Services and City Engineering Division staff as appropriate.

**Police Department** (Contact Frank Chandler, 266-4238)  
This agency did not submit comments for this request.