



Report to the Plan Commission

May 16, 2011

Legistar I.D. #22433
3201 Anderson Street
Conditional Use Request

Report Prepared By:
Heather Stouder, AICP
Planning Division Staff

Requested Action: Approval of a conditional use for an accessory off-site surface parking lot in the M1 (Limited Manufacturing) District.

NOTE: This project is related to two other conditional use requests on this agenda:

1702 Wright Street; Proposed Health Education (Allied Health) Building);
(Agenda Item #15, Legistar #22431)

3550 Anderson Street /1849 Wright Street; Proposed additions to main building and incorporation of existing surface parking lot;
(Agenda Item #16, Legistar #22432)

Applicable Regulations & Standards: Section 28.12(11) provides the guidelines and regulations for the approval of conditional uses. Per Section 28.10(4)(d)10, surface parking lots serving uses on other zoning lots are a conditional use in the M1 District.

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 conditional use for an accessory off-site parking area.

Background Information

Applicant/Property Owner: Fred Brechlin; Madison (Area Technical) College; 3550 Anderson St.; Madison

Project Contact: Wade Wyse; JSD Professional Services, Inc. 161 Horizon Sr., Ste. 101; Verona

Proposal: The applicant is requesting a conditional use in the M1 District for the expansion of an existing surface parking lot serving athletic facilities to also serve as accessory off-site parking for Madison College properties on the north side of Anderson Street.

Parcel Location: 3201 Anderson Street is located on the south side of Anderson Street between Pearson Street and Hoffman Street; Aldermanic District 15 (Palm); Madison Metropolitan School District.

Existing Conditions: The existing 83-acre property consists of two adjacent parcels and contains a soccer fields, a softball diamond, baseball diamond, and tennis courts. An existing surface parking lot in the eastern portion of the property serves the baseball diamond and tennis courts, and an existing 142-stall surface parking lot in the western portion of the property serves the softball diamond and soccer fields.

Surrounding Land Use and Zoning:

North: Across Anderson Street, surface parking lots serving the Madison College Campus, which lies to the northeast, all in the M1 (Limited Manufacturing) District.

South: Madison College softball field immediately south of the proposed lot on the same property, with a baseball field and tennis courts further to the south and southeast. Military facilities located further to the southeast, all in the M1 District.

East: Open space immediately to the east of the proposed lot, in the M1 District. Truax multifamily residential development further to the east across Wright Street in the R5 (General Residence) District.

West: Madison College soccer fields immediately to the west, in the M1 District. Golf course further to the west, in the C (Conservancy) District.

Adopted Land Use Plan: The Comprehensive Plan (2006) recommends Parks and Open Space for this property, and there is no specific recommendation in the Carpenter- Hawthorne-Ridgeway- Sycamore-Truax Neighborhood Plan (2001), although the space is shown as "MATC Athletic Facilities".

Environmental Corridor Status: The majority of this property, including the area where the parking lot is proposed, is located within a mapped environmental corridor.

Public Utilities and Services: This property is served by a full range of urban services, including Metro Transit Route 20.

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

| Requirements | Required | Proposed |
|--------------|---------------|----------|
| Lot Area | 6,000 sq. ft. | Adequate |
| Lot width | 50' | Adequate |
| Front yard | 0' | N/A |
| Side yards | 0' | N/A |
| Rear yard | 10' | N/A |

Site Design

| | | |
|-------------------------|--------------|--|
| No. Parking stalls | 142 existing | 320 total |
| Accessible stalls | 8 | 8 |
| Loading | N/A | N/A |
| No. Bike Parking stalls | 32 | None shown <i>(See Condition No. 19, p. 7)</i> |
| Landscaping | Yes | As shown on plans <i>(See Condition No. 17, p. 7)</i> |
| Lighting | If provided | TBD <i>(See Condition No. 18, p. 7)</i> |

Other Critical Zoning Items

| | |
|------------------------|-----|
| Urban Design | Yes |
| Floodplain | Yes |
| Utility Easements | Yes |
| Adjacent to Wetlands | Yes |
| Adjacent to Park | No |
| Barrier free (ILHR 69) | Yes |

Prepared by: Pat Anderson, Asst. Zoning Administrator

Project Description

The site currently has a well-landscaped 142-stall surface parking lot completed as a permitted use in 2010 to serve the adjacent athletic facilities. The applicant proposes an expansion of the lot by 178 stalls to a 320-stall surface parking lot, which will continue to serve the adjacent athletic fields as well as Madison College facilities across Anderson Street to the north. A recently installed traffic signal at the intersection of Anderson Street and Hoffman Street provides for safe pedestrian crossings from the parking lot to existing and proposed buildings to the north. As an accessory off-site parking lot, this expansion requires a conditional use in the M1 (Limited Manufacturing) District.

Related Approvals

On April 27, 2011, the UDC granted **final approval** for the parking lot design and landscaping with no recommended changes.

Public Input

With an understanding of the need for new parking opportunities to offset what will be replaced by new buildings, the Carpenter-Ridgeway Neighborhood Association does not object to the proposal. They encouraged Madison College to provide significant landscaping, especially along the northern edge of the parking lot along Anderson Street.

Evaluation

On January 11, 2010, the Plan Commission placed on file a conditional use request for a very similar parking lot in this location, citing failure to meet conditional use standards No. 1 and No. 6 in Section 28.12(11)(g) of the Madison General Ordinances. The Plan Commission encouraged the applicant to discuss Transportation Demand Management (TDM) strategies and the Madison College Truax Campus Master Plan as they relate to this request, prior to submitting a future application. Shortly thereafter, Madison College constructed the existing parking lot as a *permitted* use to serve the athletic facilities on the property. With this application, they are seeking to double the size of the existing lot to serve the broader campus north of Anderson Street, which necessitates conditional use approval.

Land Use

The proposed lot lies within an area recommended in the Comprehensive Plan as Parks and Open Space, where surface parking lots serving public uses are not uncommon (e.g. Warner Park, Olbrich Gardens). Most surface lots in these areas serve only the park or public facility closest to them. While the lot as proposed would continue to provide parking for the on-site athletic facilities, it would also serve the Madison College Truax Campus as a whole.

Pertinent to this review, the proposed lot is consistent with Phase 1 and Buildout of the updated Madison College – Truax Master Plan (April 2011), maps of which are included for reference. While the Plan Commission has no existing mechanism by which to review or approve campus master plans, the adopted Zoning Code text includes a *Campus Institutional District*, wherein proposals consistent with a Master Plan approved by the Plan Commission would be permitted uses. Absent this formal review process, staff recommends that the Plan Commission consider consistency with the MATC Facilities Master Plan informally when applying the conditional use standards to this project.

TDM Plan

Since early 2009, Madison College has made progress on their Truax Campus Master Plan and Transportation Demand Management (TDM) Plan (included for review), which was one component the Plan Commission suggested they focus on. Although Madison College is a commuter campus with approximately 75% of the students coming from over 5 miles away, the College is and will continue to take steps to try to maximize use of alternative transportation. The table below provides a brief overview of programs and possibilities included in the draft TDM Plan which encourage alternative forms of transportation to the single-occupant vehicle.

| Strategy | Existing Programs | New Commitments | Items Being Considered |
|-----------------|--|--|---|
| Transit | <ul style="list-style-type: none"> • Participation in the Madison Metro Transit large institution commuter program | <ul style="list-style-type: none"> • Incorporate transit waiting areas in new buildings constructed close to Wright Street | <ul style="list-style-type: none"> • Exploring potential partnership with Metro for intercampus shuttle |
| Bicycling | <ul style="list-style-type: none"> • Bicycle parking, shower and locker facilities for bicyclists • Institutional support for Bike to Work Week, a winter bicycling clinic, and other similar programs | <ul style="list-style-type: none"> • Continue to incorporate bicycle parking as new buildings are constructed | |
| Walking | <ul style="list-style-type: none"> • Lighting in parking lots and along the Starkweather Creek Trail for pedestrian safety | <ul style="list-style-type: none"> • Complete missing sidewalk connections along Anderson Street and Wright Street • Continue focus on lighting for pedestrian safety throughout design of new buildings | <ul style="list-style-type: none"> • Work with City and DOT to increase safety of Anderson Street and Stoughton Road crossings |

| | | | |
|-----------------|---|--|---|
| Car Sharing | <ul style="list-style-type: none"> • Participation in “Rideshare, Etc.”, which matches up potential carpoolers | | <ul style="list-style-type: none"> • Investigate preferred parking for carpools • Investigate hosting a “Community Car” on campus to reduce reliance on private vehicles for off-site meetings, errands, etc. |
| Parking Pricing | <ul style="list-style-type: none"> • \$25 per semester fee for automobile parking permit for students | | <ul style="list-style-type: none"> • May explore “unbundling” parking fees for faculty and staff, but not likely. |
| Tele-commuting | <ul style="list-style-type: none"> • 12% of classes were offered as distance learning | <ul style="list-style-type: none"> • 33% of growth to be accommodated through distance learning | |

Parking Study

When this parking lot was last reviewed by the Plan Commission in early 2010, the Plan Commission also suggested that Madison College study and summarize existing parking supply and demand, and develop a clearer understanding of building phasing in order to make more defensible parking demand projections. The draft Truax Campus Parking Study (also included for review) provides a thorough response to that suggestion.

When taking into account a current *oversupply* of approximately 200 stalls, the near future loss of 650 stalls due to new buildings, and the estimated 250 new stalls needed to serve the programs encompassed within those buildings, the Truax Campus needs approximately 700 new parking stalls for Phase 1 construction plans. When accounting for projected enrollment increases in the future, a need for approximately 725 additional future stalls is foreseen. The supply and demand numbers are likely to be verified or refined based on spring 2011 and fall 2012 parking counts. However, with 700 new parking stalls as a near term goal, the College is currently pursuing parking opportunities at both this location and at 1849 Wright Street, just north of the main building (see Staff Report for Agenda Item #16, Legistar #22432, 3550 Anderson Street /1849 Wright Street).

Staff believes that since they were before the Plan Commission in January 2010, the College has more clearly demonstrated the need for the 178-stall expansion of this parking lot to serve the campus as a whole. When the Plan Commission last reviewed the proposal, potential buildings were shown in a draft master plan, but there were no assurances that they would be funded or built in the near future. It is helpful to see more directly the parking impacts of the new building, for which capital funding has been secured through referendum. The urgency for additional parking at this particular location is strengthened by the proximity of the proposed Health Education Building across Anderson Street to the north (see Staff Report for Agenda Item #15, Legistar #22431, 1702 Wright Street).

Conditional Use Standards

In January 2010, the Plan Commission found that the parking lot did not meet conditional use standards 1 or 6. In making a finding, the Plan Commission should specifically consider these standards.

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.

6: That measures, which may include 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.

Staff believes that with the improved TDM plan, draft Parking Study, the new traffic signal, and the recommended conditions of approval, the proposal can meet the conditional use standards for an accessory off-site surface parking lot.

Conclusion

With the draft parking study, as well as improvements to the TDM Plan, staff believes that Madison College has adequately demonstrated a need for an expanded parking lot at this location to serve the Truax campus as a whole. The 178-stall addition will only partially offset the loss of an estimated 400 parking stalls in the large surface lot across Anderson Street to the north. Importantly, the lot is well landscaped and screened from Anderson Street, and should set a new standard for surface parking as the campus continues to redevelop over time.

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. The applicant shall provide written confirmation from the Capital Area Regional Plan Commission noting that a minor alteration to the environmental corridor has been made to accommodate the proposed expansion to the surface parking lot.

The following conditions have been submitted by reviewing agencies:

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

2. Applicant shall provide an executed permanent limited easement for traffic signals and temporary limited easement for grading and sloping along Anderson Street prior to Engineering sign-off on the plans. Reference Real Estate project number 9411 on all transmittals.
3. This site is shown to be within an environmental corridor. Provide written confirmation from CARPC that the 2010 minor change to the environmental corridor occurred.
4. This proposed Conditional Use application and plan is contained within two separate City of Madison parcels (0810-322-0099-1 and 0810-321-0604-0) under lease between Dane County Regional Airport "Lessor" and Madison College "Lessee" (a.k.a. Madison Area Technical College). The applicant shall provide recorded executed copies of any lease amendment documents to the City of Madison that affect land records, including but not limited to, Storm Water Utility billing.
5. The approved address for the new parking lot as proposed will be 1624 Hoffman Street, regardless of whether the new proposed cul-de-sac extension of the same is intended to be public or private.
6. All damage to the pavement on Anderson Street, 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).
7. The applicant shall demonstrate compliance with MGO Section 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.

8. The plan set shall be revised to show more information on proposed drainage for the site. This shall be accomplished by using spot elevations and drainage arrows or through the use of proposed contours. It is necessary to show the location of drainage leaving the site to the public right-of-way. It may be necessary to provide information off the site to fully meet this requirement (POLICY).
9. 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 . 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))

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

10. The applicant shall widen the existing sidewalk / bike path along Anderson St to 10-12 ft wide from Hoffman St to Pearson St. to provide adequate facilities for pedestrians and bicycles.
11. 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. Please contact Bob Arseneau, Traffic Engineer, at 266-4761 with questions regarding this item.
12. 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'.
13. The applicant shall design the surface parking area for stalls and backing up according to Figure II of the ordinance using the 9' or wider stall for the commercial/retail area. Per ordinance, the compact car stalls shall not exceed 25% of the total number of Medium and Large Vehicles and Small Vehicles stalls for the facility. The site plan shall show compact car parking spaces identified and properly controlled with a sign "Compact Cars Only" per each space, when plans are submitted for approval.
14. 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

hand holes, including labor, engineering and materials for both temporary and permanent installations.

15. 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)

16. Meet all applicable State accessibility requirements, including but not limited to:
 - a) Provide a minimum of eight accessible stalls striped per State requirements. A minimum of two of the stalls shall be van accessible stalls 8' wide with an 8' striped out area adjacent.
 - b) 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.
17. For the parking lot expansion, 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). Planting islands shall consist of at least 75% vegetative cover, including trees, shrubs, ground cover, and/or grass. Up to 25% of the island surface may be brick pavers, mulch, or other non-vegetative cover. All plant materials in islands shall be protected from vehicles by concrete curbs.
18. If exterior lighting is provided, it must comply with City of Madison outdoor lighting standards.
19. Bike parking shall comply with MGO Section 28.11. Provide thirty-two (32) bike parking stalls in a safe and convenient location on an impervious surface to be shown on the final plan. The lockable enclosed lockers or racks or equivalent structures in or upon which the bicycle may be locked by the user shall be securely anchored to the ground or a building to prevent the lockers or racks from being removed from the location. (NOTE: A bike-parking stall is two feet by six feet with a five-foot access area).

Water Utility (Contact Dennis Cawley, 261-9243)

20. 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.

Fire Department (Contact Bill Sullivan, 266-4420)

This agency submitted a response with no recommended conditions for this request.

Parks Division (Contact Kay Rutledge, 266-4714)

This agency did not submit a response for this request.

Metro Transit (Contact Tim Sobota, 261-4289)

This agency did not submit a response for this request.