

PLANNING DIVISION STAFF REPORT

October 3, 2022



PREPARED FOR THE PLAN COMMISSION

Project Address: 7035-7151 Littlemore Drive, 7202 Cottage Grove Road,
851 Harrington Drive, and 6901 Bluff Point Drive

Application Type: Zoning Map Amendment and Conditional Use

Legistar File ID # [72892](#) and [72778](#)

Prepared By: Timothy M. Parks, Planning Division
Report Includes Comments from other City Agencies, as noted

Summary

Applicant & Property Owner: City of Madison Parks Division; Mike Sturm, representative.

Requested Actions: Substitute – Approval of a request to rezone 7035-7151 Littlemore Drive, 7202 Cottage Grove Road, 851 Harrington Drive, and 6901 Bluff Point Drive from CN (Conservancy District) to PR (Parks and Recreation District); and approval of a conditional use in the PR district for a community center to allow construction of a shelter in Door Creek Park at 7035 Littlemore Drive. [The substitute ordinance reflects a correction to one of the addresses of the park.]

Proposal Summary: The City of Madison Parks Division proposes to construct a 4,059 square-foot enclosed all-season shelter at the northern end of Door Creek Park, south of Littlemore Drive. The park shelter is considered a community center per the Zoning Code, which is not an allowed use in the existing CN zoning assigned to Door Creek Park. Accordingly, the Parks Division is also requesting to rezone the entire park to the less restrictive PR zoning district. Construction of the shelter will commence in August 2023, with completion anticipated in spring 2024.

Applicable Regulations & Standards: Section 28.182 of the Zoning Code provides the process for zoning map amendments. Table G-1 in Section 28.091(1) identifies community centers and other similar civic and institutional uses as conditional uses in the [proposed] PR district. Section 28.183 provides the process and standards for the approval of conditional use permits. Also, the park shelter is a public building per Section 33.24 of the Urban Design Commission ordinance, which requires approval by the Urban Design Commission.

Review Required By: Plan Commission and Common Council. The Urban Design Commission previously granted final approval of the proposed park shelter at its February 23, 2022; see ID 69488 ([link](#)) for more information on that approval.

Summary Recommendation: The Planning Division recommends the following to the Plan Commission forward Substitute Zoning Map Amendment ID 28.022–00588, rezoning 7035-7151 Littlemore Drive, 7202 Cottage Grove Road, 851 Harrington Drive, and 6901 Bluff Point Drive from CN to PR, to the Common Council with a recommendation of **approval**; and find the standards for conditional uses are met to **approve** the construction of a park shelter (community center) at 7035 Littlemore Drive in Door Creek Park, subject to input at the public hearing and the conditions from reviewing agencies beginning on page 4.

Background Information

Parcel Location: Door Creek Park comprises approximately 160 acres of land extending generally from Milwaukee Street at the north to Cottage Grove Road on the south along the easterly edge of the Sprecher neighborhoods; Alder District 16 (Currie); Madison Metropolitan School District.

Existing Conditions and Land Use: Door Creek Park is comprised of approximately a dozen parcels primarily platted and dedicated for public use with the Meadowlands, Reston Heights, and Door Creek subdivisions. The park includes a variety of active and passive recreation uses, with the portion of the park nearest the proposed shelter building developed with tennis courts, a playground, basketball courts, a multi-purpose path, and surface parking lot. Door Creek runs through the easterly half of the park. The entire park is currently zoned CN (Conservancy District).

Surrounding Land Use and Zoning: Door Creek Park is generally surrounded on the north and west by a variety of residential uses located in the Meadowlands, Door Creek, and Reston Heights subdivisions developed since the 1990s. The abutting residential is located in a variety of conventional residential zoning districts such as TR-C3 (Traditional Residential–Consistent 3 District) and in a series of PD (Planned Development) districts. East of the City park, Dane County maintains approximately 84 acres of open space in CN (Conservancy District) zoning (Blooming Grove Drumlins Natural Resource Area–North Unit), with agricultural land further to the east located in the Town of Cottage Grove. The park is also adjoined on the east by a series of stormwater management ponds maintained by the City Engineering Division. Lands south of the park across Cottage Grove Road are undeveloped agricultural land in A (Agricultural District).

Adopted Land Use Plan: The 2012 [Sprecher Neighborhood Development Plan](#) and 2018 [Comprehensive Plan](#) generally recommend Door Creek Park for Park and Open Space (P). The residential neighborhoods to the north and west are recommended for Low Residential (LR) and Medium Residential (MR).

Zoning Summary: The project will be developed in the [Proposed] PR (Parks and Recreation) District.

Requirements	Required	Proposed
Lot Area	5 acres	Existing, exceeds
Lot Width	300’	Existing, exceeds
Front Yard Setback	30’	Will comply
Side Yard Setback	30’	Will comply
Rear Yard	30’	Will comply
Lot Coverage	N/A	---
Minimum Building Height	Two stories/ 35 feet	One Story (see conditions)
Auto Parking	As determined by Zoning	Existing
Accessible Stalls	Yes	Existing
Bike Parking	As determined by Zoning	12
Loading	None	0
Building Forms	Civic or Institutional Building	Will Comply
Other Critical Zoning Items		
Yes:	Urban Design (Public Building), Barrier Free, Utility Easements	
No:	Floodplain, Wellhead Protection, Landmarks, Waterfront Development, Adjacent to Park	
Prepared by: Planning and Zoning staff		

Environmental Corridor Status: Door Creek Park, the abutting stormwater ponds, and Dane County-owned open space are all located in a mapped environmental corridor.

Public Utilities and Services: The subject site is served by a full range of urban services except Metro Transit, which does not currently provide service east of Sprecher Road.

Project Description, Analysis & Conclusion

The City of Madison Parks Division is requesting approvals to allow an approximately 4,059 square-foot year-round enclosed park shelter to be constructed in Door Creek Park. The park shelter is considered a community center per the Zoning Code, which is not an allowed use in the existing CN (Conservancy District) zoning of the park. Accordingly, the Parks Division is also requesting to rezone the entire park to the PR (Parks and Recreation) zoning district, which allows community centers as a conditional use.

Door Creek Park is comprised of a dozen parcels totaling approximately 160 acres of land that generally extend from Milwaukee Street on the north to Cottage Grove Road on the south along the easterly edge of the Meadowlands, Reston Heights, and Door Creek residential subdivisions. The park includes a variety of active and passive recreation uses, with the portion of the park nearest the proposed shelter building developed with tennis courts, a playground, basketball courts, a multi-purpose path, and surface parking lot accessed from Littlemore Drive. Door Creek runs through the easterly half of the park. Dane County maintains the approximately 84-acre Blooming Grove Drumlins Natural Resource Area–North Unit open space adjacent to the City parkland on the east. The park is also border by a series of stormwater management ponds maintained by the City Engineering Division.

The proposed shelter will be a one-story, 4,059 square-foot building, which will be located at the southern end of the parking lot. Plans for the interior of the facility call for a leasable 1,640 square-foot event space, restrooms, equipment storage, and a service kitchen, which will have a window facing into the indoor event space as well as onto a covered 685 square-foot outdoor event space that will be located along the eastern wall of the building. A portico is also shown along a portion of the southern wall of the building. A garage space is proposed in the northwestern corner of the building, with an overhead door along the western wall. A drive will be extended from an existing park path to provide access to the garage space. The men's and women's restrooms shown will have doors from both the interior and exterior of the shelter, while a family restroom will only have access from the exterior. The shelter will be constructed with a two-toned brick exterior and standing-seam metal roof with rooftop solar panels. No changes to the parking lot or otherwise to the park are proposed to accommodate the construction of the shelter.

Analysis & Conclusion

In order to approve the zoning map amendment, the Common Council shall find that the zoning map amendment is *consistent with* the City's Comprehensive Plan as required by Section 66.1001(3) of Wisconsin Statutes. "Consistent with" is defined as "furthers or does not contradict the objectives, goals and policies contained in the comprehensive plan."

Similarly, the Plan Commission may not approve an application for a conditional use unless it can find that all of the standards found in Section 28.183(6)(a), Approval Standards for Conditional Uses, are met. That section states: "The City Plan Commission shall not approve a conditional use without due consideration of the recommendations in the City of Madison Comprehensive Plan and any applicable, neighborhood, neighborhood development, or special area plan, including design guidelines adopted as supplements to these plans. No application for a conditional use shall be granted by the Plan Commission unless it finds that all of the [standards for approval in Section 28.183(6) are met]."

The [Sprecher Neighborhood Development Plan](#), as adopted in 1998 and amended in 2012, recommends Door Creek Park for Park, Drainage and Open Space uses, while the 2018 Comprehensive Plan recommends the park

for Park and Open Space (P). The residential neighborhoods to the north and west are generally recommended for Low Residential (LR) and Medium Residential (MR) in both plans. Door Creek Park is noted in the Sprecher Neighborhood Development Plan for its many natural characteristics, including Door Creek, wooded drumlins, substantial wetlands, and other wooded areas. While preservation of these natural features is emphasized in the neighborhood development plan, the plan also identifies the role that the park would play serving the greater east side as a community park, including identifying two “Park Activity Areas,” including a “Community Park Activity Area” on the northern half of the park just south of Littlemore Drive in the area of the proposed shelter building.

The Planning Division believes that the Plan Commission may find that the rezoning of Door Creek Park from CN to the less restrictive PR district is consistent with the park and open space recommendations in the Sprecher Neighborhood Development Plan and Comprehensive Plan. In its letter of intent, the Parks Division notes that Door Creek Park is designated as a community park by the City’s Park and Open Space Plan and not a conservation park, and that master plan for the park adopted by the Board of Park Commissioners included a recommendation that a reservable park shelter be developed as an amenity for the community park. While not all non-conservation parks across the City are zoned PR, staff believes in the case of Door Creek Park that the CN zoning is more restrictive than necessary and that the PR zoning will allow the full spectrum of uses for the park to be realized while still protecting the park’s significant natural features.

Additionally, staff believes that the standards for conditional use approval are met to allow construction of the park shelter subject to the conditions in the following section.

Recommendation

Planning Division Recommendation (Timothy M. Parks, (608) 261-9632)

The Planning Division recommends the following to the Plan Commission forward Substitute Zoning Map Amendment ID 28.022–00588, rezoning 7035-7151 Littlemore Drive, 7202 Cottage Grove Road, 851 Harrington Drive, and 6901 Bluff Point Drive from CN to PR, to the Common Council with a recommendation of **approval**; and find the standards for conditional uses are met to **approve** the construction of a park shelter (community center) at 7035 Littlemore Drive in Door Creek Park, subject to input at the public hearing and the conditions from reviewing agencies beginning that follow.

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

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

1. The proposed sanitary sewer lateral is excessively long (160 feet). The Plumbing Code, SPS 382.35(3)3(b)a) requires that cleanouts be installed at a maximum separation of 100 feet between cleanout structures.
2. Madison Metropolitan Sewerage District (MMSD) charges are due and payable prior to City Engineering Division sign-off, unless otherwise collected with a Developer's / Subdivision Contract. Contact Mark Moder (261-9250) to obtain the final MMSD billing a minimum of two (2) working days prior to requesting City Engineering signoff.
3. An Erosion Control Permit is required for this project.

4. This site appears to disturb less than one (1) acre of land. No submittal to the Wisconsin Department of Natural Resources (WDNR), Capital Area Regional Planning Commission (CARPC), or Department of Safety and Professional Services (DSPS) is required, as the City of Madison Building Inspection Department is an approved agent for DSPS.
5. 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.
6. This project will disturb 4,000 square feet or more of land area and require an Erosion Control Permit. Submit the Erosion Control Permit Application (with USLE calculations and associated fee) to Megan Eberhardt (west) at meberhardt@cityofmadison.com, or Daniel Olivares (east) at daolivares@cityofmadison.com, for approval.
7. Demonstrate compliance with MGO Sections 37.07 and 37.08 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.
8. 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, Madison-Dane County Public Health, and/or City Engineering approvals may be required prior to the issuance of the required Erosion Control Permit.
9. 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 at (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.
10. 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.
11. 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).
12. Submit, prior to plan sign-off, a single digital CADD file to the Public Works Development Manager (Tim Troester ttroester@cityofmadison.com for West or Brenda Stanley bstanley@cityofmadison.com for East). The digital CADD file shall be to scale and represent final construction. It shall be on the WISCRS Dane County Projection as set forth in the website link below. The single CADD file submittal shall be either AutoCAD (dwg) or Universal (dxf) format and shall contain the required data per the City of Madison CADD Site Plan Approval Submittal instructions available on the City Engineering Division website.

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

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

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

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

Zoning Administrator (Contact Jacob Moskowitz, (608) 266-4450)

This agency did not submit conditions of approval.

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

13. Document fire access lane locations on the final plans.

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

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

Forestry Division (Contact Jeffrey Heinecke, (608) 266-4890)

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

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

14. 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 Avenue. 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 and 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.

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

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