

# PLANNING DIVISION STAFF REPORT

July 8, 2024



PREPARED FOR THE PLAN COMMISSION

**Project Address:** 3901 Packers Avenue (District 18, Alder Myadze)  
**Application Type:** Planned Development District Alteration  
**Legistar File ID #:** [83737](#)  
**Prepared By:** Lisa McNabola, AICP, Planning Division  
Report Includes Comments from other City Agencies, as noted  
**Reviewed By:** Kevin Firchow, AICP, Principal Planner

## Summary

**Applicant:** Brian Kessinger, Lakeshore Management; 124 Flagler Center Boulevard, Jacksonville, FL 32258

**Contact:** Ryan Quam; Quam Engineering, LLC; 4604 Skigglekow Road, Suite A, McFarland, WI 53558

**Owner:** Oak Park MHC, LLC; 880 North Bronx Avenue, Skokie, IL 60077

**Requested Action:** Consideration of an alteration to an approved Planned Mobile Home Park (PMHP) District for 3901 Packers Avenue to amend the approved site plan.

**Proposal Summary:** The applicant proposes to construct 80 manufactured homes on a vacant portion of the existing Oak Park Terrace manufactured home community at 3901 Packers Avenue.

**Applicable Regulations & Standards:** A Planned Mobile Home Park District is a specific type of Planned Development District and shall follow the review and approval process specified for the PD District. Standards for Planned Developments are found in MGO Section 28.098(2). Major alterations may be approved by the Plan Commission if the requested alterations are consistent with the concept approved by the Common Council.

**Review Required By:** Plan Commission

**Summary Recommendation:** The Planning Division recommends that the Plan Commission find the approval standards for Planned Developments are met and **approve** the alteration of the Planned Mobile Home Park (PMHP) District for 3901 Packers Avenue to amend the approved site plan. This request is subject to the input at the public hearing and the conditions recommended by the reviewing agencies.

## Background Information

**Parcel Location:** The 2,269,323 square-foot (52-acre) parcel is located along Packers Avenue due west from the Dane County Regional Airport. It is also located within Alder District 18 (Alder Myadze) and the Madison Metropolitan School District.

**Existing Conditions and Land Use:** The site is occupied by the Oak Park Terrace manufactured home community. It is zoned Planned Mobile Home Park (PMHP) District.

### Surrounding Land Use and Zoning:

North: Town of Burke, right-of-way, agricultural land;

East: Railroad; Dane County Regional Airport, zoned Airport (AP) District;

**South:** Vacant land, zoned Suburban Employment (SE) District; warehouse buildings, zoned Industrial Limited (IL) District; and

**West:** Across Packers Avenue, two (2) four-story multifamily buildings, zoned Commercial Corridor – Transitional (CC-T) District; two-story multifamily buildings, zoned Suburban Residential – Varied 2 (SR-V2) District; gas station, zoned CC-T District.

**Adopted Land Use Plan:** The [Comprehensive Plan](#) (2023) recommends Employment (E) development for the subject property and properties to the north and south. Map Note #10 on the Generalized Future Land Use Map in the [Comprehensive Plan](#) states, “It is not recommended that the mobile home park that currently occupies this area cease operations, but employment is the most appropriate future use of the property if the property owner does close the park.” Properties to the east are recommended for Park and Open Space (P) and Airport (A) development, and properties to the west are recommended for a mix of Neighborhood Mixed-Use (NMU) and residential development.

The [Northport Warner Park Sherman Neighborhood Plan](#) (2009) recommends Medium Density Residential (MDR) development for the subject property. Properties to the north and south are recommended for Employment (E) development, properties to the east are recommended for Airport (AP) Development, and properties to the west are recommended for a mix of Neighborhood Mixed-Use (NMU) and residential development.

**Zoning Summary:** The property is zoned Planned Mobile Home Park (PMHP) District. This is a special “Planned Development District” that is used for mobile homed development.

**Environmental Corridor Status:** The subject site is not within a mapped environmental corridor.

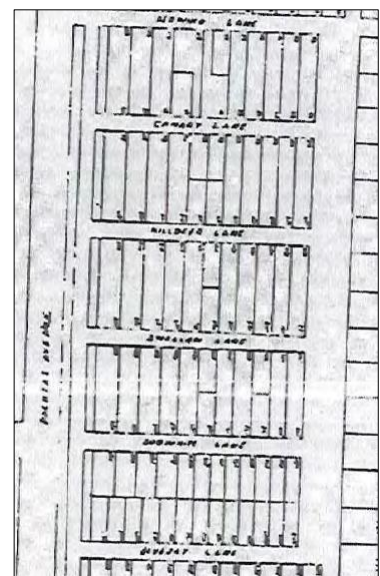
**Public Utilities and Services:** This property is served by a full range of urban services.

## Project Description, Analysis and Conclusion

### Previous Approvals

In 1985 Common Council approved an amendment to the existing Mobile Home Park – Specific Implementation Plan zoning. The amendment included a site plan with 75 manufactured home sites bisected by four east-west access drives.

Per the applicant, the site plan was created to accommodate manufactured homes that were available at the time. Today, manufactured homes are shorter but wider, and therefore do not fit on the approved sites. Staff note that the owner could choose to construct manufactured homes per the 1985 site plan without further approvals by Plan Commission or Common Council. The approved zoning text that provides development regulations for the site does not specify a maximum number of allowable units but specifies that lot sizes and street layout shall be as set forth in the “park map.”



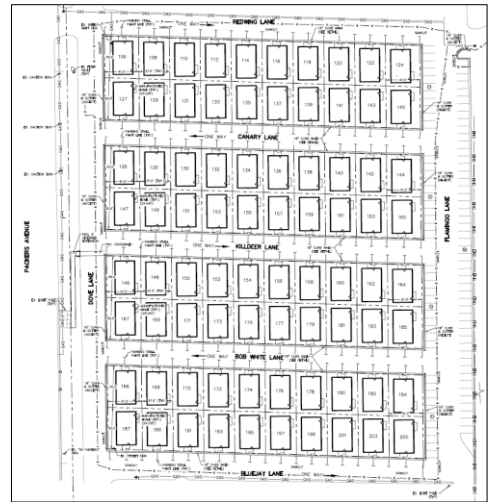
1985 Site Plan

## Project Description

The applicant is requesting approval of an alteration to the approved Planned Mobile Home Park (PMHP) District for 3901 Packers Avenue to amend the approved site plan. This is not a rezoning request. Major alterations may be approved by the Plan Commission if the requested alterations are found consistent with the concept approved by the Common Council. The proposed plan is similar to the approved plan, however it removes one private street, resulting in four wider blocks compared to the five shallower blocks. The resulting number of home sites is similar to what is currently allowed with the existing approval.

The proposed layout would create 80 manufactured home sites on a vacant portion of the existing Oak Park Terrace manufactured home community. This portion of the site is located at the west-central portion of Oak Park Terrace, bounded by Redwing Lane to the north, Flamingo Lane to the east, Bluejay Lane to the south, and Dove Lane to the west. This portion of the site is currently bounded by developed portions of the mobile home park on the north, south, and east sides.

Each manufactured home site would front an access drive. The site plan shows three east-west access drives that connect Dove and Flamingo Lanes. Parallel parking spots are located on either side of the access drives, providing a total of 160 parking stalls. Parking stalls would also be added on either side of Flamingo Lane, providing a total of 88 stalls. The recommended approval conditions include constructing a sidewalk along Packers Avenue from Scott Lane to Tennyson Lane.



Proposed Site Plan

Per the proposed landscape plan the 35 existing oak trees would be removed. In speaking with the applicant, the oak trees have a shallow root system and would not survive if the area is disturbed as proposed. The landscape plan shows 25 new canopy trees and 24 new ornamental trees on the site. Additional trees and shrubs would be planted along Packers Avenue.

Staff note the site plan shows a stormwater management facility located partially outside of the property. The applicant will need to revise the site plan to locate the facility on their property, as noted in the recommended conditions of approval. The site plan may need to be further revised to address the recommended conditions of approval from the Fire Department. Some of the manufactured homes would be located more than 500 feet from the nearest hydrant, and the site does not provide adequate access for fire vehicles and hoses. In speaking with the applicant, they expect to revise the site plan to provide an additional fire access lane. They will continue to work with the Fire Department to ensure there is adequate fire hydrant access. The Planning Division recommends the following condition of approval to account for anticipated site plan changes, "The Planning Division Director, or their designee, may administratively approve site plan changes that address the recommended conditions of approval, which may include adding fire access lanes and removing manufactured home sites. If the Planning Division Director does not approve the changes the applicant may follow the alteration procedures per MGO Section 28.09(6)."

In conclusion, while the proposed site plan includes modifications to street and lot configuration, staff believes that the proposed alteration could be found generally consistent with the approved Planned Mobile Home Park (PMHP) District zoning concept approved by the Common Council. Subject to input at the public hearing, staff recommend that it be approved by the Plan Commission, subject to the recommended conditions of approval.

## Recommendation

### Planning Division Recommendation (Contact Lisa McNabola, 243-0554)

The Planning Division recommends that the Plan Commission find the approval standards for Planned Developments are met and **approve** the alteration of the Planned Mobile Home Park (PMHP) District for 3901 Packers Avenue to amend the approved site plan. This request is subject to the input at the public hearing and the conditions recommended by the reviewing agencies.

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

### Engineering Division (Contact Brenda Stanley, 261-9127)

1. This is an extremely dense housing development generating significant runoff - that must safely reach the treatment system - detail shall be provided on how the site will be drained and how runoff will be conveyed to the detention features.
  2. Resubmit 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))
  3. An Erosion Control Permit is required for this project. See Storm comments for permit specific details and requirements.
  4. 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.
  5. A Storm Water Maintenance Agreement (SWMA) is required for this project. See Storm comments for agreement specific details and requirements.
  6. 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.
7. Revise the plans to identify the location of the public storm sewer (proposed or existing) that will serve the development show the connection of the private internal drainage system to the public storm sewer. (POLICY AND MGO OVER 10,000 SF OF IMPERVIOUS AREA 10.29 and 37.05(7)(b))

8. Revise plan set to show more information on proposed drainage for the site. Use either spot elevations and drainage arrows or proposed contours to show the required drainage information. 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. This project will disturb 4,000 sf 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](mailto:meberhardt@cityofmadison.com), or Daniel Olivares (east) at [daolivares@cityofmadison.com](mailto:daolivares@cityofmadison.com), for approval. The permit application can be found on City Engineering's website at <http://www.cityofmadison.com/engineering/Permits.cfm>.

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](mailto:meberhardt@cityofmadison.com), or Daniel Olivares (east) at [daolivares@cityofmadison.com](mailto: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 New Development: Detain the 2, 5, 10, 100, & 200 - year storm events, matching post development rates to predevelopment rates and using the design storms identified in Madison General Ordinances Chapter 37.

Rate Control Redevelopment: By design detain the 10-year post construction design storm such that the peak discharge during this event is reduced 15% compared to the peak discharge from the 10-year design storm in the existing condition of the site. Further, the volumetric discharge leaving the post development site in the 10- year storm event shall be reduced by 5% compared to the volumetric discharge from the site in an existing condition during the 10-year storm event. These required rate and volume reductions shall be completed, using green infrastructure that captures at least the first 1/2 inch of rainfall over the total site impervious area. If additional stormwater controls are necessary beyond the first 1/2 inch of rainfall, either green or non-green infrastructure may be used.

Unintended detention: If the plat or subdivision has an enclosed area with provides existing storage, the existing storage will need to be accounted for in addition to meeting the requirements for detention.

Infiltration: Provide infiltration of 90% of the pre-development infiltration volume.

TSS New Development: Reduce TSS by 80% (control the 5-micron particle) off of newly developed areas compared to no controls.

TSS Redevelopment not TMDL: Reduce TSS by 40% (control the 20-micron particle) off of new paved surfaces as compared to no controls.

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

Oil/Grease Control: Treat the first 1/2 inch of runoff over the proposed parking facility and/or drive up window.

Volume Control: Provide onsite volumetric control limiting the post construction volumetric discharge to the predevelopment discharge volume as calculated using the 10-year storm event.

Thermal Control: Provide substantial thermal control to reduce runoff temperature in cold water community or trout stream watersheds.

100-year Overflow: The applicant shall demonstrate that water can leave the site and reach the public ROW without impacting structures during a 100-year event storm. This analysis shall include reviewing overflow elevations and unintended storage occurring on site when the storm system has reached capacity.

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, digital PDF files to the Engineering Division. Email PDF file transmissions are preferred to: bstanley@cityofmadison.com (East) or ttroester@cityofmadison.com (West).

**Traffic Engineering** (Contact Luke Peters, 266-6543)

12. The applicant shall construct sidewalk along their frontage of Packers Avenue from Scott Lane to Tennyson Lane according to plan approved by City Engineering

**Zoning** (Contact Jacob Moskowitz, 266-4560)

13. Submit the landscape worksheet. The area of site disturbance will need to comply with the landscaping requirements in Sec. 28.142

**Fire Department** (Contact Matt Hamilton, 266-4457)

14. All portions of the exterior walls of newly constructed one- and two-family dwellings shall be within 500-feet of at least one fire hydrant. Distances are measured along the path traveled by the fire truck as the hose lays off the truck. See MGO 34.507 for additional information. Provide updated fire access plan showing hydrant hose lays.
15. MGO 34.503 / IFC 503 Fire lanes shall extend to 150' of all exterior portions of the exterior walls of the buildings if they are unsprinklered. Provide updated fire access plan showing compliance with this requirement.

**Forestry Section** (Contact Jeffrey Heinecke, 266-4890)

16. Additional street trees are needed for this project. Tree planting specifications can be found in section 209 of City of Madison Standard Specifications for Public Works Construction (website: <https://www.cityofmadison.com/business/pw/specs.cfm>) - All street tree planting locations and tree species within the right of way shall be determined by City Forestry. A landscape plan shall be submitted in PDF format to City Forestry for approval of planting locations within the right of way and tree species. All available street tree planting locations shall be planted within the project boundaries. Add following note on both the landscape plan: At least one week prior to street tree planting, Contractor shall contact City Forestry at (608) 266-4890 to schedule inspection and approval of nursery tree stock and review planting specifications with the landscaper.

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

17. Metro Transit operates daily all-day transit service along Tennyson Lane and Packers Avenue opposite this property - with trips at least every 60 minutes (every 30 minutes or less during the day on weekdays).

18. Metro Transit would initially estimate the following counts of potentially eligible trips towards US Green Building Council/LEED Quality Access to Transit points: 32 Weekday & 17 Weekend. Please contact Metro Transit if additional analysis would be of interest.

**City Engineering Division – Mapping Section** (Contact Jeffrey Quamme, 266-4097)

19. All There is berming, ditching and storm water management facilities proposed encroaching into a Permanent Easement for Outdoor Warning Siren per Document No 5765490. Remove any planned improvements or grade changes within the easement area as required by the City of Madison to protect the siren, pole and equipment.
20. There is berming, ditching and storm water management facilities proposed encroaching into a 66' wide Roadway Easement over Dane County lands to the north originally to the USA per Doc No. 667719, Conveyed to the City per Doc No 761227 and the City retained rights to the easement per Quit Claim Deed per Document No 1416749. Any Dane County approved storm water drainage improvements or construction within the Roadway Easement will require approval by and the recording of a Consent to Occupy Easement agreement with the City of Madison.
21. There is berming, ditching and storm water management facilities proposed encroaching into Dane County Airport Lands owned to the north. Applicant shall provide the recorded easement agreement allowing any storm water drainage facility construction on adjacent lands or remove and revise the plan accordingly.

22. Clearly label the right of way of Packers Avenue on all site plan sheets. Also clearly label the existing bus pad along Packers Avenue.
23. Submit a site plan in PDF format to Lori Zenchenko (lzenchenko@cityofmadison.com) for the development of a mobile home addressing plan.
24. The Addressing Plan for the entire project shall be finalized and approved by Engineering (with consultation and consent from the Fire Marshal if needed) PRIOR to the verification submittal stage of this LNDUSE with Zoning. The final approved Addressing Plan shall be included in said Site Plan Verification application materials or a revised plan shall provided for additional review and approval by Engineering.

For any changes pertaining to the location, deletion or addition of a unit (before, during, or after construction), a revised Address Plan shall be resubmitted to Lori Zenchenko to review addresses that may need to be changed and/or reapproved.

25. Revise Bob White land to Bobwhite Lane on the plans.
26. The private street name Dove Ln is approved.
27. Provide a replacement name for Flamingo Ln as Flamingo is a duplicate street name. Submit street name suggestions to the addressing coordinator (lzenchenko@cityofmadison.com).



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The following agencies reviewed the request and recommended no conditions of approval: Parks Division, Water Utility, Parking Utility