

PLANNING DIVISION STAFF REPORT

February 13, 2023



Project Address: 1650 Pankratz Street (District 12 – Alder Vedder)
Application Type: Conditional Use
Legistar File ID # [75245](#)
Prepared By: Chris Wells, Planning Division
Report includes comments from other City agencies, as noted.
Reviewed By: Kevin Firchow, AICP, Principal Planner

Summary

Applicant & Property Owner: Martha Van Pelt; South Central Library System; 4610 S Biltmore Lane, Suite 101; Madison, WI 53718
Contact: Colin Meisel; Ruekert and Mielke; 4630 S Biltmore Lane; Madison, WI 53718

Requested Action: Consideration of a conditional use in the Suburban Employment (SE) District for warehousing and storage to allow construction of an office/warehouse/distribution facility for the South Central Library System at 1650 Pankratz Street.

Proposal Summary: The applicant proposes to construct a one-story, 14,000-square-foot addition to the existing, one-story, roughly 14,700-square-foot building in order to use as an office/warehouse/distribution facility for the South Central Library System.

Applicable Regulations & Standards: This proposal is subject to the standards for Conditional Uses [MGO §28.183], as §28.082(1) of the Zoning Code lists *warehousing and storage* as a conditional use in the Suburban Employment (SE) zoning district.

Review Required By: Urban Design Commission (UDC) and Plan Commission (PC)

Summary Recommendation: The Planning Division recommends that the Plan Commission find that the approval standards for Conditional Use are met and **approve** the request for warehousing and storage in the Suburban Employment (SE) District at 1650 Pankratz Street. This recommendation is subject to input at the public hearing and the conditions recommended by the reviewing agencies.

Background Information

Parcel Location: The 83,500-square-foot (1.92-acre) subject property is located on the east side of Packers Avenue, just south of the intersection with Schlimgen Avenue. The site is within Alder District 12 (Ald. Vedder), the Madison Municipal School District, and Urban Design District #4.

Existing Conditions and Land Use: The subject site is zoned SE (Suburban Employment) and includes an existing, roughly 14,700-square-foot, one-story building. According to City Assessor's Office records, it was constructed in 2012. The subject site has 79 automobile surface parking spaces located to the east and south of the existing building. While the subject site has frontage along Packers Avenue, it takes access only from Pankratz Street (the subject site shares cross-access the 1702 Pankratz Street parcel to the north and 1402 and 1502 Pankratz Street parcels to the south.)

Surrounding Land Use and Zoning:

North: A one-story office building, zoned SE (Suburban Employment District). This site shares cross-access with the subject site;

South: A one-story office building on a site zoned SE which shares cross access with the subject site;

East: Immediately to the east are two partially-developed, SE-zoned parcels which have no buildings and only automobile surface parking and grass. The more southerly parcel - 1502 Pankratz Avenue – shares cross access with the subject site. Beyond, across Pankratz Street, is a golf course, zoned PR (Parks and Recreation District); and

West: Across Packers Avenue are one- and two-family houses, zoned TR-C4 (Traditional Residential – Consistent 4).

Adopted Land Use Plan: The 2018 [Comprehensive Plan](#) recommends Employment uses for the subject site. The subject site is not within any neighborhood or other subarea plans.

Zoning Summary: The property is zoned SE (Suburban Employment District).

Requirements	Required	Proposed
Lot Area (sq. ft.)	20,000 sq. ft.	83,507 sq. ft.
Lot Width	65'	394.53'
Front Yard Setback	0' or 5'	Adequate
Side Yard Setback	15' or 20% building height	21.7' south side yard Existing north side yard
Rear Yard Setback	30'	50'
Maximum Lot Coverage	75%	70%
Minimum Building Height	22' measured to building cornice	1 story/ 21'4" addition (See Comment #27)
Maximum Building Height	5 stories/68'	1 story/ 21'4" addition

Site Design	Required	Proposed
Number Parking Stalls	No minimum required	38
Accessible Stalls	Yes	4
Loading	2(10' x 50')	3 loading bays
Number Bike Parking Stalls	Office: 1 per 2,000 sq. ft. floor area Warehouse: 1 per 10 employees	15 existing bike stalls (See Comment #29)
Landscaping and Screening	Yes	Yes (See Comments #30, #31, #32 & #33)
Lighting	None	None (See Comment #35)
Building Forms	Yes	Industrial building (See Comment #34)

Other Critical Zoning Items	Urban Design (UDD 4); Barrier Free (ILHR 69); Utility Easements
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Tables Prepared by Jenny Kirchgatter, Assistant Zoning Administrator

Environmental Corridor Status: The subject site is not located in a mapped environmental corridor.

Public Utilities and Services: This property is served by a range of urban services. Two Madison Metro routes serve the site.

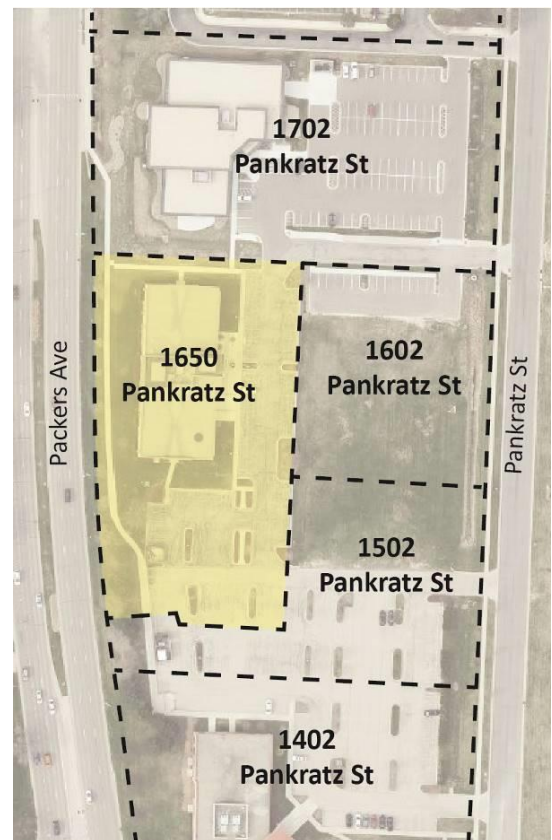
Project Description, Analysis, and Conclusion

The applicant is requesting consideration of a conditional use in the Suburban Employment (SE) District for *warehousing and storage* to allow construction of an office/ warehouse/ distribution facility for the South Central Library System at 1650 Pankratz Street. Section 28.082(1) of the Zoning Code lists *warehousing and storage* as conditional uses in the SE zoning district.

The applicant proposes to construct a one-story, 14,000-square-foot addition to the existing, one-story, roughly 14,700-square-foot building. According to submitted materials, the building layout consists of office space occupying roughly the northern half, a warehouse sorting floor and work area occupying the southwest portion, and a drive-through garage [for the Library System's distribution trucks] occupying the southeast portion. In communications with staff, the applicant has noted that office use represents roughly half of the total building square footage.

The site will maintain the same cross-access arrangement with the neighboring parcels – the 1702 Pankratz Street to the north which provides access to the northern entrance from Pankratz Street and the 1502 Pankratz Street to the south which provides access to the southern entrance (see image to the right). With the addition, the site's 79 automobile surface stalls will be reduced to 40. Visitors, as well as the roughly 30 staff that are estimated will work at this location, will use these 40 stalls as well as the 13 shared stalls which are located to the southeast of the addition – on the 1402 and 1502 Pankratz Street parcels. The Library's distribution trucks as well as delivery trucks will use the southern drive aisle. Trucks dropping off library materials at the warehouse will use the three loading docks located at the southwest corner of the building. Outgoing materials will be loaded into the Library System's distribution trucks, which will be located in the enclosed garage. The garage is accessed via a garage door at the building's southeast corner and trucks will exit via a garage door near the center of the eastern façade.

The exterior building materials of the addition will closely match those of the existing structure – a dark grey concrete masonry units cladding the base and creating vertical columns, light beige EIFS (Exterior Insulation and Finish System) paneling cladding the upper portions of the walls, and brick used as a highlight material.



If approved, the applicant intends to begin construction in May 2023, with completion by December 2023.

Conformance with Adopted Plans

The 2018 [Comprehensive Plan](#) recommends Employment Uses for the subject site. The Plan notes that Employment (E) areas include “*predominantly corporate and business offices, research facilities, laboratories, hospitals, medical clinics, and other similar uses.*” With roughly half of the building space allocated to office use and employing approximately 30 employees, the Planning Division believes the proposal could be found consistent with adopted plan recommendations.

Conditional Use Standards

This proposal is subject to the standards for Conditional Uses [M.G.O. §28.183] as Table 28F-1 in §28.082(1) §28.082 of the Zoning Code lists *Warehousing and storage* as a conditional use in the Suburban Employment (SE) District. The approval standards for conditional uses [M.G.O. §28.183(6)] state that 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. That said, as noted above, staff believe the proposed use of an office/warehouse/distribution facility at this location can be found generally consistent with the Comprehensive Plan's recommendation of Employment uses for the subject site.

The Planning Division does not anticipate the proposal will result in negative impacts to the surrounding area and, with the comments recommended by reviewing agencies, believes that the conditional use standards can be found met.

Urban Design Commission Review

The subject site is within Urban Design District 4, making the UDC an approving body on this request. At its February 1, 2023 meeting, the Urban Design Commission granted final approval to the proposal. The UDC's motion was conditioned on revising the refuse enclosure designed to better tie into the existing architecture including masonry or wood materials. (While UDC is not advisory to the Plan Commission on this review, a copy of the report of the UDC has been included at the end of this staff report as a reference).

Conclusion

Staff believes that given the conditions recommended by reviewing agencies and the final approval from the Urban Design Commission, the applicable approval standards for conditional uses can be found to be met. Staff believes the proposal's similar scale and use within the existing surrounding built environment are appropriate. Staff do not anticipate the proposal will result in negative impacts to the surrounding area. At the time of report writing, staff has received no written comments.

Recommendation

Planning Division Recommendations (Contact Chris Wells, (608) 261-9135)

The Planning Division recommends that the Plan Commission find that the approval standards for Conditional Use are met and **approve** the request for warehousing and storage in the Suburban Employment (SE) District at 1650 Pankratz Street. This request is subject to input at the public hearing and the comments and conditions recommended by reviewing agencies.

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

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

1. This proposed building is adjacent to the closed Dane County Truax Landfill. City of Madison zoning requires certain approved construction practices and safety precautions for buildings and homes adjacent to existing landfills. These requirements are outlined in subsection 29.23(11) of the Madison General Ordinance. You will be required to provide proof of compliance when applying for your building permit. Contact Brynn Bemis, City of Madison Engineering, with questions: bbemis@cityofmadison.com, 608.267.1986.

2. Obtain a Street Terrace permit for restoration. This permit application is available and must be completed online at <http://www.cityofmadison.com/engineering/permits.cfm> (MGO 10.08)
3. 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 sign-off. (MGO 16.23(9)(d)(4))
4. An Erosion Control Permit is required for this project. See Storm comments for permit specific details and requirements.
5. 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.
6. This site appears to disturb less than one (1) acre of land. No submittal to the WDNR, 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.
7. The proposed development proposes to construct a loading dock with storm sewer that does not have an overflow out of the enclosed depression created by the loading dock. The applicant shall provide information on flood protection for this area.
8. Provide additional detail how the enclosed depression(s) created by the loading dock is served for drainage purposes. The building must be protected from receiving runoff up through the 100-yr design storm that is current in Madison General Ordinance Chapter 37. If the enclosed depression(s) is/are to be served by a gravity system provide calculations stamped by a Wisconsin P.E. that show inlet and pipe capacities meet this requirement. If the enclosed depression(s) is/are to be served by a pump system provide pump sizing calculations stamped by a Wisconsin P.E. or licensed Plumber that show this requirement has been met.
9. 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, or Daniel Olivares (east) at 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)

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 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.

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

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).

City Engineering Division – Mapping Section (Contact Julius Smith, (608) 264-9276)

12. Upon approval of the proposed Wing/dock wall, screen wall, curb and pavement lying within the City of Madison Easement for Sanitary Sewer per Doc No. 3268680 a Consent to Occupy Easement document shall be drafted and recorded by City of Madison Office of Real Estate Services defining responsibilities and requirements in conjunction with the proposed improvements. Coordinate with Julius Smith at jsmith4@cityofmadison.com Note: plantings existing or proposed in L1.0 within the easement limits are also subject to removal as needed at any time the city may need to use the easement and will not cover any costs to replace

13. Show and label all of the existing easements and platted DOT highway Setback Restriction on the Site plans.

14. Identify on the plans the lot and block numbers of recorded Certified Survey Map or Plat.
15. Provide a full and complete legal description of the site or property being subjected to this application on the site plan.
16. The proposed building is very nearly on and or almost encroaching, the 50' Public Sanitary Sewer Easement Per Document No. 3268680. This easement needs to be shown on the site plan, and done so accurately. it appears there has been a survey performed on this parcel from the plans provided. Given the proximity of the proposed structure provide the survey as part of the plan submittal to ensure easement was located and shown properly on the site.
17. When comparing the location as shown of the new addition from the existing southwesterly Building corner of the existing structure to be remodeled, it appears that the westerly face of the new building addition is located about 16.3' East per the site plan location. This results in the projection of the screen wall and the loading dock wall crossing slightly into the 50' sanitary easement as shown on sheet C5.0. However on sheet A1.3 the new addition is show to be about 16.6' from the existing corner of the remodeled building, which then shows the projecting walls located outside the easement limits.

Confirm the location of the proposed structure and note it on the site plan. If the building is no longer crossing the easement no consent to occupy for these elements in this area will be required. Coordinate with arch and structural plans to avoid confusion.

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

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| 18. The applicant shall work with the Traffic Engineering and Engineering Divisions on providing a wider easement along Packers Avenue to accommodate a future path. |
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19. The applicant shall submit one contiguous plan showing proposed conditions and one contiguous plan showing existing conditions for approval. The plan drawings shall be to engineering scale and include the following, when applicable: existing and proposed property lines; parcel addresses; all easements; vision triangles; pavement markings; signing; building placement; items in the terrace such as signs, street light poles, hydrants; surface types such as asphalt, concrete, grass, sidewalk; driveway approaches, including those adjacent to and across street from the project lot location; parking stall dimensions, including two (2) feet of vehicle overhang; drive aisle dimensions; semitrailer movement and vehicle routes; dimensions of radii; and percent of slope.
 20. The Developer shall post a security deposit prior to the start of development. In the event that modifications need to be made to any City owned and/or maintained traffic signals, street lighting, signing, pavement marking and conduit/handholes, the Developer shall reimburse the City for all associated costs including engineering, labor and materials for both temporary and permanent installations.
 21. The City Traffic Engineer may require public signing and marking related to the development; the Developer shall be financially responsible for such signing and marking.
 22. All parking facility design shall conform to MGO standards, as set in section 10.08(6).
 23. All bicycle parking adjacent pedestrian walkways shall have a 2 foot buffer zone to accommodate irregularly parked bicycles and/or bicycle trailers.

24. All pedestrian walkways adjacent parking stalls shall be 7 feet wide to accommodate vehicle overhang, signage and impediments to walkway movements. Any request for variance shall be submitted to and reviewed by City Traffic Engineering.
25. The applicant shall provide a clearly defined 5' walkway from the front door to the public Right of Way clear of all obstructions to assist citizens with disabilities, especially those who use a wheel chair or are visually impaired. Obstructions include but are not limited to tree grates, planters, benches, parked vehicle overhang, signage and doors that swing outward into walkway.
26. Applicant shall submit for review a Commercial Delivery Plan. This plan will include times, vehicle size, use of loading zones and all related turning movements.

Zoning Administrator (Contact Jenny Kirchgatter, (608) 266-4429)

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| 27. Show the height of the existing building on the elevations. The minimum building height is 22 feet measured to the building cornice. If the existing building height is less than 22 feet, then a portion of the proposed addition must be a minimum of 22 feet in height. |
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28. Submit an overall site plan exhibit for the zoning lot, including the property located to the south at 1402 Pankratz St and property to the north at 1702 Pankratz St.
 29. Bicycle parking shall comply with the requirements of Sections 28.141(4)(g) and 28.141(11). Work with Zoning staff to verify that the existing number of bicycle stalls will be adequate. A minimum of one (1) bicycle stall is required per 2,000 sq. ft. of floor area for the office space. A minimum of one (1) bicycle stall is required per ten (10) employees in the warehouse area. Clearly identify the location and number of the existing bicycle stalls on the site plan.
 30. Provide details showing that the landscape islands contain at least 75% vegetative cover. Per Sections 28.142(3)(c) and 28.142(4)(e), planting beds or planted areas must contain at least 75% vegetative cover mulched. Mulch shall consist of shredded bark, chipped wood or stone installed at a minimum depth of two (2) inches. If stone is used, it shall be spread over weed barrier fabric.
 31. Submit the landscape plan and landscape worksheet stamped by the registered landscape architect. Per Section 28.142(3) Landscape Plan and Design Standards, landscape plans for zoning lots greater than ten thousand (10,000) square feet in size must be prepared by a registered landscape architect.
 32. Submit a rooftop plan showing the location of any proposed rooftop mechanical equipment and screening. All rooftop and ground level mechanical equipment and utilities shall be fully screened from view from any street or residential district per Section 28.142(9)(d).
 33. The refuse enclosure area shall be screened on four (4) sides (including a gate for access) by a solid, commercial-grade wood fence, wall, or equivalent material with a minimum height of six (6) feet and not greater than eight (8) feet.

34. Provide details demonstrating compliance with bird-safe glass requirements Section 28.129. For building façades where the first sixty (60) feet from grade are comprised of less than fifty percent (50%) glass, at least eighty-five percent (85%) of the glass on glass areas fifty (50) square feet or over must be treated. Of all glass areas over fifty (50) square feet, any glass within fifteen (15) feet of a building corner must be treated. Identify which glass areas are 50 sq. ft. or greater and which glass areas will be treated. Provide a detail of the specific treatment product that will be used.
35. Verify whether new parking lot or site lighting will be installed. New parking lot lighting must comply with City of Madison General Ordinances Section 10.085 outdoor lighting standards. If parking lot site lighting is provided, submit a lighting photometric plan and fixture cut sheets with the final plan submittal.
36. Per Section 28.186(4)(b), the property owner or operator is required to bring the property into compliance with all elements of the approved site plans by the date established by the Zoning Administrator as part of the site and building plan approval. Work with Zoning staff to establish a final site compliance date.
37. Signage approvals are not granted by the Plan Commission. Signage must be reviewed for compliance with Chapter 31 Sign Codes of the Madison General Ordinances and Chapter 33 Urban Design District ordinances. Signage permits are issued by the Zoning Section of the Department of Planning and Community and Economic Development.

Fire Department (Contact Bill Sullivan, (608) 866-4691)

38. Provide a fire apparatus access plan.
39. The existing fire alarm and fire sprinkler systems shall be extended into the new addition and altered to accommodate new layout in the existing building.

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

40. A Water Meter Application Form and fees must be submitted before connecting to the existing water lateral. Provide at least two working days notice between the application submittal and the scheduled lateral connection/extension. 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 Ave. 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. If you have questions regarding water service applications, please contact Madison Water Utility at (608) 266-4646.

Parks, Forestry, and Metro Transit have reviewed this request and has recommended no conditions of approval.