



**Project Address:** 2222 E. Washington Avenue (12<sup>th</sup> Aldermanic District – Ald. Abbas)

**Application Type:** Conditional Use

**Legistar File ID #:** [56372](#)

**Prepared By:** Chris Wells, Planning Division  
Report includes comments from other City agencies, as noted.

**Reviewed By:** Kevin Firchow, AICP, Principal Planner

## Summary

**Applicant:** Steven Kieckhafer; Plunkett Raysich Architects; 2310 Crossroads Drive; Madison, WI 53718

**Contact:** Ken Turba; Plunkett Raysich Architects; 2310 Crossroads Drive; Madison, WI 53718

**Owner:** Brandon Halverson (Madison Municipal School District); 4711 Pflaum Road; Madison, WI 53718

**Requested Action:** Approval of a Conditional Use to allow construction of an addition to East High School exceeding 4,000 square-feet of floor area, in the Campus-Institutional (CI) zoning district, at 2222 E. Washington Avenue.

**Proposal Summary:** The applicant is seeking approval to add a one-story, roughly 4,800-square-foot addition to the western side of East High School, to serve as the main entrance to the school's fieldhouse.

**Applicable Regulations & Standards:** This proposal is subject to the standards for Conditional Uses [M.G.O. §28.183(6)], and the Campus Institutional (CI) District [M.G.O. §28.097]. Section 28.097(2)(c) states that *"in a Campus Institutional (CI) District without a Campus Master Plan, individual development proposals and changes that exceed four thousand (4,000) square feet in floor area within any five (5) year period, shall require conditional use approval."*

**Review Required By:** Plan Commission.

**Summary Recommendations:** The Planning Division recommends that the Plan Commission find the standards met and **approve** the Conditional Use to construct an addition to East High School exceeding 4,000 square-feet of floor area, in the Campus-Institutional (CI) zoning district, at 2222 E. Washington Avenue. This recommendation is subject to input at the public hearing and the conditions from reviewing agencies in this report.

## Background Information

**Parcel Location:** The subject site is a 482,300-square-foot (11.1-acre) parcel which, save for a dozen single- and two-family residences along occupies the vast majority of the block formed by E. Washington Avenue and N. Fourth, N. Fifth, and E. Johnson Streets. It is within Aldermanic District 12 (Ald. Abbas) and the Madison Municipal School District.

**Parcel Location:** The subject site is a 482,300-square-foot (11.1-acre) parcel occupies the entire block formed by E. Washington Avenue and N. Fourth, N. Fifth, and E. Johnson Streets, save for the dozen single- and two-family residences located along N. Fifth Street. It is within Aldermanic District 12 (Ald. Abbas) and the Madison Municipal School District.

**Existing Conditions and Land Use:** The site is home to East High School. The school building is located on the southeastern half of the site and is 2-4 stories in height. The school’s fieldhouse sits in the center of the site. While connected to the school via an internal corridor, it appears largely detached from the rest of the school as it is separated via an outdoor courtyard. Finally, surface parking and the athletic fields occupy the rest of the northern portion of the site. The site is zoned CI (Campus Institutional District).

**Surrounding Land Uses and Zoning:**

**Northwest:** Across E. Johnson Street are one- and two-family residences, zoned Traditional Residential – Consistent 4 (TR-C4);

**Northeast:** Across N. Fifth Street are one- and two-family residences, zoned TR-C4 and Traditional Residential – Varied 1 (TR-V1);

**Southeast:** Across E. Washington Avenue are one- and two-family residences, zoned TR-V1; and

**Southwest:** Across N. Fourth Street are one- and two-family residences, zoned TR-C4 and TR-V1.

**Adopted Land Use Plan:** The [Comprehensive Plan](#) (2018) recommends Special Institutional (SI) uses for the subject site. The [Emerson East-Eken Park-Yahara Neighborhood Plan](#) (2016) does not provide land use recommendations for the subject site.

**Zoning Summary:** The subject property is zoned CI (Campus Institutional District):

Requirements	Required	Proposed
Lot Area (sq. ft.)	6,000	482,302
Lot Width	50	525 ft.
Front Yard Setback	0	525 ft.
Side Yard Setback	0	148 ft.
Rear Yard Setback	0	415 ft.
Maximum Lot Coverage	85%	No change
Maximum Building Height	3 stories/ 68 ft.	1 story
Maximum Building Height	5 stories/68 ft.	5 stories/56 ft.

Site Design	Required	Proposed
Number Parking Stalls	Existing, 146	142 <i>(See Comment #10)</i>
Accessible Stalls	Existing	No Change
Loading	No	No
Number Bike Parking Stalls	Existing	No Change
Landscaping	Existing	No Change
Lighting	Yes	Yes
Building Forms	No	Civic or Institutional Building

<b>Other Critical Zoning Items</b>	Urban Design (Public Building); Historic District; Utility Easements
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*Tables prepared by Jacob Moskowitz, Assistant Zoning Administrator*

**Environmental Corridor Status:** The property is not located within a mapped environmental corridor.

**Public Utilities and Services:** The site is served by a full range of urban services. Daily transit service is located adjacent to the site at the intersection of E. Washington Avenue and N. Fourth Street.

## Related Approvals

The proposed addition was previously at the Landmarks and Urban Design Commissions. Back on November 5, 2018, the Landmarks Commission approved a Certificate of Appropriateness for this addition to East High School, a Designated Madison Landmark (Legistar File # [53356](#)). The applicant subsequently submitted updated plans with a reduced-scale project which was administratively approved by the Secretary of the Landmarks Commission on May 28, 2019, as it remained in compliance with the Commission's original approval. The proposed addition was also granted final approval by the Urban Design Commission on February 13, 2019 (Legistar File # [54471](#)). (Both meeting reports have been included in the Commission's packet of materials).

## Project Description

The applicant is seeking approval to add a one-story, roughly 4,800-square-foot addition to the western side of East High School to serve as the main entrance to the school's fieldhouse. It will be located at the southern corner of the fieldhouse, and will span the existing gap between this corner of the fieldhouse and school building to the southeast. As visitors are currently required to walk through the entire school – from the entrances along N. Fourth Street or E. Washington Avenue – in order to access the fieldhouse, the addition will provide direct access from the adjacent surface automobile parking lot.

The addition will consist a vestibule located adjacent to the fieldhouse, which will provide access to a lobby area. Upon entering the lobby, a new concessions area as well as a receiving room will be located to the visitor's right, and new bathrooms will be located straight ahead. A new ramp up to doors, which lead to the rest of the school, will be located ahead and to the left, and a new entry into the field house will be located immediately to the left.

The architecture will be simple and modern. Brick, colored to match the nearby, existing walls, will be use for the majority of the addition. The vestibule, however, will have a flat, projecting roof clad with a silver-white metal panels. Its walls will be floor-to-ceiling aluminum curtain walls, colored dark bronze to match those of the rest of the school.

## Analysis & Conclusion

This proposal is subject to the standards for Conditional Uses [M.G.O. §28.183(6)], and the Campus Institutional (CI) District [M.G.O. §28.097] as Section 28.097(2)(c) states that in a Campus Institutional (CI) District without a Campus Master Plan, "*individual development proposals and changes that exceed four thousand (4,000) square feet in floor area within any five (5) year period, shall require conditional use approval.*" In regards to the approval standards, the Plan Commission shall not approve a conditional use without due consideration of the City's adopted plan recommendations, design guidelines, and finding that all of the conditional use standards of MGO §28.183(6) are met.

The [Comprehensive Plan](#) (2018) recommends Special Institutional (SI) uses for the subject site. The Plan notes that the Special Institutional (SI) designation is used primarily to identify current or recommended locations for grade schools, colleges, etc. and recommends that campus development "*should be compatible with surrounding uses and their design characteristics, and mitigate potential negative impacts on adjacent areas.*" The [Emerson East-Eken Park-Yahara Neighborhood Plan](#) (2016) does not provide land use recommendations for the subject site. The Planning Division believes the proposal could be found consistent with adopted plan recommendations.

Given that the Landmarks and Urban Design Commission both approved the proposal – both meeting reports have been included in the Commission’s packet of materials – and the fact that Staff believe this proposal conforms to the adopted plan recommendations, the Planning Division believes that the Conditional Use Approval Standards can be found met. Staff does not believe that this proposal will have any negative impacts on the surrounding neighborhood.

At the time of report writing, staff did not receive any public comment on this proposal.

## Recommendation

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

The Planning Division recommends that the Plan Commission find the standards met and **approve** the Conditional Use to construct an addition to East High School exceeding 4,000 square-feet of floor area, in the Campus-Institutional (CI) zoning district, at 2222 E. Washington Avenue. This recommendation is subject to input at the public hearing and the following conditions:

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

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

1. The site plan shall be revised 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. (POLICY)
2. The Applicant shall submit, prior to plan sign-off but after all revisions have been completed, a digital CAD file (single file) to the Engineering Division with any private storm and sanitary sewer utilities. The digital CAD file shall be to scale and represent final construction. The CAD file shall be in a designated coordinate system (preferably Dane County WISCRS, US Ft). The single CAD file submittal can be either AutoCAD (dwg) Version 2013 or older, MicroStation (dgn) V8i Select Series 3 or older, or Universal (dxf) format and shall contain the 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 Miscellaneous Impervious Areas (i.e. gravel, crushed stone, bituminous/asphalt, concrete, etc.)
  - e. Right-of-Way lines (public and private)
  - f. Lot lines or parcel lines if unplatted
  - g. Lot numbers or the words unplatted
  - h. Lot/Plat dimensions
  - i. Street names
  - j. Private on-site sanitary sewer utilities (including all connections to public sanitary)
  - k. Private on-site storm sewer utilities (including all connections to public storm)

All other levels (contours, elevations, etc.) are not to be included with this file submittal.

NOTE: Email CAD file transmissions are preferred to: [bstanley@cityofmadison.com](mailto:bstanley@cityofmadison.com) (East) or [ttroester@cityofmadison.com](mailto:ttroester@cityofmadison.com) (West). Include the site address in the subject line of this transmittal. Any changes or additions to the location of the building, sidewalks, parking/pavement, private on-site sanitary sewer utilities, or private on-site storm sewer utilities during construction will require a new CAD file.

3. The applicant shall demonstrate compliance with Section 37.07 and 37.08 of the Madison General Ordinances 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 5.0 tons per acre per year.
4. Complete an erosion control plan and complete weekly self-inspection of the erosion control practices and post these inspections to the City of Madison website - as required by Chapter 37 of the Madison General Ordinances.

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

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

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

5. The applicant shall submit one contiguous plan showing proposed conditions and one contiguous plan showing existing conditions for approval. The plan drawings shall be scaled to 1" = 20' 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.
6. 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.
7. 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.
8. All parking facility design shall conform to MGO standards, as set in section 10.08(6).
9. The applicant shall provide a clearly defined 5' walkway 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.

**Zoning Administrator** (Contact Jacob Moskowitz, (608) 266-4560)

10. For non-residential uses, the applicant may reduce the parking requirement by the greater of five (5) parking spaces or ten percent (10%) of the required parking

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

11. Extend the existing partial fire sprinkler system to the proposed edition. Sprinkler coverage should be provided along the piping route from the existing system to the new addition.

**Water Utility** (Contact Adam Wiederhoeft, (608) 266-9121)

12. Provide Madison Water Utility with the increased water supply fixture Unit count or flow rate requirements for the proposed development to determine if the existing water meter can accommodate total water supply requirements. Contact Adam Wiederhoeft at [awiederhoeft@madisonwater.org](mailto:awiederhoeft@madisonwater.org) or 608-266-9121.
13. Madison Water Utility will be required to sign off as part of the approval review associated with this Land Use Application/Site Plan Review prior to the issuance of building permits for the proposed development.

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

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

**Forestry Division** (Contact Brad Hofmann, (608) 267-4908)

14. An existing inventory of trees (location, species, & DBH) and any tree removal plans (in PDF format) shall be submitted to the plans and Brad Hofmann – [bhofmann@cityofmadison.com](mailto:bhofmann@cityofmadison.com) or 266-4816. All proposed street tree removals within the right of way shall be reviewed by City Forestry. Approval and permitting of street tree removals shall be obtained from the City Forester and/or the Board of Public Works prior to the approval of the site plan.
15. Existing street trees shall be protected. Please include the following note on the site plan: Contractor shall install tree protection fencing in the area between the curb and sidewalk and extend it at least 5 feet from both sides of the tree along the length of the terrace. No excavation is permitted within 5 feet of the outside edge of a tree trunk. If excavation within 5 feet of any tree is necessary, contractor shall contact City Forestry (266-4816) prior to excavation to assess the impact to the tree and root system. Tree pruning shall be coordinated with City Forestry prior to the start of construction. Tree protection specifications can be found in section 107.13 of City of Madison Standard Specifications for Public Works Construction - <http://www.cityofmadison.com/business/pw/documents/StdSpecs/2018/Part1.pdf>. Any tree removals that are required for construction after the development plan is approved will require at least a 72 hour wait period before a tree removal permit can be issued by Forestry, to notify the Alder of the change in the tree plan.

**Metro Transit** (Contact Timothy Sobota, (608) 261-4289)

16. Metro Transit staff, as well as our passengers and other stakeholders in the Capitol East District, have identified that the existing hourly bus service frequency that operates on Route 6 along East Washington Avenue on weekends and holidays is inadequate for the densities and uses that are being proposed, and have been previously approved.

17. As part of the 2019 budget process, Metro Transit again submitted an operating budget request that includes an investment proposal that would afford an increase to the bus service frequency in the East Washington Avenue corridor on weekends and holidays, to more frequent trips running every 30 minutes. The supplemental budget request for an approximate annual operating cost of \$450,000 - that would be necessary to implement this service frequency increase, by using four additional buses on weekends and holidays - was not adopted in either the 2018 or 2019 operating budgets.
18. Metro Transit operates daily service along East Washington Avenue with stops in the Fourth Street intersection. Trips operate at least once every 30 minutes on weekdays, but only pass once an hour each direction on weekends.