



PREPARED FOR THE PLAN COMMISSION

**Project Address:** 3202 Dairy Drive  
**Application Type:** Zoning Map Amendment  
**Legistar File ID #** [67412](#)  
**Prepared By:** Timothy M. Parks, Planning Division  
**Reviewed By:** Heather Stouder, AICP, Planning Division Director

## Summary

**Sponsors:** Ald. Jael Currie, District 16 and Ald. Yannette Figueroa Cole, District 10.

**Property Owner:** City of Madison.

**Requested Action:** Approval of a request to rezone 3202 Dairy Drive from IL (Industrial–Limited District) to MC (Mission Camp District) to provide zoning for a City-owned campground site.

**Proposal Summary:** The City of Madison is seeking approval of a zoning map amendment for an undeveloped City-owned parcel located at the southwestern corner of Dairy Drive and Prairie Dock Drive to allow a campground site to be established for persons experiencing homelessness. The proposed campground site will have 30 individual 64 square-foot prefabricated shelters and a 480 square-foot restroom and office building and will be enclosed by a privacy fence. Working under an emergency order approved by the Common Council on August 31, 2021, the City has been preparing the site for this use, and intends to begin operations in mid-November, 2021. As per the emergency order, permanent zoning approvals for this use must be in place by December 31, 2021 in order for the use to continue on the property.

**Applicable Regulations & Standards:** Section 28.100.1 of the Zoning Code outlines the general requirements, uses, and bulk regulations for the Mission Camp (MC) zoning district. Mission camp is defined as “a facility owned, operated, or funded by a non-profit organization, religious institution, or governmental entity that provides a campground area where individuals may live temporarily or permanently in tents or other portable shelter units. The use may also include the provision of meals, worship services, or other supportive services.” A mission camp is the only use allowed in the MC district and is subject to specific supplemental regulations in Section 28.151 of the Zoning Code. Section 28.100.1 states that the MC district may only be established by zoning map amendment; Section 28.182 of the Zoning Code provides the process for zoning map amendments.

**Review Required By:** Plan Commission and Common Council

**Summary Recommendation:** The Planning Division recommends that the Plan Commission forward Zoning Map Amendment ID 28.022–00517 rezoning 3202 Dairy Drive from IL to MC to the Common Council with a recommendation to **approve** subject to input at the public hearing. Staff is not recommending conditions of approval for this zoning map amendment.

## Background Information

**Parcel Location:** A 1.83-acre parcel located at the southwestern corner of Dairy Drive and Prairie Dock Drive, approximately 200 feet north of Femrite Drive; Aldermanic District 16 (Currie); Madison Metropolitan School District.

**Existing Conditions and Land Use:** Undeveloped land, zoned IL (Industrial–Limited District).

**Surrounding Land Use and Zoning:**

North: Our Savior Deaf Lutheran Church, zoned PD;

South: Multi-tenant commercial flex building and undeveloped City-owned land and, zoned IL (Industrial–Limited District);

East: Fire Station 14, zoned SE (Suburban Employment District); and

West: EMS Industrial and Monona Serenity Group, zoned IL.

**Adopted Land Use Plan:** The 2018 [Comprehensive Plan](#) recommends that the subject site and other properties located west of Dairy Drive and north of Femrite Drive be developed with Industrial uses. Properties east of Dairy Drive and north of Femrite are recommended for Employment uses. There are no adopted neighborhood or sub-area plans that include the subject site or surrounding area.

**Zoning Summary:** The following bulk standards apply in the MC (Mission Camp District).

Requirements	Required	Proposed
Lot Area	15,000 sq. ft.	79,502 sq. ft.
Lot Width	50'	395'
Front Yard (Structures)	15' or setback of adjacent zoning dist.	To be determined at the time of permitting.
Side Yard Setbacks (Structures)	6' or setback of adjacent zoning dist.	
Rear Yard (Structures)	20' or setback of adjacent zoning dist.	
Maximum Lot Coverage (Buildings and Paved Areas)	85%	
Maximum Building Height	25'	Will comply
Auto Parking	0	0
Bike Parking	To be determined by Zoning Admin.	To be determined
<b>Other Critical Zoning Items</b>		
Yes:	Barrier Free, Utility Easements	
No:	Urban Design, Floodplain, Wellhead Protection, Landmarks, Waterfront Development, Adjacent to Park	
<i>Prepared by: Jacob Moskowitz, Assistant Zoning Administrator</i>		

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

**Public Utilities and Services:** This property is served by a full range of urban services. Metro Transit currently operates daily transit service along Femrite Drive just south of the site.

**Project Description**

A request to rezone an undeveloped approximately 1.83-acre parcel owned by the City of Madison located at 3202 Dairy Drive to the recently created Mission Camp (MC) zoning district has been sponsored by alders to allow the establishment of the City’s first officially sanctioned mission camp. A mission camp is a facility owned, operated, or funded by a non-profit organization, religious institution, or governmental entity that provides a

campground area where individuals may live temporarily or permanently in tents or other portable shelter units, and which may also include the provision of meals, worship services, or other supportive services.

The subject site is an undeveloped City-owned parcel located across Dairy Drive from Fire Station 14, approximately 200 feet north of Femrite Drive. Preliminary plans for the proposed mission camp call for 30 separate prefabricated modular shelter units to be placed on the site, which will be enclosed with a six-foot privacy fence. The proposed shelters will each be 64 square feet in area and include locking doors, operable windows, fold-up beds, electricity, heating and cooling, refrigerators, and a fire extinguisher and smoke detector. Access for emergency vehicles will be provided from a gate on the Dairy Drive side of the campground site. A 480 square-foot combined office/restroom/shower building, trash enclosure, and picnic table area with grills are also proposed. The campground site will be limited to 30 occupants. No on-site automobile parking is proposed, with occupant and visitor parking to instead be accommodated on the streets outside the campground.

Site preparation for the campground commenced under an emergency order passed by the Common Council on August 31, 2021 as Resolution 21-00621 (ID [67137](#)), which seeks to relieve crowded and unsafe conditions at a “temporary permissible encampment” at Reindahl Park by establishing alternative campgrounds for persons experiencing homelessness at other locations in the City. Under the order, installation of water and electrical connections has begun, the privacy fence installed, and the 480 square-foot combined office/restroom/shower building moved to the site from its previous location as a temporary bank branch near Hilldale. If the proposed rezoning to MC is approved, City staff anticipates installing the 30 shelter units and remaining site improvements so that the campground may be opened for occupants between November 15 and December 1 in advance of the coming winter season. The emergency order expires on December 31, 2021, before which time the zoning of the property to allow a campground use shall be approved and the necessary licenses and permits secured from the City and Madison-Dane County Public Health.

The City is in the process of selecting a community partner to manage the Dairy Drive campground site. Management responsibilities by the partner will include, but not be limited to: resident case management (housing, employment, healthcare, etc.); property maintenance (snow, landscaping, shelter turnover etc.); monitoring the activities on and around the site for safety; coordinating transportation for occupants; and coordinating the donations of good for residents. Paid, staff will be on-site during daytime and evening hours, with a 24-hour phone line for residents to contact the community partner.

A neighborhood meeting to discuss the proposed campground site was held virtually on October 6, 2021; a recording of the meeting is available at:

[https://media.cityofmadison.com/Mediasite/Channel/neighborhood\\_meeting/watch/c50d294662f941db83b11ebf7d74d8cf1d](https://media.cityofmadison.com/Mediasite/Channel/neighborhood_meeting/watch/c50d294662f941db83b11ebf7d74d8cf1d).

## Supplemental Regulations

The following supplemental regulations in Section 28.151 apply to Mission Camps as allowed in the MC district:

- (a) The use shall be operated by a religious institution, nonprofit organization, or a governmental entity.
- (b) The Mission Camp use shall be permitted if owned, operated, or funded by the City of Madison. Conditional use approval is required for Mission Camp uses owned, operated, or funded by entities other than the City of Madison.
- (c) An appropriate transition area between the use and adjacent property may be required.

- (d) The owner or operator shall submit a Management Plan to the Zoning Administrator for the facility prior to issuance of a zoning certificate:
- (e) Any changes to the Management Plan must be filed with the Zoning Administrator.
  - 1. Required management plan contents: contact information for the owner or operator of the campground, site plan showing tent or portable shelter unit locations, roads and/or paths, accessory buildings, parking, bicycle parking, storage of belongings, trash storage/removal, transportation support, and a severe weather plan.
  - 2. Recommended management plan contents: contact information for individuals living at the campground.
- (f) Open, recreational and warming fires are prohibited. Cooking fires contained in manufactured cooking devices, such as a grill or hibachi, are permitted
- (g) The owner or operator shall obtain a campground permit pursuant to Wis. Admin. Code Chapter ATCP 79, if applicable.

## Analysis

In order to approve the requested 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." Section 28.182(6) of the Zoning Code further states that zoning map amendments are "legislative decisions of the Common Council that shall be based on public health, safety and welfare, shall be consistent with the Comprehensive Plan, and shall comply with Wisconsin and federal law."

The 2018 Comprehensive Plan includes the subject site and other properties located west of Dairy Drive and north of Femrite Drive in the Industrial district, while properties east of Dairy Drive and north of Femrite are recommended for Employment. There are no adopted neighborhood or sub-area plans that include the subject site or surrounding area.

Areas designated Industrial in the Comprehensive Plan are intended for manufacturing, wholesale, storage, distribution, transportation, repair/maintenance, and utility uses. Industrial zones can include "nuisance" uses that should not be located in proximity to residential, mixed-use, or some other types of non-residential uses due to noise, odor, appearance, traffic, or other impacts. Uses in the Industrial areas have relatively smaller workforces, an emphasis on truck or rail traffic, and other characteristics such as outdoor work areas and outdoor equipment and materials storage. Industrial areas typically require easy access to the regional transportation system for deliveries and shipping of products and should be served with public transportation whenever possible to accommodate the needs of employees.

Section 28.100.1 of the Zoning Code was created by the Common Council on August 31, 2021 to establish the Mission Camp (MC) zoning district. The MC district is a Special District in Subchapter 28G of the Zoning Code, which is the subchapter that also includes the Airport (AP), Campus–Institutional (CI), Planned Development (PD), Parks and Recreation (PR), and Conservancy (CN) zoning districts among others. The Special Districts in Subchapter 28G do not necessarily correspond to the recommended land use polygons/districts in the Comprehensive Plan or in sub-area plans, and are frequently mapped in response to a specific land use or project, or as a "holding" zoning classification until a subsequent zoning map amendment is requested (such as the case with the Agricultural (A) district).

The statement of purpose for the MC district notes that “a core component of the public health, safety, and welfare is ensuring that its residents have access to a legal place to sleep. The Mission Camp District establishes a regulatory framework for the establishment of campgrounds within the City, thereby allowing for greater freedom and flexibility in providing legal places for residents to sleep.”

The establishment of MC zoning at 3202 Dairy Drive is not specifically consistent with the Industrial land uses recommended for the site by the Generalized Future Land Uses in the Comprehensive Plan. However, staff believes that the Plan Commission may find that the rezoning of the subject site from IL to MC is broadly consistent with the objectives, goals and policies contained in the Comprehensive Plan, which includes recommendations that transcend land use alone. For example, recommendations in the *Neighborhoods and Housing* chapter of the plan include broad recommendations that “housing options with health and social services for residents who need it most, including residents experiencing homelessness” be provided, and that “organizations that provide temporary shelter and access to a full range of supportive services in or near affordable housing” be supported. Although some may feel that the proposed 64 square-foot shelter units represent non-traditional housing, staff feels that they represent the sort of housing options suggested in the *Neighborhoods and Housing* chapter of the Plan.

While the proposed campground site is not itself an industrial use or similar as envisioned by the land use maps in the Comprehensive Plan, staff feels that the establishment of the subject campground site will implement other recommendations in the Plan aimed at addressing the needs of persons experiencing homelessness. Planning staff also believes that the establishment of the campground site at 3202 Dairy will not preclude development of the site with the industrial uses envisioned by the Comprehensive Plan in the future should the need for the proposed facility end.

## Conclusion

The City is seeking approval to rezone City-owned land at 3202 Dairy Drive to the MC (Mission Camp) zoning district in order to establish a campground site intended to alleviate concerns regarding a temporary permissible encampment at Reindahl Park. The proposed MC designation will be the first such map amendment since that the MC zoning district was created by zoning text amendment on August 31, 2021.

The Planning Division believes that the Plan Commission may find that the rezoning of the site from IL to MC is consistent with the objectives, goals and policies in the Comprehensive Plan despite the proposed use of the site not being specifically consistent with the Industrial land uses recommended for the site by the Generalized Future Land Maps. In particular, the establishment of the mission camp on the site will provide housing options with on-site services for individuals experiencing homelessness consistent with recommendations in the *Neighborhoods and Housing* chapter of the Comprehensive Plan while allowing the City to address immediate issues at Reindahl Park. Staff does not believe that the establishment of the mission camp on the subject site will preclude establishment of the industrial uses recommended for the site in the future should the need for the proposed campground abate.

## Recommendation

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

The Planning Division recommends that the Plan Commission forward Zoning Map Amendment ID 28.022-00517 rezoning 3202 Dairy Drive from IL to MC to the Common Council with a recommendation to **approve** subject to input at the public hearing. Staff is not recommending conditions of approval for this zoning map amendment.

If the proposed rezoning is approved, the City will be required to comply with the bulk requirements of the MC district and the supplemental regulations for mission camps in Section 28.151 of the Zoning Code prior to the December 31, 2021 expiration of the emergency order.