

# PLANNING DIVISION STAFF REPORT

February 26, 2024



PREPARED FOR THE PLAN COMMISSION

**Project Address:** 5525 Tradesmen Drive (District 16, Alder Currie)  
**Legistar File ID #:** [81541](#)  
**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:** Matthew Darga; Goodwill of South Central Wisconsin, Inc.; 1302 Mendota Street, Madison, WI 53714

**Contact:** Tim Yokes; Logic Design & Architecture, Inc.; 10400 Innovation Drive, Suite 330, Milwaukee, WI 53226

**Property Owner:** Acky-Likewise Tradesman 1, LLC; 1600 Utica Avenue, St. Louis Park, Minnesota, 55416

**Requested Action:** Consideration of a conditional use in the Industrial-Limited (IL) District for general retail to allow a 10,000 square-foot retail space in a multi-tenant industrial building at 5525 Tradesmen Drive.

**Proposal Summary:** The applicant proposes to operate a warehouse with office space and a retail store in a portion of an existing industrial building.

**Applicable Regulations & Standards:** Standards for conditional uses are found in MGO Section 28.183(6). Supplemental Regulations for general retail are found in MGO Section 28.151.

**Review Required By:** Plan Commission

**Summary Recommendation:** The Planning Division recommends that the Plan Commission find the approval standards for conditional uses are met and **approve** the request for a general retail store at 5525 Tradesmen Drive. All recommendations are subject to input at the public hearing and the conditions recommended by the reviewing agencies.

## Background Information

**Parcel Location:** The 391,294 square-foot (8.9-acre) parcel is located along Tradesmen Drive. It is located within District 16 (Alder Currie) and the Madison Metropolitan School District.

**Existing Conditions and Land Use:** The subject parcel is occupied by a one-story, 131,874 square-foot warehouse building built in 2023. The site is zoned Industrial-Limited (IL) District.

### Surrounding Land Use and Zoning:

**North:** Across Tradesmen Drive, warehouse and commercial buildings, zoned Industrial-Limited (IL) District;

**East:** Vacant industrial land, zoned IL District; City of Madison stormwater facilities, zoned Conservancy (CN) District; and Interstate 39;

**South:** Town of Blooming Grove, Kampmeier Quarry; and

**West:** Town of Blooming Grove, single family residential; across Marsh Road, City of Madison, warehouse, commercial, and manufacturing buildings, zoned IL District; single family residential, zoned Planned Development (PD) District.

**Adopted Land Use Plan:** The [2018 Comprehensive Plan](#) recommends Industrial (I) development for the subject property.

**Zoning Summary:** The property is zoned Industrial-Limited (IL) District.

Requirements	Required	Proposed
Lot Area (sq. ft.)	20,000 sq. ft.	391,294 sq. ft.
Lot Width	75'	665.32'
Front Yard Setback	0' or 5'	Adequate
Side Yard Setback	None if adjacent to property zoned IL or IG 10' if adjacent to property zoned anything other than IL or IG	Adequate
Rear Yard Setback	30'	Adequate
Maximum Lot Coverage	75%	Less than 75%
Maximum Building Height	None	1 story existing building

Site Design	Required	Proposed
Number Parking Stalls	General retail: Maximum 1 per 200 sq. ft. floor area (50) Office: Maximum 1 per 250 sq. ft. floor area (15) Warehouse/storage: Maximum 1 per employee (35) (100 max for proposed tenant)	80 existing 41 proposed (121 total)
Electric Vehicle Stalls	Not required	1 EV existing 8 EVR existing
Accessible Stalls	Yes	6 existing stalls
Loading	2 (10' x 50')	Existing loading docks
Number Bike Parking Stalls	General retail; office: 1 per 2,000 sq. ft. floor area (7) Warehouse/storage: 1 per 5 employees (7) (14 total)	14 provided 52 future (66 total)
Landscaping and Screening	Yes	Existing landscaping
Lighting	Yes	Existing lighting
Building Form and Design	Not required	Existing building

*Table Prepared by Jenny Kirchgatter, Assistant Zoning Administrator*

**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

The applicant proposes to operate a warehouse with office space and a retail store in a portion of an existing industrial building. General retail is a conditional use in the Industrial Limited (IL) District.

The applicant, Goodwill Industries of Central Wisconsin, plans to occupy approximately 65,000 square feet of an existing 131,874 square-foot warehouse building. Operations include general warehousing, processing goods to be

sold online (“e-commerce operations”), administrative offices, and an outlet retail store. The warehouse, e-commerce operations, and administrative offices will have 35 employees. The hours of operation are Monday through Friday, from 7 a.m. to 5 p.m.

The outlet store would occupy 10,000 square feet and consist of tables of goods that customers can sort through to purchase by the pound. Hours of operation would be seven days a week from 9 a.m. to 6 p.m. There would be 15 full time employees for the outlet store.

There are two drive entrances along Tradesmen Drive. The easterly entrance provides access to the loading bays. The westerly entrance provides access to two parking lots. There is an 81-stall parking lot for employees and customers along the front of the building. The parking lot is shared by all users of the building. Along the western edge of the property there is a 30-stall parking lot for trucks only.

The applicant plans to modify the truck parking lot to replace 12 truck parking stalls with 41 vehicle parking stalls. A path will be added to provide access from the parking lot to the building. The applicant also plans to replace the existing entrance doors with sliding doors and replace an existing storefront window with a door.

### **Conformance with Adopted Plan**

The [2018 Comprehensive Plan](#) recommends Industrial (I) development for the subject property and properties to the north. Industrial (I) areas accommodate manufacturing, wholesale, storage, distribution, transportation, repair/maintenance, and utility uses. The I designation is not intended for retail or office uses not related to an industrial use, except for limited retail goods and services provided primarily to employees and users of businesses within the area. Staff note the proposed general retail use is accessory to the primary warehouse use.

### **Conditional Use Standards**

The conditional use approval standards state that the Plan Commission shall not approve a conditional use without due consideration of the City’s adopted plan recommendations, design guidelines, supplemental regulations, and finding that all of the conditional use standards of MGO §28.183(6) are met. Please note, recent changes to state law requires that conditional use findings must be based on “substantial evidence” that directly pertains to each standard and not based on personal preference or speculation.

Regarding standard 7, “The conditional use conforms to all applicable regulations of the district in which it is located.” Per MGO Section 28.142 the portion of the truck parking lot that is being converted to vehicle parking stalls will need to be modified to include landscaping and parking islands, as noted in the recommended conditions of approval.

Staff believed the conditional use standards can be found met.

### **Supplemental Regulations**

The Supplemental Regulations for general retail as found in MGO Section 28.151:

- (a) except as allowed in (b), in the TE and SE Districts, general retail uses shall not exceed five thousand (5,000) square feet in floor area.

- (b) Within employment districts, general retail uses shall not exceed ten thousand (10,000) square feet in floor area, unless such uses are part of a planned multi-use site.

Staff believe the Supplemental Regulations can be found met.

## Recommendation

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

The Planning Division recommends that the Plan Commission find the approval standards for conditional uses are met and **approve** the request for a general retail store at 5525 Tradesmen Drive. All recommendations are subject to input at the public hearing and the conditions recommended by the reviewing agencies.

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

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

1. "Stop" signs shall be installed at a height of seven (7) feet from the bottom of the sign at all class III driveway approaches, including existing driveways, behind the property line and noted on the plan. All directional/regulatory signage and pavement markings on the site shall be shown and noted on the plan.

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

2. The general retail use space may not exceed 10,000 sq. ft. in floor area.
3. Provide a calculation and plan detail for lot coverage with the final submittal. The lot coverage maximum is 75%. Lot coverage is defined as the total area of all buildings, measured at grade, all accessory structures including pools, patios, etc., and all paved areas as a percentage of the total area of the lot, with the following exceptions: sidewalks or paved paths no wider than five (5) feet, pervious pavement, green roofs and decks. Future paved areas may not exceed 75% maximum lot coverage.
4. Landscaping will be required for the proposed parking lot located within the existing truck parking area in compliance with Section 28.142 Landscaping and Screening Requirements. Submit the landscape plan showing the existing and proposed landscaping 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.
5. Provide adequate interior parking lot landscaping for the proposed parking lot per Section 28.142(6). For changes to a developed site, a minimum of five percent (5%) of the asphalt or concrete area shall be interior planting islands, peninsulas, or landscaped strips. A planting island shall be located at least every twelve (12) contiguous stalls with no break or alternatively, landscaped strips at least seven (7) feet wide between parking bays.
6. Bicycle parking for Goodwill Industries tenant space shall comply with the requirements of Sections 28.141(4)(g) and 28.141(11). Provide a minimum of 14 short-term bicycle parking stalls located in a convenient and visible area on a paved or pervious surface. Bicycle parking shall be located at least as close as the closest non-accessible automobile parking and within one hundred (100) feet of a principal

entrance. Note: A bicycle stall is a minimum of two (2) feet by six (6) feet with a five (5) foot wide access area. Provide a detail of the proposed bike rack.

7. Exterior lighting shall be provided in accordance with City of Madison General Ordinances Section 29.36. Provide an exterior lighting photometric plan for the proposed parking lot and fixture cut sheets with the final plan submittal.
8. 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.
9. 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. Signage permits are issued by the Zoning Section of the Department of Planning and Community and Economic Development.

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

10. As defined by Madison General Ordinance 10.10, City Forestry will assess the full cost of the street tree installation to the adjacent property owner. City Forestry will determine street tree planting sites and tree species type. Street tree planting will be scheduled after there is substantial completion of the new plat development along the street segment.

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

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| 11. Update plan set to include a Utility plan. |
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**Metro Transit** (Contact Tim Sobota, 261-4289)

12. Metro Transit operates limited daily all-day transit service along Voges Road and Marsh Road near this property - with trips only every 75 minutes.
13. Metro Transit would initially estimate the following counts of potentially eligible trips towards US Green Building Council/LEED Quality Access to Transit points: 14 Weekday & 13 Weekend (average). Please contact Metro Transit if additional analysis would be of interest.

The following agencies reviewed the request and recommended no conditions of approval: Fire Department, Parks Division, Engineering Mapping, Parking Utility.