



Legistar I.D. #16994
3201 Anderson Street
Conditional Use Request

Report Prepared By:
Heather Stouder, AICP
Planning Division Staff

Requested Action: Approval of a conditional use for the construction of a 360-stall surface parking lot in the M1 (Limited Manufacturing) District.

Applicable Regulations & Standards: Section 28.12(11) provides the standards for the approval of conditional uses. Per Section 28.10(4)(d)10, surface parking lots serving uses on other zoning lots are a conditional use in the M1 District.

Summary Recommendation: The Planning Division recommends that the Plan Commission find that the conditional use standards can be met and **approve** the request subject to input at the public hearing and conditions from reviewing agencies.

Background Information

Applicant/Property Owner: Fred Brechlin; Madison (Area Technical) College; 3550 Anderson St.; Madison

Contact: Wade Wyse; JSD Professional Services, Inc. 161 Horizon Sr., Ste. 101; Verona

Proposal: The applicant is seeking a conditional use permit for the construction of a surface parking lot on a parcel in the M1 (Limited Manufacturing) District to serve the athletic facilities on the lot as well as the Madison College campus as a whole.

Parcel Location: 3201 Anderson Street is located on the south side of Anderson Street between Pearson Street and Hoffman Street; Aldermanic District 15 (Palm); Madison Metropolitan School District.

Existing Conditions: The existing 83-acre property consists of two adjacent parcels and contains a soccer fields, a softball diamond, baseball diamond, and tennis courts. An existing surface parking lot in the eastern portion of the property serves the baseball diamond and tennis courts, but is inaccessible from the softball diamond and soccer fields due to a wooded drainage ditch running diagonally through the property.

Surrounding Land Use and Zoning:

North: Across Anderson Street, surface parking lots serving the Madison College Campus, which lies to the northeast, all in the M1 (Limited Manufacturing) District.

South: Madison College softball field immediately south of the proposed lot on the same property, with a baseball field and tennis courts further to the south and southeast. Military facilities located further to the southeast, all in the M1 District.

East: Open space immediately to the east of the proposed lot, in the M1 District. Truax multifamily residential development further to the east across Wright Street in the R5 (General Residence) District.

West: Madison College soccer fields immediately to the west, in the M1 District. Golf course further to the west, in the C (Conservancy) District.

Adopted Land Use Plan: The Comprehensive Plan (2006) recommends Parks and Open Space for this property, and there is no specific recommendation in the Carpenter- Hawthorne-Ridgeway- Sycamore-Truax Neighborhood Plan (2001), although the space is shown as "MATC Athletic Facilities".

Environmental Corridor Status: The majority of this property, including the area where the parking lot is proposed, is located within a mapped environmental corridor.

Public Utilities and Services: This property is served by a full range of urban services, including Metro Transit Route 20.

Zoning Summary:

Requirements	Required	Proposed
Lot Area	6,000 sq. ft.	adequate
Lot Width	50'	adequate
Usable Open Space	n/a	n/a
Front Yard	0'	n/a
Side Yards	0'	n/a
Rear Yard	10'	n/a
Floor Area Ratio	2.0	n/a

Site Design

No. Parking stalls	TBD	360
Accessible stalls	8	8
Loading	0	0
Number bike parking stalls	36	36
Landscaping	Yes	<i>(See Condition No. 25, p. 7)</i>
Lighting	If provided	<i>(See Condition No. 26, p. 7)</i>

Other Critical Zoning Items

Urban Design	Yes
Flood Plain	No
Utility Easements	None shown
Barrier free (ILHR 69)	Yes

Prepared by: Pat Anderson, Asst. Zoning Administrator

Description of Proposal

Madison College is proposing the "Anderson-Hoffman Lot", a 360-stall surface parking lot serving adjacent athletic facilities and the campus as a whole. As proposed, the lot would be constructed in conjunction with a new traffic signal at the intersection of Anderson Street and Hoffman Street, and the driveway entering the lot would be located directly across Hoffman Street.

Existing Conditions

The irregularly shaped parcel includes a softball diamond in the northern portion, and a baseball diamond, tennis courts, and two surface parking lots in the southern portion which can be accessed from Wright Street to the east via Straubel Street. The parcel is bisected by a wooded drainage ditch, which effectively precludes pedestrian access from the existing parking lots on the site to the softball diamond and soccer fields just to the west. Instead, those driving to the softball diamond and soccer fields currently utilize a surface lot across Anderson Street to the north.

The Starkweather Creek Bike Path runs diagonally through the site, parallel to and just south of the drainage ditch. The site is served by Metro Transit Route 20, with stops currently located at the proposed entrance to the parking lot (eastbound) and across Anderson Street to the north (westbound).

The site has scattered trees, including 8 small conifers and 6 deciduous trees proposed for removal. At least once conifer and 7 deciduous trees just south of the lot would be protected during construction.

Site Plan

As proposed, four double rows of parking spaces in the 360-stall parking lot would be accessed from an entrance driveway off of Anderson Street located directly across Hoffman Street. The lot includes 8 accessible stalls, 96 spaces for compact cars, and 256 standard parking stalls. Subsequent to comments received from the UDC in their initial approval of the project, pedestrian access across the lot has been proposed on the east side of the lot adjacent to the entrance driveway, and also through

the center of the lot. 36 bicycle stalls are proposed in the southeastern corner of the lot close to a small site planned for a future shelter.

The site is well-screened from Anderson Street, where a 32-foot wide landscaped strip incorporates 36 evergreen and 13 ornamental trees atop a four to five foot berm. The lot itself includes landscaped islands with 39 new deciduous canopy trees and 12 new ornamental trees. A 10,150 square foot, linear bioretention basin (rain garden) bisects the northern and southern portions of the lot, and a 7,500 square foot stormwater detention basin is proposed just south of the eastern portion of the lot.

Evaluation

The applicant has made a strong case for an existing and growing need for additional parking at Madison College's Truax Campus as a whole, and has demonstrated that the lot is part of a larger plan for the college campus, which serves many commuter students.

Land Use

The proposed lot lies within an area recommended in the Comprehensive Plan as Parks and Open Space, where surface parking lots serving public uses are not uncommon (e.g. Warner Park, Olbrich Gardens). Most surface lots in these areas serve only the park or public facility closest to them. While the lot as proposed would provide better parking for the on-site athletic facilities, it would also serve as needed parking for the Madison College Truax Campus as a whole.

Pertinent to this review, the proposed lot is consistent with the recently-adopted MATC Facilities Master Plan (May 2009), excerpts of which are enclosed for reference as submitted by the applicant. The replacement of a substantial amount of surface parking with buildings (including some structured parking) is planned for the area north of Anderson Street. Also, Madison College anticipates the near-term removal of some parking spaces in the lot directly across Anderson Street due to recent flooding problems on its western side. Perhaps most significant is the trend in increased enrollment at Madison College, and the related need for expanded parking campus-wide. Unlike UW-Madison, which provides relatively little parking due to the fact that most students access facilities without using cars, Madison College serves many commuters residing outside of the City of Madison.

While the Plan Commission has no existing mechanism by which to review or approve campus master plans, the DRAFT Zoning Code includes a *Campus Institutional District*, wherein proposals consistent with a Master Plan approved by the Plan Commission would be permitted uses. Absent this formal review process, staff recommends that the Plan Commission consider consistency with the MATC Facilities Master Plan informally when applying the conditional use standards to this project.

Landscaping

The proposal exceeds the required landscape points with a variety of deciduous canopy trees, ornamentals, and evergreen trees. The multilayered landscaped berm provides ample screening from Anderson Street.

Stormwater Management

In close consultation with City Engineering staff, the lot has been designed so as to ensure adequate stormwater management with the proposed detention basin and central bioretention area (rain garden). Located in an environmental corridor in proximity to wetlands and overlapped by floodplain, the proposal has been very carefully reviewed by staff, and has improved since the original submittal.

As noted in the conditions of approval, the applicant must provide wetlands delineation, compensate for any filling of the floodplain, and meet the requirements in MGO 37 regarding stormwater management. Further, review by staff to the Capital Area Regional Plan Commission (CARPC) shall be required prior to final approval to ensure that any necessary adjustments to the boundaries of the environmental corridor are approved. Planning staff recommends that the applicant include a letter of approval from CARPC staff with the final plan set regarding this issue.

Other Site Details

At their December 16 meeting, Urban Design Commission members noted desired improvements, including the distribution of a portion of the accessible parking stalls to the northeast portion of the lot, presumably so that they would be closer to the rest of the campus. In the latest site plan, two of the eight stalls have been located in the northwest portion of the lot, which is relatively far away from both the athletic fields and the rest of the campus. Staff assumes that most of the accessible parking for facilities on other parts of the campus is sufficient, which may make the placement of accessible stalls on the northern portion of this lot illogical. Rather than parking on this lot to access parts of campus to the north, people utilizing accessible spaces would hopefully have sufficient parking opportunities near those specific buildings. In final plans for review by staff, accessible parking should be distributed on the lot so that it is as close as possible to the most likely destination(s) for those utilizing these spaces.

Presumably, many users of this parking lot will be crossing Anderson Street to access campus facilities to the north. However, site plans do not include a crosswalk at this location. It is assumed that a pedestrian crossing would be incorporated within a future traffic signal at this site. However, should there be a delay between the construction of the lot and the signal, a crosswalk leading from the sidewalk on the west side of the entrance driveway to the north across Anderson Street should be provided. Staff recommends that this be shown on final plans and noted as an interim condition.

A bus stop for Metro Transit Route 20 is currently located where the proposed driveway would be constructed. The current stop, as well as the stop across the street, is unimproved, and Metro Transit staff has requested that the applicant consider providing enhanced bus stops by building concrete pads in the terrace at both of these locations. Planning staff agrees that this condition would be preferable, and recommends that at a minimum, a concrete pad for the relocated stop on the south side of Anderson Street be constructed in conjunction with the proposed parking lot.

Public Input

The proposal is supported by the Alder and the Carpenter-Ridgeway Neighborhood Association, and there is no known opposition at this time.

Related Approvals

The Urban Design Commission has reviewed the proposal as a conditional use on public property, and granted **initial approval** at their December 16 meeting with several recommendations for small changes to the landscaping, pedestrian circulation, and provision of stalls for compact cars within the lot (see attached report for details). The revised proposal (dated December 23) submitted to the UDC for consideration of final approval is included for Plan Commission review. **Final approval** was granted by the UDC on January 6, and while the report from this meeting is unavailable, any results which might impact the recommended conditions of approval will be reported to the Plan Commission prior to the public hearing.

Conclusion

The MATC Facilities Master Plan demonstrates that this surface lot is a component of a larger development plan for the campus as a whole. The lot will provide replacement parking for surface lots to be developed in the near future, and additional parking for a campus with rising enrollment of students, many of whom commute by car. The lot as proposed is very well-screened from Anderson Street, and there are no adjacent properties with existing land uses that could be affected by its placement.

After careful review, Planning Division staff believes that the conditional use standards can be met with this proposal. The proposal meets each standard in MGO Section 28.12(11)(g) as follows: The parking lot will not be detrimental to public health, safety, or welfare (1), and municipal services (in this case, very few) will be able to be provided (2). The lot will not affect nearby property owners (3), nor will it impede normal and orderly development in this area (4), as it is located on a very large Madison

College property where no development (buildings) is planned. The adequacy of access roads, drainage, internal circulation, and other improvements, and its conformance with applicable regulations are carefully addressed in the conditions of approval recommended by agency staff (5-7). (Standards 8-11 are not applicable to this proposal).

The Planning Division believes that the conditional use standards can be met, and recommends that the Plan Commission **approve** the conditional use request subject to input at the public hearing and comments and conditions from reviewing agencies.

Recommendations and Proposed Conditions of Approval

Major/Non-Standard Conditions are shaded

Planning Division Recommendation (Contact Heather Stouder, 266-5974)

The Planning Division recommends that the Plan Commission find that the conditional use standards can be met and **approve** the conditional use request subject to input at the public hearing and the following conditions:

Planning Division (Contact Heather Stouder, 266-5874)

1. Prior to final approval, the applicant shall submit a letter of approval from the Capital Area Regional Plan Commission (CARPC) to ensure that any and all requirements related to the location of this proposal in an environmental corridor have been met.
2. Final plans for review by staff shall include a distribution of accessible parking on the lot so that it is as close as possible to the most likely destination(s) for those utilizing these spaces. Destinations other than the athletic facilities just south of the lot shall be noted.
3. Final plans for review by staff shall include a pedestrian crosswalk across Anderson Street noted as an interim condition to be designed and marked if the parking lot is constructed prior to the construction of a traffic signal at the intersection of Anderson Street and Hoffman Street.
4. The applicant shall work with Metro Transit staff to relocate the existing Metro Transit stop on the south side of Anderson Street to a point east of the proposed driveway. A concrete pad in the terrace shall be shown on plans and constructed at this location, and the construction of a second concrete pad is highly encouraged at the corresponding bus stop on the north side of Anderson Street (see also Condition No. 37).

The following conditions have been submitted by reviewing agencies:

City Engineering Division (Contact Janet Dailey, 261-9688)

5. This proposed Conditional Use application and plan is contained within two separate City of Madison parcels (0810-322-0099-1 and 0810-321-0604-0) under lease between Dane County Regional Airport "Lessor" and Madison College "Lessee" (a.k.a. Madison Area Technical College). The applicant shall provide recorded executed copies of any lease amendment documents to the City of Madison that affect land records, including but not limited to, Storm Water Utility billing.
6. The approved address for the new parking lot as proposed will be 1624 Hoffman Street, regardless of whether the new proposed cul-de-sac extension of the same is intended to be public or private.
7. If the Applicant is proposing Hoffman Street south of Anderson Street as a public street, the applicant shall dedicate right of way as required by the City Engineer.
8. The Applicant shall construct Hoffman Street including drainage and storm water management to a plan approved by the City Engineer and Common Council.
9. Pavement restoration on Anderson Street shall comply with the City's Patching Criteria.

10. Much of this lot is in a flood storage zone. Compensatory storage must be provided for every cubic foot of fill above elevation 852.70.
11. A wetland delineation report and electronic (DWG, DXF, DGN) copy of the boundary shall be provided.
12. Setbacks from wetlands boundary and navigable waters shall be shown in compliance with NR-151 at a minimum.
13. The entire site is within an environmental corridor and may require a change of the environmental corridor for development to occur.
14. The construction of this lot will require removal and replacement of sidewalk, curb and gutter and possibly other parts of the City's infrastructure. The applicant shall enter into a City / Developer agreement for the improvements required for this development. The applicant shall be required to provide deposits to cover City labor and materials and surety to cover the cost of construction. The applicant shall meet with the City Engineer to schedule the development of the plans and the agreement. The City Engineer will not sign off on this project without the agreement executed by the developer. The developer shall sign the Developer's Acknowledgement prior to the City Engineer signing off on this project. (MGO 16.23(9)c)
15. The Applicant shall execute a waiver of their right to notice and hearings on the assessments for the installation of sidewalk along Anderson Street in accordance with Section 66.0703(7)(b) Wisconsin Statutes and Section 4.09 of the MGO. (MGO 16.23(9)(d)(6))
16. All work in the public right-of-way shall be performed by a City licensed contractor. (MGO 16.23(9)(c)5) and MGO 23.01)
17. All street tree locations and tree species within the right of way shall be reviewed and approved by City Forestry. Please submit a tree planting plan (in PDF format) to Dean Kahl, of the City Parks Department- dkahl@cityofmadison.com or 266-4816.
18. The applicant shall demonstrate compliance with MGO Sections 37.07 and 37.08 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 7.5-tons per acre per year.
19. Prior to approval, this project shall comply with MGO Ch. 37 regarding stormwater management. Specifically, this development is required to:
 - a) Detain the 2 & 10-year storm events
 - b) Control 80% TSS (5 micron particle) off of new paved surfaces
 - c) Provide infiltration in accordance with MGO Chapter 37
 - d) Provide oil & grease control from the first 1/2" of runoff from parking areas
 - e) 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 MGO Ch. 37.Stormwater management plans shall be submitted and approved by City Engineering prior to signoff.
20. A portion of this project comes under the jurisdiction of the US Army Corp of Engineers and WDNR for wetland or flood plain issues. This comment serves as notification that a permit for those matters shall be required prior to construction on any of the lots currently within the jurisdictional flood plain.
21. The applicant shall submit, prior to plan sign-off, a digital CAD file (single file) to the Engineering Program Specialist in the Engineering Division (Lori Zenchenko). The digital CAD file shall be to scale and represent final construction. The single CAD file submittal can be either AutoCAD (.dwg) Version 2001 or older, MicroStation (.dgn) Version J or older, or Universal (.dxf) format and contain 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) All Underlying Lot lines or parcel lines if unplatted
- g) Lot numbers or the words "unplatted"
- h) Lot/Plat dimensions
- i) Street names

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

22. The applicant shall submit, prior to plan sign-off, digital PDF files to the Engineering Division (Jeff Benedict or Tim Troester). The digital copies shall be to scale, and shall have a scale bar on the plan set. (MGO 37.09(2))

PDF submittals shall contain the following information:

- a) Building footprints.
 - b) Internal walkway areas.
 - c) Internal site parking areas.
 - d) Lot lines and right-of-way lines.
 - e) Street names.
 - f) Stormwater Management Facilities.
 - g) Detail drawings associated with Stormwater Management Facilities (including planting plans)
23. The Applicant shall submit, prior to plan sign-off, electronic copies of any Stormwater Management Files including:
- a) SLAMM DAT files.
 - b) RECARGA files.
 - c) TR-55/HYDROCAD/Etc...
 - d) Sediment loading calculations

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. (MGO 37.09(2))

Zoning Administrator (Contact Pat Anderson, 266-5978)

24. Meet all applicable State accessibility requirements, including but not limited to:
- a) Provide a minimum of eight accessible stalls striped per State requirements. A minimum of one of the stalls shall be a van accessible stall 8' wide with an 8' striped out area adjacent.
 - b) Show signage at the head of the stalls. Accessible signs shall be a minimum of 60" between the bottom of the sign and the ground.
25. For the parking lot, provide a landscape worksheet with the final plans that shows that the landscaping provided meets the point and required tree ordinances. In order to count toward required points, the landscaping shall be within 15' and 20' of the parking lot depending on the type of landscape element (Note: the required trees do not count toward the landscape point total.) Planting islands shall consist of at least 75% vegetative cover, including trees, shrubs, ground cover, and/or grass. Up to 25 % of the island surface may be brick pavers, mulch, or other non-vegetative cover. All plant materials in islands shall be protected from vehicles by concrete curbs.
26. If exterior lighting is provided, it must comply with City of Madison outdoor lighting standards (see parking lot packet.) Lighting will be limited to .10 watts per square foot.
27. It appears that flood plain and or wetland exists on NW corner of the property. Show these areas on the site plan. Any construction within a flood plain shall meet flood proofing protection measures and such design shall be certified by a registered professional engineer or architect per MGO Section 28.04(20)(b).

Traffic Engineering Division (Contact John Leach, 267-8755)

28. The applicant will need to pay for and enter into a developer's agreement contract with the City to provide the necessary improvements and roadway modifications that are required on Anderson Street and Hoffman Street to support the proposal and pre-existing college traffic conditions, prior to final approval. The applicant will need to reconstruct all four sides of the intersection of Anderson Street and Hoffman Street and pay for the installation of a traffic signal.
 29. The applicant shall also execute an operation and maintenance agreement with the City for 100% of the costs to operate, maintain, service the subject new signal.
 30. The applicant shall be required to provide any necessary easements for the installation of the traffic signal, including control box, loops, hand-holes, markings and signing.
 31. The applicant will be required to submit the Madison College Master Plan to be reviewed and approved to accommodate the proposed Traffic Signal by Madison College. This includes ensuring that an all-way access is provided from the main parking to Wright St, as approved previously by the City's Ped-Bike-Motor Vehicle Commission.
 32. Ped-Bike accommodations will need to be reviewed and approved with the subject site and new intersection reconstruction.
33. When the applicant submits final plans of one contiguous plan for approval, the applicant shall show the following: items in the terrace as existing (e.g., signs and street light poles), type of surfaces, existing property lines, addresses, showing all easements, all pavement markings, building placement, and stalls, adjacent driveway approaches to lots on either side and across the street, signage, percent of slope, vehicle routes, dimensions of radii, aisles, driveways, stalls including the two (2) feet overhang, and a scaled drawing at 1" = 20'.
 34. A "Stop" sign shall be installed at a height of seven (7) feet at all driveway approaches. All signs at the approaches shall be installed behind the property line. All directional/regulatory signage and pavement markings on the site shall be shown and noted on the plan.
 35. The Developer shall post a deposit with the City for all costs associated with Traffic Signals any modifications to Street Lighting, Signing and Pavement Marking, and conduit and handholes, including labor, engineering and materials for both temporary and permanent installations.
 36. Public signing and marking related to the development may be required by the City Traffic Engineer for which the developer shall be financially responsible.

Metro Transit (Contact Tim Sobota, 261-4289)

37. Metro Transit operates regular transit service seven days a week along Anderson Street past this location. Stop #9724 is currently located on the north side of Anderson, west of Hoffman. Stop #9259, for trips in the opposite direction, is currently located directly opposite Hoffman in the area of the proposed access drive. Given the reconfiguration of this intersection, Metro Transit recommends that concrete boarding pads for passengers are considered at the existing stop #9724 and relocated site of stop #9259 (shifted east of new driveway). The developer may contact Metro Transit for additional design details if they decide to make this accessibility improvement as part of the overall intersection/parking lot improvement project. (See attachment on following page).

Water Utility (Contact Dennis Cawley, 261-9243)

This agency did not submit a response for this request.

Fire Department (Contact Scott Strassburg, 261-9843)

This agency did not submit a response for this request.



Addendum- Report to the Plan Commission January 11, 2010

Legistar I.D. #16994
3201 Anderson Street
Conditional Use Request

Report Prepared By:
Heather Stouder, AICP
Planning Division Staff

January 6, 2010 Urban Design Commission Results

The proposal was granted **final approval** by the UDC on January 6 on a unanimous vote. The motion included the following recommendations for minor changes (language paraphrased):

- Taper the tree groupings in the landscaped berm along Anderson Street, rather than proposing the landscape strip to end abruptly on each side.
- Incorporate new tree plantings to the east of the access driveway
- Revise landscape plan to indicate larger tree plantings at a minimum of 2" to 2 ½" caliper for as required by code
- Add diversity to the proposed mix in the bioretention basin

Based on the UDC recommendations, Planning Division staff recommends the following additional condition of approval for the project:

38. Final landscape plans, for approval by Urban Design Staff, shall include the following revisions:
- Planting plan for the landscaped berm along Anderson Street with taper on each side
 - Tree plantings along the east side of the access driveway
 - Landscape worksheet to indicate planting sizes of 2" to 2 ½" caliper for trees as required
 - More diverse planting mix for the bioretention basin