



Report to the Plan Commission

October 19, 2009

Legistar I.D. #16259
30 N. Mills Street
Conditional Use

Report Prepared By:
Timothy M. Parks, Planner
Planning Division

Requested Action: Approval of a conditional use for a construction shop in the C3 Highway Commercial District to allow construction of new physical plant shops for the University of Wisconsin at 30 N. Mills Street.

Applicable Regulations & Standards: Section 28.09 (4)(d) identifies contractors or construction offices and shops for building, cement, electrical, heating, ventilating and air conditioning, masonry, painting, plumbing, refrigeration and roofing, etc. as conditional uses in the C3 (Highway Commercial District), provided that all parking (other than automobiles), loading, display of merchandise and parking or storage of equipment and supplies is conducted within completely enclosed buildings. Section 28.12 (11) provides the guidelines and regulations for the approval of conditional uses.

Summary Recommendation: The Planning Division recommends that the Plan Commission find the conditional use standards met and **approve** a conditional use to allow construction of new physical plant shops for the University of Wisconsin–Madison at 30 N. Mills Street, subject to input at the public hearing and the conditions from reviewing agencies beginning on page 4 of this report.

Background Information

Applicant & Property Owner: University of Wisconsin–Madison, c/o Gary Brown, University Facility Planning & Management; 614 Walnut Street; Madison.

Proposal: The University of Wisconsin–Madison proposes to relocate its physical plant shops from their current location at 115 N. Mills Street to the subject site as Phase I of its plans to convert its Charter Street Heating Plant into a biomass/ natural gas heating plant beginning next year. The new facility will contain approximately 55,000 gross square feet of space total, with opportunities for future expansion to the north. The project will commence as soon as all regulatory approvals have been received, with completion scheduled by June 1, 2010.

Existing Conditions: UW Lot 51 surface parking lot.

Parcel Location: The new physical shops facility will be constructed on the eastern 1.36 acres of a larger 2.85-acre parcel located approximately 200 feet north of Regent Street on the west side of N. Mills Street; Aldermanic District 8; Madison Metropolitan School District.

Land Use and Zoning Surrounding Proposed Building:

North: Multi-family residences along Spring Street, zoned R5 (General Residence District); Badger Campus Credit Union, zoned O-1 (Limited Office-Residence District);

South: Budget Bicycles & McDonald's restaurant, zoned C2 (General Commercial District);

West: University of Wisconsin fleet services center, zoned C3 (Highway Commercial District);

East: Two-Family & multi-family residences, zoned R5, C2 and PUD-SIP.

Adopted Land Use Plan: The Regent Street–South Campus Neighborhood Plan identifies the future land use of the subject site as part of the “university support services” category, which includes physical support facilities for the UW campus, including the physical plant and heating and cooling plant. The plan suggests that ground-level commercial and retail uses may be integrated into some future University projects to activate the public sidewalk, particularly along N. Mills Street. The plan also makes urban design recommendations, which will be addressed in the body of the report.

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

Public Utilities and Services: This property is served by a full range of urban services.

Zoning Summary: Existing C3 (Highway Commercial District) zoning:

Requirements	Required	Proposed
Lot Area	N/A	1.36 acres (project area)
Lot Width	50'	Adequate existing
Front Yard	0'	6.5'
Side Yards	8'	155'
Rear Yard	0'	193'
Floor Area Ratio	3.0 maximum	Less than 1.0
Building Height	N/A	3 stories
No. Parking Stalls	90 (1 per 2 employees; 180 emp.)	101 (general project area)
Accessible Stalls	TBD by Zoning	1 (See condition # 1, page 28)
Loading	N/A	1 10 X 50
No. Bike Parking Stalls	11 (1 per 10 auto spaces)	0 (See condition # 1, page 29)
Other Critical Zoning Items		
Yes:	Utility Easements, Barrier Free, Wellhead Protection (on western portion of larger parcel)	
No:	Floodplain, Urban Design	
<i>Prepared by: Tim Parks, Planning Division</i>		

Previous Approval

On June 15, 2004, the Common Council approved a request to rezone a 2.85-acre site addressed as 27 N. Charter Street (with frontage also along N. Mills Street) from R5 (General Residence District) and C2 (General Commercial District) to C3 (Highway Commercial District) to accommodate a new fleet services facility for the University of Wisconsin–Madison along the N. Charter Street frontage.

Project Review

The University of Wisconsin–Madison is requesting approval of a conditional use to allow construction of new physical plant shops to serve the campus, which are proposed to be located on the west side of N. Mills Street, approximately 200 feet north of Regent Street. The three-story, approximately 55,000 gross square-foot facility will replace the University’s existing physical plant shops located a block or so north of the subject site at 115 N. Mills Street, which are being relocated as part of the first phase of the proposed conversion of the nearby Charter Street Heating Plant from a coal-burning plant to a biomass

and natural gas-burning facility. The site of the existing shops will become part of the fuel unloading, storage and conveyance operation for the converted plant, which will remain in much of its current physical configuration and be expanded to accommodate the new fuels. The proposed redevelopment of the Charter Street plant and existing physical plant shop sites will likely be accomplished by a rezoning of those properties to Planned Unit Development zoning by a separate, subsequent application that is otherwise unrelated to the subject conditional use request.

The new physical plant shops will be constructed at 30 N. Mills Street on the eastern 1.36 acres of a larger 2.85-acre parcel that extends west to N. Charter Street and includes the University's fleet services garage and associated surface parking at 27 N. Charter Street and a warehouse facility for the UW Extension, located at 45 N. Charter Street. The site of the proposed shops building is currently occupied by a University surface parking lot. Adjacent land uses include a McDonald's Restaurant to the south at the corner of Regent and Mills streets and a variety of primarily multi-family residences to the east across N. Mills Street. The proposed building and associated improvements will be located on the southern half of the site's N. Mills Street frontage, with approximately 150 feet separating the new building from three parcels fronting Spring Street, which are developed with two multi-family residences and a two-story office building.

The proposed building will have an approximately 18,297 square-foot footprint, with 107 feet of frontage along N. Mills Street and will include a full three stories plus a partial mezzanine above the first floor. The campus steamfitters, plumbing and electrical shops will eventually be located in the new building, as will space for various University physical plant architectural, engineering, design and support offices. The first floor of the building will include an enclosed loading dock, various storage spaces, shops and locker rooms, with the two floors and mezzanine above to primarily be used for office space. However, about one-third of the second floor and the entire third floor are shown as unplanned future space. The building will be set back approximately 8 feet off the N. Mills Street sidewalk, with the public entrance along the eastern elevation. The three-story structure will be constructed of precast concrete panels with two-toned brick cladding along the northern, southern and eastern elevations. A series of vertical reveals have been incorporated into the design of these three facades in an effort to provide articulation along the elevations visible from N. Mills Street.

New stacked parking for 33 vehicles will be located adjacent to the south wall, with another 29 triple-stacked spaces proposed west of the building. Two existing driveways from N. Mills Street will be used to provide access to the shop facility. The existing surface parking located north of the northern driveway and new building will remain, though the University has indicated that this surface parking may eventually be redeveloped as a possible future expansion of the physical shops building.

Analysis & Conclusion

Construction offices and shops for building, cement, electrical, heating, ventilating and air conditioning, masonry, painting, plumbing, refrigeration and roofing, etc. are identified as conditional uses in C3 zoning provided that all parking (other than automobiles), loading, display of merchandise and parking or storage of equipment and supplies is conducted within completely enclosed buildings. The plans for the proposed UW physical plant shops building appear to conform to these provisions, with the main functions of this facility to be located entirely inside the building, including loading. As such, staff does not believe that the establishment of the University's physical plant shops at this location will have an adverse impact on the uses surrounding the site, including the residential uses located east of the site across N. Mills Street. In addition, parking shown adjacent to the southern wall appears to be

automobile parking as required by the conditional use, though staff recommends that a note be placed on the final plans that clarifies the purpose of these parking stalls as automobile parking.

The subject site was identified in the 2008 Regent Street–South Campus Neighborhood Plan for future University support services including physical support facilities for the University campus, including the physical plant and heating and cooling plant. The plan suggests that ground-level commercial and retail uses be integrated into some future University projects to activate the public sidewalk, particularly along N. Mills Street. While given the specific nature of the proposed building, no ground floor commercial space will be included, the building has been oriented in an effort to activate the N. Mills Street frontage to the extent possible through the use of vision glass on most of the available eastern façade and a public entrance directly from the sidewalk. However, due to the location of locker rooms and bathrooms along the eastern wall of the first floor, vision glass will not be provided along the entire first floor adjacent to the sidewalk as generally encouraged in the neighborhood plan, though staff recommends that the University further explore opportunities to relocate those uses and increase the amount of vision glass.

Given the emphasis on urban design in the Regent Street–South Campus Neighborhood Plan, staff preemptively referred the proposed development to the Urban Design Commission for an advisory recommendation. The UDC recommended approval of the proposed building on September 16, 2009 and recommended conditions to be made part of the Plan Commission’s action (see attached report). Planning Division staff has reviewed the Urban Design Commission’s recommendations and recommends that the Plan Commission incorporate most of their comments as conditions of approval for the conditional use, including increasing the overall amount of windows. The remaining UDC recommendations have been included as a separate item for the University to *explore* with Planning staff. However, they may be added as conditions of approval if the Plan Commission so chooses.

With the proposed design changes recommended as conditions of approval, Planning Division staff believes that the conditional use standards can be met for this proposed development.

Staff Recommendations, Conditions of Approval & General Ordinance Requirements
Major/Non-Standard Conditions are shaded

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

The Planning Division recommends that the Plan Commission find the standards met and **approve** a conditional use to allow construction of new physical plant shops for the University of Wisconsin–Madison at 30 N. Mills Street, subject to input at the public hearing, the following Planning Division conditions and the conditions from reviewing agencies:

1. That a note be placed on the site plan prior to receiving final zoning approval for this conditional use to clarify that the stacked parking along the southern wall is for automobiles in accordance with the restriction in C3 Highway Commercial zoning for this specific use.
2. That the project plans be revised per Planning Division approval prior to final zoning approval of this conditional use as follows:
 - 2a.) show the planting of a skyline honeylocust in the landscaped island opposite the southwestern corner of the proposed building;

- 2b.) tint or clad the precast panels along the western, rear façade to match the color of the primary brick along the three other facades to reduce the sharp color contrast between the brick and precast on the rear elevation;
 - 2c.) provide the maximum amount of window inset depth and window height possible per the Urban Design Commission recommendation;
 - 2d.) reconfigure the floorplans, if possible, to relocate the locker rooms and bathrooms from the eastern wall of the first floor to allow the inclusion of full vision glass along the entire first floor façade along N. Mills Street instead of spandrel glass as now proposed.
3. That the applicant explore the following recommendations made by the Urban Design Commission; if the Plan Commission wishes for any or all of these recommendations to become conditions of approval, they should specify accordingly:
- 3a.) the addition of windows in the stair wells along the northern and southern facades and the addition of windows in the shop spaces along the western wall;
 - 3b.) the addition of a canopy along the western, rear elevation to accommodate the amount of activity in addition to looking at alternative colors;
 - 3c.) the relocation of the public entrance to the southeastern corner of the building to provide outside space for employees;
 - 3d.) simplify the landscape plan; don't use crabapple; reduce species; use something more masculine to create a line of monoculture along the south utilizing Ginkgo with the landscaping around the building needing a stronger theme; need a more interesting palate of plants including providing an alternative to the use of spirea.
 - 3e.) pulling the north driveway to the north combined with modifying existing tree islands to create a double-loaded bay to provide greenspace on the building's south elevation;
 - 3f.) the extension of the north and south walls to the west as thicker wing walls to create more architectural integrity.

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

4. Any damage to the N. Mills Street pavement will require restoration in accordance with the City's Patching Criteria.
5. All landscaping beds shall be revised to stay off of the public right of-way. Trees shall not obstruct the public sidewalk.
6. Catchbasins will not be sufficient to meet Wisconsin Department of Natural Resources stormwater treatment criteria; a filter system will be needed.
7. Proposed connection to existing storm box requires permit and must be cored.
8. Plans shall be revised to show existing and proposed public and private storm systems more clearly.
9. The applicant is proposing connecting to an abandoned sanitary sewer main. Provide additional detail and information on how this shall function.

10. The applicant shall close all abandoned driveways by replacing the curb in front of the driveways and restoring the terrace with grass.

11. The applicant's project requires the minor restoration of the street and sidewalk. The applicant shall obtain a Street Excavation Permit for the street restoration work, which is available from the City Engineering Division. The applicant shall pay all fees associated with the permit including inspection fees.
12. All work in the public right of way shall be performed by a City-licensed contractor.
13. The plan set shall be revised to show a proposed private internal drainage system on the site. This information shall include the depths and locations of structures and the type of pipe to be used.
14. 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 7.5-tons per acre per year.
15. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to: control 40% TSS (20 micron particle) off of new paved surfaces; provide oil & grease control from the first 1/2" of runoff from parking areas, and; 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.
16. The applicant shall submit, prior to plan sign-off, digital CAD files to the Land Records Coordinator in the Engineering Division. (Lori Zenchenko) lzenchenko@cityofmadison.com. The digital copies shall be drawn to scale and represent final construction including: building footprints, internal walkway areas, internal site parking areas, lot lines/ numbers/ dimensions, street names, and other miscellaneous impervious areas. All other levels (contours, elevations, etc) are not to be included with this file submittal. Email file transmissions are preferred. The digital CAD file shall be to scale and represent final construction. Any changes or additions to the location of the building, sidewalks, parking/pavement during construction will require a new CAD file. The single CAD file submittal can be either AutoCAD (dwg) Version 2001 or older, MicroStation (dgn) Version J or older, or Universal (dxf) format. Please include the site address in this transmittal.
17. The applicant shall submit, prior to plan sign-off, digital PDF files to the City Engineering Division. The digital copies shall be to scale, shall have a scale bar on the plan set, and shall contain the following items: building footprints; internal walkway areas; internal site parking areas; lot lines and right-of-way lines; street names, stormwater management facilities and; detail drawings associated with stormwater management facilities (including if applicable planting plans).
18. The applicant shall submit prior to plan sign-off, electronic copies of any Stormwater Management File including: SLAMM DAT files; RECARGA files; TR-55/HYDROCAD/etc., and; 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.
19. The applicant's utility contractor shall obtain a connection permit and excavation permit prior to commencing the storm sewer construction.
20. All outstanding Madison Metropolitan Sewerage District (MMSD) and City of Madison sanitary sewer connection charges are due and payable prior City Engineering Division sign-off, unless otherwise collected with a Developer's / Subdivision Contract. Contact Janet Dailey (261-9688) to

obtain the final MMSD billing a minimum of two working days prior to requesting City Engineering Division signoff.

21. 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.

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

22. 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 to lots on either side and across the across drive aisles, signage, percent of slope, vehicle routes, dimensions of radii, aisles, driveways, stalls including the 2 feet overhang, and a scaled drawing at 1" = 20'.
23. Extend landscaped island at the southerly driveway farther west into the handicap stall area to create better access for turning movements within the parking lot. The handicap stall will need to be relocated to meet ADA standards.
24. "Stop" signs shall be installed at a height of 6 feet to the bottom of the first sign at the driveway approach to N. Mills St. 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.
25. This is a State of Wisconsin project; the applicant could note on the plan sheet or submit a letter to the Traffic Engineering Division that states: "The parking stalls design is according to State of Wisconsin parking design standards and approved by the State of Wisconsin."
26. The developer shall post a deposit and reimburse the City for all costs associated with any modifications to traffic signals, street lighting, signing and pavement marking, and conduit and handholes, including labor, engineering and materials for both temporary and permanent installations.
27. Public signing and marking related to the development may be required by the City Traffic Engineer for which the developer shall be financially responsible.

Zoning Administrator (Contact Pat Anderson, 266-5978)

28. Meet all applicable State accessible requirements, including the provision, signage and marking of the required accessible and van-accessible stalls, as required by the Zoning Administrator prior to final approval of the conditional use.
29. The final plan shall be revised to show the location and amount of bicycle parking to serve the proposed building as required by the Zoning Ordinance. Note: A bike-parking stall is two feet by six feet with a five-foot access area. Structures that require a user-supplied locking device shall be designed to accommodate U-shaped locking devices.
30. Parking lot plans with greater than 20 stalls, landscape plans must be stamped by a registered landscape architect. 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.

Parks Division (Contact Tom Maglio, 266-4711)

This agency did not submit comments for this request.

Fire Department (Contact Scott Strassburg, 261-9843)

This agency did not submit comments for this request.

Water Utility (Contact Dennis Cawley, 261-9243)

31. This property is in a Wellhead Protection District–Zone B. The owner shall provide the Madison Water Utility with evidence that no hazardous and/or toxic materials will be stored on site, and that all proposed uses of this site comply with the City of Madison Wellhead Protection Ordinance. Any future change in use for this property will require review by the Madison Water Utility General Manager or his designated representative.

Metro Transit (Contact Tim Sobota, 261-4289)

This agency did not submit comments for this request.

Police Department (Contact Frank Chandler, 266-4238)

This agency did not submit comments for this request.