

## PLANNING DIVISION STAFF REPORT

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FEBRUARY 10, 2016 URBAN DESIGN COMMISSION

FEBRUARY 22, 2016 PLAN COMMISSION



**Project Address:** 2115 Allen Boulevard

**Application Type:** Conditional Use

**Legistar File ID #** [41251](#)

**Prepared By:** Timothy M. Parks, Planning Division  
Report includes comments from other City agencies, as noted.

### Summary

**Applicant & Property Owner:** Erik Rehr, Madison Metropolitan Sewerage District; 1610 Moorland Road; Madison.

**Contact:** Doug Hursh, Potter Lawson, Inc.; 749 University Row; Madison.

**Requested Action:** Approval of a conditional use to allow construction of additions to and the renovation of an existing Madison Metropolitan Sewerage District lift station located at 2115 Allen Boulevard in Marshall Park.

**Proposal Summary:** The Madison Metropolitan Sewerage District (MMSD) is requesting approval to construct an aboveground 1,650 square-foot addition to its Pumping Station No. 15, which is mostly located below grade currently, and a 380 square-foot public restroom building. The pumping station is located in an approximately 21,000 square-foot easement granted to the MMSD over the City's Marshall Park. The project is scheduled to occur in phases beginning in May 2016, with completion of the entire project anticipated in September 2017.

**Applicable Regulations & Standards:** Table G-1 in Section 28.091(1) identifies sewerage system lift stations as a conditional use in the CN (Conservancy) district. Section 28.183 of the Zoning Code provides the process and standards for the approval of conditional use permits. Section 33.24(4)(d) of the Urban Design Commission ordinance requires the Urban Design Commission to approve the plans for all buildings to be built or expanded by the City of Madison and certain other governmental entities, including MMSD facilities.

**Review Required By:** Urban Design Commission and Plan Commission.

**Summary Recommendation:** The Planning Division recommends that the Plan Commission find the standards met and **approve** a conditional use to allow construction of additions to and renovation of MMSD Pumping Station No. 15 at 2115 Allen Boulevard in Marshall Park following a recommendation by the Urban Design Commission and subject to input at the public hearing and the conditions from reviewing agencies beginning on page 3 of this report.

### Background Information

**Parcel Location:** An approximately half-acre project area located in the northwestern corner of 37-acre Marshall Park adjacent to Allen Boulevard (CTH Q); Aldermanic District 19 (Clear); Madison Metropolitan School District.

**Existing Conditions and Land Use:** Marshall Park is zoned CN (Conservancy District). The park extends between Allen Boulevard and Lake Mendota generally north of University Avenue. In addition to the lift station, the park includes a boat launch, kayaking/ canoeing facilities, a shelter, bathhouse, and various recreational facilities as well as two historic single-family residences leased to private residents, which are accessed from Thorstrand

Road, a private road that extends north from University Avenue. The area adjacent to the lift station is primarily used for parking, including parking to the east for the nearby boat launch, and to the south for general park use.

**Surrounding Land Use and Zoning:** The city limits between the City of Madison and City of Middleton meanders through the area surrounding the Allen Boulevard-University Avenue intersection. The park is located entirely in Madison, as are the residences south and southeast of the park along Thorstrand Road. The properties located adjacent to the southwestern corner of the park are located in Middleton and include an auto service station, Imperial Gardens restaurant, and Marshall Park Condominiums. The northern edge of the park and lift station site is a privately owned open space located in Middleton, with residences in Middleton along Middleton Beach Road located along the lake edge. Properties across Allen Boulevard from the park are developed with a variety of multi-family residential complexes located in the City of Middleton.

**Adopted Land Use Plans:** The Comprehensive Plan recommends Marshall Park for Park and Open Space uses.

**Zoning Summary:** Marshall Park is zoned CN (Conservancy District).

Requirements	Required	Proposed
Lot Area	5 acres	37.07 acres (overall park)
Lot Width	30'	Existing, exceeds
Minimum Front Yard	30'	See conditions
Side Yard	80'	See conditions
Rear Yard	100'	Will comply
Maximum Lot Coverage	5%	Will comply
Maximum Building Height	2 stories, 35'	1 story
Building Form	Civic or Institutional Building	Complies
Automobile Parking	0 for lift station	No change for park
Bicycle Parking	0 for lift station	0
Loading	0	0
<b>Other Critical Zoning Items</b>		
Yes:	Urban Design (Public Building), Utility Easements, Waterfront Development	
No:	Wellhead Protection, Floodplain, Landmarks, Barrier Free	
<i>Prepared by: Tim Parks, Planning Division</i>		

**Environmental Corridor Status:** This property is located within a mapped environmental corridor and is identified on the corridor map as public land with shoreline and woodlands over 80% canopy (see Map C7).

**Public Utilities and Services:** Marshall Park is served by a full range of urban services, including seven-day Metro Transit service along Allen Boulevard and University Avenue.

## Project Description, Analysis and Conclusion

The Madison Metropolitan Sewerage District (MMSD) is requesting conditional use approval to allow an aboveground addition to be built at its existing Pumping Station No. 15. The pumping station occupies an approximately 21,000 square-foot easement located in the northwestern corner of Marshall Park, an approximately 37-acre City of Madison park generally located between Allen Boulevard (CTH Q) and Lake Mendota north of University Avenue. The lift station has existed in the park since 1974 and currently appears

primarily as a tall, thick concrete slab with utility pedestals and radio communications equipment from passersby along Allen Boulevard and a bike path that parallels it. Nearby features of the park include the boat launch and adjacent auto-boat parking lot that extends along the northern edge of the park property, and the park driveway from Allen Boulevard and general park parking lot, which are located south of the lift station.

As part of the project, the sewerage district proposes to renovate the existing belowground pumping station and expand it above ground to include additional pumping, electrical, and mechanical equipment to be located in a one-story, 1,650 square-foot masonry building that will include sloped roofs and a solar array. A second similarly styled, 380 square-foot building housing restrooms for the park will be located approximately 30 feet south of the aboveground pumping station addition. Construction of the restrooms will be funded by MMSD but will be operated by the Parks Division pursuant to an agreement that will be executed separately from this conditional use approval. A bike station and boat washing station are also components of the proposed MMSD project. The project area is limited to the northwestern quadrant of Marshall Park; no work in the remainder of the park is contemplated with this application.

Sewerage system lift stations are conditional uses in the CN (Conservancy) district. Marshall Park was zoned CN as part of the mapping of the new Zoning Code but was previously zoned R1 (Single-Family Residence District) under the 1966 Zoning Code, in which sewerage system lift stations also required conditional use approval. Planning staff believes that the standards for approval are met for the proposed additions to MMSD Pumping Station No. 15 and the restroom building. Staff believes that both buildings are well designed and will integrate well with the existing landscape and buildings in Marshall Park. Staff does not anticipate any negative impacts on the uses, values and enjoyment or normal and orderly development of the park or on surrounding properties, most of which are located in the City of Middleton. In preparation for the Plan Commission hearing on the proposed conditional use, notices were sent to property owners and occupants within 200 feet of the site located both in the City of Madison and the City of Middleton.

The Board of Park Commissioners approved the plans for the MMSD Pump Station No. 15 expansion in Marshall Park at its January 13, 2016 meeting.

## **Recommendation**

### **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 additions to and renovation of MMSD Pumping Station No. 15 at 2115 Allen Boulevard in Marshall Park following a recommendation by the Urban Design Commission and subject to input at the public hearing and the following conditions:

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

### **Planning Division**

1. The plans shall be revised prior to the issuance of building permits to include: a fully dimensioned site plan that identifies the exterior dimensions of the property and existing and proposed buildings, and dimensions the setbacks of the buildings as proposed from Allen Boulevard and the northern property line.

**City Engineering Division** (Contact Tim Troester, 267-1995)

2. The applicant shall provide a set of plans and calculations for the stormwater management facilities being proposed. There is no maintenance agreement required as these are being done voluntarily.
3. The applicant shall demonstrate compliance with Section 37.07 and 37.08 of 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. This project falls in the Rock River TMDL Zone and is subject to increased erosion control enforcement as authorized by Resolution 14-00043 passed by the Common Council on January 21, 2014. The project will be expected to meet a higher standard of erosion control than the minimum standards set by the Wisconsin Department Natural Resources (WDNR).
5. This project appears to require construction dewatering. A dewatering plan shall be submitted to City Engineering as part of the Erosion Control Permit.
6. For commercial sites less than 1 acre in disturbance, the City of Madison is an approved agent of the Department of Commerce and Wisconsin Department of Natural Resources (WDNR). As this project is on a site with disturbance area less than 1 acre, and contains a commercial building, the City of Madison is authorized to review infiltration, stormwater management, and erosion control on behalf of the Department of Commerce. No separate submittal to Commerce or the WDNR is required.
7. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to 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 MGO.
8. The applicant shall replace all sidewalk and curb and gutter that abuts the property that is damaged by the construction, or any sidewalk and curb and gutter, which the City Engineer determines needs to be replaced because it is not at a desirable grade, regardless of whether the condition existed prior to beginning construction.
9. All work in the public right of way shall be performed by a City-licensed contractor.
10. All damage to the pavement on Allen Boulevard adjacent to this development shall be restored in accordance with the City's Pavement Patching Criteria

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

11. The site plan shall reflect a proper street address of the property as reflected by official City of Madison Assessor's and Engineering Division records. The address of the MMSD Pump Station 15 is 2115 Allen Boulevard; the new restroom building will be 2113 Allen Boulevard.
12. Provide and label all easements of record as per the comments by the Parks Division [below].

**Traffic Engineering Division** (Contact Eric Halvorson, 266-6527)

13. The applicant shall submit one contiguous plan for approval. The plan drawing shall be scaled to 1" = 20' and include the following, when applicable: existing and proposed property lines; parcel addresses; all easements; 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 2 feet of vehicle overhang; drive aisle dimensions; semitrailer movement and vehicle routes; dimensions of radii; and percent of slope.
14. All parking facility design shall conform to the standards in MGO Section 10.08(6).

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

15. The solar panel installation shall comply with the International Fire Code 2015 edition, Section 605.11 and the latest edition of NFPA 70, National Electric Code.

16. The Madison Fire Department recommends the buildings/city assets be protected with an automatic fire sprinkler system.

**Water Utility** (Contact Dennis Cawley, 261-9243)

17. All operating private wells shall be identified and permitted by the Madison Water Utility and any unused private wells shall be abandoned in accordance with MGO Section 13.21.

**Parks Division** (Contact Janet Schmidt, 261-9688)

18. The bio-retention basin should not include any decorative rip-rap or accent boulders and should be planted with native plants (Parks will advise to what plants to use but generally we will want a grassed edge with prairie plantings) – please modify the drawings accordingly.

19. The Parks Division and Madison Metropolitan Sewerage District will provide a maintenance agreement on the general operations of the restroom facility and maintenance of the ground improvements prior to approval of the zoning.

20. Provide details on the bike repair station and parking, the water fountain, and the boat washing station for final approval by the Parks Division prior to final sign-off and issuance of building permits.

21. Final approval of the landscaping plan for the pumping station, restrooms and related site improvements shall be as approved by the Board of Park Commissioners and implemented by the Parks Division prior to final sign-off and issuance of building permits.

22. Show patching of the bike path, and note that a permit by the City of Middleton will be required for tapping into the existing inlet on Allen Boulevard.

23. Plans should include all the details that are listed in the Legend on page L-01. Those details were not included with what was provided.

24. Parks staff will advise on the final planting plan for the bioretention area and any areas that Parks Division will be required to maintain. Coordinate with City Engineering during the final sign-off process.
25. Provide all easements of record on the drawings. There is a MMSD easement per document 1354825 that is not shown, in addition to MG&E underground easement Document No. 1727418 that is not included. There also appears to be a water easement per Document No. 1123568 that is not shown. The MMSD easement for the pumping station should be labeled as easement Document No. 1358656.
26. Notes include meter vault and force main bypass manholes on Sheet C-4 and C-3 that should be included in the final plans.
27. The grades on the parking lot on the southerly side of the boat parking immediately adjacent to the buildings appear to be wrong – revise as necessary.
28. The Asphalt Driveway detail sheet is not included. Provide the detail sheets for any detail that is called out on the plans.
29. Provide dimensions on the parking stalls.

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

This agency's comments will be attached to this report once they are available.

**Metro Transit** (Contact Tim Sobota, 261-4289)

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