



PREPARED FOR THE PLAN COMMISSION

Project Address: 1835 Wright Street (12th Aldermanic District, Alder Abbas)
Application Type: Zoning Map Amendment and Conditional Use
Legistar File ID # [58473](#) and [58232](#)
Prepared By: Chris Wells, Planning Division
Report includes comments from other City agencies, as noted

Summary

Applicant & Contact: Ken Turba; Plunkett Raysich Architects, LLP; 2310 Crossroads Drive; Madison, WI 53718
Property Owner: Madison College (Fred Brechlin); 1701 Wright Street; Madison, WI 53704

Requested Actions: Approval of a request to rezone 1835 Wright Street from the IL (Industrial – Limited) District to the CI (Campus-Institutional) District; and approval of two conditional uses to establish two secondary uses occurring outside of an enclosed building on a property [proposed] in the Campus-Institutional (CI) District without a Campus Master Plan, to allow a former truck rental facility to be converted into a daycare center and parking lot for Madison College.

Proposal Summary: The applicant proposes to convert the roughly 17,000-square-foot, former Penske Truck Rental to house the relocated Madison College’s Truax Child and Family Center. Parking for the daycare use will be located to the west on the building while parking for Madison College faculty and staff will occupy large area to the east. The site is also proposed to be rezoned from the IL (Industrial – Limited) District into the CI (Campus-Institutional) District. No Campus Master Plan is required as the proposal is considered to be an addition to the CI-zoned, Madison College parcel to the south. The building will be re clad with new materials and outdoor play areas for the daycare will be added along the southern and eastern elevations.

Applicable Regulations & Standards: Section 28.182 of the Zoning Code provides the process for zoning map amendments. Section 28.097(2)(d) states that, in a Campus-Institutional District without a Campus Master Plan, the establishment, improvement, or modification of any primary or secondary use occurring outside of an enclosed building shall require conditional use approval. Section 28.097(3)(b) includes daycare facilities and surface parking as secondary uses in the CI District. Section 28.183 provides the process and standards for the approval of conditional use permits.

Review Required By: Urban Design Commission, Plan Commission, and Common Council.

Summary Recommendation: The Planning Division recommends that the Plan Commission forward Zoning Map Amendment ID 28.022 -- 00414, rezoning 1835 Wright Street from the IL (Industrial – Limited) District to CI (Campus-Institutional) District to the Common Council with a recommendation of **approval**, and find the standards met to **approve** two conditional uses in a [proposed] Campus-Institutional (CI) District without a Campus Master Plan to establish two secondary uses occurring outside of an enclosed building, to allow a former truck rental facility to be converted into a daycare center and parking lot for Madison College. These recommendations are subject to input at the public hearing, and the conditions from reviewing agencies beginning on page 6 of this report.

Background Information

Parcel Location: The subject site is a 158,300-square-foot (1.93-acre) lot with frontage along Wright Street. It is located within Aldermanic District 12 (Ald. Abbas) and the Madison Metropolitan School District.

Existing Conditions and Land Use: The subject site is currently developed with a single-story, roughly 17,000 warehouse building which was occupied by Penske Truck Rental. The majority of the rest of the site is paved with surface parking to the east and west of the building.

Surrounding Land Uses and Zoning:

North & East: A two-story warehouse building, zoned IL (Industrial- Limited) District;

South: The Madison College Truax Campus, zoned CI (Campus-Institutional) District; and

West: Across Wright Street are warehouses, zoned IL.

Adopted Land Use Plans: The [Comprehensive Plan](#) recommends Special Institutional (SI) uses for the subject site.

Environmental Corridor Status: There are no environmental corridors on the subject site.

Public Utilities and Services: The site is served by a full range of urban services. Metro Transit currently operates weekday transit service along Wright Street. Bus stops with passenger waiting shelters and benches are just south of the project site, at the mid-block pedestrian crosswalk that is north of Anderson Road. Additional stops are to the north, at the Kinsman Boulevard intersection with Wright Street.

Zoning Summary: The site is proposed to be rezoned into the CI (Campus-Institutional) District.

Requirements	Required	Proposed
Lot Area (sq. ft.)	6,000 sq. ft.	158,299 sq. ft.
Lot Width	50'	237'
Front Yard Setback	0	Existing front setback
Side Yard Setback	0	16.1' existing side setback
Rear Yard Setback	0	Existing rear setback
Maximum Lot Coverage	85%	Less than 85%
Maximum Building Height	3 stories/ 68'	1 story existing building

Site Design	Required	Proposed
Number Parking Stalls	Daycare center/ nursery school: 1 per 15 clients plus 1 per 2 employees (9)	218 <i>(See Comments #25 & #26)</i>
Accessible Stalls	Yes	2
Loading	Not required	None
Number Bike Parking Stalls	Daycare center/ nursery school: 1 per 5 employees (2)	6 <i>(See Comment #27)</i>
Landscaping and Screening	Yes	Yes <i>(See Comments #28, #29, #30, #31)</i>
Lighting	Yes	Yes
Building Forms	Not required	Existing building

Other Critical Zoning Items:	Urban Design (Public Building); Barrier Free (ILHR 69); Utility Easements
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Project Description

The applicant is requesting three approvals in order to convert a former truck rental facility 1835 Wright Street into a daycare center and parking lot for Madison College: 1) approval to rezone the property from IL (Industrial – Limited) District to CI (Campus-Institutional) District; and 2) approval of two conditional uses to establish two secondary uses occurring outside of an enclosed building on a property [proposed] in the Campus-Institutional (CI) District without a Campus Master Plan.

The applicant proposes to rezone the subject site from the IL (Industrial – Limited) District to the CI (Campus-Institutional) District. This zoning designation would match that of the large Madison College Truax Campus which abuts the parcel to the south. While MGO Section 28.097(2)(a) states “*Any Campus Institutional District created after the effective date of this ordinance shall submit a Campus Master Plan, which shall be approved as part of the map amendment*”, the City’s Zoning Administrator has determined that this proposal is not considered to be a *new* Campus-Institutional District but rather an *addition* to the existing CI-zoned, Madison College parcel to the south.

The applicant proposes to convert the roughly 17,000-square-foot, former Penske Truck Rental building into the new location of the relocated Truax Child and Family Center. The daycare is currently located just to the south in the Madison College - Truax Campus’ Main Building (1701 Wright Street). The daycare center is expressly for use by Madison College faculty and students. The current plan is for the daycare center to occupy roughly 8,500 square-feet of the renovated building. While the applicant has stated that the users of the remaining space are still to be determined, they have mentioned that it could be the College’s Data Center operations, or office space for the College). (Note: both uses just mentioned fall under the list of secondary uses listed as secondary uses in the CI District. As a result, assuming that they were located entirely within the building, both would be considered permitted uses.)

The daycare center will occupy almost the entire southern half of the building, with the center’s main entrance located along the western façade. The administration components will be clustered in the area just inside the main entrance while the four classrooms will be located along the southern and eastern facades. Each classroom will have direct access out onto an outdoor play area. The applicant noted, during their UDC presentation to the Urban Design Commission, that the outdoor play areas will be a mixture of poured rubber, mulch, and grass.

The building will be re-clad to better match the general palette of materials and colors of the adjacent Truax Campus. The building’s southwest quadrant will be clad with a beige- and medium brown-colored stone veneer. A separate, one-story band of medium brown-colored stone veneer with a light beige stone lintel will also wrap the northern façade while the remainder will be a grey metal wall panel.

Regarding parking, the site will contain a total of 228 surface stalls. Thirty-four surface stalls will be located on the west side of the building for use by daycare staff as well as parents/guardians picking up and dropping off their children. These stalls will be accessed from Wright Street as well as from the drive aisle which runs parallel to the site’s northern property line, on the adjacent site (the sites share cross access). The eastern half of the site will contain 194 surface stalls for use by the Madison College faculty and staff. These will also be accessed from the drive aisle to the north. Finally, six bicycle stalls will be located near the main entrance of the daycare center.

Additional landscaping will also be added in order to bring the site into compliance with Section 28.142 of the Zoning Code. Shade trees such as Autumn Blaze Maple, Ginko, and Elm, and ornamental trees such as Crabapple, Chokeberry will be planted along the perimeter of the site as well as in the parking lot tree islands. Large beds of plants such as Spirea, Blazingstar, and Reed Grass will flank the eastern and western façades.

Analysis and Conclusion

This proposal is subject to the approval standards for Zoning Map Amendments [MGO Section 28.182(6)] and Conditional Uses [MGO Section 28.183(6)]. It is also subject to MGO Section 28.097 which pertains to the Campus-Institutional District.

Conformance with Adopted Plans

The [Comprehensive Plan](#) recommends Special Institutional (SI) uses for the subject site. Given the fact that the daycare facility is run by Madison College and both the daycare and parking facility solely serve the College, the Planning Division believes the project plans are consistent with this recommendation.

Zoning Map Amendment Standards

Staff believes that the Zoning Map Amendment standards can be found met. These standards state that such 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. Chapter 66.1001(3) of Wisconsin Statutes requires that zoning ordinances (of which the zoning map is part) enacted or amended after January 1, 2010 be consistent with the City's [Comprehensive Plan](#). 2010 Wisconsin Act 372 clarified "consistent with" as "furthers or does not contradict the objectives, goals and policies contained in the comprehensive plan." Staff believes that the project is consistent with the [Comprehensive Plan](#), as noted above.

Conditional Use Standards

This proposal requires conditional use approvals to establish, improve, or modify two secondary uses occurring outside of an enclosed building on a property [proposed] in the Campus-Institutional (CI) District without a Campus Master Plan. In regards to conditional use approval standards, 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 M.G.O. Section 28.183(6) are met.

The Planning Division believes that the project meets the standards of approval for Conditional Uses and provides additional discussion on Approval Standard #9. Standard #9 states, "*When applying the above standards to any new construction of a building or an addition to an existing building the Plan Commission shall find that the project creates an environment of sustained aesthetic desirability compatible with the existing or intended character of the area and the statement of purpose for the zoning district. In order to find that this standard is met, the Plan Commission may require the applicant to submit plans to the Urban Design Commission (UDC) for comment and recommendation.*" The UDC granted the proposal final approval on December 11, 2019 with the following conditions:

1. Provide a copy of the final landscape plan for project file and final site plan review
2. Provide some vegetation in the play area in addition to raised garden beds. Consider additional trees (or series of trees) and native grasses.
3. Update landscape selections for other areas
 - Replace the summer hydrangea with an annabelle
 - Consider alternate native species rather than the Canada wild rye
 - Select a more hearty Sedum plant, go toward a cultivar rather than the straight species

Given the approval from the UDC, Staff believe Standard #9 can be found met.

Public Input

At the time of report writing, staff has not received any comments on the proposed request.

Conclusion

The Planning Division believes that the standards for Zoning Map Amendments and Conditional Uses can be found met with this proposal. Given the fact that the daycare facility is run by Madison College and both the daycare and parking facility solely serve the College, the Planning Division believes the project plans are consistent with the [Comprehensive Plan's](#) recommendation of Special Institutional (SI) uses for the subject site.

Recommendation

Planning Division Recommendation (Contact Chris Wells, 261-9135)

The Planning Division recommends that the Plan Commission forward Zoning Map Amendment ID 28.022 -- 00414, rezoning 1835 Wright Street from the IL (Industrial – Limited) District to CI (Campus-Institutional) District to the Common Council with a recommendation of **approval**, and find the standards met to **approve** two conditional uses in a [proposed] Campus-Institutional (CI) District without a Campus Master Plan to establish two secondary uses occurring outside of an enclosed building, to allow a former truck rental facility to be converted into a daycare center and parking lot for Madison College. These recommendations are subject to the Urban Design Commission approval of the public building, input at the public hearing, and the conditions that follow.

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

City Engineering Division (Contact Brenda Stanley, 261-9127)

1. The property is a closed contaminant site with the WDNR (BRRTS #03-13-001653). Submit proof of coordination with the WDNR to address potential vapor intrusion and manage contaminated soils encountered during construction (Brynn Bemis, bbemis@cityofmadison.com, 608.267.1986).
2. Obtain a Street Terrace permit for the proposed work (installation of the driveway apron, landscaping, etc.) This permit application is available and must be completed on line at <http://www.cityofmadison.com/engineering/permits.cfm> (MGO 10.08)
3. If this project will disturb 4,000 sf or more of land area, an Erosion Control Permit will be required. Submit the Erosion Control Permit Application (with USLE calculations and associated fee) to Megan Eberhardt (west) at meberhardt@cityofmadison.com, or Daniel Olivares (east) at daolivares@cityofmadison.com, for approval. The permit application can be found on City Engineering's website at <http://www.cityofmadison.com/engineering/Permits.cfm>.
4. Submit, prior to plan sign-off but after all revisions have been completed, a digital CAD file (single file) to the Engineering Division that is to scale and represents final construction with any private storm and sanitary sewer utilities.

5. Submit, prior to plan sign-off but after all revisions have been completed, digital PDF files to the Engineering Division. Email PDF file transmissions are preferred to: bstanley@cityofmadison.com (East) or ttroester@cityofmadison.com (West).

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

6. The site plan shall note that this site is subject to a Declaration of Joint Driveway and Inter-Lot Stormwater Agreement recorded as Document No 4484697.
7. Applicant shall coordinate the possible partial rerelease of the existing watermain easement that encumber the Lot per Doc No's 1390227 & 4512376 along the south side of the existing building. There currently is only a 6" water main that only serves the existing building. The main exists from the southwest area of the building going westerly to Wright Street. This shall be coordinated with Adam Wiederhoeft of the Madison Water Utility.
8. The site plan shall also include showing and labeling the existing watermain easements that encumber the Lot per Doc No's 1390227 & 4512376. Also, demolitions, existing and proposed signage, existing and proposed utility locations and landscaping shall be provided.
9. Provide a site demolition plan showing all improvements and pavements to be removed from the site.

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

10. The applicant shall submit one contiguous plan showing proposed conditions and one contiguous plan showing existing conditions for approval. The plan drawings shall be scaled to 1" = 20' and include the following, when applicable: existing and proposed property lines; parcel addresses; all easements; vision triangles; 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 two (2) feet of vehicle overhang; drive aisle dimensions; semitrailer movement and vehicle routes; dimensions of radii; and percent of slope.
11. The Developer shall post a security deposit prior to the start of development. In the event that modifications need to be made to any City owned and/or maintained traffic signals, street lighting, signing, pavement marking and conduit/handholes, the Developer shall reimburse the City for all associated costs including engineering, labor and materials for both temporary and permanent installations.
12. The City Traffic Engineer may require public signing and marking related to the development; the Developer shall be financially responsible for such signing and marking.
13. All parking facility design shall conform to MGO standards, as set in section 10.08(6).
14. All bicycle parking adjacent pedestrian walkways shall have a 2 foot buffer zone to accommodate irregularly parked bicycles and/or bicycle trailers.

15. All pedestrian walkways adjacent parking stalls shall be 7 feet wide to accommodate vehicle overhang, signage and impediments to walkway movements. Any request for variance shall be submitted to and reviewed by City Traffic Engineering.
16. The applicant shall adhere to all vision triangle requirements as set in MGO 27.05 (No visual obstructions between the heights of 30 inches and 10 feet at a distance of 25 feet behind the property line at streets and 10 feet at driveways.). Alteration necessary to achieve compliance may include but are not limited to; substitution to transparent materials, removing sections of the structure and modifying or removing landscaping elements. If applicant believes public safety can be maintained they shall apply for a reduction of MGO 27.05(2)(bb) - Vision Clearance Triangles at Intersections Corners. Approval or denial of the reduction shall be the determination of the City Traffic Engineer.
17. The applicant shall provide a clearly defined 5' walkway clear of all obstructions to assist citizens with disabilities, especially those who use a wheel chair or are visually impaired. Obstructions include but are not limited to tree grates, planters, benches, parked vehicle overhang, signage and doors that swing outward into walkway.
18. "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.
19. The applicant shall show the dimensions for the proposed class III driveway including the width of the drive entrance, width of the flares, and width of the curb cut.
20. All existing driveway approaches on which are to be abandoned shall be removed and replaced with curb and gutter and noted on the plan.
21. Secure parking facility. This is usually done with continuous six (6) inch curb, timbers, preformed wheel stops, guardrail erected at a height of eighteen (18) inches or fencing of sufficient strength to act as a vehicle bumper.
22. Applicant shall submit for review a student drop off and pickup plan. This plan shall include the number of students, estimated modes of arrival by percentage, estimated arrival times and any requested passenger loading zones.
23. Developer shall provide a recorded copy of any joint driveway ingress/egress and crossing easements and shall be noted on face of plan.

Zoning Administrator (Contact Jenny Kirchgatter, 266-4429)

24. The property at 1835 Wright Street is part of a planned multi-use site. Submit an overall site plan exhibit including the cross connected property located to the north at 1849 Wright Street.
25. On the site plan, label the parking area intended for use by the daycare center and the parking area intended for use by the Madison College Truax Campus.

26. Identify the short-term parking stalls for the daycare center. A designated area for the short-term parking of vehicles engaged in loading and unloading children shall be provided. The designated area shall be located as close as practical to the principal entrance of the building and shall be connected to the building by a sidewalk.
27. Provide a bike rack detail showing the model of bike rack to be installed.
28. Submit details showing that the landscape islands contain a minimum of 75% vegetative cover. Per Sections 28.142(3)(c) and 28.142(4)(e), planting beds or planted areas must contain at least 75% vegetative cover mulched. Mulch shall consist of shredded bark, chipped wood or stone installed at a minimum depth of two (2) inches. If stone is used, it shall be spread over weed barrier fabric.
29. Submit the landscape plan 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.
30. Identify the ground surface of the proposed playground areas.
31. Show the trash enclosure area on the site plan. All developments, except single family and two family developments, shall provide a refuse disposal area. Such area shall be screened on four (4) sides (including a gate for access) by a solid, commercial-grade wood fence, wall, or equivalent material with a minimum height of six (6) feet and not greater than eight (8) feet. Submit a detail of the trash enclosure.
32. 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.
33. 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.

Fire Department (Contact Bill Sullivan, 261-9658)

34. Provide documentation of the access easement with the property to the north where the fire lane access is being proposed.
35. Additional fire access will be required to be documented in order to provide coverage of the south side of the building.

Water Utility (Contact Jeff Belshaw, 261-9835)

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

Metro Transit (Contact Tim Sobota, 261-4289)

36. Metro Transit currently operates weekday transit service along Wright Street. Bus stops with passenger waiting shelters and benches are just south of the project site, at the mid-block pedestrian crosswalk that is north of Anderson Road. Additional stops are to the north, at the Kinsman Boulevard intersection with Wright Street.

Parks Division (Contact Kathleen Kane, 261-9671)

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

City Forestry Section (Brad Hofmann, 267-4908)

37. Additional street trees are needed for this project. All street tree planting locations and trees species within the right of way shall be determined by City Forestry. Please submit a site plan (in PDF format) to Brad Hofmann – bhofmann@cityofmadison.com or (608) 266-4816. Tree planting specifications can be found in section 209 of City of Madison Standard Specifications for Public Works Construction -