



Department of Planning & Community & Economic Development

Planning Division

Katherine Cornwell, Director

Madison Municipal Building, Suite LL-100
215 Martin Luther King, Jr. Boulevard
P.O. Box 2985
Madison, Wisconsin 53701-2985
Phone: (608) 266-4635
Fax (608) 267-8739
www.cityofmadison.com

TO: Plan Commission
FROM: Timothy M. Parks, Planner
DATE: December 15, 2014
SUBJECT: ID [36065](#) [Substitute] – Approval of a request to rezone 4114-4150 Commercial Avenue and 4141 Nakoosa Trail from CC (Commercial Center District) to IL (Industrial–Limited District).

A request sponsored by Ald. David Ahrens (District 15) was introduced on November 18, 2014 to change the zoning of 5 City owned properties located at 4114-4150 Commercial Avenue and 4141 Nakoosa Trail from CC (Commercial Center District) to IL (Industrial–Limited District) to accommodate the future construction of new City of Madison storage and fleet maintenance facilities.

The City acquired the subject properties in 2013 for the purposes of constructing new storage and fleet maintenance facilities for a variety of agencies including, but not limited to, Fleet Services, Fire [Vehicle] Maintenance, Radio Shop operations, select Madison Metro operations, and the Public Library. Four of the 5 parcels are undeveloped. The fifth and largest parcel, 4141 Nakoosa Trail, is currently developed with the one-story, 76,715 gross square-foot former Cub grocery store, which faces to the southwest across an approximately 500-stall surface parking lot.

Plans for the new City facilities are still being developed, and construction of the first phase of the multi-phase storage and fleet-related campus project is not anticipated until 2016. Whether or not the former grocery store will be reused as part of the project or demolished has not been determined at this time. Urban Design Commission approval of the project(s) will be required prior to the commencement of construction per MGO Section 33.24(4)(d), which requires the UDC to approve the plans for all public buildings to built or expanded by the City of Madison.

Public safety and service facilities are a permitted use in both the existing CC and proposed IL zoning districts. However, buildings developed in the CC district are subject to a number of specific design standards applicable to new development in the Commercial and Mixed-Use zoning districts per Section 28.060 of the Zoning Code, including criteria for window openings, entrance orientation, building material requirements, and limitations on the storage of materials and trucks (including vehicles awaiting service), which could significantly impact the development of the new storage and fleet maintenance campus. The IL district has fewer such design requirements and was felt to be more conducive to the envisioned character of the new campus, including the setback of the new building(s) from Nakoosa Trail and the likely need for a large outdoor storage area for vehicle and accessory equipment storage. Additionally, many City facilities like the ones proposed to be relocated to the subject site are zoned in various Employment districts, including IL and TE (Traditional Employment).

In addition to the former grocery store, the 5 parcels to be rezoned are located in an area that includes other parcels to the north and west developed with or planned for commercial uses in CC zoning, including a Wal-Mart store located across Nakoosa Trail, a two-story office building and UW Credit Union located across Commercial Avenue, and an auto service station and convenience store located at the southeastern corner of Commercial and Nakoosa adjacent to the site. The properties and commercial sites to the north and west are recommended for General Commercial land uses in the Comprehensive Plan. Properties east of the site along Walsh Road are developed with a series of multi-tenant light industrial, warehouse and personal storage buildings in IL zoning on lands recommended for Industrial land uses by the Comprehensive Plan. The respective commercial and industrial land use recommendations and zoning of the subject site and surrounding properties are also consistent with the (1987) East Towne-Burke Heights Neighborhood Development Plan.

Staff believes that the proposed zoning map amendment can meet the standards for approval. [The substitute reflects the correction of a typo in the legal description that was corrected prior to the public hearing being noticed.] Although the subject site is recommended for commercial uses in the Comprehensive Plan and East Towne-Burke Heights Neighborhood Development Plan, staff believes that the rezoning to IL would not be inconsistent with the recommended uses given the industrial zoning, development pattern, and land use recommendations adjacent to the east. While mapped to specific locations, the land use recommendations presented in the Comprehensive Plan are broad, and the exact shape of many of the land use districts is conceptual and not intended to be as expressly regulatory like a zoning map. Therefore, staff believes that the rezoning of lands to the same district as a substantial area of adjacent IL zoning represents a modest departure from the adopted land use maps and reflects the transitional nature of the subject site and its surroundings.