
28G. Special Districts

Introduction

This section contains four distinct districts that are grouped together for convenience in presentation:

- *Agricultural District – an update to the current Agricultural District, with the additional goal of supporting permanent agriculture within City limits;*
- *Urban Agricultural District – a new district designed to encourage and legitimize small-scale farming operations in the urban portions of the City;*
- *Conservancy District – an update to the existing Conservancy District that is focused to a greater degree on land uses compatible with parks and other public and semi-public land;*
- *Campus Institutional District – a new district that is designed to recognize the distinct attributes and existing plans of the City’s college, university and medical campuses;*
- *Airport – a new district designed to recognize the Dane County Regional Airport and cross-reference the County’s height limitations and other standards.*

Because these districts are so different in nature, there are no common “General Provisions” in this chapter – each district has distinctive standards.

As with the other sections of the draft Zoning Code, note that sections in italics and sidebars are comments or questions, not code text.

Special District Uses

Table __.1 lists all permitted and conditional uses in the following districts:

- A: Agricultural District
- UA: Urban Agricultural District
- C: Conservancy District
- AP: Airport District

Uses allowed within the Campus Institutional District are listed separately in Section ____.

- A. Uses marked as “P” are permitted in the districts where designated.
- B. Uses marked with a “C” are allowed as conditional uses in the districts where designated, in compliance with all applicable standards.
- C. Uses indicated as “P/C” may be permitted or conditional, depending on their size and scale, as specified.
- D. Uses marked with an “A” are allowed when accessory to another allowed use. Some accessory uses are also conditional, depending on their size and scale, as indicated in the table by “A/C”.
- E. A “Y” in the “Standards” column means that specific standards must be complied with, whether the use is permitted or conditional. Standards are included in Subchapter __, Supplemental Regulations.

Key to Table:

A	Agricultural
UA	Urban Agricultural
C	Conservancy
AP	Airport
CI	See Section ____

	A	UA	C	AP	Stds
Agricultural and Resource Uses					
Agriculture - Cultivation	P	P			
Agriculture - Animal husbandry	P	C			Y
Agriculture - Intensive	C				Y
Kennel, animal boarding	P				Y
Community garden	P	P	C		Y
Market garden	P	P	C		Y
On-site agricultural retail, farm stand	A	A	A		Y
Selective cutting	P	P	P	P	
Clear cutting	C	C	C	C	Y
Civic and Institutional Uses					
Civic auditorium complex			C		
Day care, home	A				
Parks and playgrounds	P	P	P		
Public safety facilities (fire, police stations, etc.)	P		P	P	Y
Schools, arts, technical or trade	C			C	Y
Residential - Family Living					
Single-family detached dwelling	P				Y
Accessory dwelling unit, attached or detached					Y
Caretaker's dwelling	A	A	A		
Offices					
Home occupation	A/C				Y
Professional office				A	
Limited Production, Processing and Storage					
Artisan workshop	C				
Recycling collection center, drop-off station	C				
Public Utility and Public Service Uses					
Electric substations	P	C	C	P	Y
Gas regulator stations, mixing and gate stations	P	C	C	P	Y
Sewerage system lift stations	P	C	C	P	Y
Stormwater management facilities	P	C	C	P	Y
Telecommunications towers and transmission equipment buildings	C	C	C	P	Y
Water pumping stations, water reservoirs	P	C	C	P	Y
Transportation Uses					
Transit stop or station	P	P	P	P	
Airport terminal and related facilities				P	
Airport runways, hangars and related facilities				P	

Key to Table:

- A Agricultural
- UA Urban Agricultural
- C Conservancy
- AP Airport
- CI See Section ___

	A	UA	C	AP	Stds
Medical Facilities					
Veterinary clinic	C				Y
Retail Sales and Services					
Garden center, outdoor	C				
Farmers' market	C	C			Y
Greenhouse, nursery	C				Y
Post office				A	
Food and Beverages					
Catering			A	A	
Coffee shop, tea house			A	A	
Restaurant, carry-out, deli (no liquor sales)			A	A	
Restaurant-tavern			A	A	
Tavern (liquor sales >50% gross receipts), brewpub				A	
Outdoor eating area associated with food & beverage establishment			A		Y
Commercial Recreation, Entertainment and Lodging					
Bed and breakfast establishment	A				Y
Golf course	C		C		Y
Health/sports club				A/C	
Hotel, inn, motel, hostel				A/C	
Indoor recreation				A/C	
Lodge, private club, reception hall			C		
Swimming and tennis clubs, private	C		C		
Automobile Services					
Auto rental facilities				P	
Parking and Storage Facilities					
Parking facility, public			A/C	P	Y
Parking facility, commercial				C	Y
Parking accessory to an allowed use	A	A	A/C	A	Y
Parking lot (surface) exceeding <u>maximum parking</u>	C	C	C	C	Y
Outdoor storage	A	A/C	A/C	A	Y
Storage of trucks and heavy equipment	A	A/C	A/C	A	Y
Accessory Structures					
Composting/vermiculture facilities accessory to agricultural use	P	P	C		Y
Emergency electric generator	P	C	C	P	Y
Garage, workshop, barns, greenhouses, or other accessory building not exceeding maximum size	P	C	C		Y

Key to Table:
A Agricultural
UA Urban Agricultural
C Conservancy
AP Airport
CI See Section __

	A	UA	C	AP	Stds
Garage, workshop, <u>barns, greenhouses, or other accessory buildings</u> exceeding maximum size	C	C			Y
Solar or wind energy systems or devices	P	P	P	P	Y
Temporary Uses					
Portable storage units	C			C	Y
Outdoor sales events (limited number per year)	C	C			Y
Temporary buildings for storage of construction materials and equipment	P	C	P	P	Y
Temporary off-street parking	P		C	C	

Key to Table:	
A	Agricultural
UA	Urban Agricultural
C	Conservancy
AP	Airport
CI	See Section __

Agricultural District

[The A District is based upon the current Agriculture District, with an additional emphasis on encouraging local food production and discouraging premature subdivision.]

Statement of Purpose

Rural agricultural areas designated as such in the Comprehensive Plan are located beyond the current extent of planned City development. These areas are outside the Central Urban Service Area and without current access to municipal sanitary sewer and water service. They are characterized by active farming operations and associated fields, meadows, woodlots and other natural features. Agriculture and other rural land uses also continue to predominate within many areas planned, but not yet developed, for urban uses. These may include relatively large areas that are recommended in adopted City plans to continue in long-term agriculture uses, while urban areas grow around them.

The purpose of this district is to support the continuance of agriculture and rural character within outlying agricultural areas. In addition, the A district is intended to support local food production and community health by encouraging community and market gardens and other small-scale agricultural operations within city limits.

Dimensional Standards, Permitted and Conditional Uses

Standards represent minimums unless otherwise noted. Dimensions are in feet unless otherwise noted.

Agricultural District		
	Agricultural buildings and uses	All other uses
Lot area (sq. ft.)	5 acres	10 acres
Lot width	300	300
Front yard setback	30	30
Side yard setback	80	80
Rear yard setback	100	100
Maximum height	<u>none</u>	2 stories/35
Maximum lot coverage	n/a	5%

Urban Agricultural District

[The UA District is a new district designed to recognize community gardens and urban-scale farming operations within the City. Community gardens are allowed within most other districts and many agricultural activities are allowed within employment districts.]

Statement of Purpose

The purpose of this district is to ensure that urban garden and farm areas are appropriately located and protected to meet needs for local food production, and to enhance community health, community education, garden-related job training, natural resource protection, preservation of green space, and community enjoyment. Because urban agriculture will typically exist in close proximity to residential and other uses, concern will be given to ensuring compatibility between uses.

Dimensional Standards, Permitted and Conditional Uses

Standards represent minimums unless otherwise noted. Dimensions are in feet unless otherwise noted.

Urban Agricultural District	
	All permitted and conditional uses
Lot area (sq. ft.)	15,000 square feet*
Lot width	50 feet
Front yard setback (structures)	15 or the setback of the adjacent district, whichever is greater
Side yard setback (structures)	6 or the setback of the adjacent district, whichever is greater
Rear yard setback (structures)	20 or the setback of the adjacent district, whichever is greater
Maximum height	25 feet
Maximum lot coverage (buildings and paved areas)	15% (excluding greenhouses and hoopouses)
* Lot area of less than 15,000 square feet may be allowed as a conditional use	

Management Plan Required for Certain Activities

Urban agricultural operations that involve any of the following activities must prepare a management plan that addresses how the activities will be managed to avoid impacts on surrounding land uses and natural systems. The management plan will be reviewed as part of the site plan review process or as part of the conditional use process, as specified below.

- A. Animal husbandry, (includes keeping of more than four (4) chickens, beekeeping and fish farming);
- B. Off-street parking of more than 10 vehicles;
- C. Processing of food produced on site;
- D. Spreading of manure;

- E. Spraying of agricultural chemicals, including fertilizers and pesticides;
- F. Use of heavy equipment such as tractors.

Conditional Use Approval for Certain Activities

The following activities as part of an urban agricultural operation require conditional use approval. The management plan required for these activities will address how the activities will be managed.

- A. Animal husbandry;
- B. Spreading of manure;
- C. Spraying of agricultural chemicals, including fertilizers and pesticides;
- D. Use of heavy equipment such as tractors outside of standard operating hours (7:00 A.M. to 10:00 P.M.)

[The intent of the management plan requirement is not to be overly regulatory but to establish a threshold between typical urban agriculture activities and more intensive activities that could impact nearby residents and will require a management plan. The management plan standard will also apply to community or market gardens in other districts, under the Supplemental Regulations section. Note that regulations for some accessory uses such as farm stands and farmers markets are also listed under Supplemental Regulations. There are already regulations for compost bins in the Madison General Ordinances, 7.361. Standards for screening of parking areas are in the General Regulations section of the Zoning Code]

Conservancy District

[The Conservancy District is updated to simplify the lists of allowed uses and focus the district on public, semi-public, and large private recreational areas such as golf courses. If private areas are proposed for other types of development in the future, rezoning - and possibly Comprehensive Plan amendments - would be required.]

Statement of Purpose

The Conservancy District is established to recognize and protect the natural functions of certain natural and recreational areas, including large City and County parks, the University of Wisconsin Arboretum, stormwater management areas, golf courses, and similar areas. Development within the district is limited in character in order to protect natural drainageways and water retention areas, natural habitat for plant and animal life, steep slopes, woodlands, and other resources beneficial to the community.

Dimensional Standards, Permitted and Conditional Uses

Standards represent minimums unless otherwise noted. Dimensions are in feet unless otherwise noted.

Conservancy District	
Lot area (sq. ft.)	5 acres
Lot width	300
Front yard setback	30
Side yard setback	80
Rear yard setback	100
Maximum height	2 stories/35
Maximum lot coverage	5%

Airport District

Statement of Purpose

The purpose of the Airport District is to recognize the Dane County Regional Airport as a major transportation hub with a unique set of land use characteristics, and to accommodate the Airport's transportation and management needs while mitigating any impacts on surrounding land uses.

General Provisions

The regulations contained in the Dane County Code of Ordinances regulating the height and bulk of obstructions to aerial navigation adopted by the Dane County Board of Supervisors, are hereby adopted as part of this Chapter. *[see Chapters 67 and 78, Dane County Code of Ordinances]*

Dimensional Standards

The height limits and other requirements referenced in the Dane County Code of Ordinances shall apply to the Airport District.

Campus-Institutional District

[The CI District is a new district intended to apply to university and college campuses and major medical institutions, encouraging the use of a campus master plan rather than treating on-campus projects as separate conditional uses.]

Statement of Purpose

The CI District is established to recognize the City’s major educational and medical institutions as important activity centers and traffic generators, accommodate the growth and development needs of these institutions, and coordinate the master plans of these institutions with the City’s plans, policies and zoning standards. The district is also intended to:

- A. Permit appropriate institutional growth within boundaries while minimizing the adverse impacts associated with development and geographic expansion;
- B. Balance the ability of major institutions to change and the public benefits derived from change with the need to protect the livability and vitality of adjacent neighborhoods;
- C. Encourage the preparation of campus master plans that enable adjacent neighborhoods and the broader community to understand the levels of development being proposed, their likely impacts, and appropriate mitigation measures.

Master Plan Requirement

Institutions within CI districts shall create Campus Master Plans that contain the elements listed below. Plans shall be submitted to the Common Council for approval, following review and recommendations by the Plan Commission, using the process listed under *[Procedures]*.

- A. Campus Master Plans, once approved, shall remain effective for 10 years, although an update or modification may be initiated during that time period (see Changes to Master Plan below). Development projects consistent with the Plan will undergo administrative site plan review and final building design review (see below) rather than a conditional use process.
- B. If a master plan has not been developed or updated for the institution in question, individual development proposals and changes in use that exceed 4,000 square feet in gross floor area over a five-year period will be reviewed as conditional uses, under the procedures of Section ____.
- C. In the absence of a master plan, standards for the campus shall be based on the lot area, height, bulk and dimensions of the zoning district that most closely resembles the campus development pattern, based on an evaluation of that development pattern and those of the surrounding area. The Zoning Administrator will determine which zoning districts are applicable.

This revision treats the master plan as a mandatory requirement. The penalty for lack of a master plan is to have most projects treated as separate conditional uses.

Uses Within CI Districts

Uses within CI districts are defined as follows as either principal or secondary. Uses are further defined based on the master plan status of the institution. A master plan must include a list of existing and planned principal and

secondary uses within the campus. If no master plan has been prepared, all uses exceeding 4,000 square feet in gross floor area over a five-year period will be considered conditional.

Principal Uses

- A. Educational uses associated with colleges, universities, and secondary schools, including classroom buildings, libraries, and offices
- B. Medical facilities, including hospitals, clinics, laboratories and related facilities
- C. Dormitories, student and/or faculty housing

Secondary Uses

- A. Day care facilities
- B. Eating places within mixed-use buildings such as dormitories or student unions
- C. Fraternities and sororities
- D. General retail, financial and personal service uses within mixed-use buildings such as student unions
- E. Indoor and outdoor sports and recreational facilities
- F. Lodging facilities
- G. Museums and art galleries
- H. Parking, structured and surface
- I. Performing arts centers
- J. Places of worship
- K. Utilities and transportation facilities related to the primary use
- L. Veterinary clinics
- M. Agricultural uses
- N. Public utility and service uses
- O. Other uses related to the institution's primary mission

Contents of Master Plan

The master plan shall include the following elements and information:

- A. Background/History – A summary of previous planning efforts by the institution in conjunction with the City and/or abutting neighborhoods or other interest groups, a description of the campus master planning process and participants, and any other relevant background material.
- B. Mission/Guiding Principles – A statement that defines the organizational mission and objectives of the institution and describes the role of the master plan within the context of the mission.
- C. Facilities Plan – Includes a description of existing conditions on the campus and the proposed conditions under the Master Plan,

including:

1. Existing Conditions
 - a. Form (FAR, building type, height, bulk)
 - b. Building and land uses
 2. Proposed Conditions
 - a. Future needs/capital improvements
 - b. Phasing of proposed improvements
 - c. Building Form (general building type, height, bulk, etc.)
 - d. Building and land uses
 - e. Landscape treatment
 - f. Relationship to transportation/access plan (parking, TDM, etc.)
- C. Neighborhood context – Describes the relationship between the institution and its surroundings.
1. Student/Employee Count – existing and proposed.
 2. Edge conditions, border transitions – positive and negative impacts associated within any development along boundaries or outside boundaries, and its relationship to development and/or preservation goals of adjacent neighborhoods and City plans.
 3. Community relations – describes existing and proposed methods of communication between the institution and the larger community, including systems for resolution of community concerns.
 4. Transition area - the master plan shall define and establish standards for a transition area along boundaries between the CI district and any residential or mixed-use district. Standards must be established for the transition area, addressing building form, screening of mechanical equipment, exterior lighting, landscaping, and other means of ensuring compatibility with the character of the adjacent neighborhood or district.
 5. Identification and mitigation of impacts – information on any unique impacts which proposed development may have on the neighboring community, and how these should be mitigated. Impacts include noise, lighting and special events that are associated with these and other impacts.
- D. Access and Transportation – A description of existing and planned parking, loading and service facilities, and bicycle, pedestrian and traffic circulation systems within the institutional boundaries and the relationship of these facilities and systems to the external street system. This shall include a description of the institution's impact on traffic and parking in the surrounding area. Specific institutional programs to reduce traffic impacts and to encourage the use of public transit, carpools, bicycling and other alternatives to single-occupant vehicles.

- E. Resource Management – A description of the historic, natural and cultural resources within campus boundaries, and the proposed management of these resources. Topics may include preservation of historic buildings and landscape features, management of natural areas, energy use and conservation, and sustainability measures.
- F. Streetscape Treatment – Treatment of public spaces within the campus, including pedestrian paths and trails, plazas and landscaped areas. May also include provisions for signage and wayfinding.

Criteria for Master Plan Approval

The Common Council will approve or reject the master plan following a recommendation by the Plan Commission. Approval of the master plan will be based on the plan's treatment of the topics listed above and the degree to which it meets the intent of this district, as well as the following criteria:

- A. The plan must serve the public interest as well as the interest of the institution developing the plan.
- B. The plan must be recognize and be consistent with the goals of the Comprehensive Plan and adopted neighborhood, corridor or special area plans adjacent to campus boundaries.

Dimensional Standards

Because of the integrated mix of uses found in the CI districts, no lot-by-lot dimensional or density standards apply. Building and site placement are determined through the master plan or through individual conditional use processes. Standards for transitions to surrounding areas will be established through the master plan process or as part of the conditional use review process.

Final Building Design Review

It is expected that campus master plans will identify building location and maximum height, but will not include detailed designs of each building.

All buildings constructed within a CI district must be reviewed and approved by an architectural review committee. The committee shall be established by the institution and shall meet the following criteria:

- A. The building design review criteria, design standards and guidelines, review procedures, categories of membership, and the language of any deed or plat restriction must be approved by the Urban Design Commission.
- B. Membership on the committee, including representation of planning staff and registered neighborhoods, must be approved by the Plan Commission.
- C. Until an architectural review committee is established and approved by the Plan Commission, all building and site plans shall be reviewed and approved by the Urban Design Commission, with an appeal process to the Plan Commission as established in Section 33.24.

If no master plan is in place, building design review will occur as specified above as part of the conditional use process. Building design review must be completed prior to issuance of a building permit.

Changes to Master Plan

Once approved, a campus master plan may be modified as follows:

- A. The Director of Planning and Community and Economic Development may approve minor modifications to an approved master plan, provided that such changes are compatible with the concept approved by the Common Council. The Director may refer more significant modifications to the Plan Commission for review.
- B. If a change or addition constitutes a substantial alteration of the original plan, the approval process specified in Section [review by the Common Council] shall be followed.