



PREPARED FOR THE PLAN COMMISSION

**Project Address:** 3750 Hoepker Road (District 17 – Ald. Baldeh)  
**Application Type:** Conditional Use  
**Legistar File ID #** [56392](#)  
**Prepared By:** Timothy M. Parks and Mai Xue Vang, Planning Division  
Report includes comments from other City agencies, as noted  
**Reviewed By:** Kevin Firchow, AICP, Principal Planner

**Summary**

**Applicant:** Dave Nelsen, Ruedebusch Development/ 2020 Madison, LLC; 4605 Dovetail Drive; Madison.

**Property Owner:** Hooper Construction Corporation; 2030 Pennsylvania Avenue; Madison.

**Requested Actions:** Approval of a conditional use for a private parking facility to serve a package distribution facility, all on land generally addressed as 3750 Hoepker Road.

**Proposal Summary:** Ruedebusch Development recently received zoning and land division approvals to develop a 385,400 square-foot package distribution facility with supporting accessory structures, parking and vehicle storage on a 71.2-acre parcel located on the north side of Hoepker Road between N. Stoughton Road (US Highway 51) and Manufacturers Drive. Following recording of the Certified Survey Map of the 71.2-acre site approved on July 8, 2019, Manufacturers Drive will be dedicated to the City through the site, which will create a separate 3.84-acre lot located northeast of the main 62.07-acre parcel that will contain the distribution facility, etc. As a result, the 222-stall employee parking lot proposed to serve the distribution facility will be located off the site that it will serve, which creates a private parking facility.

Development of the package distribution facility and subdivision improvements will commence as soon as all regulatory approvals have been granted, with completion of the facility anticipated by August 2020. The subject parking lot will be completed concurrent with the opening of the new facility but following recording of the CSM, hence the need for conditional use approval.

**Applicable Regulations & Standards:** Table 28-F1 in Section 28.082(1) of the Zoning Code identifies private parking facilities, defined as “a parking facility owned or operated by any entity other than the City of Madison,” as a conditional use in the IL (Industrial–Limited) zoning district. Section 28.183 provides the process and standards for the approval of conditional use permits. There are no supplemental regulations for private parking facilities.

**Review Required By:** Plan Commission

**Summary Recommendation:** The Planning Division recommends that the Plan Commission find the standards met and **approve** a conditional use for a private parking facility on a portion of addressed as 3750 Hoepker Road, subject to input at the public hearing and the conditions from reviewing agencies beginning on page 4 of this report.

## Background Information

**Parcel Location:** Approximately 3.84 acres of a larger 71.2-acre site located on the north side of Hoepker Road between N. Stoughton Road (US Highway 51) and Manufacturers Drive; Aldermanic District 17 (Ald. Baldeh); DeForest Area School District. The subject site is located in the northeasternmost corner of the overall 71.2-acre site on the northeasterly side of Manufacturers Drive once it is extended to connect to Anderson Road.

**Existing Conditions and Land Use:** The site of the proposed parking lot is undeveloped in IL (Industrial–Limited District) zoning.

**Surrounding Land Use and Zoning:**

**North:** Custom RV Services, JX Truck Center, Village of DeForest water tower, Keystone Automotive, all located in the Town of Burke, zoned Dane County C-1 or C-2 (Commercial Districts);

**South:** Future industrial development in the Center for Industry & Commerce in the City of Madison, zoned IL (Industrial–Limited District); single-family residences in the Town, zoned C-2;

**East:** Various commercial and industrial uses in the Interstate Commerce Park subdivision in the City, zoned IL, including Airoidi Brothers, Lakeside International Trucks, and Bobcat of Madison;

**West:** Madison Block and Stone, various commercial and industrial uses located along Acker Road, west of N. Stoughton Road in the Town, primarily in C-2 zoning.

**Adopted Land Use Plans:** The 2000 [Hanson Neighborhood Development Plan](#) recommends the subject site and adjacent package distribution facility site for industrial uses. The 2018 [Comprehensive Plan](#) recommends the subject site and adjacent package distribution facility site for Industrial uses.

**Environmental Corridor Status:** The entire site is located in the Central Urban Service Area. There are no mapped environmental corridors on the overall property.

**Public Utilities and Services:** The subject site is served by a full range of urban services, with the exception of Metro Transit, which currently does not provide service west of The American Center development or north of the intersection of Hayes Road and Portage Road at this time.

**Zoning Summary:** The site is zoned IL (Industrial–Limited District):

Requirements	Required	Proposed
Lot Area (sq. ft.)	20,000	167,141
Lot Width	75 ft	428 ft
Front Yard Setback	None	N/A
Side Yard Setback	None	N/A
Rear Yard Setback	30 ft	N/A
Maximum Lot Coverage	75%	53.8%

Site Design	Required	Proposed
Number Parking Stalls	No min, no max	222

Accessible Stalls	None	0 (1.)
Loading	None	None
Number Bike Parking Stalls	None	0
Landscaping	Yes	No (2.)
Lighting	Yes	Yes

<b>Other Critical Zoning Items:</b> Utility Easements
<i>Prepared by: Jacob Moskowitz, Assistant Zoning Administrator</i>

## Previous Approvals

Approximately 55.67 acres of the subject site are subject of an Early Attachment and Revenue Sharing Agreement with the Town of Burke, which was adopted by the Common Council on February 5, 2019 as Resolution 19-00107 (ID 53924). According to the 2007 *Town of Burke, Village of Deforest, City of Sun Prairie and City of Madison Cooperative Plan*, the 55.67 acres could remain in the Town until the final attachment of town parcels to their respective city or village occurs on October 27, 2036, and could not be attached sooner without Town of Burke approval. The early attachment agreement allowed the 55.67 acres to be attached sooner, with the City sharing fifty percent of its local tax revenue generated by the development with the Town until final attachment in 2036.

On April 16, 2019, the Common Council approved a request to attach 55.67 acres of land owned by Hooper Construction Corporation, addressed as 4202 and 4210 Hoepker Road, to the City of Madison from the Town of Burke and assigned IL (Industrial–Limited District) to the attached land. At the same meeting, the Common Council approving a Certified Survey Map (CSM) to divide 63.77 acres of land zoned IL to create two lots for industrial development and dedicate right of way for the extension of Manufacturers Drive. The, attachment, rezoning and CSM will facilitate development of a 385,400 square-foot package distribution facility that will include 124 loading docks and drive-in access to the facility; a 4,215 square-foot “gateway building” and separate 7,565 square-foot vehicle maintenance garage on Lot 1, as well as employee, visitor and equipment parking. Additional employee parking is planned for Lot 2 of the CSM (subject site).

On July 8, 2019, the Plan Commission approved a demolition permit to demolish a single-family residence at 6932 Manufacturers Drive and recommended approval to the Common Council of a revised and enlarged CSM to divide 71.2 acres of land to create two lots for industrial development, and discontinuation and vacation of the remaining portion of the Commerce Park Drive public street right of way. The Common Council approved the revised CSM and vacation on July 16, 2019.

## Project Description, Analysis and Conclusion

The applicant, Ruedebusch Development, is requesting approval of a conditional use for a private parking facility in IL zoning to create a 222-stall employee parking lot to serve a 385,400 square-foot package distribution facility to be located to the south across Manufacturers Drive. The 3.84-subject site is part of a larger 71.2-acre parcel that general extends along the north side of Hoepker Road between N. Stoughton Road/ US Highway 51 and Manufacturers Drive.

Ruedebusch Development recently received zoning and land division approvals to divide the 71.2-acre site into two lots. Lot 1 of the approved but not yet recorded CSM will contain 62.07 acres of the overall site, including the entire frontage along N. Stoughton Road and Hoepker Road. As part of the development, Manufacturers Drive will be extended northwesterly through the site from its current terminus to Anderson Road to provide access to the package distribution facility, which leaves the triangularly shaped, 3.84-acre subject Lot 2 on the northeasterly side of the extended road. The proposed package distribution facility and accessory structures will be developed on Lot 1 of the CSM. The 222-stall employee parking lot proposed to serve the distribution facility will be located on Lot 2 and off the site that it serves, thereby technically creating a private parking facility and the need for conditional use approval.

The Planning Division believes that the proposed private parking facility meets the standards for conditional use approval. The 222-stall parking lot has consistently been part of the plans to develop the now 71.2-acre property as a campus for the proposed package distribution facility since the project first became known late last year. Staff believes that the distribution facility is consistent with the light industrial land uses recommended for the site and surrounding properties by the Hanson Road Neighborhood Development Plan, which was adopted in 2000 plan to implement the recommendations of a 1994 study by the City that emphasized the need to create large areas for light industrial and warehousing uses with good access to the regional transportation network. The dedication of Manufacturers Drive from its current terminus in Interstate Commerce Park adjacent to the site and Anderson Road to the north on the related CSM is also consistent with the circulation recommendations in the neighborhood development plan. However, the extension of the street through the site causes the separation of the employee lot from the main distribution facility to the south and the conditional use.

Approval of the private parking facility should not have a negative impact on the normal and orderly development or uses, values and enjoyment of surrounding properties, and any transportation-related impacts from the larger development have previously been addressed through the zoning and land division approvals granted to date. Finally, staff feels that improvement of the lot with the proposed employee parking facility should not negatively affect the ability for the 3.84-acre parcel to be more intensively developed in the future should the parking needs for the adjacent distribution facility lessen.

## Recommendation

### Planning Division Recommendation (Contact Timothy M. Parks, (608) 261-9632)

The Planning Division recommends that the Plan Commission find the standards met and **approve** a conditional use for a private parking facility on a portion of land addressed as 3750 Hoepker Road, subject to input at the public hearing and the conditions that follow.

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

#### Planning Division

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

**The following conditions of approval have been submitted by reviewing agencies:**

**City Engineering Division** (Contact Brenda Stanley, (608) 261-9127)

2. Revise plans to show the planned utility improvements on Manufacturers Drive. Project #12591
3. As a portion of this site drains north and is not addressed for stormwater management the lands draining south must "over" treat to make up for that area such that the site as a whole meets the requirements.  
  
Further it is not clear if there are going to be both public treatment systems and private systems or if their may be easements over private systems such that the roadway may be drained into them for treatment.  
  
A meeting with City Engineering will be needed.
4. All outstanding Madison Metropolitan Sewerage District (MMSD) charges are due and payable prior to Engineering sign-off, unless otherwise collected with a Developer's / Subdivision Contract. Contact Mark Moder (608-261-9250) to obtain the final MMSD billing a minimum of two (2) working days prior to requesting City Engineering signoff. (MGO 16.23(9)(d)(4))
5. All outstanding City of Madison sanitary sewer connection charges are due and payable prior to Engineering sign-off, unless otherwise collected with a Developer's / Subdivision Contract. This property is subject to Sanitary Connection charges for the Hanson Road Neighborhood Sanitary Sewer Sanitary Sewer and Water Main Assessment District.
6. 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. (POLICY)
7. The Applicant shall submit, prior to plan sign-off but after all revisions have been completed, a digital CAD file (single file) to the Engineering Division with any private storm and sanitary sewer utilities. The digital CAD file shall be to scale and represent final construction. The CAD file shall be in a designated coordinate system (preferably Dane County WISCRS, US Ft). The single CAD file submittal can be either AutoCAD (dwg) Version 2013 or older, MicroStation (dgn) V8i Select Series 3 or older, or Universal (dxf) format and shall contain the only the following data, each on a separate layer name/level number:a) Building Footprintsb) Internal Walkway Areasc) Internal Site Parking Areasd) Other Miscellaneous Impervious Areas (i.e. gravel, crushed stone, bituminous/asphalt, concrete, etc.)e) Right-of-Way lines (public and private)f) Lot lines or parcel lines if unplattedg) Lot numbers or the words unplattedh) Lot/Plat dimensionsi) Street namesj) Private on-site sanitary sewer utilities (including all connections to public sanitary)k) Private on-site storm sewer utilities (including all connections to public storm)All other levels (contours, elevations, etc) are not to be included with this file submittal.NOTE: Email CAD file transmissions are preferred to: bstanley@cityofmadison.com (East) or ttroester@cityofmadison.com (West). Include the site address in the subject line of this transmittal. Any changes or additions to the location of the building, sidewalks, parking/pavement, private on-site sanitary sewer utilities, or private on-site storm sewer utilities during construction will require a new CAD file.

8. The applicant shall 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](mailto:bstanley@cityofmadison.com) (East) or [tstroester@cityofmadison.com](mailto:tstroester@cityofmadison.com) (West). The digital copies shall be to scale, and shall have a scale bar on the plan set. (POLICY and MGO 37.09(2))PDF submittals shall contain the following information:a) Building Footprintsb) Internal Walkway Areasc) Internal Site Parking Areasd) Other Miscellaneous Impervious Areas (i.e. gravel, crushed stone, bituminous/asphalt, concrete, etc.)e) Right-of-Way lines (public and private)f) Lot lines or parcel lines if unplattedg) Lot numbers or the words unplattedh) Lot/Plat dimensionsi) Street namesj) Stormwater Management Facilitiesk) Detail drawings associated with Stormwater Management Facilities (including if applicable planting plans).
9. The Applicant shall submit prior to plan sign-off, electronic copies of any Stormwater Management Files including:a) SLAMM DAT filesb) RECARGA filesc) TR-55/HYDROCAD/Etcd) 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. (POLICY and MGO 37.09(2))
10. Submit a draft Stormwater Management Maintenance Agreement (SWMA) for review and approval that covers inspection and maintenance requirements for any BMP used to meet stormwater management requirements on this project. Include copies of all stormwater, utility, and detail plan sheets that contain stormwater practices on 8.5x14 size paper in the draft document. These drawings do not need to be to scale as they are for informational purposes only. Once City Engineering staff have reviewed the draft document and approved it with any required revisions submit a signed and notarized original copy to City Engineering. Include a check for \$30.00 made out to Dane County Register of Deeds for the recording fee. City Engineering will forward the document and fee for recording at the time of issuance of the stormwater management permit. Draft document can be emailed to Tim Troester (west) at [tstroester@cityofmadison.com](mailto:tstroester@cityofmadison.com), or Daniel Olivares at [DAOlivares@cityofmadison.com](mailto:DAOlivares@cityofmadison.com) final document and fee should be submitted to City
11. 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. POLICY AND MGO 10.29
12. 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 5.0 tons per acre per year.
13. This site appears to disturb over one (1) acre of land and requires a permit from the WDNR for stormwater management and erosion control. The City of Madison has been required by the WDNR to review projects for compliance with NR216 and NR-151 however a separate permit submittal is still required to the WDNR for this work. The City of Madison cannot issue our permit until concurrence is obtained from the WDNR via their NOI or WRAPP permit process. Contact Eric Rortvedt at 273-5612 of the WDNR to discuss this requirement. Information on this permit application is available on line <http://dnr.wi.gov/Runoff/stormwater/constrformsinfo.htm> (NOTIFICATION)
14. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to detain the 2, 10, & 100 -year storm events, matching post development rates to predevelopment rates.

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 reduce TSS by 80% (control the 5 micron particle) off of newly developed areas compared to no controls.
16. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to provide infiltration in accordance with Chapter 37 of the Madison General Ordinances.
17. 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.

**Traffic Engineering Division** (Contact Sean Malloy, (608) 266-5987)

18. 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.
19. 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.
20. 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.
21. All parking facility design shall conform to MGO standards, as set in section 10.08(6).
22. 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.

**Zoning** (Contact Jacob Moskowitz, (608) 266-4560)

23. Parking requirements for persons with disabilities must comply with Section 28.141(4)(e). Final plans shall show the required accessible stalls including van accessible stalls. A van accessible stall is a minimum of 8 feet wide with an 8 foot wide striped access aisle. Show the required signage at the head of the stalls.
24. Submit a landscape plan and landscape worksheet stamped by a 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.

25. Provide adequate development frontage landscaping per Section 28.142(5) Development Frontage Landscaping. Landscaping and/or ornamental fencing shall be provided between buildings or parking areas and the adjacent street(s), except where buildings are placed at the sidewalk. Note that landscaping must be installed on the private property.

26. Provide adequate interior parking lot landscaping per Section 28.142(6). For new development on sites previously undeveloped or where all improvements have been removed, a minimum of eight percent (8%) of the asphalt or concrete area of the parking lot shall be devoted to interior planting islands, peninsulas, or landscaped strips. A planting island shall be located at least every twelve (12) contiguous stalls with no break or alternatively, landscaped strips at least seven (7) feet wide between parking bays.

**Fire Department** (Contact William Sullivan, (608) 261-9658)

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

**Parks Division** (Contact Kathleen Kane, (608) 261-9671)

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

**Forestry Division** (Contact Bradley Hofmann, (608) 266-4816)

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

**Water Utility** (Contact Adam Wiederhoeft, (608) 266-9121)

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

**Metro Transit** (Contact Timothy Sobota, (608) 261-4289)

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

**Engineer Division – Mapping** (Contact Lori Zenchenko), (608) 266-5952)

32. The pending Certified Survey Map application for this property shall be completed and recorded with the Dane County Register of Deeds (ROD) prior to final sign off. When the recorded CSM image is available from the ROD, the Assessor's Office can then create the new Address-Parcel-Owner (APO) data in GEO so that the Accela system can upload this data and permit issuance made available for this new land record.

33. The address of the parking lot is 7343 Manufacturers Dr.  
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.