

PLANNING DIVISION STAFF REPORT

April 12, 2021



PREPARED FOR THE PLAN COMMISSION

Project Address: 330-342 E Lakeside Street (District 13 – Ald. Evers)
Application Type: Zoning Map Amendment & Conditional Use
Legistar File ID # [64607](#) & [64094](#)
Prepared By: Sydney Prusak, AICP, Planning Division
Report Includes Comments from other City Agencies, as noted
Reviewed By: Kevin Firchow, AICP, Principal Planner

Summary

Applicant & Property Owner: Eric Knepp; City of Madison Parks Division; 210 Martin Luther King Jr. Boulevard, Room 104; Madison, WI 53703

Contact: Mike Sturm; City of Madison Parks Division; 210 Martin Luther King Jr. Boulevard, Room 104; Madison, WI 53703

Requested Action: Approval of a Zoning Map Amendment to rezone the property from Suburban Employment (SE) District to Parks and Recreation (PR) District, and the following conditional uses: 1) A public service facility in the PR Zoning District; and 2) A community center in the PR Zoning District, all to allow the conversion of an existing office building to municipal offices (Madison Parks Division) and a community center.

Proposal Summary: The applicant proposes to convert an existing office building into office space for the City's Parks Division. As part of this conversion, the Parks Division intends on leasing the west wing of the building to a community-partner organization (community center). Project construction is anticipated to begin in the fall of 2021, with projected completion in early summer 2022.

Applicable Regulations & Standards: This proposal is subject to the standards for Zoning Map Amendments [MGO §28.182(6)] and Conditional Uses [MGO §28.183(6)].

Review Required By: Urban Design Commission (UDC), Plan Commission (PC), and Common Council (CC)

Summary Recommendations: The Planning Division recommends that the Plan Commission find that the approval standards for Zoning Map Amendments are met, and forward the rezoning request 28.022 -- 00495 to the Common Council with a recommendation to **approve**. Furthermore, the Planning Division recommends that the Plan Commission find that the approval standards for conditional uses are met, and **approve** the conditional use requests. These recommendations are subject to input at the public hearing and the conditions recommended by the Planning Division and other reviewing agencies.

Background Information

Parcel Location: The 154,221 square foot (3.54-acre) subject site is located on the north side of E Lakeside Street near John Nolen Drive. It is located within Aldermanic District 13 (Ald. Evers) as well as the Madison Metropolitan School District.

Existing Conditions and Land Use: The subject site is comprised of two parcels (330 E Lakeside Street & 342 E Lakeside Street). 330 E Lakeside Street is developed with a three-story, 43,879 square-foot office building and surface parking lot. 342 E Lakeside Street is primarily open undeveloped space, with additional surface parking.

Surrounding Land Use and Zoning:

- North: Lake Monona;
- East: Two-unit and single-family residences, zoned Traditional Residential – Consistent 2 (TR-C2);
- South: Olin Turville Park, zoned Parks and Recreation (PR), with John Nolen Drive beyond; and
- West: Olin Turville Park, zoned Parks and Recreation (PR), with John Nolen Drive beyond.

Adopted Land Use Plan: The [Comprehensive Plan \(2018\)](#) recommends Parks and Open Space (P) for the subject site. Additionally, there is a “Map Note” at this location stating that, “the existing office and residential uses are recommended to continue until a future opportunity arises to convert this area to a public park and open space use. The existing uses should not be expanded and the land should not be redeveloped.”

The [South Madison Neighborhood Plan \(2005\)](#) makes no specific recommendations for the subject site, but recommends Parks, Recreation, Open Space, and Conservancy for the area directly to the east. Furthermore, the Plan requests that the Parks Division develop a master plan for Olin Turville Community Park, especially for the northern portion of the park area. Lastly, the [Bay Creek Neighborhood Plan \(1991\)](#) makes no specific recommendations for the subject site.

Zoning Summary: The subject property currently zoned Suburban Employment (SE) District, but as proposed the site will be rezoned to Parks and Recreation (PR) District.

Requirements	Required	Proposed
Lot Area (sq. ft.)	Existing	Existing, no change
Lot Width	300 ft.	350.3 ft.
Front Yard Setback	Existing	Existing, no change
Side Yard Setback	Existing	Existing, no change
Lakefront Yard Setback	Existing	Existing, no change
Maximum Lot Coverage	Existing	Existing, no change
Maximum Building Height	2 stories	2 stories

Site Design	Required	Proposed
Number Parking Stalls	As determined by Zoning Administrator	92
Accessible Stalls	4	6
Loading	No	No
Number Bike Parking Stalls	As determined by Zoning Administrator	10
Landscaping and Screening	Yes	Yes (15)
Lighting	No	No (16)
Building Forms	Yes	Existing, no change

Other Critical Zoning Items	Urban Design (Public Building), Floodplain, Utility Easements, Wetlands
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Environmental Corridor Status: The majority of property is not located within a mapped environmental corridor, however there is small stretch of land immediately north of E Lakeside Street that is included in the [Dane County Environmental Corridor Map](#).

Public Utilities and Services: The site is served by a full range of urban services, including Metro Transit Routes 11 and 12.

Project Description

The applicant, City of Madison Parks Division, recently purchased the subject property to expand Olin-Turville Park. They intend on reutilizing the existing three-story office building as Parks offices and leasing a tenant space to a community service organization.

According to the letter of intent, the Parks Division plans to relocate the majority of Parks Staff currently working in the City County Building (CCB) to this new location. As proposed, the Parks Division's business hours will be 8:00 am to 4:30 pm Monday through Friday, with potential extended hours as needed for evening meetings and events. Ranger staff will also access the building beyond standard hours, with shifts ending after 10:00 pm. The prospective community center tenant's hours are anticipated to be 7:30 am to 5:30 pm, with recreational programming occurring from 7:00 am to 9:00 pm seven days a week.

In regards to site renovations and improvements, the applicant proposes to upgrade the existing parking lot and make the building more accessible and energy efficient. The exterior changes to the building are minor and include a new entryway with gray metal panels.

Project Analysis and Conclusion

The proposed project is subject to the standards for Zoning Map Amendments [MGO §28.182(6)] and Conditional Uses [MGO §28.182(6)].

Conformance with Adopted Plans

The [Comprehensive Plan \(2018\)](#) recommends Parks and Open Space (P) for the subject site. Additionally, there is a "Map Note" at this location stating that, "the existing office and residential uses are recommended to continue until a future opportunity arises to convert this area to a public park and open space use. The existing uses should not be expanded and the land should not be redeveloped."

The [South Madison Neighborhood Plan \(2005\)](#) makes no specific recommendations for the subject site, but recommends Parks, Recreation, Open Space, and Conservancy for the area directly to the east. Furthermore, the Plan requests that the Parks Division develop a master plan for Olin Turville Community Park, especially for the northern portion of the park area. Lastly, the [Bay Creek Neighborhood Plan \(1991\)](#) makes no specific recommendations for the subject site.

The Planning Division believes that this proposal generally conforms to these recommendations. While the proposal is technically an office and community center building, staff believes that both the offices and the prospective community center tenant support the Parks and Open Space recommendations. Furthermore, in regards to the Comprehensive Plan Note, this proposal is an adaptive reuse of an existing building, and staff does not believe that this qualifies as expanding the existing use given the minimal architectural and site changes. Both the Parks office and community service tenant are believed to complement the surrounding park area. Furthermore, if the site redevelops in the future it will have the proper Zoning District to support a park or open space use in keeping with the Plan recommendations.

Zoning Map Amendment Standards

This proposal is subject to the standards for Zoning Map Amendments, as the subject property is proposed to be rezoned from Suburban Employment (SE) to Parks and Recreation (PR). MGO §28.182(6) states that, "Map 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. "Consistent with" has been defined in State Statutes as "furthers or does not contradict the objectives, goals and policies contained in the comprehensive plan." Given that the [Comprehensive Plan \(2018\)](#) recommends Parks and Open Space (P), staff believes that the proposed rezoning from SE to PR is consistent with plan recommendations. Staff believes that the standards for Zoning Map Amendments can be found met.

Conditional Use Standards

In regards to the 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 MGO §28.183(6) are met. Please note, recent changes to state law requires that conditional use findings must be based on "substantial evidence" that directly pertains to each standard and not based on personal preference or speculation. The Planning Division believes that this proposal conforms to the adopted plan recommendations for the subject site.

The applicant is requesting approval of two conditional uses:

- 1) A public service facility in the Parks and Recreation (PR) Zoning District; and
- 2) A community center in the PR Zoning District.

Staff believes that the standards can be found met. Conditional Use Standard #4 states, "The establishment of the conditional use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district." Staff believes that this standard can be found met. The Planning Division believes that Parks Division offices and a community service tenant complement the existing Olin Park.

Furthermore, conditional Use 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 recommendations."

According to MGO §33.24(4)(d), the UDC shall approve plans for all buildings proposed to be built or expanded in the City by the City of Madison. This request went before the UDC on March 31, 2021. At that meeting, the UDC voted unanimously to approve this request with no additional conditions of approval. Given that the UDC approved this request, the Planning Division believes that Approval Standard #9 can be found met.

Conclusion

The Planning Division believes that this proposal can be found to meet the approval standards for Zoning Map Amendments and conditional uses. As proposed, the Parks and Recreation (PR) Zoning District conforms better to the Parks and Open Space land use recommendations in the [Comprehensive Plan \(2018\)](#). At the time of report writing, the Planning Division did not receive any comments on this request.

Recommendation

Planning Division Recommendation (Contact Sydney Prusak, sprusak@cityofmadison.com)

The Planning Division recommends that the Plan Commission find that the approval standards for Zoning Map Amendments are met, and forward the rezoning request 28.022 -- 00495 to the Common Council with a recommendation to **approve**. Furthermore, the Planning Division recommends that the Plan Commission find that the approval standards for conditional uses are met, and **approve** the conditional use requests. These recommendations are subject to input at the public hearing and the conditions recommended by the Planning Division and other reviewing agencies.

Recommended Conditions of Approval

Major/Non-Standard Conditions are Shaded

Engineering Division (Main Office) (Contact Tim Troester, (608) 267-1995)

1. An Erosion Control Permit is required for this project. See Storm comments for permit specific details and requirements.
2. A Storm Water Maintenance Agreement (SWMA) is required for this project. See Storm comments for agreement specific details and requirements.

3. A Storm Water Management Report and Storm Water Management Permit is required for this project. See Storm comments for report and permit specific details and requirements.
4. This site appears to disturb less than one (1) acre of land. No submittal to the WDNR, CARPC or Department of Safety and Professional Services (DSPS) is required as the City of Madison Building Inspection Department is an approved agent for DSPS.
5. Informational comment for applicant. Property has 2 cast iron sanitary sewer laterals. Cleaning and lining lateral prior to putting building back into service is recommended. This is not a requirement for plan approval but the lateral has corrosion buildup that will be ongoing unless liners are installed in the sewer laterals.
6. This project will disturb 4,000 sf or more of land area and require an Erosion Control Permit. 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>.

Demonstrate compliance with Section 37.07 and 37.08 of the Madison General Ordinances regarding permissible soil loss rates. Include Universal Soil Loss Equation (USLE) computations for the construction period with the erosion control plan. Measures shall be implemented in order to maintain a soil loss rate below 5.0 tons per acre per year. The WDNR provided workbook to compute USLE rates can be found online at <https://dnr.wi.gov/topic/stormwater/publications.html>

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 submit a Storm Water Management Permit application, associated permit fee, Stormwater Management Plan, and Storm Water Management Report to City Engineering. The Stormwater Management Permit application can be found on City

Engineering's website at <http://www.cityofmadison.com/engineering/Permits.cfm>.

The Storm Water Management Plan & Report shall include compliance with the following:

Report: Submit prior to plan sign-off, a stormwater management report stamped by a P.E. registered in the State of Wisconsin.

Electronic Data Files: Provide electronic copies of any stormwater management modeling or data files including SLAMM, RECARGA, TR-55, HYDROCAD, Sediment loading calculations, or any other electronic modeling or data files. 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 to City Engineering. (POLICY and MGO 37.09(2))

Rate Control: Reduce the peak discharge by 15% compared to existing conditions during a 10-year storm events.

Infiltration: Reduce total volume discharged from the site by 5% compared to existing conditions during the 10 - year event.

TSS Redevelopment with TMDL: Reduce TSS by 80% off of the proposed development when compared with the existing site.

Oil/Grease Control: Treat the first 1/2 inch of runoff over the proposed parking facility and/or drive up window.

Thermal Control: Provide substantial thermal control to reduce runoff temperature in cold water community or trout stream watersheds.

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.

8. 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.
9. 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 tstroester@cityofmadison.com (West).

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

10. "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.
11. All parking facility design shall conform to MGO standards, as set in section 10.08(6).
12. The applicant shall submit one contiguous plan showing proposed conditions and one contiguous plan showing existing conditions for approval. The plan drawings shall be to engineering scale 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.

Fire Department (Contact Bill Sullivan, (608) 886-4691)

13. Provide an updated fire apparatus access plan.

Engineering Division (Mapping Section) (Contact Jeff Quamme, 608) 266-4097)

14. The east wing has an address of 330 E Lakeside Street. The west wing has an address of 328 E Lakeside Street. 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.

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

15. 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.

16. Lighting is not required. However, if it is provided, it must comply with City of Madison General Ordinances Section 10.085 outdoor lighting standards.