



Project Address: 702 Pflaum Road (15th Alder District – Ald. Foster)
Application Type: Conditional Use
Legistar File ID #: [65484](#)
Prepared By: Chris Wells, Planning Division
Report includes comments from other City agencies, as noted.
Reviewed By: Kevin Firchow, AICP, Principal Planner

Summary

Applicant & Contact: Colleen O'Meara; Eppstein Uhen Architects; 309 W Johnson Street, Suite 202; Madison, WI 53703

Property Owner: Brandon Halverson; Madison Metropolitan School District; 545 Dayton Street; Madison, WI 53703

Requested Action: Consideration of three conditional uses for: 1) Additions to an existing building that exceed 4,000 square-feet in floor area located on a site in the Campus-Institutional (CI) District without a campus master plan; 2) Establishment, improvement, or modification of a secondary use occurring outside of an enclosed building and located on a site in the CI District without a campus master plan; and 3) Nonresidential development immediately adjacent to the boundary of a City-owned public park - all to allow construction of additions to La Follette High School and relocation of the visitor bleachers at Lussier Stadium at 702 Pflaum Road.

Proposal Summary: The applicant is seeking approval to make a number of changes and updates to both the La Follette High School building itself as well as the site and athletic facilities. The three additions proposed will total roughly 40,000 square-feet in area.

Applicable Regulations & Standards: This proposal is subject to the standards for Conditional Uses [M.G.O. §28.183(6)], and the Campus Institutional (CI) District [M.G.O. §28.097]. Section 28.097(2)(c) states that *"in a Campus Institutional (CI) District without a Campus Master Plan, individual development proposals and changes that exceed four thousand (4,000) square feet in floor area within any five (5) year period, shall require conditional use approval."* Additionally, Section 28.097(2)(d) states *"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."* Finally, Section 28.139 states *"Nonresidential development immediately adjacent to the boundary of a City-owned public park shall be reviewed as a conditional use."*

Review Required By: Landmarks Commission, Urban Design Commission, and Plan Commission.

Summary Recommendations: The Planning Division recommends that the Plan Commission find the standards met and **approve** the Conditional Uses for 1) Additions to an existing building that exceed 4,000 square-feet in floor area located on a site in the Campus-Institutional (CI) District without a campus master plan; 2) Establishment, improvement, or modification of a secondary use occurring outside of an enclosed building and located on a site in the CI District without a campus master plan; and 3) Nonresidential development immediately adjacent to the boundary of a City-owned public park - all to allow construction of additions to La Follette High School and relocation of the visitor bleachers at Lussier Stadium at 702 Pflaum Road. This recommendation is subject to input at the public hearing and the conditions from reviewing agencies in this report.

Background Information

Parcel Location: The subject site is a 2,470,376-square-foot (56.7-acre) parcel is located on the north side of Pflaum Road, between Monona Drive and Spaanem Avenue. It is within Alder District 15 (Ald. Foster) and the Madison Municipal School District.

Existing Conditions and Land Use: The site is home to both La Follette High School and the Ray F Sennett Middle School. The two school buildings, both one to two stories in height, sit side by side on the southern half of the site - the much smaller Middle School sits at the western end (with its own access point and associated parking), while the much larger High School occupies the rest of the Pflaum Road frontage to the east. Surface parking for the high school, and the access point which serves it (from Pflaum Road), are both located on the east side of the school. Finally, athletic fields occupy the northern half of the site. The site is zoned CI (Campus Institutional District).

Surrounding Land Uses and Zoning:

North & West: The City of Madison Monona Golf Course, zoned PR (Parks and Recreation);

South: Across Pflaum Road are single-family residences in the SR-C1 (Suburban Residential – Consistent 1) District, and condominiums and 2-unit apartments in the SR-C3 (Suburban Residential – Consistent 3) District; and

East: To the southeast of the school is The Blooming Grove Cemetery which is zoned CN (Conservation District). Further to the east, and running along the school’s eastern property line, are single-family residences zoned SR-C1 (Suburban Residential – Consistent 1).

Adopted Land Use Plan: The [Comprehensive Plan](#) (2018) recommends Special Institutional (SI) uses for the subject site.

Zoning Summary: The subject property is zoned CI (Campus Institutional District):

Requirements	Required	Proposed
Lot Area (sq. ft.)	6,000	2,470,376
Lot Width	50 ft	1,960 ft
Front Yard Setback	5 ft	128 ft
Side Yard Setback	None	565 ft
Rear Yard Setback	None	540 ft
Maximum Lot Coverage	85%	31%
Maximum Building Height	3 stories/68 ft	2 stories

Site Design	Required	Proposed
Number Parking Stalls	1 space per classroom + 1 space per 5 students of legal driving age based on the maximum number of students attending classes at any one time	435
Accessible Stalls	9	Unknown <i>(See Comment #19)</i>
Loading	No	No
Number Bike Parking Stalls	1 space per 5 students	Unknown <i>(See Comment #20)</i>
Landscaping	Yes	Yes <i>(See Comment #21)</i>
Lighting	Yes	Yes
Building Forms	Yes	Civic Building

Other Critical Zoning Items	Urban Design (Public Building); Adjacent to a Park; Utility Easements
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Environmental Corridor Status: Portions of the subject property, including areas where improvements are proposed, appear to be located within a mapped environmental corridor. If necessary, such approvals are under the jurisdiction of the Capital Area Regional Planning Commission. Staff have added an advisory comment noting this in the recommendation section of this report.

Public Utilities and Services: The site is served by a full range of urban services. Metro Transit operates daily all-day transit service along Pflaum Road adjacent this property - with trips at least every 30 minutes. The Madison Metropolitan School District funds additional trips during the academic year, with buses scheduled to arrive and depart around daily bell times.

Related Approvals

As this proposed development is technically adjacent to a local Madison landmark (Dean House at 4718 Monona Drive), the Zoning Code requires that the Landmarks Commission provides an advisory recommendation as to whether the development is *“so large or visually intrusive as to adversely affect the historic character or integrity of the adjacent landmark.”* At their May 17, 2021 meeting, the Landmarks Commission found that this proposal did NOT adversely affect the adjacent landmark (Dean House) (Legistar #[65202](#)). In the staff report to the Landmarks Commission, the Landmarks Commission Secretary noted that the site is technically adjacent to the landmark Nathaniel Dean house, located approximately 1,300 feet away from the property boundary with the school. Most of that parcel contains a golf course. The landscaping features between the landmarked structure and the school mean that the school itself is minimally visible from the Dean House, and the additions would not be visible.

The Urban Design Commission is an approving body for improvements to public buildings. At their meeting on June 30, 2021, the Urban Design Commission granted this proposal final approval. (Legistar File # [65571](#)).

Project Description

The applicant is proposing a list of changes to La Follette High School – to the building itself as well as to the grounds and athletic facilities:

Changes to the School Building:

- Provide a new one-story Welcome Center and front entrance to the school facing Pflaum Road. The expansion, totaling roughly 4,840 square-feet, will be clad primarily with brick, save for a large portion at the southwest corner which will be floor-to-ceiling glass. The proposal also contains a steel frame with perforated metal screen projecting up above the glass portion of the façade and containing large letters which spell “Welcome to La Follette High School.” Note: signage is not approved by the Plan Commission. Signage must be reviewed for compliance with Chapter 31 Sign Codes of the Madison General Ordinances and Chapter 33 Urban Design District ordinances. Signage permits are issued by the Zoning Section of the Department of Planning and Community and Economic Development.
- Increase the width of the main north-south circulation corridor through the school to improve the functionality and aesthetics for students;
- Infill a currently underutilized outdoor space (located underneath the library off of the south courtyard) and provide additional learning spaces for students and improve building circulation;
- Add a roughly 6,400-square-foot addition on the east side of the school which will contain a new Fine Arts entrance and performing arts spaces to provide better student learning environments for these expanding programs. This tall, one-story addition will be clad primarily with brick with a few sizable portions of stormfront windows. Large custom painted graphics, of a design that is still to be finalized, will also cover large areas of the façades. Finally, the fine arts entrance itself will be distinguished with a cladding of silver-colored metal paneling and a red-colored horizontal metal canopy.

- Add a roughly 29,000 square-foot addition at the northeast corner of the school consisting of a new athletics entrance, 2 station gym, and fitness facility. The architectural design and materials proposed for this addition are nearly identical to those described above.
- In addition to the additions listed, much of the building interior spaces and mechanical, electrical and plumbing systems will be renovated. All toilet rooms will be made ADA accessible and 2 new elevators are to be added;
- For improved safety, the building is being fully sprinklered and an updated fire alarm system is being added; and
- The building envelope is being improved with the addition of new thermally broken, insulated storefront systems in all classrooms.

Changes to the Grounds and Athletics:

- New visitor automobile parking, containing 11 stalls, is being proposed just to the east of the Welcome Center and remodeled Pflaum Road entrance;
- The site circulation is being improved by reconfiguring the existing visitor parking with separate access points from the entry and exit road that service the larger student parking area on the east side of the school. With the redesigned parking layout in this area, the net number of stalls will be reduced from 32 to 28;
- New storm water bio retention areas are being planned to offset the new planned additions;
- Lussier Field is being converted to a turf field to serve both football and soccer. The track will be widened and replaced by an IAAF Standard 400-meter track to accommodate the wider field. While the home side bleachers will not be touched, the visitor's bleachers will be relocated roughly 25 feet to the east to accommodate the wider track.

Analysis & Conclusion

This proposal is subject to the standards for Conditional Uses [M.G.O. §28.183(6)], and the Campus Institutional (CI) District [M.G.O. §28.097] as Section 28.097(2)(c) states that in a Campus Institutional (CI) District without a Campus Master Plan, *"individual development proposals and changes that exceed four thousand (4,000) square feet in floor area within any five (5) year period, shall require conditional use approval."* Additionally, Section 28.097(2)(d) states *"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."* Finally, Section 28.139 states *"Nonresidential development immediately adjacent to the boundary of a City-owned public park shall be reviewed as a conditional use."* In regards to the approval standards, the Plan Commission shall not approve a conditional use without due consideration of the City's adopted plan recommendations, design guidelines, and finding that all of the conditional use standards of MGO §28.183(6) are met.

The [Comprehensive Plan](#) (2018) recommends Special Institutional (SI) uses for the subject site. The Plan notes that the Special Institutional (SI) designation is used primarily to identify current or recommended locations for grade schools, colleges, etc. and recommends that campus development *"should be compatible with surrounding uses and their design characteristics, and mitigate potential negative impacts on adjacent areas."* The Planning Division believes the proposal could be found consistent with adopted plan recommendations.

Given the consistency with adopted plans, the positive advisory finding by the Landmarks Commission, and the approval granted by Urban Design Commission the Planning Division believes that the Conditional Use Approval Standards can be found met. Staff does not believe that this proposal will have any negative impacts on the surrounding neighborhood.

At the time of report writing, staff did not receive any public comment on this proposal.

Recommendation

Planning Division Recommendations (Contact Chris Wells, (608) 261-9135)

The Planning Division recommends that the Plan Commission find the standards met and **approve** the Conditional Uses for - 1) Additions to an existing building that exceed 4,000 square-feet in floor area located on a site in the Campus-Institutional (CI) District without a campus master plan; 2) Establishment, improvement, or modification of a secondary use occurring outside of an enclosed building and located on a site in the CI District without a campus master plan; and 3) Nonresidential development immediately adjacent to the boundary of a City-owned public park - all to allow construction of additions to La Follette High School and relocation of the visitor bleachers at Lussier Stadium at 702 Pflaum Road. This recommendation is subject to input at the public hearing and the following conditions:

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

Planning Division (Contact Chris Wells, (608) 261-9135)

1. Prior to final staff sign-off, the project is found to comply with all Environmental Corridor regulations administered through the Capital Area Regional Planning Commission.

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

2. An Erosion Control Permit is required for this project. See Storm comments for permit 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. This project will disturb 20,000 sf or more of land area and require an Erosion Control Plan. Please submit an 11" x 17" copy of an erosion control plan (pdf electronic copy preferred) to Megan Eberhardt (west) at meberhardt@cityofmadison.com, or Daniel Olivares (east) at daolivares@cityofmadison.com, for approval.

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>

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.

6. 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))

As a redevelopment project this site is required to reduce the peak discharge in the 10 year event by 15% compared to existing conditions, and to reduce the total volumetric discharge by 5% during the 10 year storm event, compared to existing conditions.

7. 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.
8. 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).

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

9. 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.
10. 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.
11. 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.

12. All parking facility design shall conform to MGO standards, as set in section 10.08(6).
13. All bicycle parking adjacent pedestrian walkways shall have a 2 foot buffer zone to accommodate irregularly parked bicycles and/or bicycle trailers.
14. 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.
15. "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. The existing Stop Sign is located in the street terrace, this sign shall be removed and replaced with a Stop Sign on school property.
16. Dimensions of the driveways shall be noted on the plan including the width of driveway and width of driveway flares or curb cut.
17. Include a parking plan demonstrating how specific stalls, to be used by the commercial site, will be reserved. Include any signage to be used to achieve this goal in the submitted plans.
18. 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.
19. 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 from the Linda Vista path to the building entrance. Obstructions include but are not limited to tree grates, planters, benches, parked vehicle overhang, signage and doors that swing outward into walkway.

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

20. 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.
21. Bicycle parking for the project shall comply with the requirements of Sections 28.141(4)(g) and 28.141(11). Provide a minimum of 1 short-term bicycle parking stall per 5 students located in a convenient and visible area on a paved or impervious surface. Bicycle parking shall be located at least as close as the closest non-accessible automobile parking and within one hundred (100) feet of a principal entrance. Note: A bicycle stall is a minimum two (2) feet by six (6) feet with a five (5) foot wide access area. Provide a detail of the proposed bike rack.
22. 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.

- 23. Submit a rooftop plan showing the location of any proposed rooftop mechanical equipment and screening. All rooftop and ground level mechanical equipment and utilities shall be fully screened from view from any street or residential district per Section 28.142(9)(d).
- 24. 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 and Chapter 33 Urban Design District ordinances. Signage permits are issued by the Zoning Section of the Department of Planning and Community and Economic Development.
- 25. Provide detail of compliance with Sec. 28.129: Bird-Safe Glass Requirements.

Fire Department (Contact Bill Sullivan, (608) 261-9658)

- 26. Provide an updated fire apparatus access plan for the site.

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

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| <ul style="list-style-type: none">27. In coordination with any public works improvements, the applicant shall maintain or replace the concrete boarding terrace surface at the existing Metro bus stop on the north side of Pflaum Road, west and east of Groveland Terrace (#7232).28. The applicant shall include the location of these facilities on the final documents filed with their permit application, so that Metro Transit may review and effectively plan for City transit access to this property. |
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- 29. Metro Transit operates daily all-day transit service along Pflaum Road adjacent this property - with trips at least every 30 minutes. The Madison Metropolitan School District funds additional trips during the academic year, with buses scheduled to arrive and depart around daily bell times.

The following agencies reviewed this request and have recommended no conditions of approval:

Engineering-Mapping; Parks; Forestry; Water Utility