



**Project Address:** 201 S Gammon Road (19<sup>th</sup> Alder District – Ald. Furman)  
**Application Type:** Conditional Use  
**Legistar File ID #:** [66595](#)  
**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 James Madison Memorial High School as well as site changes, including the conversion of the Mansfield Stadium field to a turf field, at 201 S Gammon Road.

**Proposal Summary:** The applicant is seeking approval to make a number of changes and updates to both the James Madison Memorial 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:** 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 James Madison Memorial High School as well as site changes, including the conversion of the Mansfield Stadium field to a turf field, at 201 S Gammon 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 3,026,502-square-foot (69.5-acre) parcel is located to the northeast of the intersection of S Gammon Road and Mineral Point Road. It is within Alder District 19 (Ald. Furman); Wellhead Protection District 16; and the Madison Municipal School District.

**Existing Conditions and Land Use:** The site is home to both James Madison Memorial High School and Thomas Jefferson Middle School. The two school buildings are both one to two stories in height and both sit near the middle of the site’s S Gammon Road frontage – with the much smaller Middle School sitting further to the north, roughly opposite the intersection with Tree Lane. The site has three access points along S Gammon Road and one along Mineral Point Road. While the parking lots are interconnected, the two more northerly access points along S Gammon Road are used primarily to access the middle school parking lot, which is located between the two school buildings, while the other two access points are used to access the high school’s parking lot which is located to the south of the high school. The remainder of the site is occupied by athletic fields. The site is zoned CI (Campus Institutional District).

**Surrounding Land Uses and Zoning:**

North: Single-family residences in the SR-C1 (Suburban Residential – Consistent 1) District;

South: Across Mineral Point Road is a two-story office building, zoned CC (Commercial Center) District, and a city-owned parcel with athletic fields and stormwater ponds, zoned CN (Conservation) District;

East: Along the northern portion of this frontage are single-family residences in the SR-C1 District. Further to the south is the City’s Mineral Point Park, also zoned SR-C1. To the south of the park is the 96-unit Parkwood Village Condominium and a 40-unit apartment building, both zoned SR-V2 (Suburban Residential – Varied 2) District. At the southern end is the City of Madison’s Well #16, zoned CI (Campus Institutional District) and the Capitol Petro Mart gas station and convenience store, zoned CC (Commercial Center) District; and

West: Across S Gammon Road, the 246-unit Wexford Ridge apartments, zoned SR-V2, occupies the northern half of this frontage. The rest is occupied by various commercial and office development in the SE (Suburban Employment) District.

**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	3,026,502
Lot Width	50 ft	1,270 ft
Front Yard Setback	None	750 ft
Side Yard Setback	None	120 ft
Rear Yard Setback	None	600 ft
Maximum Lot Coverage	85%	30%
Maximum Building Height	3 stories/68 ft	2 stories

Site Design	Required	Proposed
Number Parking Stalls	Existing, no change	Existing, no change
Accessible Stalls	Existing, no change	Existing, no change
Loading	No	No
Number Bike Parking Stalls	Existing, no change	Existing, no change
Landscaping	Yes	Yes (See Comment #22)

Lighting	Yes	Yes <i>(See Comment #23)</i>
Building Forms	Yes	Civic Building
<b>Other Critical Zoning Items</b>	Urban Design (Public Building); Adjacent to a Park; Utility Easements; Wellhead Protection District (WP-16)	

*Tables prepared by Jacob Moskowitz, Assistant Zoning Administrator*

**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 S Gammon Road and Mineral Point 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

The Urban Design Commission is an approving body for improvements to public buildings. At their meeting on September 1, 2021, the Urban Design Commission granted this proposal final approval. (Legistar File # [66730](#)). Their approval motion included the recommendation to consider changing the tree species from Pin Oak to Kentucky Coffee or Swamp White Oak.

## Project Description

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

### Changes to the School Building:

- Infill a roughly 7,700-square-foot, outdoor courtyard space and provide additional common spaces for students and improve building circulation.
- Add a roughly 11,300-square-foot addition on the west side of the school, along S. Gammon Road to be utilized by the school’s performing arts programs. This tall, one-story addition will be clad primarily with a light yellow-colored brick. Grey precast stone will clad the base. This addition includes large aluminum stormfront windows of various sizes.
- Add a roughly 20,500-square-foot addition on the east side of the school for the school’s fine arts programs, and connect the current technical education building with the main school building. This provides an accessible route to these programs. The architectural design and materials proposed for this one-story addition are nearly identical to those described above.
- Enhance the south façade of the building to provide a better to enhance the main entrance of the school facing Mineral Point Road. This will consist primarily of adding large signage (text) atop metal paneling at both ends of the façade. 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.

- 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 two new elevators are to be added.
- For improved safety, the building is being fully sprinklered and an updated fire alarm system is being added.
- 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:**

- Mansfield Stadium 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. Note: no field lighting is being proposed to be added.
- The entrance sequence to the stadium is being improved by adding new concessions, ticketing building and new ramping to the stadium and the field. New signage, with large text spelling “Mansfield Stadium”, will be added along the western façade of the new building. (Please see the note about regarding signage approvals)
- The existing stadium facilities are being improved to include accessible bleacher seating, toilets, and locker rooms.
- A new concrete sidewalk is being added to connect the main parking/south school entrance with the bus stop terrace on Mineral Point Road.
- New storm water bio retention areas are being planned to offset the new planned additions.

## **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 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 James Madison Memorial High School as well as site changes, including the conversion of the Mansfield Stadium field to a turf field, at 201 S Gammon 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.
2. Based on the advisory site design/landscape comments from the Urban Design Commission, it is recommended that the applicant change the tree species from Pin Oak to Kentucky Coffee or Swamp White Oak.

#### **City Engineering Division** (Contact Timothy Troester, 608-267-1995)

3. 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))
4. An Erosion Control Permit is required for this project. See Storm comments for permit specific details and requirements.
5. 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.
6. 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.
7. 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>.

The applicant is notified that the City of Madison is an approved agent of the Department of Safety and Professional Services (DPS) and no separate submittal to this agency or CARPC is required for this project to proceed.

8. 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](mailto:meberhardt@cityofmadison.com), or Daniel Olivares (east) at [daolivares@cityofmadison.com](mailto: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>

This project appears to require fire system testing that can result in significant amounts of water to be discharged to the project grade. The Contractor shall coordinate this testing with the erosion control measures and notify City Engineering 608-266-4751 prior to completing the test to document that appropriate measures have been taken to prevent erosion as a result of this testing.

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.

9. 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: The applicant shall provide calculations and treatment such that the proposed site discharges at a 15% lower discharge than the current site in a 10-year event.

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

Volume Control: Provide onsite volumetric control limiting the post construction volumetric discharge to 5% less than the existing site during the 10 year event.

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.

10. 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.



11. 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 [ttroester@cityofmadison.com](mailto:ttroester@cityofmadison.com) (West).

**City Engineering Division – Mapping Section** (Contact Lori Zenchenko, (608) 266-5952)

12. Label all telecommunications leases on the site plans.

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

13. 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.
14. 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.
15. 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.
16. All parking facility design shall conform to MGO standards, as set in section 10.08(6).
17. All bicycle parking adjacent pedestrian walkways shall have a 2 foot buffer zone to accommodate irregularly parked bicycles and/or bicycle trailers.
18. 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.
19. The applicant shall provide a clearly defined 5' walkway from the front door to the public Right of Way clear of all obstructions to assist citizens with disabilities, especially those who use a wheel chair or are visually impaired. Obstructions include but are not limited to tree grates, planters, benches, parked vehicle overhang, signage and doors that swing outward into walkway.
20. "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.
21. Secure parking facility. This is usually done with continuous six (6) inch curb, timbers, preformed wheel stops, guardrail erected at a height of eighteen (18) inches or fencing of sufficient strength to act as a vehicle bumper.

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

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. Exterior lighting provided shall be in accordance with City of Madison General Ordinances Section 10.085. Provide an exterior lighting plan and fixture cut sheets with the final plan submittal.
24. All new additions must comply with Sec. 28.129 Bird-Safe Glass Requirements. Submit window details showing compliance with this section.
25. 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.

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

26. Provide an updated fire apparatus access plan for the site.
27. Provide details on the exiting plans for the stadium renovations. The home & visitor gates shall remain unlocked and operable whenever the stadium is open to spectators.

**Parks Division** (Contact Ann Freiwald, (608) 243-2848)

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

**Forestry** (Contact Jeffrey Heinecke, (608) 266-4890)

28. Protection On this project, street tree protection zone fencing is required. The fencing shall be erected before the demolition, grading or construction begins. The fence shall include the entire width of terrace and, extend at least 5 feet on both sides of the outside edge of the tree trunk. Do not remove the fencing to allow for deliveries or equipment access through the tree protection zone. Add as a note on the plan set.

**Water Utility** (Contact Jeff Belshaw, (608) 261-9835)

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| <ol style="list-style-type: none"><li>29. This property is in a Wellhead Protection District–Zone (WP-16). Applicant shall provide the Madison Water Utility with confirmation that no hazardous and/or toxic materials will be stored on site, and that all proposed uses of this site comply with the City of Madison Wellhead Protection Ordinance. Any future change in use for this property will require review by the Madison Water Utility General Manager or his designated representative. Contact Joe Grande at <a href="mailto:Jgrande@madisonwater.org">Jgrande@madisonwater.org</a> for additional information, including a summary of the submittal requirements.</li></ol> |
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**Metro Transit** (Contact Timothy Sobota, (608) 261-4289)

30. As identified on the plans submitted for review, the applicant shall install an accessible pedestrian connection between the Metro bus stop zone that is adjacent the public sidewalk on the north side of Mineral Point Road, east of Gammon Place, and the public entrances of both Mansfield Stadium and the School Building entrances that are accessed along the south side of the building.
31. The Madison Metropolitan School District funds Metro Transit trips during the academic year, to directly serve this high school building, with buses scheduled to arrive and depart around daily bell times - using the curbside lane on the east side Gammon Road, generally south of Tree Lane.
32. In coordination with public works improvements, the applicant shall maintain or replace but also expand the existing mix of grass, concrete and asphalt bus boarding terrace area(s) on the east side of Gammon Road, south of Tree Lane - so that up to twelve buses are all adjacent a paved/accessible boarding surface (similar to the ~750' of accessible paved terrace on north side of Regent, adjacent West HS; ~800' of accessible paved terrace on north side of Pflaum, adjacent LaFollette HS; or ~550' of accessible paved terrace on north side of East Washington, adjacent East HS).
33. 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.