



Project Address: 910 W Wingra Drive and 1347 Fish Hatchery Road
Application Type: Zoning Map Amendment
Legistar File ID # [87843](#)
Prepared By: Timothy M. Parks, Planning Division
Report includes comments from other City agencies, as noted

Summary

Applicant & Property Owner: Jim Ternus, Strand Associates, Inc.; 910 W Wingra Drive; Madison.

Requested Action: Consideration of a request to rezone 910 W Wingra Drive and 1347 Fish Hatchery Road from PD (Planned Development District) and TR-V1 (Traditional Residential–Varied 1 District) to CC-T (Commercial Corridor–Transitional District).

Proposal Summary: The applicant is requesting approval to rezone the 6.0-acre block bounded by Fish Hatchery Road on the west, Cedar Street on the north, South Street on the east, and W Wingra Drive on the south to CC-T to facilitate construction of 36,000 square feet of additions to their existing two-story, approximately 91,000 square-foot office building. An existing parking lot located north of the office building will be reconstructed with the expansion project, with approximately 245 automobile stalls envisioned. The additions to the building and associated parking lot improvements are scheduled to commence in winter 2025, with completion anticipated in 2026.

Applicable Regulations & Standards: Section 28.182 of the Zoning Code provides the process for zoning map amendments. Table 28D-2 in Section 28.061(1) identifies general and professional offices as a permitted use in the CC-T zoning district. If the requested zoning map amendment is approved, the applicant would be required to obtain approvals pursuant to Section 28.186 of the Zoning Code prior to receiving permits for the building additions and parking lot improvements. A Certified Survey Map (CSM) to combine all of the underlying parcels into one lot pursuant to MGO Section 16.23(4)(f) will also be required prior to commencement of the project.

Review Required By: Plan Commission and Common Council

Summary Recommendation: The Planning Division recommends that the Plan Commission find the standards met and forward Zoning Map Amendment ID 28.022–00714, rezoning 910 W Wingra Drive and 1347 Fish Hatchery Road from PD and TR-V1 to CC-T, to the Common Council with a recommendation of **approval** subject to input at the public hearing. No conditions of approval are recommended for this rezoning request.

Background Information

Parcel Location: A 6.0-acre (261,351 square-foot) parcel bounded by Fish Hatchery Road on the west, Cedar Street on the north, South Street on the east, and W Wingra Drive on the south; Alder District 13 (Evers); Madison Metropolitan School District.

Existing Conditions and Land Use: The parcel addressed as 910 W Wingra Drive is 2.35 acres in area and developed with the two-story, approximately 91,000 square-foot office building occupied by the applicant, Strand Associates, Inc.; the 910 parcel is zoned PD (Planned Development District). The parcel at 1347 Fish Hatchery Road contains

approximately 3.62 acres of land and is developed with a surface parking lot, zoned TR-V1 (Traditional Residential–Varied 1 District).

Surrounding Land Uses and Zoning:

North: SSM Health Dean Clinic and surface parking, zoned CC-T (Commercial Corridor–Transitional District);

South: Wingra Creek south of W Wingra Drive;

West: Single-family residences across Fish Hatchery Road, zoned TR-C1 (Traditional Residential–Consistent 1 District); and

East: Across South Street: Shenandoah Apartments, zoned TR-U1 (Traditional Residential–Urban 1 District); The Road Home Dane County and United States Postal Service Wingra Drive/South Side Station, zoned CC-T.

Adopted Land Use Plans: The 2023 [Comprehensive Plan](#) recommends the Fish Hatchery Road frontage of the site for Community Mixed-Use (CMU), with the remainder of the overall site and neighboring properties extending east to S Park Street for Regional Mixed-Use (RMU).

The subject site is located within the boundaries of the 2005 [South Madison Neighborhood Plan](#), which generally recommends that redevelopment activities in the same triangle formed by S. Park Street, Fish Hatchery Road and Wingra Creek emphasize business retention and expansion, increased connectivity, street-oriented development with an emphasis on urban building forms, and the placement of parking to the side and rear of buildings.

Finally, the subject site is located within the boundaries of the 2006 [Wingra Market BUILD Market Study and Redevelopment Plan](#), which includes the property in Sub-Area 4 of the plan. In general, the plan provides for the expansion of Strand Associates. The plan recommends that bio-medical or healthcare-related uses, which could include a retirement community with tiered-levels of care, be developed on the former St. Mary’s Car Center site at 1347 Fish Hatchery Road.

Zoning Summary: The applicant is requesting CC-T (Commercial Corridor–Transitional District) zoning for the property. Future plans for the site will be reviewed for conformance with the proposed district prior to the issuance of permits. The subject site is also located within the Transit-Oriented Development (TOD) Overlay District.

Environmental Corridor Status: The subject site is not located in a mapped environmental corridor, though Wingra Creek to the south and the lands immediately abutting it are located in a mapped corridor.

Public Utilities and Services: The site is served by a full range of urban services, including Metro Transit, which provides daily all-day service on Route O and peak hour service on Route 75 along Fish Hatchery Road past the site. Metro Transit operates additional daily all-day service along S Park Street two blocks east of this property on Route B (future north-south Bus Rapid Transit line).

Previous Approvals

On June 20, 2005, the Plan Commission approved a demolition permit to demolish a two-story nursing home at 1347 Fish Hatchery Road and the installation of a temporary parking facility for St. Mary’s Hospital. The 1347 parcel was zoned R4 (General Residence District) under the 1966 Zoning Code map. Under the 1966 Zoning Code,

temporary parking lots for the parking of passenger automobiles were allowed in residence zoning districts for up to three years. Use of such lots after three years required approval of a conditional use by the Plan Commission. The Plan Commission approved a three-year extension for the parking lot on June 16, 2008 and again on June 20, 2011. Upon the adoption of the 2013 Zoning Code, the site was assigned TR-V1 (Traditional Residential–Varied 1 District) zoning. Temporary parking lots like the one on the 1347 parcel ceased to be allowed by the 2013 code, and the parking lot has remained as a non-conforming use.

On March 27, 2007, the Common Council approved a request to rezone 1355 and 1359 Fish Hatchery Road, 1346 and 1354 South Street, and 910, 968, 972 and 976 W Wingra Drive from R2 (Single-Family Residence District) and C2 (General Commercial District) to Planned Unit Development, General Development Plan and Planned Unit Development, Specific Implementation Plan (PUD-GDP-SIP) [1966 Zoning Code] to allow expansion of an existing office building following demolition of three single-family residences at 968, 972, and 976 W Wingra Drive.

On October 19, 2020, the Plan Commission approved demolition permits to demolish single-family residences at 1355 and 1359 Fish Hatchery Road to create open space for the adjacent office building at 910 W Wingra Drive.

Project Description

The applicant, Strand Associates, Inc., is requesting approval of a request to rezone two parcels totaling approximately 6.0 acres at 910 W Wingra Drive and 1347 Fish Hatchery Road to CC-T to facilitate expansion of their existing two-story, 91,000 square-foot office building on the 910 W Wingra property.

The 6.0-acre subject site is the block bounded by Fish Hatchery Road on the west, Cedar Street on the north, South Street on the east, and W Wingra Drive on the south. The parcel addressed as 910 W Wingra Drive is 2.35 acres in area and is developed with the two-story, approximately 91,000 square-foot Strand Associates office building in PD (Planned Development District) zoning. Parking for the current office building is primarily provided in a 160-stall surface lot located across Wingra Creek at 833 Plaenert Drive, which is connected to the site by a pedestrian bridge across the creek opposite South Street. The parcel at 1347 Fish Hatchery Road contains approximately 3.62 acres and is developed with a 280-stall surface parking lot in TR-V1 (Traditional Residential–Varied 1 District) zoning. The adjacent parking lot was acquired last year from SSM Health, who had used the 280-stall lot as remote parking for St. Mary's Hospital.

The letter of intent submitted with the rezoning request indicates that the applicant intends to construct two additions to the building. A two-story, approximately 30,000-square-foot addition is proposed to the northwest portion of the building, which will include additional office space, conference rooms, and assorted employee spaces. A one-story, 6,000-square-foot addition is also proposed at the northeastern corner of the building near the current location of a service entrance, trash enclosure, and small parking lot accessed from South Street. In addition to the building expansion, the applicant indicates that the 280-stall parking lot to the north will be reconstructed to include 245 automobile stalls; access to the reconstructed lot will be provided from driveways along South Street and Cedar Street. Plans for the expansion project are attached to Ordinance ID 87843 for informational purposes.

Analysis & Conclusion

In order to approve the zoning map amendment, the Common Council shall find that the zoning map amendment is *consistent with* the City's Comprehensive Plan as required by Section 66.1001(3) of Wisconsin Statutes.

“Consistent with” is defined as “furthers or does not contradict the objectives, goals and policies contained in the comprehensive plan.”

Most of the subject site is recommended in the 2023 Comprehensive Plan for Regional Mixed-Use (RMU), with the exception of the Fish Hatchery Road frontage, which is recommended for Community Mixed-Use (CMU). The RMU district extends from the S Park Street frontage west across South Street and from Midland Street to Wingra Creek before transitioning to CMU along Fish Hatchery Road to create a transition to the lower-density one- and two-story single-family residences located to the west.

The RMU category includes existing and planned high-intensity centers supporting a variety of multi-family housing options and commercial activity serving the needs of the region. These areas typically include large-scale sites supportive of multi-story buildings between two and twelve stories in height, subject to recommendations in adopted sub-area plans. RMU areas are intended to be the most intensively developed areas of the City outside of downtown and are mapped close to the junctions of major streets, along major roads, close to highway interchanges, and along existing and planned high-frequency/high-capacity public transit routes. RMU areas should be well connected with the adjoining street network and be transit-oriented, with a pedestrian-friendly public street network and buildings placed close to the sidewalk and street, and with parking located behind buildings, underground, on street, or in parking structures.

The CMU category includes existing and planned areas supporting an intensive mix of medium- to high-density residential, commercial, employment, and civic uses serving residents and visitors from the surrounding area and the community as a whole. CMU areas are generally located at major intersections and along relatively high-capacity transit corridors, often extending several blocks. CMU areas can generally accommodate significant development with a variety of housing options and commercial uses that attract a wide customer base. Subject to adopted detailed plans for the area, CMU areas are intended to include buildings two to six stories in height. Many of the City’s aging, auto-oriented strip commercial centers are recommended for CMU redevelopment due to their accessible locations along major transportation corridors and the opportunities to significantly increase integrated housing and commercial development. Development and design within CMU areas should create a walkable node or corridor, ideally adjacent to existing or planned transit, and should be transit-oriented. Buildings should screen surface parking from the street, and intensive development in the CMU district may require structured parking. CMU areas should be well connected with surrounding neighborhoods and have buildings placed close to the sidewalk.

The subject site is located within the boundaries of the 2005 South Madison Neighborhood Plan, which generally recommends that redevelopment activities in the triangle formed by S Park Street, Fish Hatchery Road and Wingra Creek emphasize business retention and expansion, increased connectivity, street-oriented development with an emphasis on urban building forms, and the placement of parking to the side and rear of buildings.

The subsequent Wingra Market Study and Conceptual Redevelopment Plan Summary Report (“Wingra Plan”) adopted in 2006 studied the market potential for redevelopment of the same triangle and provided a series of broad planning and urban design recommendations to guide future redevelopment activities. The Wingra Plan includes the subject site in Sub-Area 4. The plan recommends that bio-medical, healthcare-related, or senior-oriented housing uses be developed on the former St. Mary’s Care Center site at 1347 Fish Hatchery Road, while accommodating the expansion of the applicant’s offices in the southern portion of the sub-area along W Wingra Drive.

The Planning Division believes that the Plan Commission may find that the proposed rezoning from PD and TR-V1 to CC-T is consistent with and will aid in the implementation of the CMU and RMU recommendations for the site in the Comprehensive Plan. The statement of purpose for the CC-T district states that it “is established to recognize the many commercial corridors within the City that remain largely auto-oriented, and to encourage their transformation into mixed-use corridors that are equally conducive to pedestrian, bicycle, transit and motor vehicle activity.” Among other things, the district is also intended to improve the quality of landscaping, site design and urban design along these corridors and encourage appropriate transitions between higher-intensity uses along commercial corridors and adjacent lower-density residential districts. Rezoning the site to CC-T to accommodate the expansion of Strand Associates is also consistent with recommendations for the subject site in the Wingra Market Study and Conceptual Redevelopment Plan Summary Report.

General and professional offices are permitted uses in the CC-T zoning district. If the proposed zoning map amendment is approved, the applicant will be required to obtain permitted use site plan approval per Section 28.186 of the Zoning Code prior to issuance of permits for the building additions and associated parking lot improvements.

As with any zoning map amendment, notice of the proposed rezoning was published notice in the City’s newspaper of record (Wisconsin State Journal) and notices were mailed to the property owners and occupants within 200 feet of the area subject to the map amendment.

Recommendation

The Planning Division recommends that the Plan Commission find the standards met and forward Zoning Map Amendment ID 28.022–00714, rezoning 910 W Wingra Drive and 1347 Fish Hatchery Road from PD and TR-V1 to CC-T, to the Common Council with a recommendation of **approval** subject to input at the public hearing. The rezoning request has not been forwarded to City agencies for review, and no conditions of approval are recommended.