

## PLANNING DIVISION STAFF REPORT

March 10, 2014

PREPARED FOR THE PLAN COMMISSION



**Project Address:** 945 Edgewood College Drive

**Application Type:** Conditional Use

**Legistar File ID #** [32923](#)

**Prepared By:** Timothy M. Parks, Planning Division

Report includes comments from other City agencies, as noted.

### Summary

**Applicant & Property Owner:** Edgewood College; 1000 Edgewood College Drive; Madison

**Contact Person:** Michael Gordon, Potter Lawson, Inc.; 749 University Row, Suite 300; Madison

**Requested Action:** Approval of a conditional use to construction of an addition to the existing Regina Hall dormitory addressed as 945 Edgewood College Drive. [Note: This application is not the request for approval of a CI-Campus Institutional zoning district master plan. Edgewood College, Edgewood High School and Edgewood Campus School have jointly filed such a master plan, which is scheduled to be reviewed by the Plan Commission on March 24, 2014.]

**Proposal Summary:** The applicant proposes to construct a three-story addition to the east side of the dormitory to increase the number of the beds in the facility by 114. The addition will include other non-dormitory college uses on a basement level, which will include classrooms, offices and a multi-purpose room as well as mechanical space for the building. Construction is scheduled to commence in May 2014, with completion anticipated in July 2015.

**Applicable Regulations & Standards:** Section 28.097(2)(c) limits individual development within any five-year period for any property in the CI zoning district without an approved master plan to 4,000 square feet of gross floor area unless approved as a conditional use. Section 28.183 of the Zoning Code provides the process and standards for the approval of conditional use permits.

**Review Required By:** Plan Commission

**Summary Recommendation:** The Planning Division recommends that the Plan Commission find the standards met and **approve** a conditional use to allow construction of an addition to existing Regina Hall at 945 Edgewood College Drive subject to input at the public hearing and the conditions from reviewing agencies beginning on page 4 of this report.

### Background Information

**Parcel Location:** The larger Edgewood Campus, which includes Edgewood College, Edgewood High School and Edgewood Campus School, is bounded by Monroe Street on the north, Woodrow Street on the west, Edgewood Avenue on the east and Edgewood Drive and Lake Wingra on the south; Aldermanic District 13 (Ellingson); Madison Metropolitan School District. Regina Hall is located south of Edgewood College Drive and approximately 75 feet generally northwest of Edgewood [Park & Pleasure] Drive.

**Existing Conditions and Land Use:** Regina Hall is a three-story residence hall that includes a partially exposed basement level that includes dining and multi-purpose spaces for Edgewood College. A chapel is also located off the ground floor of the existing building. The entire campus is zoned CI (Campus-Institutional District).

**Surrounding Land Use and Zoning:** Regina Hall is located in the center of the overall Edgewood Campus and away from the boundaries of the campus, which are located across Woodrow Street and Edgewood Avenue from single-family residences in the Dudgeon-Monroe and Vilas neighborhoods, respectively. Notable nearby campus buildings include the Edgedome and the Campus School to the east and DeRicci Hall, Predolin Humanities Center and Rennebohm Library to the west and southwest.

**Adopted Land Use Plans:** The Comprehensive Plan identifies the greater Edgewood Campus in the Campus district. The residential neighborhoods that bound the campus are recommended for Low-Density Residential uses, while Edgewood Drive and Lake Wingra are recommended for Park and Open Space.

**Zoning Summary:** The property is zoned CI (Campus-Institutional District). Planning and Zoning staff have reviewed the addition and determined that it will comply with the CI district bulk requirements.

Other Critical Zoning Items	
Yes:	Landmarks (Indian mounds on campus), Utility Easements
No:	Wellhead Protection, Barrier Free, Urban Design, Floodplain, Waterfront Development

*Prepared by: Planning and Zoning staff*

**Environmental Corridor Status:** Regina Hall is not located within a mapped environmental corridor, though the woodlands located nearby are noted on the corridor map. The portion of the Edgewood campus located southeast of Edgewood Drive is located in a mapped corridor, with areas of woodlands, wetlands and floodplain noted (see Map D9).

**Public Utilities and Services:** The site is served by a full range of urban services, including Metro Transit service on Monroe Street.

## Project Description

Edgewood College is requesting approval of a conditional use to allow construction of an addition to easterly end of Regina Hall, an existing three-story residence hall located near the center of the larger Edgewood campus. The three-story addition to the dormitory will include 126 beds, though the actual increase in beds in the facility will be 114 because the project calls for the removal of 12 existing beds where the addition will be built. The student rooms are designed to hold 2 students per room, with clusters created around 3 bathrooms on each floor. Lounges are shown on each residence floors. The addition includes a new entrance to the residence hall and courtyard/ outdoor gathering space for the students. In addition to the 114 net new beds, the 43,900 square-foot wing will include multi-purpose space and 3 classrooms accessible to the entire campus on a partially exposed basement level similar to other campus uses present in the basement of the existing residence hall. The applicant indicates that the building will be set back approximately 77 feet from the Edgewood/ Park & Pleasure Drive located to the southeast.

## Analysis and Conclusion

As part of the mapping of the new Zoning Code, the Edgewood campus was zoned into the CI (Campus-Institutional) zoning district, which was intended to provide a zoning district for the City's major educational and

medical institutions, many of which were identified on the Generalized Future Land Use Maps in the Comprehensive Plan in either the Campus or Special Institutional districts. Previously, the campus was zoned R2 (Single-Family Residence District) under the 1966 code, and all aspects of the campus were subject to conditional use approval.

The CI zoning district encourages the adoption of master plans by the Plan Commission and Common Council to guide the future growth of those institutions, with individual development for any property without an approved master plan limited to 4,000 square feet of gross floor area within any five-year period unless approved as a conditional use. The CI district also includes a series of bulk requirements that apply to properties in that district without an adopted master plan (master plans can set individual, institution-specific bulk requirements as part of the approval of the plan). While no master plans have been approved for CI-zoned institutions to date, Edgewood (which includes the College, High School and Campus School) has submitted a master plan for approval at the March 24 Plan Commission meeting. Due to the need for the dormitory addition to move forward sooner than the likely timeline to review, approve and finalize a CI zoning master plan for the campus, Edgewood College is seeking approval of a conditional use to proceed separately.

The Planning Division believes that the standards can be met for the conditional use for the proposed addition to Regina Hall. The addition is well designed to integrate with the architecture of the existing residence hall as well as the architectural character of the larger campus, and staff does not believe that the expanded dormitory will have a negative impact on the uses, values and enjoyment nor orderly development of surrounding properties off the Edgewood campus. The project should also have minimal or no impact on the Indian mounds or the Park and Pleasure drive located nearby. The addition to Regina Hall was generally shown on the 1996 master plan for the Edgewood campus, and the approximately 75-foot setback from the Park & Pleasure Drive is consistent with a recommendation in the forthcoming but currently unapproved CI zoning master plan to provide a 75-foot minimum setback for buildings from the edge of the campus.

Due to the Indian burial mounds present on the site, including a linear mound in close proximity to the proposed addition, the Landmarks Commission reviewed the project and granted a Certificate of Appropriateness at its February 17, 2014 meeting (see attached reports). The project materials indicate that the mound will be protected during construction work based on recommendations and oversight by the State of Wisconsin.

## Recommendation

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

The Planning Division recommends that the Plan Commission find the standards met and **approve** a conditional use to allow construction of an addition to existing Regina Hall at 945 Edgewood College Drive subject to input at the public hearing and the following conditions:

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

### City Engineering Division (Contact Janet Dailey, 261-9688)

1. All references to "Property Lines" on the plans shall be revised to "Unit Boundaries". The Edgewood Campus is subject to Edgewood Condominium in which land units were created.
2. The Units shall be labeled on the face of the site plan.

3. This addition covers part of a right of way to MG&E per Document No. 1854115. The easement shall be labeled on the site plan. The applicant shall coordinate with MG&E any required movement of facilities and associated amendments to the right of way document.
  4. Submit a PDF of all floor plans to [lzenchenko@cityofmadison.com](mailto:lzenchenko@cityofmadison.com) so that a preliminary interior addressing plan can be developed. If there are any changes pertaining to the location of a unit, the deletion or addition of a unit, or to the location of the entrance into any unit, (before, during, or after construction) the addresses may need to be changed. The interior address plan is subject to the review and approval of the Fire Marshal. Room numbers for existing Regina Hall rooms shall be shown.
  5. If the sanitary sewer lateral alignment on Alternate #1 on sheet C400 is pursued, the applicant shall provide evidence that Madison Metropolitan Sewerage District (MMSD) has approved the alignment of the sewer connection. The applicant will also be required to take out a permit to connect with MMSD 72 hours in advance of any construction to connect to their facilities. Contact Curt Sauer of MMSD at 222-1201, ext. 269 or [curts@madsewer.org](mailto:curts@madsewer.org) for details of the requirements.
  6. This area falls within the TMDL zone for the City of Madison. As a result, it will be subject to higher erosion control standards at the time of development, as authorized by State code and City resolution. Contact Tim Troester at 267-1995 or [ttroester@cityofmadison.com](mailto:ttroester@cityofmadison.com) for details.
  7. This site, while partially a redevelopment, does not fully qualify for that category for stormwater management. City ordinances define redevelopment as removal of a commercial structure. Further, this site is subject to TMDL standards and must get 80% TSS control compared to existing conditions when taken on mass.
  8. The proposed concept for stormwater management is innovative and supported, but details must be reviewed and approved by City Engineering.
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9. The site plan shall include a full and complete legal description of the site or property being subjected to this application.
  10. The applicant shall demonstrate compliance with Section 37.07 and 37.08 of 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 7.5-ton per acre per year.
  11. 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 off of the proposed development by 80% when compared with the existing site, and 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.
  12. The applicant shall submit, prior to plan sign-off, digital CAD files to the Land Records Coordinator in the City Engineering Division. (Lori Zenchenko) [lzenchenko@cityofmadison.com](mailto:lzenchenko@cityofmadison.com). The digital copies shall be drawn to scale and represent final construction including: building footprints, internal walkway areas, internal site parking areas, lot lines/ numbers/ dimensions, street names, and other miscellaneous impervious areas. All other levels (contours, elevations, etc) are not to be included with this file submittal. E-mail file transmissions are preferred. The digital CAD file shall be to scale and represent final construction. Any

changes or additions to the location of the building, sidewalks, parking/pavement during construction will require a new CAD file. The single CAD file submittal can be either AutoCAD (dwg) Version 2001 or older, MicroStation (dgn) Version J or older, or Universal (dxf) format. Please include the site address in this transmittal.

13. The applicant shall submit prior to plan sign-off, electronic copies of any Stormwater Management File including: SLAMM DAT files; RECARGA files; TR-55/HYDROCAD/etc., and; 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.
14. The applicant shall submit, prior to plan sign-off, digital PDF files to the City Engineering Division. The digital copies shall be to scale, shall have a scale bar on the plan set, and shall contain the following items: building footprints; internal walkway areas; internal site parking areas; lot lines and right-of-way lines; street names, stormwater management facilities and; detail drawings associated with stormwater management facilities (including if applicable planting plans).
15. All outstanding Madison Metropolitan Sewerage District (MMSD) and 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. Contact Janet Dailey (261-9688) to obtain the final MMSD billing a minimum of two working days prior to requesting City Engineering signoff.

**Traffic Engineering Division** (Contact Eric Halvorson, 266-6527)

16. The applicant shall submit one contiguous plan for approval. The plan drawing shall be scaled to 1" = 20' and include the following, when applicable: existing and proposed property lines; parcel addresses; all easements; 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 2 feet of vehicle overhang; drive aisle dimensions; semitrailer movement and vehicle routes; dimensions of radii; and percent of slope.
17. 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.
18. 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.
19. All parking facility design shall conform to the standards in MGO Section 10.08(6).

**Zoning Administrator** (Contact Pat Anderson, 266-5978)

This agency did not provide comments for this request.

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

20. Contact City Engineering to obtain a building address for your new building.

21. The fire hydrant labeled "Alternate 2" on sheet C200 is a requirement to meet fire suppression needs for the campus.

**Water Utility** (Contact Dennis Cawley, 261-9243)

22. Note: All operating private wells shall be identified and permitted and any unused private wells shall be abandoned by the Madison Water Utility in accordance with MGO Section 13.21.

**Parks Division** (Contact Kay Rutledge, 266-4714)

23. Park impact fees (comprised of the Park Development Impact Fee per MGO Sec. 20.08(2) and the Parkland Impact Fee in lieu of land dedication per MGO Sec. 16.23(8)(f) and 20.08(6)) will be required for the additional dwelling units proposed. Please contact the Parks Division for the final amount of fees that are due and payable at the time of building permit issuance for this project. This development is within the Vilas-Brittingham park impact fee district (SI27).

**Metro Transit** (Contact Tim Sobota, 261-4289)

This agency did not provide comments for this request.