

PLANNING DIVISION STAFF REPORT

May 6, 2013

PREPARED FOR THE URBAN DESIGN COMMISSION AND PLAN COMMISSION



Project Address: 6602 Dominion Drive
Application Type: Zoning Map Amendment for an Amended Planned Development
Legistar File ID # [29606](#) and [29645](#)
Prepared By: Kevin Firchow, AICP, Planning Division
Report Includes Comments from other City Agencies, as noted

Summary

Applicant: Ryan Quam; Quam Engineering, LLC; 4604 Siggelkow Road, Suite A; McFarland, WI 53558
Contact: Dale Volkening; Strang, Inc; 6411 Mineral Point Road; Madison, WI 53705
Property Owner: Door Creek Church c/o Randy Olson; 6502 Dominion Drive; Madison, WI 53718

Requested Action: The applicant requests approval to rezone 6602 Dominion Drive from PD-GDP-SIP (Planned Development – General Development Plan-Specific Implementation Plan) to amended PD-GDP-SIP to allow a building addition and other site changes to the existing Door Creek Church.

Proposal Summary: The proposal includes the construction of an approximately 19,000 sf addition to the existing Door Creek Church. The building addition includes two 300-seat worship venues, meeting rooms, and office space. The proposed site changes include the construction of additional parking and new softball and soccer fields. The applicant looks to commence construction in June 2013 with completion scheduled in 2014.

Applicable Regulations & Standards: This proposal is subject to the standards for Zoning Map Amendments [M.G.O. Section 28.182(6)] and Planned Developments [Section 28.098(2)].

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

Summary Recommendation: The Planning Division recommends that the Plan Commission find that the standards for Zoning Map Amendments and Planned Developments are met and forward Zoning Map Amendment 00051, rezoning 6602 Dominion Drive from PD-GDP-SIP (Planned Unit Development Plan-General Development Plan-Specific Implementation Plan) to amended PD-GDP-SIP, to the Common Council with a recommendation of **approval**, subject to input at the public hearing and the conditions recommended by the reviewing agencies.

Background Information

Parcel Location: The 32 acre subject property is located adjacent to South Sprecher Road, between Hopewell Drive on the north and Dominion Drive to the south. The site is within Aldermanic District 3 and within the limits of the Madison Metropolitan School District.

Existing Conditions and Land Use: The subject site includes the existing 24,000 square foot church and related site improvements.

Surrounding Land Use and Zoning:

North: Single-Family homes, zoned PD (Planned Development);

South: Undeveloped properties, zoned CN (Conservancy);

East: Single-Family homes, zoned PD; and

West: Single-Family homes, zoned SR-C1 (Suburban Residential-Consistent 1).

Adopted Land Use Plan: The Comprehensive Plan recommends “special-institutional” uses for this site. That recommendation includes large community-serving places of assembly and worship. The more specific Sprecher Neighborhood Development Plan also recommends “Institutional” uses for this site.

Zoning Summary: The property is an existing Planned Development (PD). As such, there are no pre-determined bulk standards. For comparative purposes, the SR-C1 standards are noted below under the “required” heading due to the surrounding uses and development pattern.

	Required	Proposed
Lot Area	8,000 sq. ft.	32.2157 acres.
Lot width	60'	Adequate
Front yard	30'	As shown on approved plans
Side yards	6'	As shown on approved plans
Rear yard	35'	As shown on approved plans
Maximum lot coverage	60%	As shown on approved plans
Building height	35'	As shown on approved plans
Number parking stalls	186 plus an additional <u>60</u> 246	475 <u>365</u> existing 110 new
Accessible stalls	9	20
Loading	Yes (1-10'x35')	As shown on approved plans
Number bike parking stalls	1 per 50 seats or 75 lineal feet of seating area or 1 per 350 feet of floor area in main worship space.	As shown on approved plans (3)
Landscaping	Yes	As shown on approved plans
Lighting	Yes	As shown on approved plans (2)
Other Critical Zoning Items	Urban Design, Utility easements, Barrier free (ILHR 69)	

Table Prepared by Patrick Anderson, Assistant Zoning Administrator

Environmental Corridor Status: The subject site is not located in a mapped environmental corridor.

Public Utilities and Services: This property is served by a full range of urban services with the exception of bus service.

Previous Approvals

The site is part of the Reston Heights Neighborhood, approved as a Planned Unit Development (PUD) in November 1998. The General Development Plan (GDP) and the first phase Specific Implementation Plan (SIP) approving the existing church were approved in 1999. That approval included the existing improvements and identified several future development phases. The proposed additions and site changes are generally consistent with these identified several future phases.

Project Description

The proposal includes the construction of an approximately 19,000 sf addition to the existing 24,000 sf Door Creek Church. The addition is proposed on the north side of the existing building, along the parking lot side. The building addition includes two 300-seat worship venues, meeting rooms, and office space.

The height of the addition varies. To its tallest point, the building is approximately 38 feet in height, though much of the addition is under a height of 30 feet and shorter than the existing building. The addition will match the existing building in design, materials, and color, with the building primarily clad in split face concrete block.

The existing 365 stall parking lot will be expanded to provide an additional 110 net vehicle stalls. A second driveway to Hopewell Drive is proposed, located closer to Sprecher Road where an existing driveway apron exists. Other site changes include the creation of new softball and soccer fields on the northeast corner of the property. A walking path is also proposed along much of the site's northern and eastern perimeter. The applicant indicates that the site now includes 12 bicycle stalls. Due to current observed use, the applicant is not proposing additional bike parking at this time.

Analysis and Conclusion

The proposed project is subject to the Zoning Map Amendment [Section 28.182(6)] and Planned Development standards [Section 29.098(2)] of the Zoning Code. The analysis below begins with a summary of the adopted plan recommendations, as many of the specific approval standards reference these documents.

Conformance with Adopted Land Use Plans

Staff believes that the proposal is consistent with the adopted plan recommendations. The Comprehensive Plan recommends "special-institutional" uses for this site. That recommendation specifically includes large community-serving places of assembly and worship. The more specific Sprecher Neighborhood Development Plan also recommends "institutional" uses for this site.

Zoning Map Amendment Standards

Staff believes the Zoning Map Amendment standards can be met. These standards state that such 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.

Chapter 66.1001(3) of Wisconsin Statutes requires that zoning ordinances (of which the zoning map is part) enacted or amended after January 1, 2010 be consistent with the City's Comprehensive Plan. 2010 Wisconsin Act 372 clarified "consistent with" as "furthers or does not contradict the objectives, goals and policies contained in the comprehensive plan." As noted above, staff believe the project is consistent with the Comprehensive Plan.

Planned Development Standards

Staff also believes the Planned Development standards can be met. Planned Developments first require evidence that a substantially similar pattern of development could not be achieved under another base zoning district [Standard 28.098(2)(a)]. Staff notes, however, this is an amendment to an existing Planned Development, which is part of the much larger Planned Development approved for the Reston Heights Neighborhood. Considering this status, staff believes it is appropriate for the site to remain as a Planned Development, even if other base districts could conceivably be utilized to achieve a similar development form.

The other standards include the facilitation of adopted plans, economic health of the area, parking and traffic impacts, compatibility of architectural styles and building forms, and project implementation. Planned Development Standards also require that the Urban Design Commission review and make a recommendation to the Plan Commission on such proposals based on the objectives in the statement of purpose and other standards in this section.

Regarding the parking and traffic impact standard [Standard 28.098(d)], this use at this location is largely automobile dependent. The applicant anticipates church attendance to increase by 33% to 55% with the addition. Peak traffic occurs during the Saturday evening service and the two Sunday morning services. The applicant estimates that a typical Saturday service now has between 200-250 attendees. The two Sunday services currently have a combined attendance of about 900. The applicant has performed three automobile occupancy studies and notes that the average automobile traveling to or from services has an occupancy of about 2.1 people. Based on the applicant's figures, staff estimates automobile traffic could potentially increase between 30-65 trips Saturday evening and by 140-236 trips on Sunday morning. The applicant expects the Dominion Drive and Hopewell Drive driveways to continue to be the most heavily utilized. The proposed driveway on Hopewell is sited closer to Sprecher Road and will allow vehicles arriving and leaving from the north to travel a somewhat shorter distance into the adjoining neighborhood.

The applicant indicates there is a significant amount of parking overlap as people leave the Sunday early service and arrive for the later service. Based on the applicant's estimates for the addition, staff calculates a total parking demand for about 370 stalls for the early service and about 260 for the later service. With 475 total stalls provided, the parking would allow for an overlap of close to 100 cars between services.

While the addition will result in additional traffic and parking, staff believes the traffic and parking standard can be met. The expanded parking area matches that identified as a "future development" area in the approved site plans and zoning. Staff inquired about the efforts to encourage carpooling, but due to the relatively spread out location of parishioner residences, the applicant has not found it feasible to have formally organized van or car pools. Also, the applicant has indicated that the existing bike parking is not well utilized. Finally, City Traffic Engineering has reviewed this request and has not recommended further street improvements be installed at this time to accommodate this proposal. They have included their standard comment noting that the costs of future improvements, including traffic signals, would be assessed subject to the applicable regulations.

In regards to the architectural style and building form standard [Standard 28.098(e), staff believes the addition is complementary to the existing structure and compatible with the surrounding suburban single-family context. The addition includes much more glass than the existing façade, helping to articulate the Sprecher Road and Hopewell Drive-facing elevations.

Related to site design, staff notes that as a Planned Development, the landscape plan is not subject to the general landscape requirements of Section 28.142. Such plans are reviewed and approved as part of the Planned Development process. Several plantings are proposed along the north and west sides of the addition. These include a mix of species including varieties of flowering crabs, birch clumps, and black hills spruce. The proposed parking lot expansion carries forward the existing design which incorporates linear planting islands between parking rows with larger tree islands on the ends. Parking lot trees include Autumn Gold Ginkgo, Hackberry, and Northern Catalpa.

Staff believe the remaining Planned Development standards related to economic health and project implementation can be met.

Finally, staff notes that this proposal is consistent with “future development phases” identified in the approved Planned Development. Specifically, the additional parking, new driveway to Hopewell Drive, and sport fields are consistent with identified future improvements. The building addition is also consistent with the building expansion area shown, and is in fact, smaller in area than what is depicted on those plans.

Public Input

At the time of plan writing, staff was not aware of any concerns regarding the proposed addition. The applicant has indicated that that a neighborhood meeting was held. Staff understands that over 300 postcards providing notice of the meeting were sent to surrounding neighbors. The applicant has indicated to staff that despite the notice, there was a very low turnout at the meeting. From the applicant, staff also understands that no significant concerns were raised during that meeting.

Conclusion

The project is consistent with the recommendations of both the Comprehensive Plan and the Sprecher Neighborhood Development Plan. Further, this proposal is consistent with the future developments identified in the approved Planned Development. Staff believes that the project can meet all of the applicable review standards.

Recommendation

Planning Division Recommendation (Contact Kevin Firchow, 266-5974)

The Planning Division recommends that the Plan Commission find that the standards for Zoning Map Amendments and Planned Developments are met and forward Zoning Map Amendment 00051, rezoning 6602 Dominion Drive from PD-GDP-SIP (Planned Unit Development Plan-General Development Plan-Specific Implementation Plan) to amended PD-GDP-SIP, to the Common Council with a recommendation of **approval**, subject to input at the public hearing and the conditions recommended by the reviewing agencies.

Recommended Conditions of Approval

Major/Non-Standard Conditions are Shaded

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

1. The applicant shall record a public storm water drainage easement for the existing pond located on the westerly portion of the site (Office of Real Estate Services Project Number 4984).
2. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to a) Control 80% TSS (5 micron particle) off of new paved surfaces; b) Provide infiltration in accordance with Chapter 37 of the Madison General Ordinances; c) Provide oil & grease control from the first 1/2" of runoff from parking areas; and d) 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.
3. The applicant shall submit, prior to plan sign-off, digital PDF files to the Engineering Division (Jeff Benedict or Tim Troester). The digital copies shall be to scale, and shall have a scale bar on the plan set. (POLICY and MGO 37.09(2)) PDF submittals shall contain the following information: a) building footprints, b) internal walkway areas, c) internal site parking areas, d) lot lines and right-of-way lines, e) Street names, f) Stormwater Management Facilities, and g) detail drawings associated with stormwater management facilities (including if applicable planting plans).

Traffic Engineering Division (Contact Eric Halvorson, 266-6572)

4. When the applicant shall submit plans for approval, the applicant shall show the following: items in the terrace as existing (e.g., signs and street light poles), type of surfaces, existing and proposed property lines, addresses, one contiguous plan (showing all easements, all pavement markings, building placement, and stalls), adjacent driveway approaches to lots on either side and across the street, signage, percent of slope, semitrailer movements and vehicle routes, dimensions of radii, aisles, driveways, stalls including the two (2) feet overhang, and a scaled drawing at 1" = 20'. Contact City Traffic Engineering if you have questions.
5. The developer shall post a deposit and reimburse the City for all costs associated with any modifications to Traffic Signals, Street Lighting, Signing and Pavement Marking, and conduit and handholes, including labor, engineering and materials for both temporary and permanent installations.
6. Public signing and marking related to the development may be required by the City Traffic Engineer for which the developer shall be financially responsible.
7. The applicant shall execute and return the attached declaration of conditions and covenants for streetlights & traffic signals prior to sign off.

Zoning Administrator (Contact Pat Anderson, 266-5978)

8. Meet all applicable State accessible requirements, including but not limited to:

- a. Provide the minimum required number of accessible stalls per ADA for both the surface and underground, striped per State requirements. One of these stalls shall be a van accessible stall 8' wide with an 8' striped out area adjacent to and on the passenger side.
 - b. Show signage at the head of the stalls
9. 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.
10. Bicycle parking design and location shall comply with Sec. 28.141 (11) of the City of Madison General Ordinances. Provide details on final plans, a bike-parking stall is two feet by six feet with a five-foot access area. Provide a detail of bike rack to be installed.
11. Signage approvals are not granted by the Plan Commission. Signage must be reviewed for compliance with Chapter 31 of the Madison General Ordinances. Signage must be approved by the Urban Design Commission and Zoning. Sign permits must be issued by the Zoning Section of the Department of Planning and Community and Economic Development prior to sign installations

Fire Department (Contact Bill Sullivan, 261-9658)

12. Provide an automatic fire sprinkler system throughout the building per IFC 903.

13. The Madison Fire Department does not object to this proposal provided the project complies with all applicable fire codes and ordinances.

Water Utility (Contact Dennis Cawley, 261-9243)

14. This property is not in a wellhead protection district. All wells located on this property shall be abandoned if no valid well operation permit has been obtained from the Madison Water Utility. The Water Utility will not need to sign off the final plans, and not need a copy of the approved plans.

Metro Transit (Contact Tim Sobota, 261-4289)

This agency did not provide comments for this request.

Parks Division (Contact Kay Rutledge, 266-4714)

This agency did not provide comments for this request.