

PLANNING DIVISION STAFF REPORT

July 29, 2024

PREPARED FOR THE PLAN COMMISSION



Project Address: 702-726 S High Point Road & 601-701 S Junction Road
Application Type: PD(SIP) Alteration
Legistar File ID # [84333](#)
Prepared By: Timothy M. Parks, Planning Division
Report includes comments from other City agencies, as noted.

Summary

Applicant: St. Ambrose Academy, Inc.; 702 S High Point Road, Suite 209; Madison; Diane Marsland, representative.

Property Owner: Holy Name Catholic Center, Inc.; 702 S High Point Road; Madison; Michael Wick, representative.

Requested Action: Consideration of an alteration to an approved Planned Development–Specific Implementation Plan to change the entrance for a private school tenant in the existing Holy Name Heights/Bishop O'Connor Catholic Pastoral Center mixed-use development at 702-726 S High Point Road and 601-701 S Junction Road.

Proposal Summary: St. Ambrose Academy is seeking approval to further amend the plans for the Holy Name Heights/ Bishop O'Connor Catholic Pastoral Center mixed-use development to allow the private religious middle and high school serving grades 6-12 to use the northern entrance to the building. At the time that the PD(SIP) was amended in November 2023 to allow the private school use, the school proposed to use the main entrance to the building located along the eastern façade. Renovations to the building to accommodate St. Ambrose are ongoing, with completion of the previously approved plans for school scheduled for August 2024 in time for the 2024-2025 school year.

Applicable Regulations & Standards: Section 28.098(6) states that alterations to Planned Developments may be approved by the Plan Commission if the requested alterations are consistent with the concept approved by the Common Council using the review standards in Section 28.098(2).

Review Required By: Plan Commission. Any exterior alterations related to the addition of the school will be reviewed by the Secretary of the Urban Design Commission prior to issuance of permits.

Summary Recommendation: The Planning Division recommends that the Plan Commission find the proposed alteration to change the entrance for a private school tenant in the existing Holy Name Heights/Bishop O'Connor Catholic Pastoral Center mixed-use development at 702-726 S High Point Road/ 601-701 S Junction Road consistent with the Specific Implementation Plan approved by the Common Council and the Planned Development standards and **approve** the request, 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 subject site is an approximately 72.12-acre parcel generally located south of Watts Road and bounded on the west by S Junction Road (CTH M) and on the east by S High Point Road; Alder District 1 (Duncan); Middleton-Cross Plains School District.

Existing Conditions and Land Use: The subject site is developed with the approximately 229,700 gross square-foot Holy Name Seminary/ Bishop O'Connor Catholic Pastoral Center located on the eastern half of the property. The three-story building with partially exposed lower level includes 57 market-rate apartments; offices for the Catholic Diocese of Madison and other related groups; a chapel; various dormitories; a catering kitchen; gymnasium; and auditorium. Per the 2023 approval, 23,730 square feet of the facility is being converted into space for St. Ambrose Academy. Parking areas surround the building and include a parking deck located west of the building. The site also includes three athletic fields located on the western half of the property and walking/ nature trails throughout. In addition to the former seminary building constructed in 1963 and parking deck, a two-story residence is located between the south wall of the main building and southern property line.

Surrounding Land Uses and Zoning:

North: From west to east along and north of Watts Road: Cortland Pond Apartments, zoned PD; All Saints residential community, zoned PD; Hampton Inn & Suites and Homewood Suites hotels and Watts Hill Apartments, zoned PD; Princeton Club-West and Byce & Worman Family Dentistry, zoned PD;

South: Single-family residences in the Applewood Hill subdivision in the Town of Middleton; Coventry Village housing development, zoned PD in the City of Madison;

West: University Research Park–Pioneer subdivision across S Junction Road, zoned EC (Employment Campus District) and PD;

East: High Point Woods Apartments, zoned PD; single-family residences in the High Point Estates subdivision, zoned SR-C1 (Suburban Residential–Consistent 1 District).

Adopted Land Use Plans: The 2023 Comprehensive Plan identifies the subject site for Special Institutional uses.

Zoning Summary: The site is zoned PD. The project will be reviewed in the following sections.

Other Critical Zoning Items	
Yes:	Urban Design (PD zoning), Utility Easements, Barrier Free
No:	Wellhead Protection, Floodplain, Landmarks, Waterfront Development, Adjacent to Parkland
Prepared by: Planning and Zoning Staff	

Environmental Corridor Status: The property is not located within a mapped environmental corridor.

Public Utilities and Services: The site is served by a full range of urban services, including seven-day Metro Transit service along Watts Road (Route D1) and weekday peak period service on Watts Road and S High Point Road (Route 55). Metro Transit would initially estimate the following counts of potentially eligible trips towards US Green Building Council/ LEED Quality Access to Transit points: 42 weekday and 17 weekend (average). Please contact Metro Transit if additional analysis would be of interest.

Previous Approvals

On September 3, 2002, the Common Council approved rezoning a 113-acre tract owned by the Catholic Diocese of Madison generally located in the 700-block of S. High Point Road from Temporary A (Agriculture) to A, R1 (Single-Family Residence District) and R4 (General Residence District) [1966 Zoning Code] and approved the

preliminary plat of Ganser Heights with two commercial lots, four institutional lots and one residential lot. The final plat of Ganser Heights was recorded December 12, 2002.

Since the earlier zoning approval, one of the residential lots and one of the commercial lots have been zoned PUD to accommodate the All Saints residential campus and Princeton Club development, respectively. In 2006, the second commercial lot (Lot 5 of Ganser Heights) was rezoned from A to PUD to facilitate the development of two hotels and 17,000 square feet of retail and restaurant space at the northeastern corner of Watts Road and Commerce Drive.

On December 2, 2014, the Common Council approved a request to rezone property generally addressed as 702 S High Point Road from A (Agricultural District) and SR-C1 (Suburban Residential–Consistent 1 District) to PD (Planned Development District) and approval of a General Development Plan and Specific Implementation Plan to rezone the Bishop O’Connor Catholic Pastoral Center to allow market-rate apartments, a catering business, institutional uses, outdoor recreation and a place of worship.

On November 27, 2023, the Plan Commission approved an alteration to the approved Planned Development–Specific Implementation Plan for the Holy Name Heights/Bishop O’Connor Catholic Pastoral Center mixed-use development to add “Schools, Public and Private” as a permitted use in the zoning text to allow a private school, St. Ambrose Academy, to relocate to the building. Enrollment in the school was projected to be 165 students initially, with a future enrollment of up to 280 students planned; school faculty and staff will range from 28-35 over time. The school day will generally extend from 8:00 AM to 3:15 PM Monday–Friday, with after-school programming scheduled to end by 7:00 PM. (See ID [79963](#) for more information.)

Project Description, Analysis & Conclusion

St. Ambrose Academy is requesting approval of a further alteration to the approved Specific Implementation Plan for the Holy Name Heights/ Bishop O’Connor Catholic Pastoral Center mixed-use development to change the primary entrance to the school. St. Ambrose is currently renovating 23,730 square feet of the approximately 229,700 gross square-foot mixed-use facility into a private religious school for grades 6-12. The PD(SIP) alteration approved in November 2023 called for primary access to the school to be provided through the main entrance to the mixed-use building, which is located at the center of the eastern façade adjacent to a loop driveway that accesses the site from S High Point Road. The school now proposes to use an entrance to the building located at the northeastern corner of the building along the northern façade as its main entrance, with secondary access to be provided by the main building entrance along the eastern façade. The relocated entrance is shown on Sheet A200 of the project plans. In order to facilitate relocation of the school entrance, existing double entry doors on the northern façade will be replaced; no other exterior alterations are proposed with this alteration.

A portion of the automobile parking serving the Holy Name Heights facility is provided in two surface lots located east of the building on both the north and south sides of the loop driveway. Per the previous PD(SIP) alteration, parking for St. Ambrose Academy will be provided in 41 stalls in the northern lot, as highlighted on Sheet A101A of the attached plans, while bike parking will be provided in 66 spaces located around the campus. The proposed school parking is generally proximate to both the central building entrance and the northern entrance now proposed as the main entrance to the school spaces.

Per Section 28.098(6) of the Zoning Code, minor alterations may be approved the Director of Planning and Community and Economic Development or their designee following consideration by the alderperson of the

district if the requested alterations are consistent with the concept approved by the Common Council. If the alderperson of the district and the Director of Planning and Community and Economic Development do not agree that a request for minor alteration should be approved, then the request for minor alteration shall be decided by the Plan Commission. Alterations may be approved by the City Plan Commission if the requested alterations are consistent with the concept approved by the Common Council.

During consideration of the alteration to allow the school by the Plan Commission in fall 2023, the school's use of the central entrance on the eastern façade was a subject of concern by some of the tenants of the mixed-use building, with some comments to the Commission suggesting that the school should instead use the northern entrance. The letter of intent indicates that the relocation of the school entrance to the northern façade was presented to tenants on March 2, 2024. However, to ensure that all tenants of the Holy Name Heights facility are sufficiently aware of the proposed entrance change, Ald. John Duncan, District 1, requested that the alteration be considered by the Plan Commission. In anticipation of this public hearing, notices have been sent to the owners and occupants of the subject site and the properties in the City of Madison and Town of Middleton within 200 feet of the property.

The Planning Division believes that the Plan Commission may find the proposed alteration to relocate the school entrance to be consistent with the Planned Development approved by the Common Council in 2014 and that the standards for PD approvals are met. No alder, public, or neighborhood association comments have been received as of the writing of this report that would suggest that the Plan Commission could not approve the request as submitted subject to the proposed conditions.

The 2023 alteration to allow the school was conditioned on submittal of an access and safety plan for the overall facility to ensure "equitable access and safety for all users" for review and approval of the Fire Marshal, Building Inspection Division, Madison Police Department, and Planning Division prior to recording of the alteration and issuance of permits. Staff recommends that the approved access and safety plan be updated to reflect the new primary entrance of the school as a condition of the current alteration.

Recommendation

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

The Planning Division recommends that the Plan Commission find the proposed alteration to change the entrance for a private school tenant in the existing Holy Name Heights/Bishop O'Connor Catholic Pastoral Center mixed-use development at 702-726 S High Point Road/ 601-701 S Junction Road consistent with the Specific Implementation Plan approved by the Common Council and the Planned Development standards and **approve** the request, subject to input at the public hearing and the following conditions:

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

Planning Division

1. The applicant shall submit an updated access and safety plan for the facility which ensures equitable access and safety for all users to the Fire Marshal, Building Inspection Division, Madison Police Department, and Planning Division, and that this plan be reviewed and approved by those parties before recording of the alteration and issuance of permits. The updated plan shall reflect access to the building with the relocated primary entrance to St. Ambrose Academy on the northern façade.

2. Note: Approval of any exterior alterations related to the proposed conversion shall be approved by the Secretary of the Urban Design Commission prior to issuance of building permits.

The following conditions have been submitted by reviewing agencies:

City Engineering Division (Contact Tim Troester, (608) 267-1995)

This agency has reviewed the request and recommended no conditions of approval.

City Engineering Division–Mapping Section (Contact Jeff Quamme, (608) 266-4097)

This agency has reviewed the request and recommended no conditions of approval.

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

This agency has reviewed the request and recommended no conditions of approval.

Zoning Administrator (Contact Jenny Kirchgatter, (608) 266-4429)

3. Clearly identify the entrance to be used as the primary entrance for St Ambrose Academy on the site plan and building floor plans and elevations.
4. Clearly identify the location of the future St Ambrose Academy signage on the building floor plans and elevations.
5. Verify whether existing landscaping will be removed or displaced due to the construction of the proposed sidewalk connection. Any displaced landscaping elements must be replaced on the site and shown on a revised landscaping plan.
6. Per Section 28.186(4)(b), the property owner or operator is required to bring the property into compliance with all elements of the approved site plans by the date established by the Zoning Administrator as part of the site and building plan approval. Work with Zoning staff to establish a final site compliance date.
7. 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. Signage permits are issued by the Zoning Section of the Department of Planning and Community and Economic Development.

Fire Department (Contact Matt Hamilton, (608) 266-4457)

This agency has reviewed the request and recommended no conditions of approval.

Parking Division (Contact Trent W. Schultz, (608) 246-5806)

This agency has reviewed the request and recommended no conditions of approval.

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

This agency reviewed the request and has recommended no conditions of approval.

Parks Division (Contact Kathleen Kane, (608) 261-9671)

This agency reviewed the request and has recommended no conditions of approval.

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

8. In coordination with any public works improvements, the applicant shall maintain or expand the concrete boarding pad surface at the existing Metro bus stop on the west side of S High Point Road, south of Watts Road (#8690)
9. The applicant shall complete the installation of the concrete amenity pad surface and seating amenity as required under the 2023 alteration approval, serving the curbside bus stop zone on the west side of S High Point Road, south of Watts Road. The applicant shall include the location of any of these transit amenities on the final documents filed with their redevelopment permit application, so that Metro Transit may review the design.

Forestry Section (Contact Brandon Sly, (608) 266-4816)

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