



PREPARED FOR THE PLAN COMMISSION

Project Address: 214 Waubesa Street (6th Aldermanic District, Ald. Rummel)
Application Type: Conditional Use
Legistar File ID # [46630](#)
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: Cliff Goodhart; Eppstein Uhen Architects; 309 West Johnson Street; Madison, WI 53703
Property Owner: Becky Steinhoff; Goodman Community Center; 149 Waubesa Street; Madison, WI 53704

Requested Actions: The applicant requests conditional use approval for a parking reduction to allow an existing building to be converted into a community center at 214 Waubesa Street; 6th Ald.

Proposal Summary: The applicant, the Goodman Community Center, is proposing to construct a large addition to the portion of the existing Brass Works building that they will preserve. The facility will serve as an annex to their current 149 Waubesa Street facility and provide space for an expanded teen center, office and a rentable space. As there is no parking provided on site, a parking reduction has been requested by the applicant.

Applicable Regulations & Standards: This proposal is subject to the standards for Conditional Uses [MGO §28.183], as §28.141(5) states that a reduction of more than 20 spaces and 25% or more of the required parking requires conditional use approval.

Review Required By: Plan Commission (PC).

Summary Recommendation: The Planning Division recommends that the Plan Commission find that the standards for conditional uses can be found met and **approve** the conditional use for a parking reduction to allow an existing building to be converted into a community center at 214 Waubesa Street. This request is subject to input at the public hearing and the comments and conditions recommended by reviewing agencies.

Background Information

Parcel Location: The 10,300-square-foot (0.24-acre) property is located on the west side of Waubesa Street, just south of St. Paul Avenue as well as the Capital City Bicycle Trail (and the associated properties, which are owned by the City of Madison). It is within Aldermanic District 6 (Ald. Rummel), Tax-Increment Finance District 37, and the limits of the Madison Metropolitan School District.

Existing Conditions and Land Use: The parcel contains a primarily one-story industrial building (two-stories at the northern corner) with a footprint of roughly 9,700 square-feet.

A two-lot CSM to formally adjust the lot line between the subject property and the parcel to the southwest (at 201 Corry Street) was submitted, is being reviewed administratively, and is not before the Plan Commission. If approved, the CSM would shift the common lot line roughly 21 feet to the south thereby enlarging the subject property from approximately 10,300 square-feet to 16,750 square-feet. The proposed lot line is depicted on the applicant's plans.

Surrounding Land Use and Zoning:

North: The Capital City Bicycle Trail (and associated right-of-way) zoned TE (Traditional Employment); beyond which are single-family residences, zoned TR-C1 (Traditional Residential – Consistent 1);

South: Currently a 48-stall parking lot (note an application request conditional use approval to allow for a 43-stall private parking facility on this property has is also scheduled to be before the Plan Commission on May 8, 2017). Beyond the parking lot are single-family residences, zoned TR-C1;

East: Across Waubesa Street is the Madison-Kipp Corporation industrial facility, zoned TE; and

West: The Capital City Bicycle Trail, zoned TR-C1.

Adopted Land Use Plan: The [Comprehensive Plan \(2006\)](#) recommends Industrial uses while the [Schenk-Atwood-Starkweather-Worthington Park Neighborhood Plan \(2000\)](#) does not provide specific recommendations for the subject property.

Zoning Summary: This property is in the Traditional Employment (TE) District.

Requirements	Required	Proposed
Lot Area (sq. ft.)	6,000 sq. ft.	16,754 sq. ft. proposed Lot 1
Lot Width	50'	Adequate
Front Yard Setback	None	None (See Comment #27)
Side Yard Setback	None unless needed for access	None north 5' south (See Comment #27)
Rear Yard Setback	Lesser of 20% lot depth or 20'	TBD (See Comments #26 & #27)
Maximum Lot Coverage	85%	84.6%
Minimum Building Height	22' measured to building cornice	2 stories
Maximum Building Height	5 stories/ 68'	2 stories
Number Parking Stalls	As determined by Z.A. based on uses most similar to the proposed use: 15% of capacity of persons (80)	None
Accessible Stalls	None	None
Loading	None	None
Number Bike Parking Stalls	As determined by Z.A. based on uses most similar to the proposed use: 5% of capacity of persons (27)	None (See Comments #28 & #29)
Landscaping and Screening	Yes	Yes (See Comments #30, #31 & #32)
Lighting	None	None
Building Forms	Yes	Civic or Institutional Building
Other Critical Zoning Items	Barrier Free (ILHR 69); Utility Easements	

Table Prepared by Jenny Kirchgatter, Assistant Zoning Administrator

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

Public Utilities and Services: This property is served by a full range of urban services. Regarding Metro Transit service, the nearest stop is located 0.2-miles to the south at the intersection of Atwood Avenue and Elmside Boulevard.

Project Description, Analysis, and Conclusion

The applicant, Goodman Community Center (GCC), requests conditional use approval for an automobile parking reduction to allow an existing building to be converted into a community center. This proposal is subject to the standards for conditional uses [MGO §28.183(6)].

The applicant recently purchased the Brass Works Building located caddy-corner to their existing facility at 149 Waubesa Street. The Madison-Kipp Corporation, who owns the parking lot to the south of the subject parcel as well as the large industrial facility to the southeast, plans to realign the existing parking lot on the site. As part of this realignment, the property boundaries between these sites are being reconfigured to allow expansion space for the former Brass Works building.

With the additional 5,300 square-feet of property, the GCC proposes to renovate the building's older two-story, portion to the northeast which has a roughly 5,700-square-foot footprint, and demolish the building's newer, one-story, portion to the southwest which has a roughly 4,000-square-foot footprint. Next GCC proposes to construct a two-story addition with a footprint of roughly 8,300 square-feet in its place. When completed, the proposed building will have nearly 30,000 gross square-feet of program, office, storage, and facility rental space on three floors (including the basement).

For automobile parking, minimum parking requirements in the Traditional Employment (TE) District applies to buildings, uses, or additions exceeding twenty-five thousand (25,000) square feet floor area. As the land use type *Community Center* is not included in *Table 28I-3. Off-Street Parking Requirements* of the Zoning Code, the City Zoning Administrator determined that the required minimum automobile parking calculation would be based on uses most similar to the proposed use: Indoor Recreation. *Table 28I-3. Off-Street Parking Requirements* of the Zoning Code notes that for minimum required automobile stall calculations for *Indoor Recreation* are "determined by Zoning Administrator (number employees & use characteristics)." The Zoning Administrator determined that 15-percent of capacity of persons for the building is appropriate. The applicant, in internal communications, noted that the maximum capacity for the building's components is as follows:

Occupancy for the large multi-purpose rooms:	245	
Occupancy for the medium multi-purpose rooms:	224	
Occupancy for the offices:	64	
Total Occupancy:	533	→ Minimum required automobile parking (at a rate of 15-percent of building occupancy) = 80 parking stalls

Therefore, a building occupancy of 533, at Indoor Recreation's required parking rate equal to 15-percent of occupancy, would result in a required provision of 80 automobile parking stalls. Again, as the applicant is providing no automobile parking on site, they seek an automobile parking stall reduction of 80 stalls based on their proposed size of the building. According to *Table 28I-4. Minimum Parking Adjustments/Reductions* of the Zoning Code, a parking reduction of more than 20 spaces and 25-percent or more of the required parking requires conditional use approval.

Conditional Use Approval Standards

While the use itself is permitted, the level of parking reduction proposed requires consideration 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. Staff notes this includes conditional use standard #10 which pertains specifically to parking reduction requests:

When applying the above standards to an application for a reduction in off-street parking requirements, the Plan Commission shall consider and give decisive weight to all relevant facts, including but not limited to, the availability and accessibility of alternative parking; impact on adjacent residential neighborhoods; existing or potential shared parking arrangements; number of residential parking permits issued for the area; proximity to transit routes and/or bicycle paths and provision of bicycle racks; the proportion of the

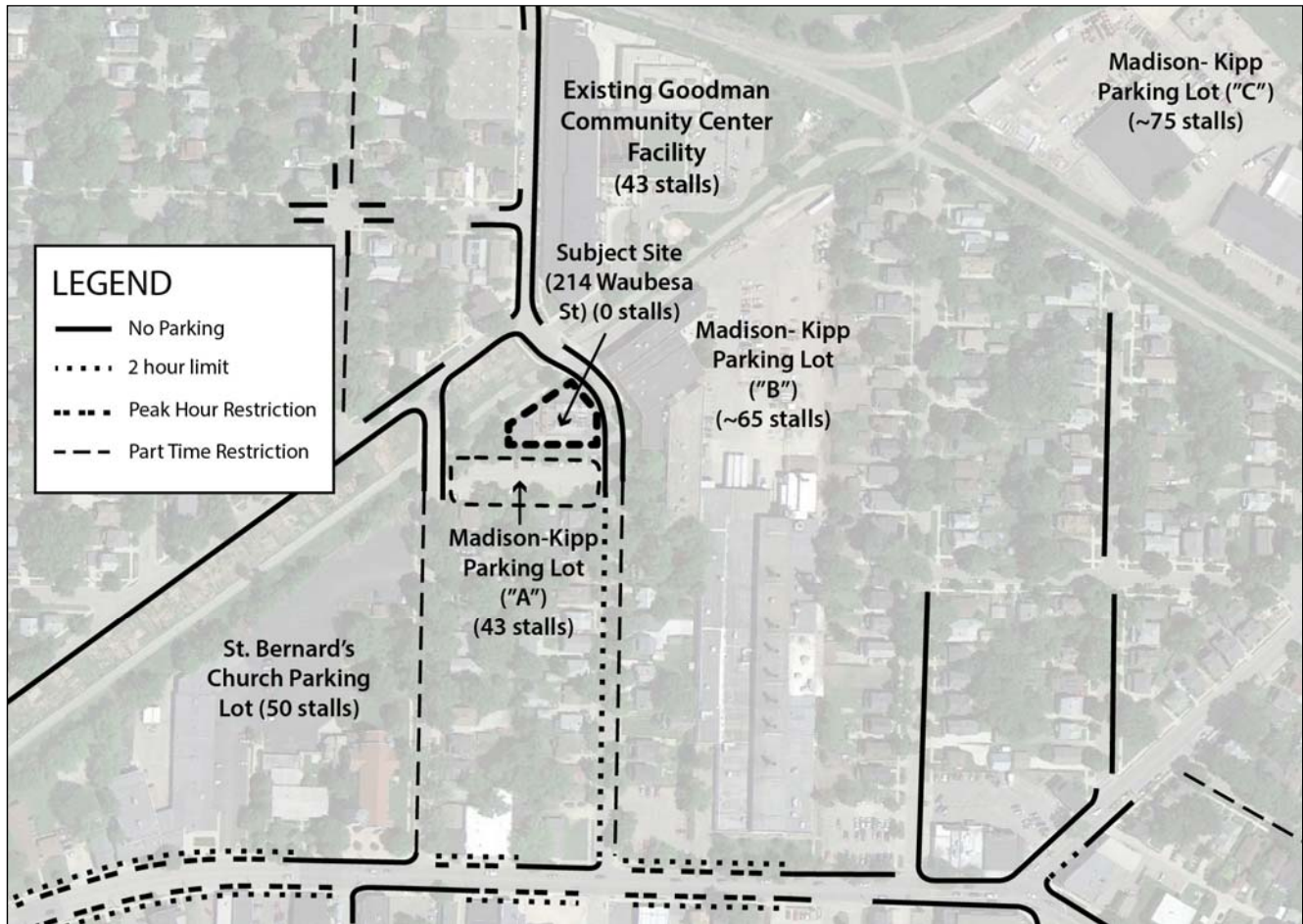
total parking required that is represented by the requested reduction; the proportion of the total parking required that is represented by the requested reduction; the proportion of the total parking required that is decreased by Sec. 28.141. The characteristics of the use, including hours of operation and peak parking demand times design and maintenance of off-street parking that will provided; and whether the proposed use is now or a small addition to an existing use.

In regards to Standard 10, the subject site is well-served by alternate modes of transportation. The Capital City Bike Trail, one of the City's most heavily-used off-street cycle tracks, is located immediately to the north of the site. Roughly 34 bicycle parking are provided to the north of the site, in the City-owned land. All-day Metro service with 30-minute headways in both directions is provided 0.2-miles to the south at the intersection of Atwood Avenue and Elmside Boulevard.

Availability of on- and off-street parking is depicted below in Map 1 (below). Staff acknowledge that on-street parking is limited. An examination of the on-street parking restrictions around the subject site (see Map 1 below) reveals several no parking/restricted zones on the surrounding streets. Note: there is no City Residential Parking Permit Program (RP3) for this neighborhood.

Regarding available off-street parking in the surrounding vicinity which can be used for event as well as overflow parking, the GCC has had, and plans to maintain, a formal agreement with the Madison-Kipp Corporation, who owns the parking lot immediately to the south (indicated on Map 1 (below) as *Madison-Kipp Parking Lot "A"*). This agreement allows the GCC to use six stalls during the day (the GCC currently park and plans to continue parking their vans in these stalls), and the entirety of the lot's 48 stalls starting at 4:30 pm on weekdays and all day on the weekends. (Note: revisions to that lot are currently before the Commission and if approved, the lot would be reduced to 43 stalls to meet applicable ordinance standards.) Three other large surface parking lots in the vicinity, which will provide stalls for overflow and event needs, are the roughly 65-stall Madison-Kipp lot located on the eastern side of the Madison-Kipp facility located across Waubesa Street from the subject site (indicated on Map 1 as *Madison-Kipp Parking Lot "B"*), the roughly 75-stall Madison-Kipp lot located to the east and across the railroad tracks from the existing GCC facility (indicated on Map 1 as *Madison-Kipp Parking Lot "C"*), and the 50-stall lot located to the west across Corry Street behind St. Bernard's Catholic Church. The GCC also has formal agreements in place with St. Bernard's Church as well as Madison-Kipp detailing the use of these lots. While the GCC has the Church's approval to use all 50 stalls at any time (unless notified otherwise by the Church about a specific event), the GCC is required to request approval from Madison-Kipp to use lots "B" and/or "C" (this is typically done for large events).

Map 1: On-Street Parking Restrictions and Off-Street Parking Options for the 214 Waubesa Street Site



As was discussed in the 2007 staff report for the Goodman Community Center’s 149 Waubesa Street facility: unlike destinations such as retail centers, offices or entertainment venues, the community center will likely cater to many users who will use alternative forms of transportation, who do not have automobiles and/ or who will arrive at the site at different hours depending on the services they wish to patronize, therefore lessening the concentration of demand for these off-site parking spaces somewhat. However, on those occasions when the community center hosts a special event, Planning staff believes that existing supply of off-site overflow parking would reduce the Center's impact on the surrounding neighborhoods.

In conclusion, Planning Staff believes the conditional use standards can be found met and recommends this proposal be approved by the Plan Commission. Staff believes that due to the site’s location adjacent to a major off-street bicycle trail, all-day Metro service, a supply of roughly 233 off-street parking stalls which can be used for overflow as well as special event needs, as well as the on-street stalls, staff does not anticipate result in significant impacts to the surrounding properties. The Plan Commission retains continuing jurisdiction over this conditional use, meaning that should complaints be filed, the Plan Commission could take further action on this conditional use as allowed in MGO §28.183(9)(d).

Please note that the City Traffic Engineering Division have requested major/non-standard conditions of approval related to the orientation of the building and its entrances, requesting that the building not take access from the adjoining city-owned bike path property. Their concern is that may limit future transportation improvements in that corridor. Please see their comments for further information. Planning Division staff have requested staff from Traffic Engineering be present to answer questions on these conditions.

At the time of report writing, staff was not aware of any public concerns regarding this proposal.

Recommendation

Planning Division Recommendation (Contact Chris Wells, 261-9135)

The Planning Division recommends that the Plan Commission find that the standards for conditional uses can be found met and **approve** the conditional use for a parking reduction to allow an existing building to be converted into a community center at 214 Waubesa Street. This request is subject to input at the public hearing and the comments and conditions recommended by reviewing agencies.

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

Engineering Division (Main Office) (Contact Brenda Stanley, 261-9127)

1. If the existing sewer lateral(s) is not going to be re-used, the site plan shall be revised to show all existing public sanitary sewer facilities in the project area as well as the size, invert elevation, and alignment of the proposed service. (POLICY)
2. The Applicant shall obtain a privilege in streets agreement for all project improvements on the public right of way and enter into a Lease with the City of Madison for all improvements on City owned bike path corridor. The approval of this project does not constitute or guarantee approval of any encroachments. If lands are required by the City for any purpose at any time in the future, the applicant shall, as part of the agreement, agree to remove all improvements on City property, to close up all below normal grade building openings, waterproof the building, fill the area to preexisting grade, and topsoil and seed area at the applicant's expense. In addition, the applicant shall insure that current drainage patterns along the bike path are not disturbed as a result of the project.
3. The applicant is proposing to create a forced exposure to the building on the north side and to drain that area by connecting into the existing storm sewer at its lowest possible elevation. A design such as this is problematic as it will actually backwater flood the area that is intended to be drained during any but the smallest rain events. This will result in a serious flooding situation with property damage. The applicant shall remove the storm sewer connection and shall provide a drainage plan stamped by a PE showing how this area will function during a 100-year flood event.
4. All outstanding 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))
5. Based on historical documents (WDNR records: BRRTS #03-13-001683, 2015 Phase 2 ESA), the property contains residual contaminated soils. If contaminated soil is encountered as part of this redevelopment, all WDNR and DSPS regulations must be followed for proper handling and disposal.
6. Site is adjacent to an open contaminant site, Madison Kipp Corp (BRRTS 02-13-558625). Applicant shall provide proof of coordination with the DNR project manager, Mike Schmoller (608.275.3303), to address potential vapor intrusion.
7. The approval of this zoning approval does not include the approval of the changes to roadways, sidewalks or utilities. The applicant shall obtain separate approval by the Board of Public Works and the Common Council for the restoration of the public right of way including any changes requested by developer. The City Engineer shall complete the final plans for the restoration with input from the developer.. (MGO 16.23(9)(d)(6))

8. The Applicant shall provide the City Engineer with a survey indicating the grade of the existing sidewalk and street. The Applicant shall hire a Professional Engineer to set the grade of the building entrances adjacent to the public right of way. The Applicant shall provide the City Engineer the proposed grade of the building entrances. The City Engineer shall approve the grade of the entrances prior to signing off on this development. (POLICY)
9. The Applicant shall replace all sidewalk and curb and gutter which abuts the property which is damaged by the construction or any sidewalk and curb and gutter which the City Engineer determines needs to be replaced because it is not at a desirable grade regardless of whether the condition existed prior to beginning construction. (POLICY)
10. All work in the public right-of-way shall be performed by a City licensed contractor. (MGO 16.23(9)(c)5 and MGO 23.01)
11. All damage to the pavement on Waubesa Street and Corry Street, adjacent to this development shall be restored in accordance with the City of Madison's Pavement Patching Criteria. For additional information please see the following link: <http://www.cityofmadison.com/engineering/patchingCriteria.cfm> (POLICY)
12. The construction of this project will require that the applicant shall enter into a City / Developer agreement for the required infrastructure improvements. The applicant shall contact Brenda Stanley, bstanley@cityofmadison.com, to schedule the development of the plans and the agreement. The City Engineer will not sign off on this project without the agreement executed by the developer. Obtaining a developer's agreement generally takes approximately 4-6 weeks, minimum. (MGO 16.23(9)c)

City Engineering – Mapping (Contact Jeffrey Quamme, (608) 266-4097)

13. Applicant shall provide for review a reciprocal easement /agreement including, but not limited to, vehicular access, fire access, parking, pedestrian access utilities, common areas, storm sewer and storm water drainage and that are necessary to accomplish the development as proposed. The document(s) shall then be executed and recorded and copies provided prior to final sign off.
14. The site plans shall distinctly identify and denote the parcel (proposed Certified Survey Map Lot 2) that is subject to this Conditional use.
15. A portion of the existing building(s) encroaches into the City's East Rail Corridor. Additionally, the site plans submitted contemplate the construction of private improvements within the same corridor. Any proposed improvements or any improvements to remain lying within the East Rail Corridor shall require the owner/applicant to enter into a Lease with the City of Madison. The lease document shall be coordinated with City Real Estate and City Engineering. The approval of this project does not constitute or guarantee approval of any encroachments. All conditions required by the City of Madison for the placement, maintenance and removal of any approved encroaching improvements shall be documented in the Lease Agreement.

16. There are license agreements for existing Telecommunications Systems within the City's East Rail Corridor per Document No.'s 3314871 and 4232452. Under those documents, subsequent agreements within the corridor are not to interfere with the Licensees' rights. The applicant's surveyor shall have all utilities marked, located and accurately mapped within the rail corridor adjacent to this site where improvements are proposed. Any discovered conflicts will require revisions to the plans or elimination of proposed encroachments that are in conflict. Please note Doc No. 3314871 indicates a fiber optic facility 10 feet northerly of the north line of this site. This would be within the proposed significant grade change for the proposed basement exposure.

17. The pending Certified Survey Map application for this property shall be completed and recorded with the Dane County Register of Deeds (ROD) prior to issuance of any building permits for new construction. When the recorded CSM image is available from the ROD, the Assessor's Office can then create the new Address-Parcel-Owner (APO) data in GEO so that the Accela system can upload this data and permit issuance made available for this new land record.

Traffic Engineering (Contact Eric Halvorson, (608) 266-6527)

18. The applicant shall provide a clearly defined 5' walkway 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, steps, ramps and doors that swing outward into walkway.

19. The applicant shall reorient the building to either the parking lot or Waubesa Street. This shall be done to protect the public interest adjacent the Isthmus Bike Path for when the City decides to make public transport improvements in the corridor. This will also negate the need for the applicant to reprogram/remodel the interior of the site in the event of said improvements

20. Items in the Right-of-Way are not approvable though site plan approval, work with City Real Estate to get a 'Privilege in Streets' permit for items in the Right-of-Way (bicycle racks, planters, etc.)

21. The applicant shall submit one contiguous plan showing proposed conditions and one contiguous plan showing existing conditions for approval. The plan drawings 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 two (2) feet of vehicle overhang; drive aisle dimensions; semitrailer movement and vehicle routes; dimensions of radii; and percent of slope.

22. 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.

23. 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.

24. All parking facility design shall conform to MGO standards, as set in section 10.08(6).

25. The applicant shall add a note to the site plan stating, "The public Right-of-Way is the jurisdiction of City Engineering and City Traffic Engineering and may be modified at anytime and for any reason."

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

26. Verify the rear yard setback distance. The rear yard setback is a minimum of 20 feet. In the case of a triangular or gore-shaped lot, a line ten (10) feet in length entirely within the lot, parallel to and most distant from the front lot line shall be considered to be the rear lot line for the purpose of determining the rear yard setback.
27. Verify the proposed building addition setback distances measured to the property lines. The proposed building addition may not encroach over the property lines.

28. Bicycle parking shall comply with the requirements of Sections 28.141(4)(g) and 28.141(11). A community center is not a listed use in Table 28I-3 Off-Street Parking Requirements. For unlisted uses, the Zoning Administrator may consider an examination of the vehicle parking, bicycle parking and loading requirements for uses most similar to the proposed use. Bicycle parking for the community center use shall be provided at a minimum of 5% of capacity of persons (27 stalls). Short-term bicycle parking stalls shall be located in a convenient and visible area on a paved or impervious surface. Bicycle parking shall be located at least as close as the closest non-accessible automobile parking and within one hundred (100) feet of a principal entrance. Note: A bicycle stall is a minimum of two (2) feet by six (6) feet with a five (5) foot wide access area. Provide a detail of the proposed bike rack.
29. A bicycle parking reduction will be required per Section 28.141(5). Submit a request for a bicycle parking reduction with the final plan submittal including information to support the argument for reducing the required number of spaces. Note that bicycle stalls which are not located on the subject property may not count toward the minimum bicycle parking requirement.
30. 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.
31. Provide a detail of the proposed green roof area.
32. Submit a detail of the trash enclosure. The trash enclosure shall be screened on four (4) sides (including a gate for access) by a solid, commercial-grade wood fence, wall, or equivalent material with a minimum height of six (6) feet and not greater than eight (8) feet.
33. 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.
34. 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.

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

35. Obtain a fire access easement with the 201 Corry Street site if you intend to use their parking lot as a fire access in order to include the fire hydrant on Corry Street.

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

Parks/Forestry (Contact Janet Schmidt, (608) 261-9688)

37. Existing street trees shall be protected. Please include the following note on the site plan: Contractor shall install tree protection fencing in the area between the curb and sidewalk and extend it at least 5 feet from both sides of the tree along the length of the terrace. No excavation is permitted within 5 feet of the outside edge of a tree trunk. If excavation within 5 feet of any tree is necessary, contractor shall contact City Forestry (266-4816) prior to excavation to assess the impact to the tree and root system. Tree pruning shall be coordinated with City Forestry. Tree protection specifications can be found in section 107.13 of City of Madison Standard Specifications for Public Works Construction - <http://www.cityofmadison.com/business/pw/documents/StdSpecs/2013/Part1.pdf>. Any tree removals that are required for construction after the development plan is approved will require at least a 72 hour wait period before a tree removal permit can be issued by Forestry, to notify the Alder of the change in the tree plan.

Metro Transit (Contact Timothy Sobota, 261-4289)

38. Metro Transit provides daily bus service along Atwood Avenue, at stops in the Hudson Avenue and Elmside Boulevard intersections, approximately 1/4 mile south of the proposed development. Trips operate at least once every 30 minutes, in both directions, seven days a week.