



PREPARED FOR THE URBAN DESIGN COMMISSION AND PLAN COMMISSION

Project Address: 702 S. High Point Road
Application Type: Zoning Map Amendment
Legistar File ID # [35824](#)
Prepared By: Timothy M. Parks, Planning Division
Report includes comments from other City agencies, as noted.

Summary

Applicant & Property Owner: Monsignor James Bartylla, Holy Name Catholic Center, Inc.; 702 S. High Point Road; Madison.

Agent: Marc Ott, Gorman & Company, Inc.; 200 N. Main Street; Oregon.

Requested Actions: Approval of a request to rezone property generally addressed as 702 S. High Point Road from A (Agriculture 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 include market-rate apartments, a catering business, institutional uses, outdoor recreation and a place of worship.

Proposal Summary: The applicant is requesting approval to renovate unused and underused space in the existing 229,700 gross square-foot building to include 57 market-rate apartments. In addition, a roof will be added to a parking deck located on the west side of the building to increase the number of covered parking stalls available on site, and various interior common spaces will be renovated. As part of the proposed PD district, an existing commercial kitchen located in the building will continue to be leased to an outside catering business. The renovation is scheduled to commence in January 2015, with completion scheduled in June 2016.

Applicable Regulations & Standards: Section 28.182 of the Zoning Code provides the process for zoning map amendments. The approval process and standards for Planned Development districts is outlined in Section 28.098 of the Zoning Code.

Review Required By: Urban Design Commission, Plan Commission and Common Council.

Summary Recommendation: The Planning Division recommends that the Plan Commission forward Zoning Map Amendment ID 28.022–00151 and 28.022–00152, rezoning 702 S. High Point Road from A and SR-C1 to PD and approving a General Development Plan and Specific Implementation Plan for the Bishop O’Connor Catholic Center to allow market-rate apartments, a catering business, institutional uses, outdoor recreation and a place of worship, to the Common Council with a recommendation of **approval** following a recommendation by the Urban Design Commission and subject to input at the public hearing and the conditions from reviewing agencies beginning on page 5 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; Aldermanic District 9 (Skidmore); 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 houses offices for the Catholic Diocese of Madison, Catholic Charities, and other Catholic-related groups; a chapel; various dormitories and apartments; a catering kitchen; pool; gymnasium; and auditorium. Parking areas surround the building and include a parking deck located west of the building. The site also includes 3 athletic fields located on the western half of the property and walking/ nature trails throughout. The 1963 seminary building and parking deck are located on a 10-acre lot zoned SR-C1 (formerly R1), with the remaining 62 acres of the subject site zoned A, including a two-story residence 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, 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, zoned PD;

West: University Research Park–Pioneer subdivision across S. Junction Road, zoned EC (Employment Campus) 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 Comprehensive Plan identifies the subject site for Special Institutional uses.

Zoning Summary: The site will be zoned PD with this request. 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 |
| <i>Prepared by: Pat Anderson, Assistant Zoning Administrator</i> | |

Environmental Corridor Status: The property is not located within a mapped environmental corridor (see Map B9).

Public Utilities and Services: The site is served by a full range of urban services, including seven-day Metro Transit service along Watts Road.

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 2 hotels and 17,000 square feet of retail and restaurant space at the northeastern corner of Watts Road and Commerce Drive.

Project Description

The applicant and property owner, Holy Name Catholic Center, Inc., is requesting approval to rezone a 72.12-acre parcel generally located south of Watts Road between S. Junction Road (CTH M) and S. High Point Road to the Planned Development District to provide a regulatory framework for the planned renovation of the Bishop O'Connor Catholic Pastoral Center to include market-rate apartments, a catering business, institutional uses, outdoor recreation, and a place of worship.

The eastern half of the subject site is developed with the approximately 229,700 gross square-foot Holy Name Seminary/ Bishop O'Connor Catholic Pastoral Center, which was constructed in 1963. The building stands a full three stories above grade and includes a partially exposed lower level that opens onto two courtyards located north and south of a central wing. Current uses of the building include offices for the Catholic Diocese of Madison, Catholic Charities, and other Catholic-related groups, including the Catholic Herald newspaper. The building also includes a three-story tall, 13,200 square-foot chapel located in the center wing adjacent to the main lobby of the building, as well as a 480-seat auditorium on the lower level (south end), a dining room located below the chapel, and 13 meeting/ conference rooms located primarily on the lower level. A 6,100 square-foot kitchen is located on the west side of the lower level, which the applicant indicates is currently leased by a commercial catering business, Blue Plate Catering. Recreational facilities inside the building include a pool and gymnasium on the north end of the lower level. The first through third floors on the west side of the building include a series of guest rooms, suites and dormitory units that are used by visiting clergy as well as rented to the general public. In addition to the main building, the eastern half of the site includes a two-story residence with attached garage addressed as 722 S. High Point Road. The western half of the site includes two football fields (including one with athletic track) and a baseball diamond.

The Bishop O'Connor Center sits prominently atop a ridge that falls to the north, east and west across the subject property, which is also characterized by significant tree cover, particularly along the western and southern edges of the site. Parking for the property includes 292 existing surface stalls that surround the building, including two larger lots located adjacent to a circular drive at the main, east-facing building entrance, and a two-level deck with parking for 60 automobiles located near the center of the site, which is connected by tunnel to the lower level of the building. Access to the property is provided by a driveway that leads from the circular drive and main building entrance to S. High Point Road, and a second drive that winds across the western portion of the site to S. Junction Road.

The proposed renovation of the main building calls for the three floors of dorm rooms, auditorium, dining room and conference rooms to be converted into apartments, with 10 existing apartments on the east side of the third floor to be renovated into a like number of units with modified floorplans. The project plans call for a total of 57 apartments and 1 guest suite, with 54 of the units to be available for rental to the public. The 3 remaining units will be one-bedroom apartments reserved for use by the Diocese (labeled accordingly on the proposed lower level floorplan). Of the 54 market-rate units proposed, 29 will be one-bedroom units and 25 will be two-bedroom units. The letter of intent indicates that the market-rate apartments and related facilities will occupy 21,200 square feet within the 229,700 square-foot building. The project team indicates that the market-rate

dwelling units will be marketed to residents that wish to live on the religious campus, but that residency will not be limited to those of the Catholic faith.

The project plans also call for the creation of a management office, community room, fitness facility, and smaller conference room as detailed on the proposed floorplans, and the renovation of the existing pool, gymnasium and locker rooms. As part of the proposed development, the top level of the parking deck will be enclosed with materials to match the walls and roof of the main building. Exterior modifications to the building will be limited to the enclosure of 2 existing windows on the western façade and the addition an accessible entrance into the lower level at the southeastern corner. The project team indicates that designation on the National Register of Historic Places is being sought so that part of the renovation can be funded with tax credits.

In addition to the introduction of the apartments, the proposed PD zoning also formally seeks to recognize the existing lease of the commercial kitchen to the third-party catering business, and to allow the leasing of the pool, gymnasium and outdoor athletic fields to outside groups.

Analysis and Conclusion

The applicant is proposing a series of unique land uses within the proposed Planned Development zoning district requested for the subject property. In general, the various existing uses of the site were permitted in the A and R1 zoning districts that governed the site under the former 1966 Zoning Code, with those uses essentially continuing as-is under the new Zoning Code. However, the proposed conversion of a portion of the interior square-footage previously devoted to the historic institutional use into market-rate apartments, as well as the desire to formally lease the kitchen, pool and gym to outside groups could not be supported by the SR-C1 zoning that governs the main building and most of the parking. Additionally, the athletic fields west of the building are considered outdoor recreation in the new Agriculture zoning district, which requires that conditional use approval be granted in order for those uses to continue operating. As a result, staff determined that the PD zoning district would provide both the greatest degree of flexibility and regulatory oversight for all of the existing and proposed uses on the approximately 72-acre property. Staff believes that the proposed rezoning can meet the standards for approval for zoning map amendments and Planned Developments.

The Planning Division also believes that the request is consistent with the Special Institutional (SI) land use recommendation for the subject site in the Comprehensive Plan. The SI designation is used primarily to identify large public education and religious properties across the City (larger institutions for higher education like the University of Wisconsin–Madison and Edgewood are identified with the Campus (C) designation) characterized by buildings with 50,000 square feet or more of floor area on sites typically 10 acres or more in size. Uses in the SI district are typically located along arterial or collector streets to limit traffic impacts in surrounding neighborhoods, and are recommended to be served by public transit and have access to bike routes. If located near less-intensive uses, the Comprehensive Plan recommends that buffering, careful site and building design, and operational performance standards be considered. Due to their scale and visibility, such institutional uses should be designed to fit gracefully within rather than dominate their surroundings, feature high-quality architecture and generous landscaping, and contribute significantly to the visual character of the neighborhood.

Staff believes that the proposed conversion of underutilized space within the existing building into market-rate dwelling units and the leasing of existing kitchen facilities to a third-party caterer are not inconsistent with the SI designation for the Holy Name/ Bishop O'Connor Catholic Pastoral Center property, with those proposed uses to only occupy approximately 12 percent of the building's gross floor area. Rather, the addition of the residential uses in particular should lend new vitality to the prominent institutional building and campus in a manner that staff does not believe will have a negative impact on the surrounding area.

As a condition of approval for the proposed PD district, the Planning Division and City Attorney's Office are recommending that the applicant enter into an agreement with the City for the cost of providing municipal services to the property for any year that it is exempt from paying property taxes. In addition, the City Engineer and City Traffic Engineer have identified a concern with the property's access to S. High Point Road that they feel will be exacerbated by the introduction of multi-family housing to the mix of uses present. The current driveway does not have access to or from northbound High Point Road due to an existing median and left-turn lane for Watts Road, which causes traffic leaving the site to make illegal U-turns south of the median as well as use neighboring properties go north. Both agencies are recommending that the applicant work with the City to provide a new driveway to High Point Road to address the existing and anticipated deficiencies with the existing driveway. City staff has discussed both of these proposed conditions with the project team prior to the formal consideration of the planned development.

Recommendation

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

The Planning Division recommends that the Plan Commission forward Zoning Map Amendment ID 28.022-00151 and 28.022-00152, rezoning 702 S. High Point Road from A and SR-C1 to PD and approving a General Development Plan and Specific Implementation Plan for the Bishop O'Connor Catholic Center to allow market-rate apartments, a catering business, institutional uses, outdoor recreation and a place of worship, following a recommendation by the Urban Design Commission and subject to input at the public hearing, the following Planning Division condition(s) and the conditions from reviewing agencies:

Planning Division conditions

1. That Holy Name Catholic Center, Inc. execute an agreement with the City of Madison requiring it to make a payment reflecting the value of municipal services provided to the proposed development on this site for any year in which it is exempt from paying property taxes. The agreement shall be approved by the Common Council in fulfillment of the standards for Planned Development districts prior to final approval and recording of the PD zoning and issuance of permits related to the project.
2. The applicant submitted two zoning texts to govern the proposed PD district. Staff recommends that the zoning text dated October 13, 2014 be approved subject to final Planning Division and Zoning approval prior to recording and the issuance of building permits as follows:
 - 2a. that the permitted uses in the district be limited to: multi-family dwellings as shown on the approved plans; catering; places of worship; general offices and professional offices related to the primary institutional use of the property; outdoor recreation; pool and gymnasium facilities, including for lease to the general public; co-housing; convent, monastery and dormitories related to the primary institutional use of the property; and accessory parking, broadcast facilities, community gardens, management offices, and fitness and community facilities for the primary use of the residents, guests and employees of the property;
 - 2b. the legal description shall be revised to reflect the conveyance of portion of the property to the All Saints campus earlier this year;
 - 2c. the Signage section shall be revised to limit signage for the site to the maximum permitted in the SR-C1 zoning district, and as approved by the Urban Design Commission or its secretary, and the Zoning Administrator.

3. The site plan and related plan sheets shall be revised to clearly indicate the use of all of the buildings and facilities present on the campus, including but not limited to the residence along the southern property line and all of the outdoor recreation facilities.
4. That any shared parking and cross-access easements or agreements needed to govern the overall site be reviewed, approved and recorded prior to issuance of permits for the project, and that those agreements be referenced in the final zoning text for the PD district.

The following conditions have been submitted by reviewing agencies:

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

5. Correct the legal description in the zoning text. A portion of Lot 4 of Ganser Heights has been conveyed to the property to the north.
 6. The lot lines of Ganser Heights bisect parking, access and private utilities on site. A reciprocal easement/ agreement addressing the common access, parking, private utilities and drainage uses and restrictions shall be drafted, executed and recorded by all of the entities having ownership within this development.
 7. The developer shall construct a new driveway, as required by the City Traffic Engineer, which will connect to High Point Road at a point south of the existing driveway. The existing driveway may remain. The new driveway is required so that turns on to S. High Point Road can safely take place and the Traffic Engineer may approve other alternatives that accomplish the same goal. The Traffic Engineering Division has identified an existing concern regarding access to the subject site from S. High Point Road. Currently, the eastern driveway does not have access to or from northbound High Point Road due to an existing median and left-turn lane for Watts Road, which causes traffic leaving the site to make illegal U-turns south of the median as well as using neighboring properties to turn around. Staff believes that the introduction of the proposed apartments to the existing use mix will exacerbate the demands on the existing driveway.
 8. The applicant shall work with the City Engineering Division to establish a permanent easement across the subject property for an east-west off-street public pedestrian/ bicycle path planned to extend from the Ice Age Junction Path along S. Junction Road on the west to the Southwest Path at Odana Hills.
9. The construction of this building will require removal and replacement of sidewalk, curb and gutter and possibly other parts of the City's infrastructure. The applicant shall enter into a City/ Developer agreement for the improvements required for this development. The applicant shall be required to provide deposits to cover City labor and materials and surety to cover the cost of construction. The applicant shall meet with the City Engineer 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. The developer shall sign the Developer's Acknowledgement prior to the City Engineer signing off on this project.
 10. In accordance with 10.34 MGO, Street Numbers, submit a PDF of each floorplan to Lori Zenchenko (lzenchenko@cityofmadison.com) at Engineering-Mapping 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.

11. The approval of this Planned Development 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. The curb location, grades, tree locations, tree species, lighting modifications and other items required to facilitate the development or restore the right of way shall be reviewed by the City Engineer, City Traffic Engineer, and City Forester.
12. All work in the public right of way shall be performed by a City-licensed contractor.
13. All damage to the pavement on S. High Point Road and Watts Road adjacent to this development shall be restored in accordance with the City's Pavement Patching Criteria.
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) are due and payable prior City Engineering Division sign-off, unless otherwise collected with a Developer's / Subdivision Contract. Contact Janet Schmidt (261-9688) to obtain the final MMSD billing a minimum of 2 working days prior to requesting City Engineering sign-off.

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

16. The developer shall construct a new driveway, as required by the City Traffic Engineer, which will connect to High Point Road at a point south of the existing driveway. The existing driveway may remain. The new driveway is required so that turns on to S. High Point Road can safely take place and the Traffic Engineer may approve other alternatives that accomplish the same goal. The Traffic Engineering Division has identified an existing concern regarding access to the subject site from S. High Point Road. Currently, the eastern driveway does not have access to or from northbound High Point Road due to an existing median and left-turn lane for Watts Road, which causes traffic leaving the site to make illegal U-turns south of the median as well as using neighboring properties to turn around. Staff believes that the introduction of the proposed apartments to the existing use mix will exacerbate the demands on the existing driveway.
17. 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 2 feet of vehicle overhang; drive aisle dimensions; semitrailer movement and vehicle routes; dimensions of radii; and percent of slope.
 18. 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.

19. 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.
20. All parking facility design shall conform to the standards in MGO Section 10.08(6).

Zoning Administrator (Contact Pat Anderson, 266-5978)

21. Provide bike parking and parking for persons with disabilities as required per Section 28.141 of the Zoning Code. Provide a detail of the bike rack design. Final plans shall show the required accessible stalls, including van accessible stalls.
22. Exterior lighting provided shall be in accordance with MGO Section 10.085. Provide an exterior lighting plan and fixture cut sheets with the final plan submittal.
23. Signage approvals are not granted by the Plan Commission. Signage must be reviewed for compliance with MGO Section 31, Sign Code prior to sign installations.

Fire Department (Contact Bill Sullivan, 261-9658)

24. Fire access lanes shall be identified and included in all necessary access easements from adjoining properties/lots.
25. Building additions will require compliance with current fire access requirements including fire hydrant placement and may impact access design on adjoining properties/ lots.

26. 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)

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

Metro Transit (Contact Tim Sobota, 261-4289)

This agency did not provide comments for this request.

Parks Division (Contact Kay Rutledge, 266-4714)

28. 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 all new residential development. The developer must select a method for payment of park fees before signoff on the development. This development is within the Elver park impact fee district (SI31). Please reference ID# 14155 when contacting Parks Division staff about this project.

29. Approval of plans for this project does not include any approval to prune, remove or plant trees in the public right of way. Permission for such activities must be obtained from the City Forester, 266-4816.