



Report to the Plan Commission

July 6, 2009

Legistar I.D. #15327
5202 Cottage Grove Road
Conditional Use

Report Prepared By:
Kevin Firchow, AICP
Planning Division

Requested Action: Conditional Use approval to construct an addition to a church resulting in over 10,000 square feet of total floor area.

Applicable Regulations & Standards: Section 28.08(2)(c) 25 states that structures (including additions) where the total floor areas exceed 10,000 square feet are a conditional use in R1 zoning. Section 28.12 (11) provides the guidelines and regulations for the approval of conditional uses.

Summary Recommendation: The Planning Division recommends that the Plan Commission find the conditional use standards are met and **approve** a conditional use for an addition to a church resulting in over 10,000 square feet of total floor area, subject to input at the public hearing and the conditions recommended by the Planning Division and other reviewing agencies.

Background Information

Applicant: Katie Udell, Angus-Young Associates; 555 S. River Rd; Janesville, WI 53548
Contact: Joe Stadelman, Angus-Young Associates; 555 S. River Rd; Janesville, WI 53548
Property Owner: Tim Martinson, Building Committee Chair for Messiah Lutheran Church, 5202 Cottage Grove Rd, Madison, WI 53714

Proposal: The applicant proposes to construct a 7,355 square foot addition to an existing church. The total resulting square footage would be 12,829 square feet. Construction is anticipated to begin in July 2009 with completion scheduled in May 2010.

Parcel Location: The subject site is approximately 4.98 acres in area, located on the north side of Cottage Grove Road, east of the intersection of Cottage Grove Road and Inwood Drive; Aldermanic District 3; Madison Metropolitan School District.

Existing Conditions: The subject property includes a 5,474 square foot church building with a 96-stall parking lot.

Surrounding Land Use and Zoning: The property is surrounded by single-family residences zoned R1 (Single-Family Residential District). A portion of the property borders a City-owned greenway.

Adopted Land Use Plan: The Comprehensive Plan recommends low density residential uses for this site.

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.

Zoning Summary: The property is zoned R1 (Single-Family Residence District)

Bulk Requirements	Required	Proposed
Lot Area	6,000 sf	242,048 sf
Lot width	50'	adequate
Usable open space	n/a	n/a
Front yard	30'	adequate
Side yards	40' each side	60' +
Rear yard	40'	adequate
Building height	2 stories / 35'	31' (average mean)
Number of Parking Stalls	35	89
Accessible Stalls	4	5 (See Condition # 16)
Loading	1 (10' x 35') area	None Shown (See Condition # 19)
Number of Bike Parking Stalls	9	(See Condition # 17)
Landscaping	Yes	(See Condition # 18)
Lighting	No	(See Condition # 20)
<i>Prepared by: Pat Anderson, Asst. Zoning Administrator</i>		

Project Review, Analysis, and Conclusion

The applicant requests conditional use approval to construct a 7,355 square foot addition to an existing 5,474 square foot church. The proposed addition would result in a total floor area of 12,829 square foot, requiring conditional use approval. Section 28.08(2)(c)25 states that structures (including additions) where the total floor areas exceed 10,000 square feet are a conditional use in R1 zoning. Therefore, the conditional use standards of Section 28.12 (11) apply.

The subject property is an approximately five (5)-acre site, situated between Cottage Grove Road and Kingsbridge Road. Single-family residences surround the site and a City-owned greenway is adjacent to the property's eastern boundary. Topography on the site is relatively steep and portions of the existing building have exposed lower levels. The site also includes a 96-stall parking lot, a garage, and a shed.

The proposed addition would be constructed on the Cottage Grove Road-facing side of the site. City zoning staff has calculated the average height to be 31 feet, consistent with applicable height standards. The existing steeple will be moved to the new addition in order to achieve more prominence along Cottage Grove Road. The proposed addition would be primarily clad in EIFS, though a natural stone veneer would be used on portions of the Cottage Grove Road-facing facade and on portions of the side facades. The EIFS would match the color of the existing concrete walls and the stone is intended to provide a complementary color and texture. The applicant has provided a supplemental graphic indicating that EIFS will not be coming into contact with the ground.

The elevation drawings show that a significant amount of the concrete foundation wall will be exposed on the Cottage Grove Road side of the building. The applicant has indicated this condition is created by the slope of the site and the need to accommodate the adjacent vehicular turn-around, required by the Fire Department. While this appears as a sizeable "blank" wall on the elevation drawings, staff do not believe that this will actually result in a significant negative visual impact. In considering the overall

context, this building wall is setback over 260 feet from Cottage Grove Road and will be partially screened from the turn-around by a decorative planter-wall. This facade is not adjacent to pedestrian sidewalks. The project architect has indicated that the exposed foundation will have a “rubbed” finish, generally matching the character of other parts of the walls.

The applicant also proposes several site improvements. A new pedestrian sidewalk will provide access across the entire site and direct pedestrian access to the main building entrance. The aforementioned turn-around will have been designed as a site focal point and includes the aforementioned decorative planter wall. Parking lot planting islands will be expanded to accommodate three shade trees, shrubs, and perennials. The number of parking stalls will be reduced by six (6) stalls, though this is still in excess of the required parking.

Staff do not object to this proposal and believe the conditional use standards are met. Based on the submitted information, staff do not anticipate the proposed addition would adversely impact nearby properties. The project is not in conflict with adopted plans and is supported by the Heritage Heights Community Association.

Staff Recommendations, Conditions of Approval & General Ordinance Requirements

Major/Non-Standard Conditions are Shaded

Planning Division Recommendation (Contact Kevin Firchow, 267-1150)

The Planning Division recommends that the Plan Commission find the conditional use standards are met and **approve** a conditional use for an addition to a church resulting in over 10,000 square feet of total floor area, subject to input at the public hearing and the following conditions.

The following conditions have been submitted by reviewing agencies:

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

1. Any damage to the pavement on Cottage Grove Road or Knightsbridge Road will require restoration in accordance with the City’s Patching Criteria.
2. Stormwater Management will be required at a blended rate of 80% TSS for new pavement, 40% TSS for redeveloped pavement along with oil and grease control. If total new impervious area exceeds 20,000 sf stormwater detention will be required (this is a cumulative requirement that will be tracked for future proceeds).
3. 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.
4. All work in the public right-of-way shall be performed by a City licensed contractor.
5. The applicant shall demonstrate compliance with Section 37.07 and 37.08 of the Madison General Ordinances regarding permissible soil loss rates. The erosion control plan shall include Universal

Soil Loss Equation (USLE) computations for the construction period. Measures shall be implemented in order to maintain a soil loss rate below 7.5-tons per acre per year.

6. The City of Madison is an approved agent of the Department of Commerce. This proposal contains a commercial building and as such, the City of Madison is authorized to review infiltration, stormwater management, and erosion control on behalf of the Department of Commerce. No separate submittal to Commerce or the WDNR is required.
7. 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 40% TSS (20 micron particle) off of new paved surfaces, b) provide oil & grease control from the first 1/2" of runoff from parking areas, and c) 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.
8. The applicant shall submit, prior to plan sign-off, digital CAD files to the Land Records Coordinator in the Engineering Division. (Lori Zenchenko) izenchenko@cityofmadison.com. The digital copies shall be drawn to scale and represent final construction including: building footprints, internal walkway areas, internal site parking areas, lot lines/ numbers/ dimensions, street names, and other miscellaneous impervious areas. All other levels (contours, elevations, etc) are not to be included with this file submittal. Email file transmissions are preferred. The digital CAD file shall be to scale and represent final construction. Any changes or additions to the location of the building, sidewalks, parking/pavement during construction will require a new CAD file. The single CAD file submittal can be either AutoCAD (dwg) Version 2001 or older, MicroStation (dgn) Version J or older, or Universal (dxf) format. Please include the site address in this transmittal.
9. The applicant shall submit, prior to plan sign-off, digital PDF files to the City Engineering Division (Jeff Benedict or Tim Troester). 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).
10. The applicant shall submit prior to plan sign-off, electronic copies of any Stormwater Management File including: SLAMM DAT files; RECARGA files; TR-55/HYDROCAD/etc., and; sediment loading calculations. If calculations are done by hand or are not available electronically the hand copies or printed output shall be scanned to a PDF file and provided.
11. The Applicant shall obtain a Street Excavation permit for the installation of utilities required to serve this project. The Applicant shall pay the permit fee, inspection fee and street degradation fee as applicable and shall comply with all the conditions of the permit. This permit application is available on line at <http://www.cityofmadison.com/engineering/permits.cfm>

Traffic Engineering Division (Contact John Leach, 267-8755)

12. When the applicant submits final 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 property lines, addresses, one contiguous plan (showing all easements, all pavement markings, building placement, and stalls), signage, percent of slope, vehicle routes, dimensions of radii, aisles, driveways, stalls including the two (2) feet overhang, and a scaled drawing at 1" = 20'.

13. "Stop" and "No Left Turns" signs shall be installed at a height of six (6) feet to the bottom of the first sign at the driveway approach to Cottage Grove Road and a "Stop" sign shall be installed at a height of seven (7) feet at Kingsbridge Road approach. All signs at the approaches shall be installed behind the property line. All directional/regulatory signage and pavement markings on the site shall be shown and noted on the plan.
14. The applicant shall show the dimensions for all proposed and existing parking stalls' items A, B, C, D, E, F, and degree of angle parking width and backing up, according to Figures II "Medium and Large Vehicles" parking design standards in Section 10.08(6)(b) 2. Signs and planting areas are to be excluded from the rectangular stall areas including the two (2) feet of vehicle overhang. The two (2) feet of vehicle overhang shall be shown on the plan and dimensioned. The applicant will need to dimension the parking spaces south of the building. All parking spaces shall be clear for item "E" on the south side of the building. The existing shed maybe blocking the back up area.
15. Public signing and marking related to the development may be required by the City Traffic Engineer for which the developer shall be financially responsible.

Zoning Administrator (Contact Pat Anderson, 266-5978)

16. Meet all applicable State accessible requirements, including but not limited to:
 - a. Provide a minimum of four accessible stalls striped per State requirements. A minimum of one of the stalls shall be a van accessible stall 8' wide with an 8' striped out area adjacent.
 - b. Show signage at the head of the stalls.
17. Provide two bike parking stalls in a safe and convenient location on an impervious surface to be shown on the final plan. NOTE: A bike-parking stall is two feet by six feet with a five-foot access area. Structures that require a user-supplied locking device shall be designed to accommodate U-shaped locking devices.
18. Parking lot plans with greater than twenty (20) stalls, landscape plans must be stamped by a registered landscape architect. Provide a landscape worksheet with the final plans that shows that the landscaping provided meets the point and required tree ordinances. In order to count toward required points, the landscaping shall be within 15' and 20' of the parking lot depending on the type of landscape element. (Note: The required trees do not count toward the landscape point total.
19. Provide (1) 10' x 35' loading areas with 14' vertical clearance to be shown on the plan. The loading area shall be exclusive of drive aisle and maneuvering space.
20. Lighting is not required. However, if it is provided, it must comply with City of Madison outdoor lighting standards. (See parking lot packet). Lighting will be limited to .08 watts per square foot.

Fire Department (Contact Scott Strassburg, 261-9843)

21. Provide fire apparatus access as required by Comm 62.0509 and MGO 34.19, as follows: a) Show all fire lanes including the turnaround and hydrants on a fire access site plan.

Water Utility (Contact Dennis Cawley, 261-9243)

22. An additional water service lateral will need to be installed by the developer to lot 905 in order that each parcel will have a separate connection to a public water main.

23. All operating private wells shall be identified and permitted by the Water Utility in accordance with Madison General Ordinance 13.21. All unused private wells shall be abandoned in accordance with Madison General Ordinance 13.21. This property is not in a Wellhead Protection District. The Water Utility will not need to sign off the final plans, but will need a copy of the approved plans.

Parks Division (Contact Tom Maglio, 266-6518)

This agency did not submit a response to this request.

Metro Transit (Contact Tim Sobota, 261-4289)

This agency did not submit a response to this request.