



PREPARED FOR THE PLAN COMMISSION

**Project Address:** 6400 Schroeder Road (19<sup>th</sup> Aldermanic District, Ald. Clear)  
**Application Type:** Conditional Use  
**Legistar File ID #** [45802](#)  
**Prepared By:** Chris Wells, Planning Division  
Report Includes Comments from other City Agencies, as noted  
**Reviewed By:** Kevin Firchow, AICP, Principal Planner

## Summary

**Applicant & Property Owner:** Karon Morton; Intervarsity Christian Fellowship, USA; 635 Science Drive; Madison, WI 53711  
**Contact:** Marcio Sierra; Lighthouse Church; 5202 Regent Street; Madison, WI 53705

**Requested Actions:** The applicant requests conditional use approval to convert an office building into a private school at 6400 Schroeder Road; Urban Design Dist. 2; 19th Ald. Dist.

**Proposal Summary:** The applicant, Lighthouse Church, is proposing to convert an existing roughly 37,000-square-foot office building into a private school. The renovation will consist primarily of interior changes with minor exterior site improvements.

**Applicable Regulations & Standards:** This proposal is subject to the standards for Conditional Uses [MGO §28.183], as §28.082 of the Zoning Code lists *Schools, Public and Private* as a conditional use in the Suburban Employment (SE) District. The Supplemental Regulations [MGO §28.151] contain further regulations for this type of use. As the subject site is located in Urban Design District #2, this proposal is also subject to the review standards for that district [MGO §33.24(6)(c)].

**Review Required By:** Plan Commission (PC). (The Secretary of the Urban Design Commission reviewed this request administratively on behalf of the Urban Design Commission).

**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 to convert an office building into a private school in Suburban Employment (SE) District Zoning at 6400 Schroeder Road. This request is subject to input at the public hearing and the comments and conditions recommended by reviewing agencies.

## Background Information

**Parcel Location:** The roughly 324,900-square-foot (7.46-acre) parcel is located on the north side of Schroeder Road, just west of Forward Drive. It is also located within Aldermanic District 19 (Ald. Clear), in Urban Design District #2, and is within the limits of the Madison Metropolitan School District.

**Existing Conditions and Land Use:** The parcel contains two buildings. On the southern end of the site is a roughly 36,900-square-foot, one-and-a-half-story office building, originally built in 1968. (This is the structure that is proposed for conversion). Just to the north of this building is a smaller 9,900-square-foot building which houses space for a telecommunications company. A small satellite farm, just to the northwest of the building is also used by the company. The two buildings share a parking lot with 129 stalls (four of which are accessible) as well as common access from Schroeder Road.

A 2-lot CSM to divide the subject property was submitted, is being reviewed administratively, and is not before the Plan Commission. The office building proposed for conversion to a private school would sit on a roughly 156,000-square foot (3.58-acre) parcel while the telecom building and accessory satellite field would sit on a roughly 154,000-square-foot (3.54-acre) lot). The proposed lot line is depicted on the applicant’s plans.

**Surrounding Land Use and Zoning:**

North: A multi-tenant office building, zoned Suburban Employment (SE);

South: Single-family residences, zoned Suburban Residential – Consistent 3 (SR-C3);

East: Across Rayovac Drive are two vacant parcels, both zoned Suburban Employment (SE); and

West: Two multi-tenant office buildings containing such tenants as the Madison Waldorf School and a sports apparel company, zoned SE; beyond which is a day care center and a sports club (tennis center), both zoned Planned Development (PD).

**Adopted Land Use Plan:** The [Comprehensive Plan \(2006\)](#) recommends general commercial for the subject site as well as the parcel to the immediate west. The [Southwest Neighborhood Plan \(2008\)](#) does not provide a specific recommendation for the subject parcel.

**Zoning Summary:** The property is in the Suburban Employment (SE) District.

Requirements	Required	Proposed
Lot Area (sq. ft.)	20,000 sq. ft.	155,984 sq. ft.
Lot Width	65'	277.55'
Front Yard Setback	None	Adequate
Side Yard Setback	15' or 20% building height	Adequate
Rear Yard Setback	30'	Adequate
Maximum Lot Coverage	75%	Less than 75% <i>(See Comment #11)</i>
Minimum Building Height	22' measured to building cornice	1 story existing building
Maximum Building Height	5 stories/ 68'	1 story existing building
Number Parking Stalls	No minimum	129
Accessible Stalls	Yes	5
Loading	None	Existing loading dock
Number Bike Parking Stalls	Schools, public and private: 1 space per 5 students (30)	30 <i>(See Comment #13)</i>
Landscaping and Screening	Yes	Yes <i>(See Comments #15 &amp; #16)</i>
Lighting	Yes	Yes
Building Forms	No	Existing building
<b>Other Critical Zoning Items</b>	Urban Design (UUD #2); 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 including seven-day-a-week Metro service with at least hourly service (and weekday peak hour service with 30 minute headways) along Schroeder Road. The nearest Metro stop is at the southeast corner of the subject site, across Schroeder Road (i.e. along the eastbound lane).

## **Project Description, Analysis, and Conclusion**

The applicant, Lighthouse Church, is proposing to convert an existing roughly 36,900-square-foot office building into a private school. The renovation will consist primarily of interior changes with minor exterior site improvements. Lighthouse Christian School, which currently operates at the corner of Whitney Way and Regent Street, currently has 93 students (PreK – 6<sup>th</sup> Grade). They are interested in moving locations in order to be able to expand their enrollment and therefore better serve the low-income minority population of Madison. The applicant has stated an enrollment goal of 150 students by the 2017/18 school year and 255 students by the 2022/23 school year. (This would also include expanding the age-range of students up to 8<sup>th</sup> Grade). The proposed hours of operation of the school facility are Monday to Friday, 7:30 am to 5:30 pm, with some evening and weekend community activities.

The interior renovations will include subdividing the internal space to create roughly 19 classrooms, two bathrooms, and a gymnasium/performance arts center, a chapel/meeting room, and a computer lab. As noted in the applicant's submitted materials, the existing kitchen, cafeteria, cubicle space, conference room, reception area, and a few of the offices will remain without renovation. No external changes are proposed to the building.

Regarding site improvements, in order to allow students to walk from the Schroeder Road sidewalk to the school without having to walk through the parking lot, a pedestrian sidewalk will also be added to the southwest of the building and will connect the public sidewalk and the existing sidewalk which connects the school with the parking lot to the west. Additionally, a 3,000-square-foot play area will be added along the east side of the building. It will be enclosed with a 4-foot high chain-link fence and accessed directly from the school.

The rest of the site improvements involve the parking lot. The circulation through the parking lot will be changed to one-way (counter-clockwise) through the site. Nine of the auto parking stalls directly adjacent to the school will be removed, and the area will be restriped to include a pick up/drop off lane (area). While this will reduce the total number of automobile stalls on site from 138 to 129, as the applicant has stated that they anticipate approximately 30 of these stalls being used staff, parents, and visitors on a daily basis, the slight reduction in stalls is not anticipated to result in a parking shortage. Regarding bicycle parking, 30 bicycle stalls will be added on site – ten next to aforementioned the new path, and another 20 near the northwest corner of the school building. In order to bring the parking lot up to code, additional tree islands will be added with landscaping.

The existing building to the north of the proposed school will continue to share cross-access through the school's parking lot and use the Schroeder Road entrance. The traffic impact of the current user, which the applicant notes is currently has a long-term lease, is quite small at four to six cars on a typical day.

As mentioned above, the applicant estimates that the school will utilize approximately 30 stalls by staff, parents, and visitors on a daily basis. They anticipate the majority of kids arriving by car, more specifically by carpool. Based on trends at their current site, they estimate 2½-3 students per vehicle. They have also found that because roughly three-quarters of the students participate in before- or after-school programs, traffic in the parking lot each morning and afternoon is dissipated some as it is spread out over larger time frames - 60 minutes in the morning and 150 minutes in the afternoon. As the school serves kids from all over Madison, the applicant does not anticipate great numbers of students arriving via bicycle. They also don't anticipate large numbers of students arriving via Metro (using regular routes). However, for those who do, there is both peak hour as well as all-day service eastbound along Schroeder Road with the closest stop directly across Schroeder Road at the southeast corner of the site. The applicant plans to have either teachers or parent volunteers serve as crossing guards to help the students cross the road.

Regarding deliveries, small deliveries will be handled via the front entrance since there will be a receptionist at the entrance during business hours. Large deliveries like food shipments will be handled via either the loading dock at the north side of the building, or via one of the side entrances.

**Land Use and Plan Consistency** – The Planning Division believes that this request can be found compatible with the [Comprehensive Plan \(2006\)](#), which recommends general commercial for the subject site. While the [Comprehensive Plan](#) recommends such land uses as retail and service business establishments, business and corporate offices, clinics and health care facilities, hotels, restaurants, etc., Staff believes the proposed use, if well-managed, would be compatible with the surrounding office uses.

**Conditional Use Standards** – 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. Based on the provided information, the Planning Division believes the conditional use standards can be found met. Staff does not anticipate that the inclusion of the proposed educational use in the existing office building will result in negative impacts on surrounding properties. Impacts are anticipated to be limited due to such factors as the school’s moderate size and enrollment; its before- and after-school programming which will help dissipate peak traffic impacts by spreading it over a longer timeframe; and the preservation of the shared cross-access agreement with the telecom building just to the north. If approved, the Plan Commission retains “continuing jurisdiction” authority, meaning that should complaints arise the Commission could take further action, requiring additional conditions or possible revocation of the conditional use should it find the approval standards cannot be met.

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

**Conclusion** – Staff believes the conditional use standards can be found met and recommends this proposal be approved by the Plan Commission.

## 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 to convert an office building into a private school in Suburban Employment (SE) District Zoning at 6400 Schroeder Road. 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 Timothy Troester, (608) 267-1995)

1. 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))
2. The 2 buildings currently share a sanitary sewer lateral. Each lot/building shall have a separate sewer lateral as a condition of approval.

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

3. Per site plans on file with the City of Madison, there are Sanitary and Water laterals serving the building on proposed Lot 2 that lie under the building on proposed Lot 1. New service laterals are being required by City Engineering and the Madison Water Utility.
4. Comprehensive Agreement(s) / Easement(s) between the two lots of the proposed Certified Survey Map shall be drafted and provided for review prior to final sign off. Upon approval they shall be recorded immediately after the recording of the Certified Survey Map and prior to any building permit issuance. The agreement(s)/easement(s) shall address all common private vehicular and pedestrian access facilities, shared loading dock, storm sewer facilities, storm water drainage and management facilities, and any common shared open space areas/facilities.
5. The building address will change to 6402 Schroeder Rd with the new Lighthouse School tenant (and new parcel record that will be created by the pending CSM). The site plan shall reflect a proper street address of the property as reflected by official City of Madison Assessor's and Engineering Division records.
6. 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)

7. 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.
8. 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.
9. 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.
10. All parking facility design shall conform to MGO standards, as set in section 10.08(6).

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

11. Provide a calculation and plan detail for lot coverage with the final submittal. The lot coverage maximum is 75%. Lot coverage is defined as the total area of all buildings, measured at grade, all accessory structures including patios, etc., and all paved areas as a percentage of the total area of the lot, with the following exceptions: sidewalks or paved paths no wider than five (5) feet, pervious pavement, green roofs and decks.
12. Update the site plan, landscape plan and floor plan to consistently show all site features including the location of landscape islands and the area west of the proposed gymnasium adjacent the parking lot.
13. Bicycle parking for this project shall be provided per Section 28.141(4) and Table 28I-3. A minimum of one (1) bicycle space is required per five (5) students. Show the dimensions of the bicycle stalls, including the access aisles on the final site plan. 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.
14. Provide a floor plan and building elevations with the final plan set. Note on the elevations whether there are exterior changes proposed to the existing building.
15. Show the refuse disposal area on the site plan. All developments, except single family and two family developments, shall provide a refuse disposal area. If the refuse disposal area is located outside the building, it 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. Submit a detail of the trash enclosure if provided outside the building.
16. Submit a rooftop plan showing the location of any existing or proposed rooftop mechanical equipment and screening. All new rooftop and ground level mechanical equipment and utilities shall be fully screened from view from any street or residential district per Section 28.142(9)(d).
17. 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.
18. 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 and Chapter 33 Urban Design District 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)

- |   |
|---|
| 19. Due to the occupancy change of use per the building code, a fire sprinkler system shall be provided throughout the Group E fire area. |
|---|

**Water Utility Review** (Contact Adam Wiederhoeft, (608) 266-9121)

- |   |
|---|
| 20. A separate water service lateral and water meter is required to serve each parcel. The water laterals shall be directly connected to the public water main with the shut-off valve located in the public right-of-way (per PSC 185.52 (2)). |
|---|

21. A Water Service Application Form and fees must be submitted before connecting to the existing water system. Provide at least two working days notice between the application submittal and the requested installation or inspection appointment. Application materials are available on the Water Utility's Plumbers & Contractors website (<http://www.cityofmadison.com/water/plumberscontractors>), otherwise they may be obtained from the Water Utility Main Office at 119 E Olin Ave. A licensed plumber signature is required on all water service applications. For new or replacement services, the property owner or authorized agent is also required to sign the application. If you have questions regarding water service applications, please contact Madison Water Utility at (608) 266-4646.
22. The applicant's utility contractor shall obtain an excavation permit prior to commencing the water main or service construction in the public right-of-way. This permit application is available on the City Engineering Division website (<http://www.cityofmadison.com/engineering/permits.cfm>).
23. Madison Water Utility will be required to sign off as part of the approval review associated with this Land Use Application/Site Plan Review prior to the issuance of building permits for the proposed development.

**Metro Transit** (Contact Timothy Sobota, 261-4289)

24. Metro Transit operates daily transit service at least once an hour along Schroeder Road, opposite the Rayovac Drive intersection. The bus stop is located across Schroeder Road from the development parcel.
25. Metro Transit operates additional weekday peak hour transit service along Schroeder Road every 30 minutes, opposite the Rayovac Drive intersection (~600am thru 830am, and 330p thru 430p). The bus stop is located across Schroeder Road from the development parcel.