

# PLANNING DIVISION STAFF REPORT

February 27, 2023



PREPARED FOR THE PLAN COMMISSION

**Project Address:** 141 South Butler Street (District 6 – Alder Benford)  
**Application Type:** Conditional Use  
**Legistar File ID #** [75709](#)  
**Prepared By:** Colin Punt, Planning Division  
Report includes comments from other City agencies, as noted.  
**Reviewed By:** Kevin Firchow, AICP, Principal Planner

## Summary

**Applicant:** Edward Kuharski; Green Design Studio; 405 Sidney St; Madison, WI 53703

**Contact:** Brandi Grayson; Urban Triage, Inc.; 147 S Butler Street; Madison, WI 53703

**Owner:** Jeff Mack; Captains, LLC; 306 E Wilson St LL; Madison, WI 53703

**Requested Action:** The applicant is seeking approval of a conditional use for a Mission House in a UMX district (§28.072(1) MGO)

**Proposal Summary:** The applicant is seeking approvals to convert an existing building most recently used as a hostel into a mission house.

**Applicable Regulations & Standards:** Standards for conditional use approval are found in §28.183(6) M.G.O.

**Review Required By:** Urban Design Commission (Secretary’s Review), Plan Commission

**Summary Recommendations:** The Planning Division recommends that the Plan Commission find that the standards for conditional uses are met and **approve** the request to establish a mission house in a UMX district at 141 South Butler Street. This recommendation is subject to input at the public hearing and the conditions recommended by the reviewing agencies beginning on page 4.

## Background Information

**Parcel Location:** The subject site is 4,356 square feet and located on the northeast side of South Butler Street between East Main Street and East Wilson Street. The site is within Alder District 6 (Alder Benford) and the Madison Metropolitan School District.

**Existing Conditions and Land Use:** The site, zoned UMX (Urban Mixed Use), is currently occupied with a 5,000-square foot, three-story mixed-use building that has been recently used as a hostel, restaurant, and residential apartment building. The building was originally constructed in 1889.

### Surrounding Land Uses and Zoning:

**Northwest:** A small office building zoned UMX (Urban Mixed Use district) and small apartment buildings zoned DR1 (Downtown Residential 1 district);

**Southwest:** Across South Butler Street, six- and eight-story State office buildings zoned DC;

**Southeast:** Two-story office buildings zoned UMX; and

Northeast: A three-story residential building zoned PD.

**Adopted Land Use Plan:** The [Comprehensive Plan](#) (2018) recommends Downtown Core (DC) for the site. The [Downtown Plan](#) (2012) recommends Downtown Core Mixed-Use.

**Zoning Summary:** The subject property is proposed to be zoned DC (Downtown Core District):

Requirements	Required	Proposed
Lot Area (sq. ft.)	3,000 sq. ft.	4,356 sq. ft.
Lot Width	30'	33'
Front Yard Setback	Residential buildings: 5' Sec. 28.151	Existing front setback
Max. Front Yard Setback	10'	Existing front setback
Side Yard Setback	0'	2'0" south side Adequate north side
Rear Yard Setback	10'	Adequate
Usable Open Space	10 sq. ft. per bedroom (120 sq. ft.) Sec. 28.151	Outdoor recreation area
Maximum Lot Coverage	90%	Existing lot coverage
Minimum Building Height	2 stories	3 story existing building
Maximum Building Height: See Downtown Height Map	3 stories	3 story existing building
Stepback: See Downtown Stepback Map	None	None

Site Design	Required	Proposed
Number Parking Stalls	Not required: Central Area	2
Accessible Stalls	Yes	1
Loading	Not required	None
Number Bike Parking Stalls	Mission House: 1 per 400 sq. ft. floor area (13)	2 exterior 8 interior (10 total)
Landscaping and Screening	Not required	Existing landscaping
Lighting	Not required	None
Building Forms	Not required	Existing building

<b>Other Critical Zoning Items</b>	Urban Design (UMX), Barrier Free (ILHR 69), Utility Easements, Wellhead Protection (WP-17)
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*Table Prepared by Jenny Kirchgatter, Assistant Zoning Administrator*

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

**Public Utilities and Services:** The site is served by a full range of urban services.

## Project Description

The applicant is seeking approval of a conditional use to establish a mission house in an existing building in a UMX (Urban Mixed Use) district. The applicant intends to provide shelter for youth-led households. Up to fifteen residents will be accommodated. The facility is intended to provide temporary housing for up to 18 months, with counseling and training programs. The applicant proposes minor physical changes to the interior and exterior of the building. Changes include remodeling of a bedroom and bathroom on the first floor into an accessible bedroom and accessible bathroom, a minor remodel of an existing office, the addition of accessible ramps and entrances, and re-fenestration of previously bricked-over windows. Minor exterior repairs will also be undertaken, including replacement of the front stoop, which is currently in poor condition. No changes are proposed for the basement, second, or third floors. A five-stall vehicle parking lot behind the building is proposed to be restriped for two bicycle parking stalls and two vehicle parking stalls, as well as an outdoor recreation area for residents of the mission house. No additional landscaping is proposed for the site. According to the application, the applicant intends to start construction in late winter 2023 with completion by summer 2023.

## Analysis & Conclusion

This request is subject to the standards for conditional uses. This section begins with a summary of adopted plan recommendations, followed by conditional use standards, and finally a conclusion.

### Conformance with Adopted Plans

The [Comprehensive Plan](#) (2018) recommends Downtown Core (DC), which represents the nucleus of downtown and accommodates a wide variety and mix of uses in large-scale buildings. The [Downtown Plan](#) (2012) recommends Downtown Core Mixed-Use for the site, with a maximum building height at the Capitol View Preservation Limit. The Downtown Plan also places the site within the Downtown Core district, which accommodates a wide variety of office, employment, retail, government, residential, and other uses in larger-scale buildings that comprise the most densely developed part of the city. Staff believes the proposal can be found to be consistent with the wide variety of uses recommended in adopted plans.

### Conditional Use Standards

The applicant is requesting approval of a conditional use within the UMX district to establish a mission house in the existing building. In regards to conditional use approval standards, the Plan Commission shall not approve a conditional use without due consideration of the City's adopted plan recommendations, design guidelines, supplemental regulations, and finding that all of the conditional use standards of §28.183(6) M.G.O. are met. Staff advises the Plan Commission that in evaluating the conditional use standards, State law requires that conditional use findings must be based on "substantial evidence" that directly pertains to each standard and not based on personal preference or speculation.

Staff believes all applicable conditional use standards can be found met.

### Conclusion

Staff believes that the requested conditional use request is consistent with the land use recommendations in the [Downtown Plan](#) and [Comprehensive Plan](#) and that the standards for conditional uses can be found to be met due to the proposal's scale and reuse of the existing building.

At time of writing, Staff has not received written comment from the public.

## Recommendation

### Planning Division Recommendations (Contact Colin Punt 243-0455)

The Planning Division recommends that the Plan Commission find that the standards for conditional uses are met and **approve** the request to establish a mission house in a UMX district at 141 South Butler Street. This recommendation is subject to input at the public hearing and the conditions recommended by the reviewing agencies below.

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

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

1. Provide a calculation for the existing and proposed lot coverage with the final submittal. The lot coverage maximum is 90%. 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. If the site currently exceeds 90% maximum lot coverage, the existing percentage of lot coverage may be maintained. The proposed site improvements may not further increase lot coverage above the maximum.
2. A minimum of 120 sq. ft. of useable open space is required (10 sq. ft. per bedroom). Usable open space shall not include areas occupied by buildings, driveways, drive aisles, off-street parking, paving and sidewalks, except that paved paths no wider than five (5) feet, and pervious pavement designed for outdoor recreation only may be included as usable open space. Within the Central Area, as defined, where usable open space requirements cannot be met due to limited existing lot area, or building/parking placement, required landscaped areas may be used to meet the usable open space requirement, provided that said landscaped areas are a minimum of five (5) feet in width.
3. Parking requirements for persons with disabilities must comply with City of Madison General Ordinances Section 28.141(4)(e) which includes all applicable State accessible requirements. Provide one (1) van accessible stall striped per State requirements. A van accessible stall shall be a minimum of 8 feet wide with an 8 foot wide striped access area adjacent. Show the accessible signage at the head of the stall. An accessible sign shall be a minimum of 48" between the bottom of the sign and the ground.
4. Per Off-Street Parking Requirements Table 28I-3, a minimum of thirteen (13) bicycle stalls are required for the Urban Triage mission house. The applicant proposes ten (10) stalls (2 exterior and 8 basement stalls). A bicycle parking reduction will be required per Section 28.141(5). Submit a request for a parking reduction with the final plan submittal including information to support the reduction.
5. Show the location of the interior basement bicycle stalls. Up to twenty-five percent (25%) of bicycle parking may be structured parking, vertical parking or wall mount parking, provided there is a five (5) foot access aisle for wall mount parking. NOTE: A bicycle stall is a minimum of two (2) feet by six (6) feet with a five (5) foot wide access area. Submit a detail showing the model of bike rack to be installed.
6. Per Section 28.186(4)(b), the property owner or operator is required to bring the property into compliance with all elements of the approved site plans by the date established by the Zoning Administrator as part of

the site and building plan approval. Work with Zoning staff to establish a final site compliance date.

7. Signage approvals are not granted by the Plan Commission. Signage must be reviewed for compliance with Chapter 31 Sign Codes of the Madison General Ordinances 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.

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

8. Show, label and dimension the 10' shared Common Driveway Easement per Document No. 302797. The northwesterly 3.5 feet of this parcel is subject to the easement.
9. Identify on the plans the lot and block numbers of recorded Certified Survey Map or Plat.
10. Provide a full and complete legal description of the site or property being subjected to this application on the site plan.
11. Guest room address numbers shall follow interior addressing standards. Submit a site plan and a complete building Floor Plan in PDF format to Lori Zenchenko (lzenchenko@cityofmadison.com) that includes a floor plan of each floor level on a separate sheet/page for the development of a complete interior addressing plan. Also, include a unit matrix for apartment buildings. The Addressing Plan for the entire project shall be finalized and approved by Engineering (with consultation and consent from the Fire Marshal if needed) PRIOR to the verification submittal stage of this LNDUSE with Zoning. The final approved stamped Addressing Plan shall be included in said Site Plan Verification application materials or a revised plan shall provided for additional review and approval by Engineering. Per 34.505 MGO, a full copy of the approved addressing plan shall be kept at the building site at all times during construction until final inspection by the Madison Fire Department. For any changes pertaining to the location, deletion or addition of a unit, or to the location of a unit entrance, (before, during, or after construction), a revised Address Plan shall be resubmitted to Lori Zenchenko to review addresses that may need to be changed and/or reapproved.

**Fire Department** (Contact Bill Sullivan, 886-4691)

12. Madison Fire does not support the project without addressing the need for a second exit from the 3rd Floor. The existing jump platform is known to be an unsafe emergency exit option requiring an alternative solution acceptable to the current building code.
13. If the occupancy classification changes, an automatic fire sprinkler system shall be required.

*The Planning Division, Parks Division, and Forestry Section have reviewed this request and has recommended no conditions of approval.*