

PLANNING DIVISION REPORT
DEPARTMENT OF PLANNING AND COMMUNITY AND ECONOMIC
DEVELOPMENT
April 4, 2008

DISPOSITION OF THE TRUMAN OLSON ARMY ROTC FACILITY AT
1402 SOUTH PARK STREET

INTRODUCTION

The Planning Division has been requested to prepare a planning analysis of the Truman Olson property including the consideration of the best use of the site, keeping in mind the site's size, location, proximity to other uses and the City's adopted plans for the area. This report provides a brief summary of the four proposals that have been received by the Community Development Authority for the future use of the property, the zoning of the property, recommendations from City plans and consideration of the proposed uses for the property in relationship to the adopted City plans.

SITE INFORMATION

1. **Owner:** U.S. Government-Army, (Truman Olson Army ROTC facility).
2. **Location:** 1402 South Park Street, Madison, WI, Aldermanic District 13, Madison Metropolitan School District.
3. **Site Size:** 151,858 square feet (3.49 acres).
4. **Adjoining Uses and Zoning:**
 - a. North: Commercial uses including the Copp's grocery store, Dean Clinic buildings and parking lot, zoned C2 General Commercial, and a mix of residential and commercial uses east of Park Street zoned C2 General Commercial and R2 Residential.
 - b. West: Apartment buildings and the St. Mary's parking lot zoned R4 General Residential.
 - c. South: Wooded property and surface parking owned by Thomas Bunbury, the U.S. Post Office, Midwest Real Estate building, and the Madison Labor Temple, all zoned C2 General Commercial.
 - d. East: A mix of commercial uses along Park Street zoned C3 General Commercial with residential uses located further east zoned R2.
5. **Adopted Land Use Plans:**
 - a. Comprehensive Plan adopted January 2006.
 - b. South Madison Neighborhood Plan, adopted January, 2005. The plan identified the Wingra District as a strategic area for future revitalization efforts and indicated that

the Wingra Plan, which was underdevelopment at that time, would provide more specific recommendations for this area.

- c. Wingra Market Study and Conceptual Redevelopment Plan, summary report adopted March 2006 as a supplement to the South Madison Neighborhood Plan.

SUMMARY OF THE PROPOSALS AND ZONING FOR THE PROPERTY

Four proposals have been received for evaluation by the Community Development Authority. These include: African American Ethnic Academy (a charter school for elementary aged children), Goodwill of South Central Wisconsin (8-units of housing for the mentally disabled), Madison Central Montessori School (Preschool, elementary school and after school for toddlers through middle school aged children), and Porchlight (24-units of housing for the mentally disabled and 14-units of transitional safe haven housing).

Zoning and Design Regulations

The property is zoned C2 General Commercial District. The C2 General Commercial District provides a list of land uses that may locate in the district, either as permitted or conditional uses. Permitted uses are allowed by right, while conditional uses can only be approved by the City Plan Commission following the process outlined in the ordinance and when the Plan Commission finds that all of the standards for the approval of a conditional use have been met. Depending on the specific proposal by each of the organizations for the use of the property, other approvals may also be triggered and required. For example, the property is located within Urban Design District No. 7. All alterations to the existing building, demolitions, proposed additions, changes to the parking lot, landscaping, etc. need approval by the Urban Design Commission. In addition, the demolition of the existing building would also need the approval of the City's Plan Commission. If only a portion of the property is proposed to be utilized, a land subdivision may be required to divide the property into more than one parcel, which would necessitate the approval of the certified survey map. The division of the property would also trigger the proposal to dedicate additional right-of-way for the extension of Cedar Street as shown in the City's adopted Wingra Plan. The certified survey map would require approval by the Common Council.

The following is a listing of the approvals required for each proposal based on what we know about the proposal from the notices of interest submitted by the organizations.

- **African American Ethnic Academy**. Schools are listed as a permitted use in the C2 District. The notice of intent indicates that the organization does not need new construction or to rehabilitate the property. However, any new construction, additions, or exterior renovation will require approval by the City's Urban Design Commission. The proposal is to use the entire property.
- **Goodwill of South Central Wisconsin**. This is a proposal to utilize a portion of the property behind the existing building on the site for the development of 8-units of new housing within a 2-story building containing 1-2 bedroom units with one of the units serving as living quarters for an on-site property supervisor. Since the zoning ordinance does not allow a residential structure on the same lot as a commercial building, a certified

survey map to create a new lot is required. The creation of a new lot for this proposal would require approval of a certified survey map by the Madison Common Council. The construction of the residential building will also require approval by the Urban Design Commission for new construction within Urban Design District No. 7 and the approval of a conditional use permit by the City's Plan Commission. It is unclear from the notice whether the proposed use would qualify as a community living arrangement.

- **Madison Central Montessori School.** This proposal would utilize the entire property for a Montessori school with services also being provided to toddlers 18-30 months in age, preschoolers 2 ½ years to 6 years in age, and after-school services. This school would serve grades 1-8. The proposal would renovate the existing building and include a possible addition or would involve the demolition of the existing building and the construction of a new school. Schools are a permitted use in the C2 District. The approvals require approval of new construction by the Urban Design Commission, and approval of any demolition permit by the Plan Commission.
- **Porchlight.** The Porchlight proposal would utilize approximately 1 acre of the parcel to the west of the existing building on the site. The parcel would be developed with 24 efficiency units of permanent housing for homeless adults with mental disabilities and with 14-units of single-room occupancy (SRO) housing to accommodate the relocation of Porchlight's current safe haven program. Daytime supportive services would also be provided for an additional 15 people, with 3 meals a day being provided. Multi-family housing and lodging uses (SROs) require a conditional use permit to be approved by the City's Plan Commission. New construction in Urban Design District No. 7 would need to be approved by the Urban Design Commission. The creation of the new lot would require approval of a certified survey map by the Madison Common Council. Porchlight has prepared a concept plan and building elevations which are attached.

The standards for the approval of a conditional use permit and a demolition permit both require the Plan Commission to consider the effects that the proposed use of the property would have on the normal and orderly development of and improvement of surrounding properties among other considerations. The standards for demolition permits state that the proposed use should be consistent with adopted neighborhood plans and the comprehensive plan, while the standards for conditional use permits indicate that the Commission may consider the proposed use as it relates to the City's Land Use Plan.

CITY PLANNING FOR THE PARK STREET CORRIDOR AND THE WINGRA AREA

Over the last seven years many residents, businesses, and organizations have worked cooperatively to prepare plans and implementing strategies to guide the revitalization of the Park Street corridor extending from the West Beltline Highway north to the University of Wisconsin campus and the downtown. These efforts have included the preparation of several plans and analyses which address the issues and opportunities along the corridor. One of the first reports entitled: Park Street Revitalization: Possibilities to Reality was completed in 2001.

In 2004, several entities representing economic development and the biomedical research, development, and healthcare services industries came together to form the biomedical

collaborative, an economic development initiative to strengthen the partnership between the medical and biotechnology communities. "The biomedical collaborative proposes to continue to develop a partnership among Madison area health care providers to create a national medical center district. The district will be created by focusing new medical center facilities and service businesses in the Park Street corridor and University Avenue corridor, developing a unified user-friendly environment, creating central-city jobs and building strong central live/work neighborhoods." (Source: Biomedical Collaborative May 2004) Dean Health Systems and the Dean Clinic property located immediately adjacent to the Truman Olson property figure prominently in the plans for the health care main street and biomedical collaborative.

The opportunities identification effort and biomedical collaborative report were followed by the preparation and adoption of the South Madison Neighborhood Plan in 2005 and the development of the Park Street Urban Design Guidelines in 2005. The City adopted the new Urban Design District No. 7 and Ordinance incorporating the new design guidelines in 2006. Also in 2005, the City of Madison prepared and adopted a more specific plan, the Wingra Plan, for the Wingra area bordered by Wingra Creek on the south, Fish Hatchery Road on the west, and Park Street on the east. This plan included a market study and conceptual redevelopment strategy and includes specific recommendations for the Truman Olson property.

Also during this time, the City entered into an Intergovernmental Agreement with the City of Fitchburg and Town of Madison (2003) and then followed this agreement with the establishment of the Park and Badger Road Redevelopment District Plan covering properties along Park Street and Badger Road extending south from Wingra Creek to the West Beltline Highway. This work was led to the attachment of many properties within the Town of Madison to the City of Madison to allow the redevelopment plan to be implemented. Additional City investment in the revitalization of the Park Street corridor has included:

- plans to establish a Tax Incremental Finance District to roughly coincide with the redevelopment district created in 2004,
- an amendment to Tax Incremental Finance District 26 to include the northern portions of Park Street from Johnson Street south to Haywood Drive.
- the purchase of several properties along the corridor, including the Villager Mall,
- working cooperatively with property owners and major employers along the corridor to facilitate business retention and expansion efforts (i.e. St. Mary's Hospital, Meriter Hospital and the University of Wisconsin), and
- investment in additional infrastructure along the corridor including stormwater management system improvements, road reconstruction, and signalization of additional key intersections).

The City has also worked closely with the University of Wisconsin on projects at the north end of the corridor, including the addition to the Grainger Hall Business School, two new dormitories, a new administrative services office building and visitor center. At the south end of the corridor the City has been working with other property owners on redevelopment projects in the vicinity of the intersection of Badger Road and Park Street.

The City's Comprehensive Plan, adopted in 2006, identifies the site as a Community Mixed-Use District with a transit-oriented development overlay. The plan identifies Park Street and Fish Hatchery Road as two primary gateways into the City of Madison. The mixed-use transit-oriented development recommendations include: increasing residential densities, providing work force housing for area employers, and increasing employment of area businesses at a scale which would create a transit-oriented development pattern. Future development within the area should seek to strengthen internal pedestrian connections and provide improved street connections to the existing lower density residential areas located west of Fish Hatchery Road and east of Park Street.

The Wingra Creek Market Study and Conceptual Redevelopment Plan (The Wingra Plan) focuses on site-specific redevelopment and business retention opportunities from a market perspective within the triangular area bounded by South Park Street on the east, Fish Hatchery Road on the west and Wingra Creek on the south. The plan identified several key properties that were considered vacant or underutilized, and where expected land use changes could be anticipated in the relatively near future. These included the subject property at 3.49 acres, the Thomas Bunbury parking area immediately south of the subject property at 4.17 acres, the Dean Morningstar Dairy property at 2.46 acres, and the St. Mary's Care Center parking lot at 3.25 acres. The market study considered much of the 64 acre total study area to be underutilized in terms of highest and best land uses.

The plan identifies the Madison Labor Temple property, U.S. Post Office, Midwest Real Estate, U.S. Army property and the Bunbury surface parking lot as a good location for a major mixed-use, transit-oriented development that would include office, housing and commercial elements. The plan identifies the area in the vicinity of the existing Copp's Food Center as a good location for a more concentrated cluster of a neighborhood-oriented retail stores and services. The plan identifies opportunities for Dean Health Systems to expand its clinic and office space with associated parking. Strand Associates, consulting engineers has already acquired adjacent lands and received approval of expansion plans along West Wingra Drive.

In order to provide better access to the area, the extension of Cedar Street through the study area is recommended to connect to South Street and Appleton Road just south of Dean Clinic (see attached plan). The extension of Cedar Street would be accompanied by the installation of a new signalized intersection at Cedar and Park Streets. This is one of several traffic circulation system improvements recommended in the plan but this improvement is considered to be critical to providing new redevelopment opportunities in the area. The proposed location, shown in the adopted plan traverses the Truman Olson Army ROTC property. This is one of several potential locations considered and the one deemed by the Common Council (with concurrence from several City agencies and commissions) to be the preferred location based on what was known at the time the plan was prepared. The exact alignment is still somewhat flexible depending on the specific redevelopment plan for the Truman Olson property and the needs and opportunities which exist when one considers overall development plan for the parcel and the development potential and business needs of adjoining properties. The exact location and design will need to be coordinated with other City agencies including the Traffic Engineering and City Engineering Divisions.

The housing recommendations in the plan include the retention of the Shenandoah Apartments which provide good quality, affordable market-rate housing in the area, and the potential to add additional “work force” housing within the project area in cooperation with the health care institutions and UW-Madison. Higher residential densities than those in the surrounding neighborhoods would be required to support improved public transit. The former Dean/Morningstar Dairy site and the area west of the Labor Temple are identified as good locations for higher density, mid-rise housing similar to some of the projects recently developed in the Bassett, Atwood and downtown neighborhoods. Target densities would be approximately 30-50 units per acre. The project area is also identified as an excellent location for potential retirement community or elderly housing with tiered levels of health care services available. The South Madison Neighborhood Plan which preceded the Wingra Plan recommended new housing options including mixed income residential, mixed use development and transit oriented options.

SITE DEVELOPMENT ISSUES

Several key issues will need to be addressed in the consideration of redevelopment proposals for the Truman Olson Army ROTC property. These include the consistency of the proposals with the adopted City plans, the ability to obtain zoning and design approvals, the ability to provide appropriate access, and the compatibility with existing businesses and uses in the area.

The Wingra Plan identifies the subject property and portions of adjoining properties as a prime location for a major mixed-use transit-oriented development which would include office, housing and commercial elements. The four proposals received by the Community Development Authority for the reuse of the Truman Olson Army ROTC center would not by themselves result in the implementation of this recommendation in the plan. As envisioned in the plan, the redevelopment of the Truman Olson Army ROTC facility could be combined with other properties in order to allow for the extension of Cedar Street to the west through the property and to allow for significant mixed-use development to occur. As stated earlier, the focus of the plan has been to recommend site-specific redevelopment and business retention opportunities for the area. In considering the development of the subject site, the Community Development Authority should take into serious consideration the potential short and longer term needs of the adjoining properties including Copp’s and Dean Clinic, the development potential of the properties to the south (Bunbury, U.S. Post Office, Midwest Real Estate and Labor Temple).

In considering the four proposals for the reuse of the property, the two education proposal from the Madison Central Montessori School and the African American Ethnic Academy would utilize the entire property, while the proposal from Goodwill of South Central Wisconsin and Porchlight would utilize approximately one acre on the western side of the property for housing. The utilization of the entire property for educational purposes as proposed would not allow the redevelopment recommendations and objectives of the Wingra BUILD Plan to be accomplished. The two housing proposals which would utilize a portion of the property would potentially reserve the remainder of the property for a redevelopment project and the extension of Cedar Street. However both proposals would utilize less than a one-third of the property and involve proposals that also call into question the ability to build on the proposals to accomplish the goals of the plan. The Porchlight proposal included the submittal of a conceptual site plan and building elevations, that show how the buildings could be placed to allow Cedar Street to be extended

through the property. This proposal has given the most thought about its relationship to the recommendations in the Wingra Plan. The proposal, however, is for a type of housing which could be considered "special purpose housing" in that it includes 24 units of housing for homeless adults with mental disabilities and 14 units of single room occupancy housing (a lodging house with services) to relocate Porchlight's Safe Haven program. The Plan recommends higher density mid rise work force housing in the 30 to 50 units per acre range similar to some of the projects approved in the Bassett, Atwood and Downtown neighborhoods.

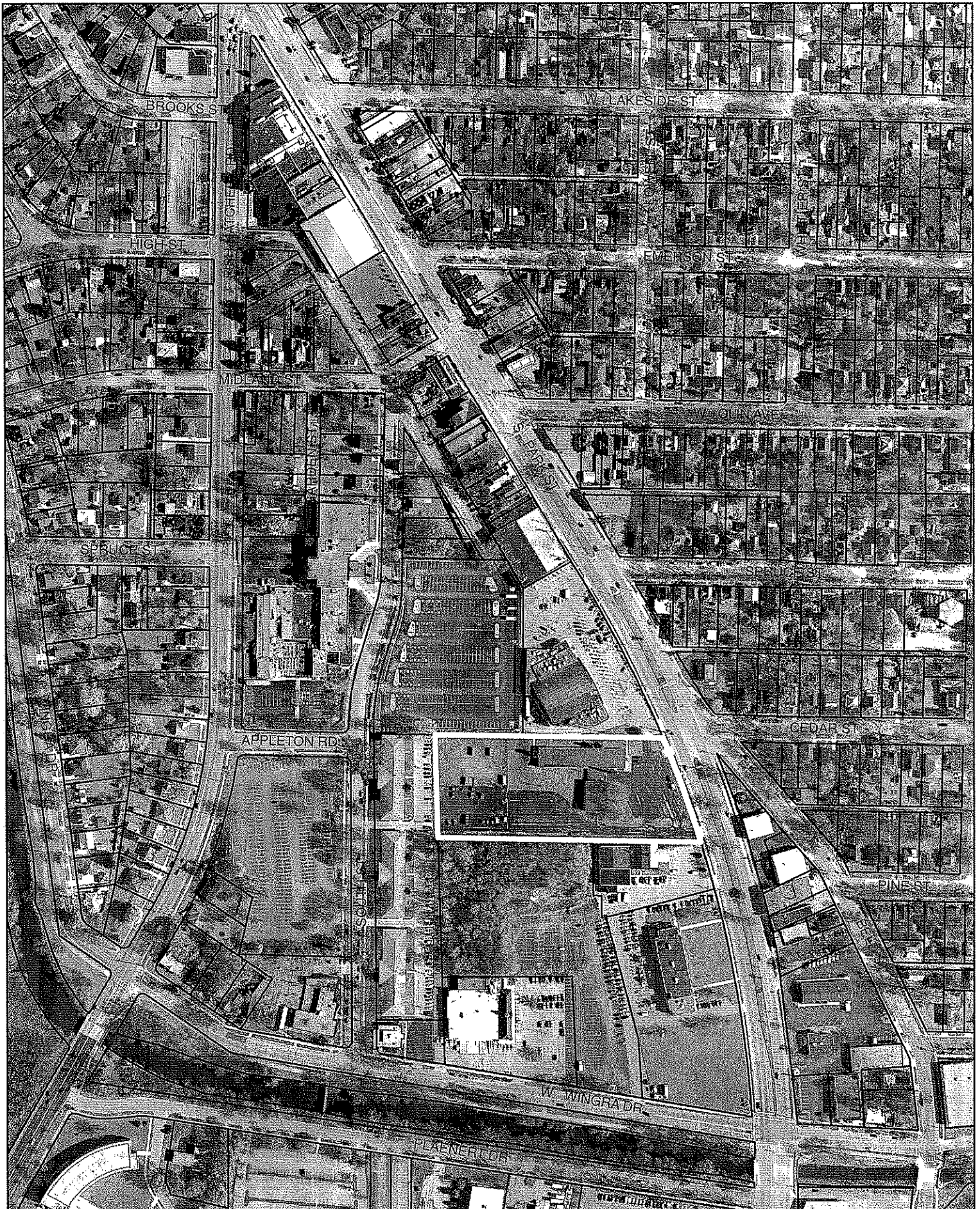
The Wingra Plan envisions a major mixed-use transit-oriented development proposal for this area, which incorporates the Truman Olson Army ROTC facility as a key element. This site not only would allow the extension of Cedar Street west of Park Street and the signalization of the new intersection, but also can potentially be combined with other properties to meet the needs of adjoining businesses and institutions to allow all of these properties to be used to their highest potential. Depending on the level of interest among property owners, this could include the Bunbury property, which is partially developed with a surface parking lot to the south, the Copp's grocery store to the north, the Dean Clinic to the north and west and potentially others including the post office, Madison Labor Temple and Midwest Real Estate. The subdivision of the Truman Olson Army ROTC facility into several parcels and the piecemeal development of the property, in the absence of an overall redevelopment plan should be avoided. Whether any of the proposed uses would have a positive catalytic impact on the redevelopment of the area or could be incorporated into a larger redevelopment project which would be consistent with the City's adopted plans is an issue that the Community Development Authority will need to seriously consider.

The City places a high value on neighborhood planning efforts and commits significant resources in preparing such plans. The overall purpose of the plan is to provide a vision and recommendations for the future and a context for making incremental decisions to carryout the recommendations. As stated in this report, the area in which this site is located has been recognized for its importance in the community and redevelopment potential, and therefore has been the subject of several recent planning efforts. The development of the Truman Olson Army ROTC facility represents a significant opportunity, to implement recommendations contained in those plans both by itself, but even greater if it could be combined with the adjoining underutilized properties in close proximity to the site. The redevelopment of this property should take into consideration the needs of adjoining businesses, the development potential of the entire area when combined with adjoining land uses, and be pursued in a manner which maximizes the development potential of these properties in order to achieve the goals outlined in the City's adopted plans.

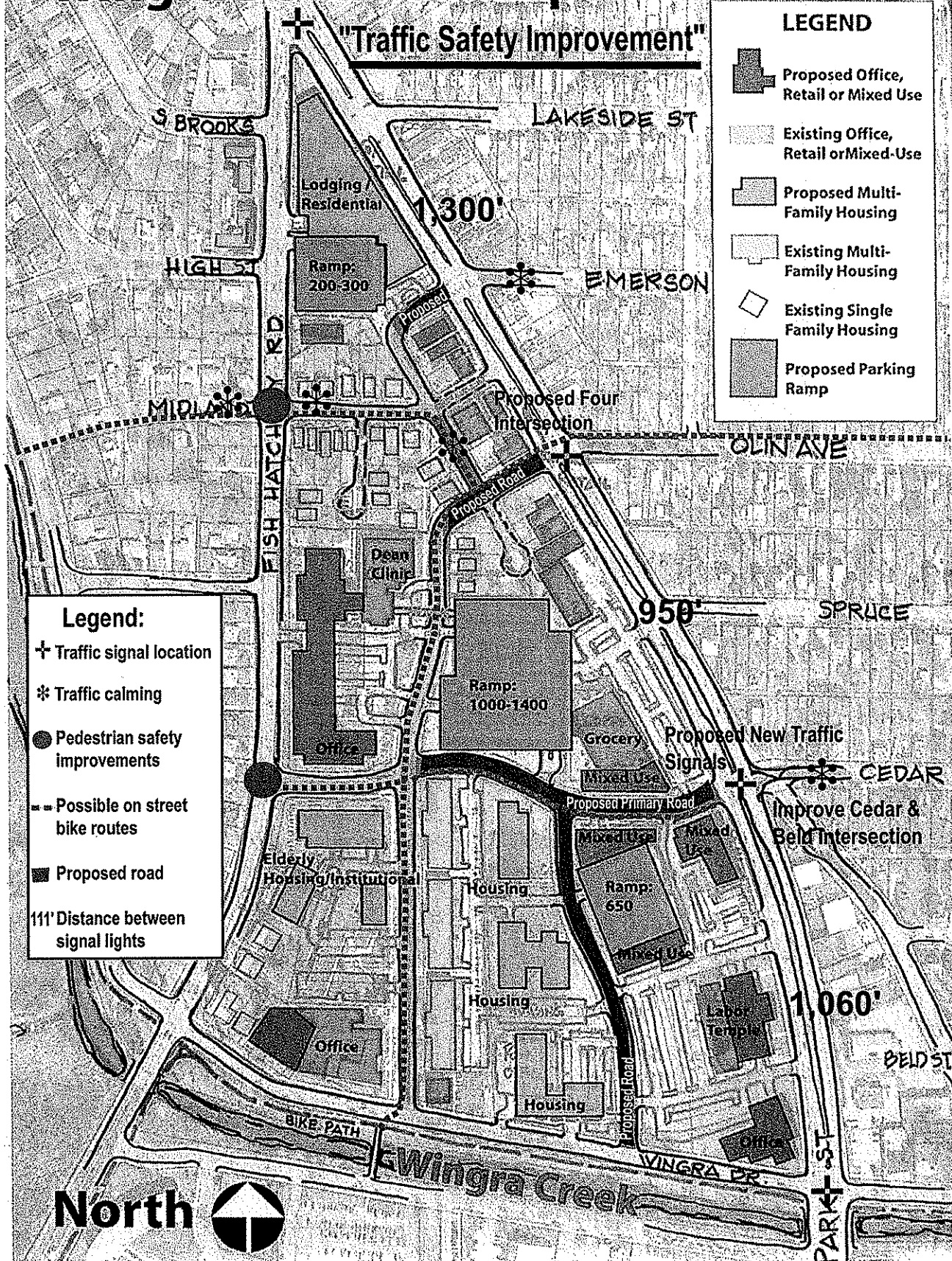


Scale : 1" = 300'

City of Madison, Planning Division : RPJ : Date : 11 March 2008



Wingra BUILD Concept Plan



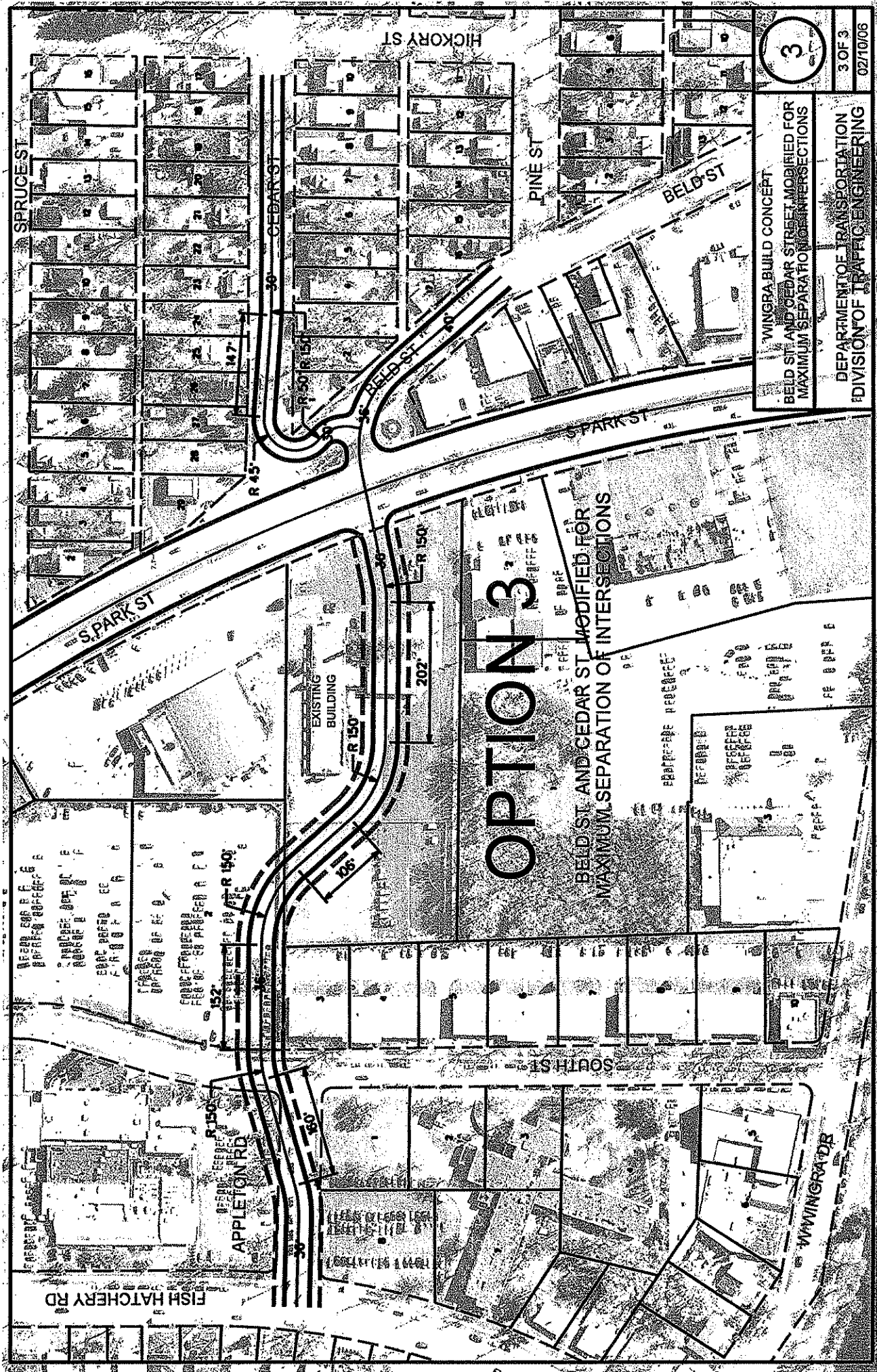
LEGEND

- Proposed Office, Retail or Mixed Use
- Existing Office, Retail or Mixed-Use
- Proposed Multi-Family Housing
- Existing Multi-Family Housing
- Existing Single Family Housing
- Proposed Parking Ramp

Legend:

- Traffic signal location
- Traffic calming
- Pedestrian safety improvements
- Possible on street bike routes
- Proposed road
- 111' Distance between signal lights





OPTION 3

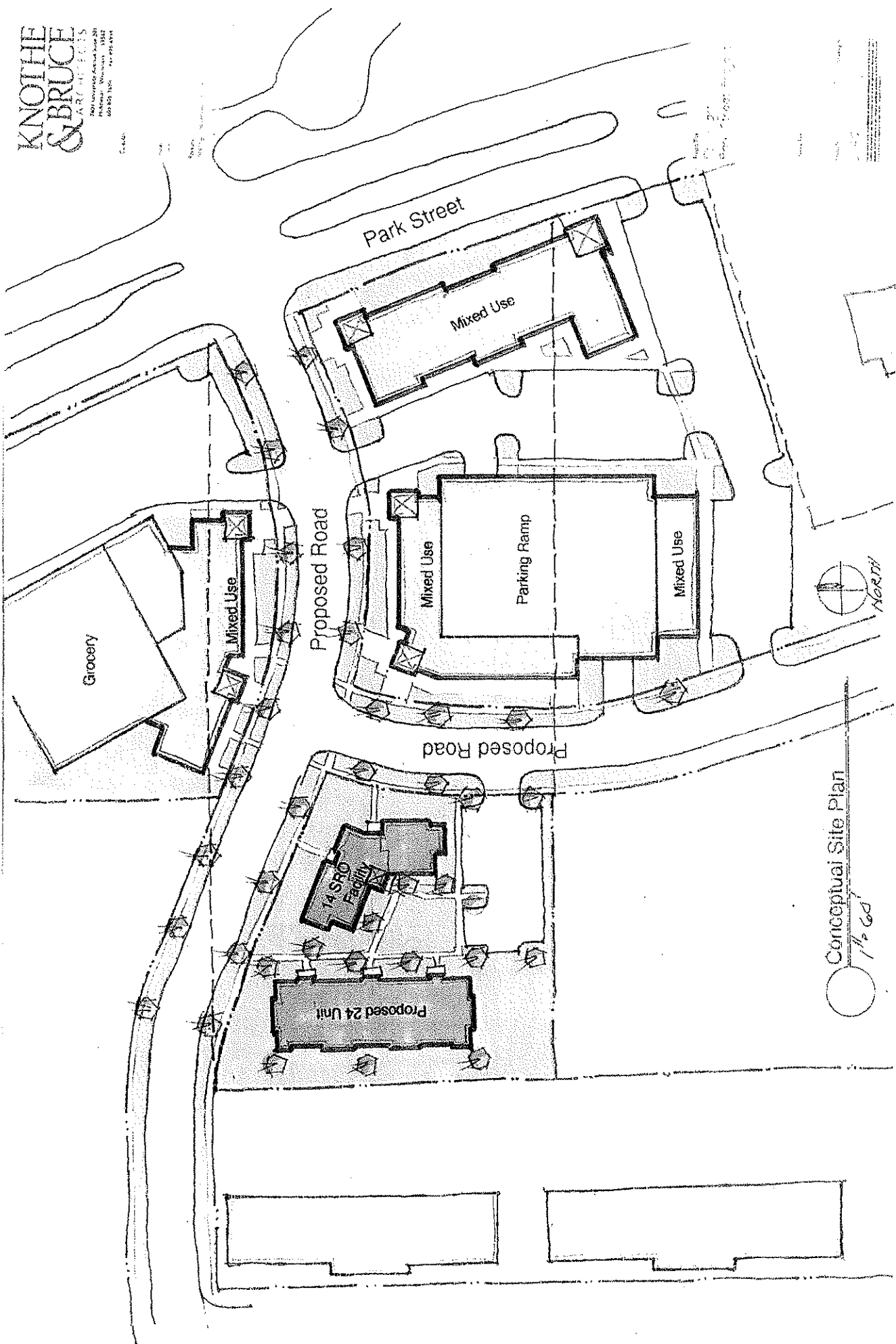
BELD ST AND CEDAR ST MODIFIED FOR
MAXIMUM SEPARATION OF INTERSECTIONS

3

WINGRA BUILD CONCEPT
BELD ST AND CEDAR ST MODIFIED FOR
MAXIMUM SEPARATION OF INTERSECTIONS

3 OF 3
02/10/06

DEPARTMENT OF TRANSPORTATION
DIVISION OF TRAFFIC ENGINEERING

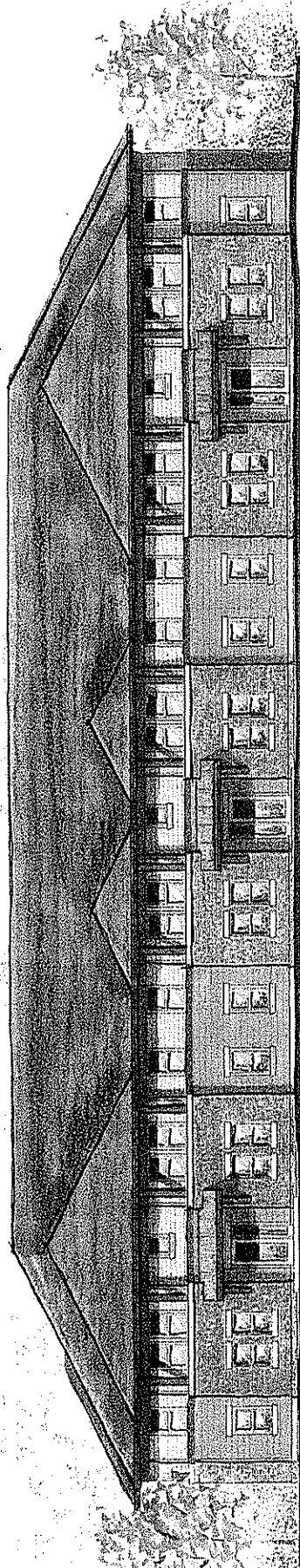


Conceptual Site Plan
1/8" = 1'-0"

**KNOTHE
& BRUCE
ARCHITECTS**
701 University Avenue, Suite 201
Madison, Wisconsin 53706
608/261-3190 Fax 608/261-9994

Contract

Notes



Concealed Elevation - 24 Units

**PORCHLIGHT, INC. - PARK ST. SUPPORTIVE
HOUSING**

Prepared by
Porchlight
and Street Design, LLC

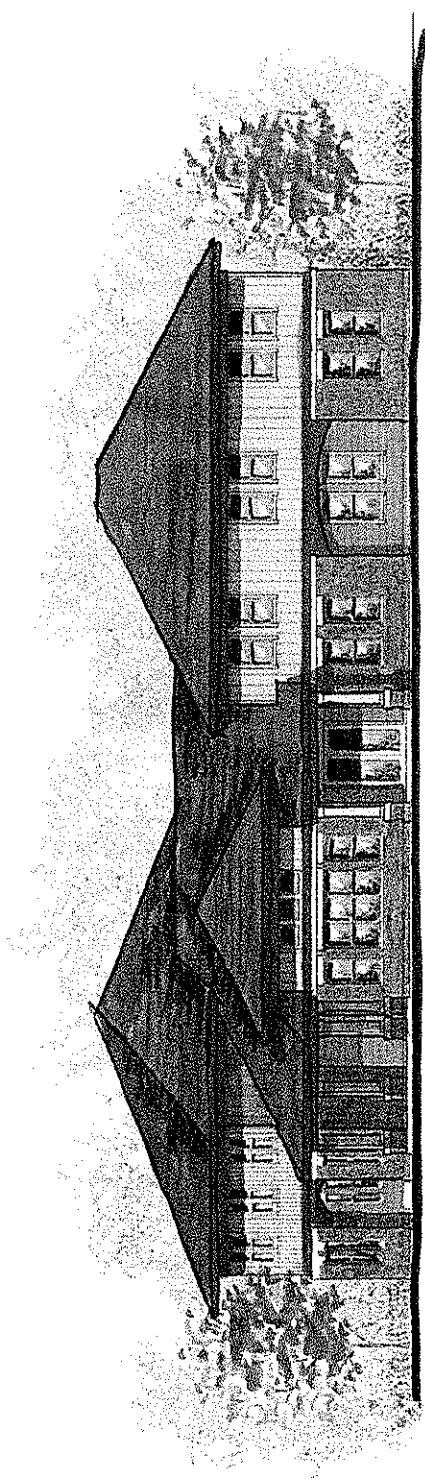
Drawn by
Concealed Elevation
24 Units
Porchlight
JAC
A-2

**KNOTHE
& BRUCE**
ARCHITECTS
1000 W. 10th Street
Portland, Oregon 97204
503.255.1234 Fax 503.255.1235

Client:

Date:

Project:



Conceptual Elevation - 4 BR0 Top 02

PORCHLIGHT, INC. - SAFE HAVEN

Project No.
1000000001
1000000001

Scale:
Conceptual Elevation
1/8" = 1'-0"
Project:
C-1-C A-2-C