



PREPARED FOR THE PLAN COMMISSION

Project Addresses: 2670 Milwaukee Street (6th Aldermanic District (Ald. Rummel))

Application Type: Conditional Use

Legistar File ID # [44818 http://madison.legistar.com/LegislationDetail.aspx?ID=1448007&GUID=77BBB3C5-C8CC-45EE-B57A-B649AD7CF104&Options=ID/Text/Text&Search=30660](http://madison.legistar.com/LegislationDetail.aspx?ID=1448007&GUID=77BBB3C5-C8CC-45EE-B57A-B649AD7CF104&Options=ID/Text/Text&Search=30660)

Prepared By: Chris Wells, Planning Division

Summary

Applicant: OFS Holdings; Operation Fresh Start; 1925 Winnebago Street; Madison, WI 53704

Contact: Gregory Markle; Operation Fresh Start; 1925 Winnebago Street; Madison, WI 53704

Property Owner: Holy Cross Lutheran Church; 734 Holy Cross Way; Madison, WI 53704

Requested Actions: The applicant requests conditional use approval to reuse a portion of a former place of worship and school for business and professional offices at 2670 Milwaukee Street.

Proposal Summary: The applicant, Operation Fresh Start (OFS), is purchasing the former Holy Cross Lutheran Church and School for its use as a classroom, ancillary rooms, and administration. OFS plans to eventually rent out approximately one-quarter of the 40,000 square feet of space to business or office users. In order to help expedite the sub-leasing process of this office space, OFS desires to obtain conditional use approval ahead-of-time for the entire space. No exterior changes are proposed to the building save for the exchanging of the stained-glass windows with clear glass.

Applicable Regulations & Standards: This proposal is subject to the standards for Conditional Uses [MGO §28.183(6)] and the Supplemental Regulations [MGO §28.151] for *Reuse of Buildings Originally Constructed as Public Schools, Municipal Buildings, or Places of Worship*. Those standards state that buildings originally constructed for use as public schools, municipal buildings, or places of worship in residential and special districts may be adapted as business and professional offices with conditional use approval. (Note: the conditional use approval is required only for for-profit businesses and professional offices).

Review Required By: Plan Commission (PC).

Summary Recommendation: The Planning Division recommends that the Plan Commission find that the approval standards for Conditional Uses are met and **approve** the request to reuse a portion of a former place of worship and school for business and professional offices at **2670 Milwaukee Street**. This request is subject to the input at the public hearing and the conditions recommended by the reviewing agencies.

Background Information

Parcel Location: The 62,640-square-foot (1.44-acre) 2670 Milwaukee Street parcel is a through-lot located in between Milwaukee Street and Union Street, roughly midblock between E. Washington Avenue and Oak Street; within Aldermanic District 6 (Ald. Rummel); and within the Madison Metropolitan School District.

Existing Conditions and Land Use: The subject site is zoned TR-V1 (Traditional Residential - Varied 1) District and contains the former Holy Cross Lutheran Church which is made up of three connected buildings – the church, gymnasium, and a school with ten classrooms - totaling approximately 40,000 square feet of area. The applicant has noted the structures were constructed in stages between 1960 and 1990 and while being in good shape overall, do require some mechanical updates. The church’s gymnasium crosses over onto the neighboring parcel to the northwest (at 2645 Union Street). This parcel is similarly zoned TR-V1 (Traditional Residential - Varied 1) District, is also currently owned by the Holy Cross Lutheran Church (and will be sold together with the subject property), and contains a single-family rental house. OFS has stated that they plan to create a condominium for the house and sell it to an owner-occupant.

Surrounding Land Use and Zoning:

North: Single-family residences, zoned TR-C4 (Traditional Residential - Consistent 4) District;

East: Single-family residences, zoned TR-C4;

South: Across Milwaukee Street are single-family residences, zoned TR-C4;

West: Along Union Street is a single-family residence, zoned TR-V1 beyond which are single-family residences zoned TR-C4; along Milwaukee Street are single-family residences, zoned TR-V1 (Traditional Residential - Varied 1) District.

Adopted Land Use Plan: The [Comprehensive Plan \(2006\)](#) recommends low-density residential uses (0-15 units/acre) for this area, noting that a limited amount of commercial (such as small offices) and other land uses are appropriate in these areas. The [Schenk-Atwood-Starkweather-Worthington Park Neighborhood Plan \(2000\)](#) does not provide specific recommendations for the subject property.

Zoning Summary: The applicant proposes to develop the site in the TR-V1 (Traditional Residential - Varied 1) District.

Requirements	Required	Proposed
Lot Area (sq. ft.)	6,000 sq. ft.	66,600 sq. ft.
Lot Width	50'	270'
Front Yard Setback	20'	Existing front yard setback
Side Yard Setback	One-story: 5' Two-story or more: 6'	5' existing side yard setback
Rear Yard Setback	Equal to building height but at least 30'	Through lot
Useable Open Space	500 sq. ft. per d.u.	Adequate (See Comment #21)
Number Parking Stalls	Schools: 1 space per classroom + 1 space per 5 students of legal driving age based on the maximum number of students attending classes at any one time (TBD) Offices: 1 per 400 sq. ft. floor area (27) Single-family residence: 1 (location only)	67
Accessible Stalls	Yes	No (See Comment #18)
Loading	No	No
Number Bike Parking Stalls	Schools: 1 space per 5 students (TBD) Offices: 1 per 2,000 sq. ft. floor area (5) Single-family residence: (0)	26 (See Comment #19)
Landscaping and Screening	No	Existing landscaping (See Comment #22)
Lighting	No	Existing lighting (See Comment #23)
Building Forms	No	Existing building
Other Critical Zoning Items	Barrier Free (ILHR 69); Utility Easements	

Table Prepared by Jenny Kirchgatter, Assistant Zoning Administrator

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. All-day weekday Metro Transit service is located along Milwaukee Street while additional all-day weekday as well as weekend service is located 0.1 miles at the intersection with E. Washington Avenue.

Project Description

The applicant, Operation Fresh Start (OFS), is requesting conditional use approval to adapt a portion of a former place of worship as business and professional offices. (Note: the conditional use approval is required only for for-profit businesses and professional offices as the Supplemental Regulations [MGO §28.151] for *Reuse of Buildings Originally Constructed as Public Schools, Municipal Buildings, or Places of Worship* states that offices for health, medical, welfare and other institutions or organizations qualifying as nonprofit under the laws of the State of Wisconsin are exempt from this requirement).

In need of more space, Operation Fresh Start, a local non-profit organization which provides youth education and job training services, will purchase the former Holy Cross Lutheran Church and School in January of 2017 and convert it for use as a classroom, ancillary rooms, and administration. OFS' programming and services currently serves roughly 200 youth per year. Once the space is built out, they anticipate gradually expanding their enrollment up to roughly 400. While they plan to use the majority of the building for their own use, they intend to lease the school building (approximately 10,970 square feet) to help fund building maintenance and program expansion. While former places of worship can be adapted for non-profit institutions and organizations with administrative approval, adaption for for-profit businesses and professional offices requires conditional use approval. In order to help expedite the sub-leasing process of this office space, OFS desires to obtain conditional use approval ahead-of-time for the entire space.

The structure is made up of three connected buildings: the main church building, gymnasium, and the school building (*see Figure 1 below*). OFS plans to subdivide the various floor plates of the former church building, gymnasium, and school into various-sized spaces by adding partition walls. (More information and floor plans can be found in your packet of materials). This remodeling will transpire over a two-year window, from roughly January 2017 until January 2019, as the youth in OFS' training programs will intentionally be co-participants in the work (under the supervision of OFS teachers and staff). Being conscious of the longer-than-necessary construction window and the effect on the surrounding neighborhood, the applicant has stated that the construction-related activities (i.e. the use of power tools) will all occur within the building, greatly reducing the noise to the outside. Additionally, post-construction, all of OFS' construction and conservation training (which also typically involves power tools), will continue to be located entirely within the building for this reason.

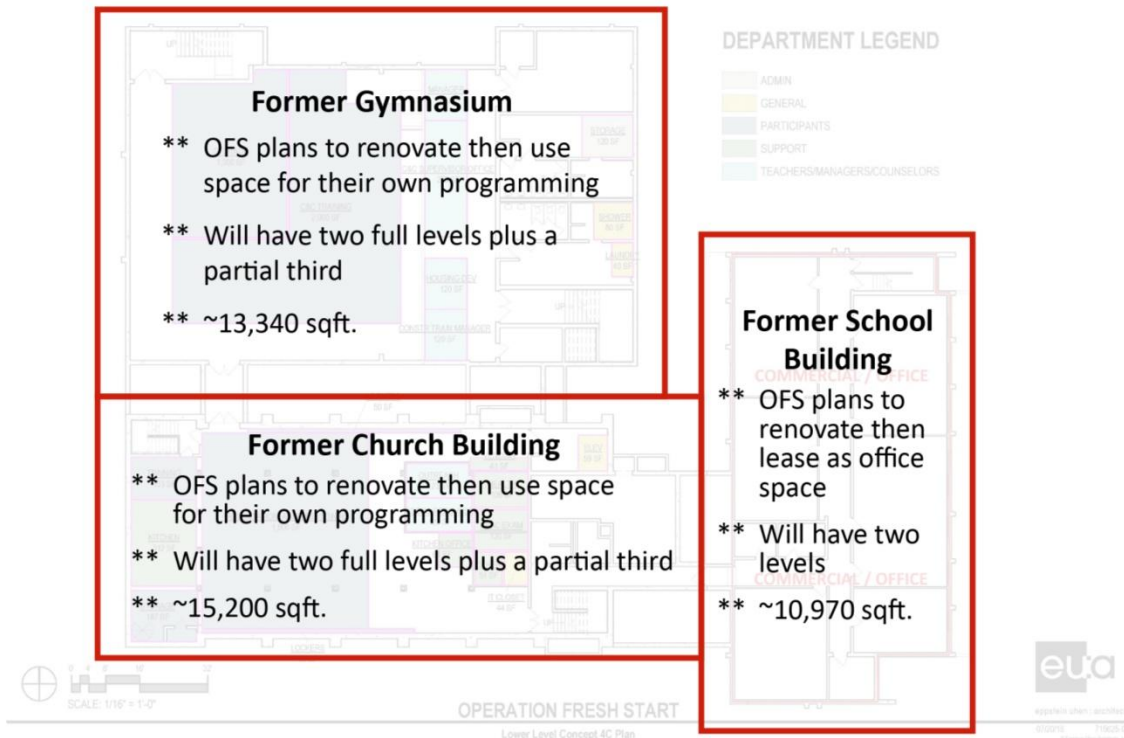


Figure 1. Overview of the Remodeling Plans for the Various Former Church Buildings (Graphic by C. Wells)

While OFS anticipates leasing the entire 10,970-square-foot eastern wing (i.e. the former school building) to business and professional offices, they do not currently have any tenants currently under contract. They have stated that they would ideally like to have a daycare provider rent out at least a portion of the space, as it would be a naturally synergistic use with OFS' programming which targets at-risk youth who may have a need for daycare. While OFS is seeking pre-approval in order to be able to accommodate any type of business or organization (i.e. for-profit/non-profit), they will likely wait to subdivide the space until they have a better idea of the tenants square-footage space needs. Once the office wing is renovated and leased out, OFS will hire a professional property manager to oversee day-to-day management.

While no exterior changes are proposed to the building save for the exchanging of the stained-glass windows with clear glass, there are a few site modifications. There are 67 automobile parking spaces on site. 44 stalls will be allotted to OFS while 25 will be allotted to the office uses. The applicant will add 26 bicycle parking stalls on the site: six at the southeast corner of the site and 20 in between the office wing and the gymnasium. The applicant will also replace and maintain the concrete passenger boarding pad at the existing Metro bus stop on the north side of Milwaukee Street, east of Farwell Street, in addition to installing and maintaining a bench on their property adjacent the bus stop.

Regarding hours of operation, the applicant is requesting 7:00 AM to 6:00 PM, Monday through Friday for both their portion of the building as well as the office wing. The applicant has also stated that OFS programming will only occur on weekdays.

Analysis and Conclusion

This proposal is subject to the approval standards for Conditional Uses [MGO §28.183(6)] and the Supplemental Regulations [MGO §28.151] for *Reuse of Buildings Originally Constructed as Public Schools, Municipal Buildings, or Places of Worship*.

Land Use and Plan Consistency - The Planning Division believes the proposed use is consistent with the recommendations in the [Comprehensive Plan \(2006\)](#), which specifically recommends low-density residential uses (0-15 units/acre) for this area but notes that a limited amount of other non-residential uses such as *small offices (especially in mixed-use buildings)* and *daycare centers* may also be located in this district. The Planning Division also believed proposed use generally compatible with the [Schenk-Atwood-Starkweather-Worthington Park Neighborhood Plan \(2000\)](#). While the plan does include such goals as preserving the existing land use pattern in the neighborhood [around the subject property], it does not provide specific recommendations for the subject property itself.

Conditional Use Standards - The Planning Division believes the conditional use standards can be found met. Staff do not anticipate that the addition of businesses or professional offices in the eastern wing of the former Holy Cross Lutheran Church will result in negative impacts on surrounding properties or tenant spaces based on the modest amount of leasable space; the availability of parking on site; the lack of exterior changes to this portion of the building; the oversight of a property management company; the spatial separation from the rest of OFS' programming (the construction & conservation training space in particular); the proposed hours of operation; and the other proposed conditions of approval will help mitigate anticipated impacts. At the time of report writing, staff has received comments from the Schenk-Atwood-Starkweather-Yahara Neighborhood Association noting their approval of the proposal.

Conclusion - Staff believes that a finding could be made that the conditional use standards are met.

Recommendation

Planning Division Recommendation (Contact Chris Wells, 261-9135)

The Planning Division recommends that the Plan Commission find that the approval standards for Conditional Uses are met and **approve** the request to reuse a portion of a former place of worship and school for business and professional offices at **2670 Milwaukee Street**. This request is subject to the input at the public hearing and the conditions recommended by the reviewing agencies.

Recommended Conditions of Approval

Major/Non-Standard Conditions are Shaded

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

1. The property shall be conveyed to the applicant prior to any building permit issuance.
2. The address of the old school wing is 2674 Milwaukee St. Suite numbers are TBD when tenant configurations are known.

The old church and gymnasium will continue to use 2670 Milwaukee St (suite numbers to TBD).

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.

3. The site plan shall identify lot and block numbers of recorded Certified Survey Map or Plat.
4. The site plan shall also include all lot/ownership lines, existing and proposed signage, existing and proposed utility locations and landscaping.
5. The site plan shall include a full and complete legal description of the site or property being subjected to this application.
6. Label the 15' easement along the east side of the site as 15' Easement for Public Purposes (sidewalk) per Document No. 1164768.
7. Submit a PDF of all floor plans to lzenchenko@cityofmadison.com so that a preliminary interior suite addressing plan can be developed prior to plans being submitted for permit review. 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.

Traffic Engineering (Contact Eric Halvorson, (608) 266-6527)

8. 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.
9. 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.
10. 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.
11. All parking facility design shall conform to MGO standards, as set in section 10.08(6).
12. All bicycle parking adjacent pedestrian walkways shall have a 2 foot buffer zone to accommodate irregularly parked bicycles and/or bicycle trailers.

13. All pedestrian walkways adjacent parking stalls shall be 7 feet wide to accommodate vehicle overhang, signage and impediments to walkway movements. Any request for variance shall be submitted to and reviewed by City Traffic Engineering.
14. The applicant shall modify any reconstructed or new entrance from a radius or 'street' type to the City standard flared entrance. This will require a Driveway Permit, cost is \$100.00 per entrance, and will be filled out by TE staff and issued as a part of the final plan review process.
15. Standard size vehicle parking stalls are 9 feet by 18 feet with a back-up space of 24 feet all stalls with flexibility between stall width and back-up space. All vehicular parking stalls that are smaller than this standard shall conform to the 'Small' vehicle standard (up to 50% of all stalls if hardship can be demonstrated)
16. The applicant shall modify the parking configuration to ensure there are no conflicts with the orderly ingress/egress of this site. This includes but is not limited to parallel stalls in what is the egress lane.
17. The applicant shall work with Traffic Engineering to see if a reasonable pedestrian connection can be made from Union St to the main entrance.

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

18. 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, including but not limited to:
 - a. Provide a minimum of three (3) accessible stalls striped per State requirements. A minimum of one (1) of the stalls shall be a van accessible stall 8 feet wide with an 8 foot wide striped access area adjacent.
 - b. Show signage at the head of the stalls. Accessible signs shall be a minimum of 48" between the bottom of the sign and the ground.
 - c. Show the accessible path from the stalls to the building. The stalls shall be as near the accessible entrance as possible. Show ramps, curbs, or wheel stops where required.
19. Provide information to determine the vehicle and bicycle parking requirements for the school, including the number of classroom spaces and number of students. A minimum of one (1) automobile space is required per classroom plus one (1) space per five (5) students of legal driving age based on the maximum number of students attending classes at any one time. A minimum of one (1) bicycle space is required per five (5) students.
20. Provide a calculation and plan detail for lot coverage with the final submittal. The lot coverage maximum is 65%. 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 existing site currently exceeds 65% maximum lot coverage, proposed site improvements may not further increase lot coverage above the maximum.
21. Identify the qualifying usable open space areas as required per Section 28.140. A minimum of 500 square feet of useable open space is required for the single-family dwelling. Usable open space shall be at ground level in a compact area of not less than two hundred (200) square feet, with no dimension less than eight (8) feet and no slope grade greater than ten percent (10%).

22. Show the trash enclosure area on the site plan. All developments, except single family and two family developments, shall provide a refuse disposal area. Such area 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.
23. Verify whether new parking lot or site lighting will be installed. New parking lot lighting must comply with City of Madison General Ordinances Section 10.085 outdoor lighting standards. If exterior site lighting is provided, submit an exterior lighting plan and fixture cut sheets with the final plan submittal.
24. 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.

Madison Fire Department (Contact Bill Sullivan, (608) 261-9658)

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| 25. Automatic fire sprinkler system shall be installed in the building due to a building code occupancy type change of use. Submit fire sprinkler plans to MFD prior to system installation. |
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Metro Transit (Contact Timothy Sobota, (608) 261-4289)

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| 26. In coordination with public works improvements, the applicant shall maintain or replace the concrete passenger boarding pad at the existing Metro bus stop on the north side of Milwaukee Street, east of Farwell Street (#1748). |
| 27. The applicant shall install and maintain a bench or other seating amenity in the adjacent property landscape plan, behind the sidewalk and opposite this concrete passenger boarding pad area. |
| 28. The applicant shall include the location of these transit amenities on the final documents filed with their permit application so that Metro Transit may review and approve the design. [See attached document '2670ms_METRO.pdf'] |

29. Metro Transit operates daily transit service along Milwaukee Street through the Farwell Street intersection, adjacent the project site. Bus stop ID #1748 is adjacent the proposed project site, with the signed bus stop zone encompassing the area from intersection east approximately 100 feet.