



PREPARED FOR THE PLAN COMMISSION

Project Address: 4018 Mineral Point Road
Application Type: Demolition Permit
Legistar File ID # [35100](#)
Prepared By: Timothy M. Parks, Planning Division
Report includes comments from other City agencies, as noted.

Summary

Applicant & Property Owner: City of Madison; representative: Captain Jay Lengfeld, Police Department.

Requested Action: Approval of a demolition permit to allow a place of worship to be demolished to accommodate the future construction of a police station at 4018 Mineral Point Road.

Proposal Summary: The City of Madison is requesting approval to demolish the former Mount Olive Lutheran Church to accommodate the future construction of the Madison Police Department’s planned Midtown Station. The church will be demolished and the site of the former building will be graded and seeded pending approval of plans for the new station, which is anticipated to commence construction in 2016 pending budget approvals. Demolition will commence this fall, with completion scheduled for the first quarter of 2015.

Applicable Regulations & Standards: Table 28C-1 of Section 28.032(1) identifies public safety or service facilities as permitted uses in all Residential zonings districts. Section 33.24(4)(d) of the Urban Design Commission ordinance requires the Urban Design Commission to approve the plans for all buildings to built or expanded by the City of Madison and certain other governmental entities, including the future plans for the police station. Section 28.185 provides the process and standards for the approval of demolition and removal permits.

Review Required By: Plan Commission

Summary Recommendation: The Planning Division recommends that the Plan Commission find the standards met and **approve** a demolition permit to allow demolition of a place of worship to accommodate future construction of a police station at 4018 Mineral Point Road, subject to input at the public hearing and the conditions from reviewing agencies beginning on page 4 of this report.

Background Information

Parcel Location: The subject site is a 2.2-acre parcel located at the northeastern corner of Mineral Point Road and Westmorland Road; Aldermanic District 11 (Schmidt); Madison Metropolitan School District.

Existing Conditions and Land Use: The approximately 35,000 square-foot, split-level church is located on the western half of the site. A parking lot for 130 automobiles is located to the north and east of the church, with access provided by a single driveway from Westmorland Boulevard. The site is TR-C1 (Traditional Residential–Consistent 1 District).

Surrounding Land Use and Zoning: The subject site is primarily surrounded by single-family twin residences in the Sunset Village and Westmorland neighborhoods in the TR-C1 (Traditional Residential–Consistent 1) and TR-C2 (Traditional Residential–Consistent 2) zoning districts. Other institutional uses near the subject site include

Bethany Methodist Church located immediately east of the site and Our Lady Queen of Peace Church located one block to the west on the south side of Mineral Point Road. Both are zoned TR-C1.

Adopted Land Use Plan: The Comprehensive Plan recommends that the subject site and surrounding properties be developed with Low-Density Residential uses.

The site and surrounding properties north of Mineral Point Road are also located within the boundaries of the 2014 Hoyt Park Area Joint Neighborhood Plan, which provides a series of land use, infrastructure, housing and neighborhood design recommendations for the area of the City generally bounded by University Avenue on the north, Midvale Boulevard on the west, Mineral Point Road on the south, and Franklin Avenue on the east. Among the goals and recommendations in the adopted Hoyt Park Area plan are the strengthening of existing neighborhoods through the maintenance and renovation of the housing stock; promotion of home ownership; and preservation of the quaint, well-kept, mostly single-family character of the neighborhood.

The subject site and adjacent Bethany Methodist Church are recommended for future institutional uses on the Plan’s Future Land Use Map, with a map note that the Mount Olive site is recommended to continue as an institutional land use, or alternatively, for redevelopment with medium-density residential uses (16-25 units per acre) with design types compatible with the surrounding neighborhood. The site is identified as Focus Area N of the plan, identified as the “Mineral Point Road Institutional Campus”, which includes detailed recommendations for the future use of the property that are summarized in the ‘Analysis and Conclusion’ section of this report.

Zoning Summary: The subject property is zoned TR-C1 (Traditional Residential–Consistent 1 District):

Requirements	Required for Nonresidential Building	Proposed
Lot Area	6,000 sq. ft.	95,255 sq. ft. (existing)
Lot Width	50’	275’ on Westmorland Blvd.
Minimum Front Yard	20’	To be determined
Maximum Front Yard	20% of block avg. not more than 30’	To be determined
Side Yard	10’	To be determined
Rear Yard	30% of lot depth but at least 35’	To be determined
Maximum Lot Coverage	65%	To be determined
Usable Open Space	N/A	---
Maximum Building Height	Equal to bldg. height not less than 35’	To be determined
Maximum Building Coverage	50%	To be determined
Building Form	Civic or Institutional Building (future)	To be determined
Automobile Parking	To be determined	To be determined
Accessible Parking	To be determined	To be determined
Bicycle Parking	To be determined	To be determined
Loading	0	To be determined
Other Critical Zoning Items		
Yes:	Urban Design (future Public Building), Utility Easements	
No:	Wellhead Protection, Floodplain, Landmarks, Waterfront Development, Barrier Free	
<i>Prepared by: Pat Anderson, Asst. Zoning Administrator</i>		

Environmental Corridor Status: The property is not located within a mapped environmental corridor (Map D9).

Public Utilities and Services: The site is served by a full range of urban services, including seven-day Metro Transit service.

Project Description

The City of Madison is requesting approval to raze the former Mount Olive Lutheran Church building, which occupies a 2.2-acre site located at the northeastern corner of Mineral Point Road and Westmorland Boulevard. The property was acquired earlier this year for the purposes of eventually constructing a Midtown precinct for the Police Department; authorization to acquire the property was granted by the Common Council in October 2013 following an advisory recommendation by the Plan Commission.

The former place of worship contains an estimated 35,000 square feet of floor area on multiple levels, including a two-story tall sanctuary on the eastern half of the Mineral Point Road frontage. The 2.2-acre site features a unique configuration that places most of the property northeast of the building complex, with an approximately 130-stall parking lot extending behind 3 single-family residences that front onto Mineral Point Road. A single driveway provides access to the parking area from Westmorland Boulevard. The demolition proposal calls for the building to be razed and for the driveway and parking lot to be closed and secured from use. The Police Department envisions reusing the driveway and parking lot to serve the new station when it is built.

Use of the site as a church dates back to 1947, with expansions to the building in 1962, 1974 and 1993 according to available records. Mount Olive moved to a new location in 2009, after which time the site was used by a number of temporary uses. The building is currently vacant. Photos of the interior and exterior of the structure suggest that it is in average condition. The Police Department explored whether some part of the building could be reused for the future precinct and determined that the building, which includes a number of interior spaces at different floor levels organized around a sunken courtyard, would be unsuitable for use as a modern police station. Following the proposed demolition, the portion of the property where the church sits will be graded and seeded pending the future construction of the new police facility in approximately the same location.

Analysis and Conclusion

The Planning Division believes that the demolition permit standards can be met to allow the former Mount Olive Lutheran Church to be razed. Plans for the future police station have not been developed at this time, and construction of the new facility is not anticipated before 2016. As such, staff believes that the demolition permit should be reviewed as not having a definitive proposed use per Section 28.185(2) of the Zoning Code, which requires detailed plans for a proposed use, including site, grading and landscaping plans, floorplans, and building elevations and materials that are not currently available for the future police station. In reviewing an application to raze a non-residential building with no proposed use, the Plan Commission is required to find that the use, bulk, and design requirements of the existing zoning district designation are adequate to ensure that development will conform to existing adopted City plans. Public safety or service facilities such as police stations are permitted uses in all Residential zonings districts subject to approval by the Urban Design Commission as public buildings per Section 33.24(4)(d) of the Urban Design Commission ordinance.

The site and surrounding properties north of Mineral Point Road are located within the boundaries of the Hoyt Park Area Joint Neighborhood Plan, which includes a number of specific land use and design recommendations for the former Mount Olive property in Focus Area N (Mineral Point Road Institutional Campus). Focus Area N includes recommendations that call for the subject site to maintain a residential-scaled institutional campus or to redevelop as “appropriately scaled infill residential.” Reuse of the site may include special institutional uses; places of assembly and worship; schools; day care centers; residential uses such as single-family homes of a

scale comparable to surrounding homes and duplexes, townhouses and small apartment buildings; and office uses in the existing building or neighborhood scale multi-family residential. Residential alternatives for the site that include a wider range of housing types may be allowed to extend into the medium-density range of 16-25 units per acre.

The Plan recommends a maximum height of 2 stories, with a minimum 35-foot building setback from adjoining single-family lots to the north of the district for institutional uses. The mass and scale of new buildings on the subject site should fit neighborhood character and the area dedicated to surface parking should be reduced to increase open space opportunities. The Plan recommends that a traffic impact assessment be completed for any new use other than a church or single-family residential development.

In closing, staff believes that the existing TR-C1 zoning will adequately guide the reuse of the site with the future Midtown police station following demolition of the church. The proposed use of the property for a police station represents an institutional use consistent with the recommendations of the Hoyt Park Area Joint Neighborhood Plan, and the existing zoning regulations should adequately limit the bulk of any building constructed on this site in a manner consistent with the design provisions noted above.

The Landmarks Commission informally reviewed the proposed demolition on July 14, 2014 and found that the place of worship had no known historic value except for its stained glass windows, which the City is working to salvage for reuse on this site or elsewhere.

Recommendation

Planning Division Recommendation (Contact Timothy M. Parks, 261-9632)

The Planning Division recommends that the Plan Commission find the standards met and **approve** a demolition permit to allow demolition of a place of worship to accommodate future construction of a police station at 4018 Mineral Point Road subject to input at the public hearing and the following conditions:

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

1. Show all existing utility connections and indicate which utilities will be abandoned with the demolition of the building.
2. Indicate if the existing courtyard is to remain after the building is razed and if the private storm sewer will remain active. If the private storm sewer is to remain active, provide inlet protection or a temporary plug as necessary during the building demolition process.
3. The applicant shall close all abandoned driveways by replacing the curb in front of the driveways and restoring the terrace with grass.
4. The applicant shall replace all sidewalk and curb and gutter that abuts the property that 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.
5. All work in the public right of way shall be performed by a City-licensed contractor.

6. All damage to the pavement on Mineral Point Road and Westmorland Boulevard adjacent to this development shall be restored in accordance with the City's Pavement Patching Criteria.
7. This project falls in the Rock River TMDL Zone and is subject to increased erosion control enforcement as authorized by Resolution 14-00043 passed by the Common Council on January 21, 2014. The project will be expected to meet a higher standard of erosion control than the minimum standards set by the Wisconsin Department Natural Resources (WDNR).
8. The applicant shall demonstrate compliance with Section 37.07 and 37.08 of 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.
9. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to 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 MGO.
10. The applicant shall submit, prior to plan sign-off, digital PDF files to the City Engineering Division. 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).
11. Prior to final approval of the demolition permit, the owner shall obtain a permit to plug each existing sanitary sewer and/ or storm sewer lateral that serves a building that is proposed for demolition. Prior to approval, the owner or owner's representative shall obtain a permit to plug each existing lateral that serves a building which is proposed for demolition. For each lateral to be plugged, the owner shall complete a sewer lateral plugging application and pay the applicable permit fees. Note: New plugging procedures and permit fees are in effect as of January 1, 2013.

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

This agency submitted a response with no comments or conditions of approval for this request.

Zoning Administrator (Contact Pat Anderson, 266-5978)

12. Provide a reuse/recycling plan, to be reviewed and approved by the City's Recycling Coordinator, George Dreckmann, prior to a demolition permit being issued. MGO Section 28.185(7)(a)5 of the Zoning Ordinance requires the submittal of documentation demonstrating compliance with the approved reuse and recycling plan. Please note, the owner must submit documentation of recycling and reuse within 60 days of completion of demolition.
13. Approval of the demolition permit will require the removal of all structures, including the driveway. Driveways and aprons shall be replaced with curb and gutter as per City Engineering and Traffic Engineering requirements. During demolition and prior to curb and gutter, installation of barriers shall be installed across the driveway to prevent the parking of vehicles.

Fire Department (Contact Bill Sullivan, 261-9658)

Note: The Madison Fire Department (MFD) does not object to this proposal provided the project complies with all applicable fire codes and ordinances.

Water Utility (Contact Dennis Cawley, 261-9243)

14. The Madison Water Utility shall be notified to remove the water meter prior to demolition. All wells located on this property shall be abandoned if no valid well operation permit has been obtained from the Madison Water Utility in accordance with MGO Section 13.21.

Parks Division (Contact Kay Rutledge, 266-4714)

This agency did not provide comments for this request.

Metro Transit (Contact Tim Sobota, 261-4289)

15. A bus stop zone (#2890) currently extends along the north side of Mineral Point Road, from the existing bus stop sign pole forward to the intersection at Westmorland Boulevard. The existing concrete terrace, east of the bus stop sign pole, may be removed, as it does not fall within the bus stop zone. Future redevelopment plans should anticipate the maintenance of this bus stop zone, as well as installation of an accessible concrete boarding surface at the west end of the bus stop zone near the corner curb ramp.