



REPORT TO CITY PLAN COMMISSION

Plan Commission Public Hearing Date: March 10, 2014

Common Council Meeting Date: March 19, 2014

Item: Special Use Permit #3-14 for a Group Day Care

Case Manager: Jeff Towne

GENERAL INFORMATION

Owner/Applicant: St. Mary's Congregation of Appleton- Owner
Hoffman Planning, Design & Construction, Inc. - Applicant

Address/Parcel #: 313 South State Street (31-3-0808-00)

Petitioner's Request: The applicant is requesting a Special Use Permit for a group day care use.

BACKGROUND

This building is currently operating as Catholic Central Elementary School. The school will cease operations at the end of the current 2013-2014 school year.

STAFF ANALYSIS

Existing Site Conditions: This site is currently developed and contains a school building and a paved play area which is also utilized for parking for church services and other functions. There is a surface parking lot across 7th Street that is used by the existing school and will also be utilized by the proposed uses.

Permitted Uses: The Appleton Area School District and Outagamie County will run programs that are considered permitted uses on the site. These include Project Bridges which administers GED and ESOL programming and educational screening and assessment programs. The programs other than the group day care are uses that are permitted in the P-I District and are not covered under this Special Use Permit request.

Special Use Permit: A group day care, when located and operated in an educational institution, place of worship or semi-public building in the P-I Public Institutional District, requires Special Use Permit approval. The applicant has proposed using the existing school building for several programs including one that has a licensed group day care component.

The proposed uses are appropriate and consistent with the historical use of the property as an elementary educational facility. Enrollments at the elementary school have been as high as 338 in 2002, so the proposed enrollment of approximately 80 group day care students can be accommodated in the existing structure. Interior remodeling of the building will begin immediately after the current school year. The maximum occupancy for all uses is projected to be 368 persons at any given time, so this is in line with the historical use of the site. Many of the group day care students will be involved with a bussing program that minimizes vehicular traffic to the site.

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Parking is accommodated in a 44 space lot located north of the property. The proposed uses will require 90 parking spaces per the Zoning Ordinance standards. A Variance application has been filed with the Board of Appeals requesting relief to the parking standards to allow the existing parking to remain as it has historically existed and served the uses in the building. Other uses (AASD, Outagamie County) in the building will have staff that work off site in the field and occasionally report into the office, but will not generally work at the site.

Surrounding zoning and land uses:

North: Zoning: R-1B, R-1C, R-2, P

Land Use(s): Single-Family Residential, Two-Family Residential, Parking

South: Zoning: R-1C, R-2, R-3, P-I

Land Use(s): Single-Family Residential, Two-Family Residential, Multifamily Residential, Public Institutional

West: Zoning: R-1B, R-2, C-2

Land Use(s): Single-Family Residential, Two-Family Residential, General Commercial

East: Zoning: P-I

Land Use(s): Public Institutional (St. Mary's Church)

2010-2030 Comprehensive Plan: The Community Development staff has reviewed the City's 2010-2030 Comprehensive Plan which indicates this property is appropriate for a group day care use. The property is shown as Public/Institutional on the Future Land Use Map. The proposed Special Use Permit for is consistent with the following goals and objectives of the 2010-2030 Comprehensive Plan:

Overall Community Goals

■ **Goal 1 – Community Growth** (Chapter 10 – Land Use)

Appleton will continue to provide opportunities for residential, commercial, and industrial growth, including appropriate redevelopment sites within the downtown and existing neighborhoods and greenfield development sites at the City's edge.

■ **Goal 6- Education** (Chapter 7)

Appleton will collaborate with public and private schools, colleges, and other educational facilities to ensure that the community continues to provide outstanding and diverse educational opportunities for residents of all ages.

Finding of Fact: This request was reviewed in accordance with the standards for granting a Special Use Permit under 23-66 (e) (1-6), which were found in the affirmative.

Technical Review Group Report (TRG): This item was discussed at the February 25, 2014 Technical Review Group meeting. No negative comments were received.

RECOMMENDATION

Staff recommends, based on the above, that Special Use Permit #3-14 for a group day care, as shown on the attached maps and development plan and subject to the following condition, **BE APPROVED**:

1. A site plan review may be required for any changes to the existing playground for parking purposes.
2. The Special Use Permit is contingent upon all parking standards being met.
3. All applicable Codes, Ordinances and regulations, including but not limited to Fire and Building Codes, and any applicable State licensing, shall be complied with.

Community Early Learning Center Participant Narrative
Revised February 11, 2014

Introduction

The Community Early Learning Center is a collaboration of five local programs and agencies serving families with children aged birth to five. The programs participating in the CELC include: Project Bridges daycare, UW-Oshkosh Head Start, Appleton Area School District 4K and Early Childhood Diagnostic Center, Outagamie County Early Intervention, and Even Start. These programs often work together; and the CELC will bring all these programs under one roof, improving efficiencies of the staffs as well as simplifying the process for families seeking help for their children. The CELC proposal would lease the Catholic Central Campus of St. Mary Parish, which is scheduled to close at the end of the 2014 school year. St. Mary's would continue to use the building for their religious education programs, which occur in the evening and after operating hours of the CELC programs. Below is an occupant load breakdown, along with a description of each participating program.

Overall occupant load, per actual tenant use

Full time staff, always in office:	68
Full time staff, in field:	20
Maximum children in Head Start and Project Bridges:	222
Guests with AASD, Even Start:	58
Maximum occupancy per actual count:	368 persons

Calculated occupant load, IBC Table 1004

Lower Level:	378
First Floor:	872
Second Floor:	289
Maximum occupancy per IBC calculations:	1255 (requires presumed simultaneous use)

Appleton Area School District 4K / ECSE Diagnostic Center

- Hours of operation: 8:00 AM – 4:00 PM (sometimes 4:30 PM), 5 days/week
- Staff: 11 staff members; up to half may be out in the field during the day
- Guests/Children: 8 people (estimate); typically 1-2 families are visiting the center for screenings and evaluations at any given time.
- Occupancy use: Business

Description:

The early diagnostic learning center serves the Appleton Area School District by providing a play-based assessment of children who may have developmental disabilities. Their staff works with children and parents to determine needs and next steps. In addition to the diagnostic programs, the 4K administration of the Appleton Area School District would also be included in this new space. The space this group needs includes the following: office space for staff, child screening room and a child evaluation room. As a part of the CELC, the Diagnostic Center and 4K administration would be located on the lower level in two existing classrooms and library.

Even Start

- Hours of operation: 8:30 AM – 11:30 AM, 5 days/week
12:00 PM – 3 PM, 4 days/week
- Staff: 2 adult educators, 2 toddler educators, 1 pre-school teacher,
1 infant teacher
- Guests/Children: 50 people (25 adults and 25 children) could participate at one time.
- Occupancy use: Adult Education (B) and Childcare (I-4)

Description:

Even Start is a program for low-income families, many having language barriers, providing the families with educational programs for both adults and children ages 0-8. The parents are offered ELL (English Language Learner) classes and GED programs. During their class periods, the children and parents begin separated so the parents receive their instruction using computer workstations. At the end of the class period, the parents and children join together to encourage child/parent interaction. As a part of the CELC, Even Start would be located on the lower level in three existing classrooms.

Project Bridges

- Hours of operation: 6:45 AM – 5:30 PM, 5 days/week, year round
Peak times are 7:30 AM – 8 AM (drop-off) and 3:30 PM – 5 PM (pick-up)
- Staff: 2-3 teachers per classroom x 7 classrooms = 14-21 staff
1 program administrator, 1 admin assistant, 1 bookkeeper
- Guests/Children:

Infant room:	6 children
Toddler room:	8 children
2-year-olds:	14 children
3-year-old preschool:	15 children
3-year-old Head Start class:	19 children
4K class:	15 children
Future 4K class:	15 children
- Occupancy use: I-4 Child day care facility

Description:

Project Bridges began in 1973 as a childcare center for migrant workers, sponsored by Memorial Presbyterian Church in Appleton, and are currently located in the lower level of the church. Since their inception, Project Bridges has focused on providing childcare to disadvantaged families in the Fox Valley, such as providing a sliding tuition fee based on income, having bi-lingual staff, and receiving extra funding support to care for special needs children. They provide care for children ages 6 weeks old to 6 years-old, with a maximum capacity of 80 students. Project Bridges operates their childcare center year round. As a part of the CELC, Project Bridges would be located on the first floor, using six existing classrooms and modifying them into seven classrooms.

Head Start, sponsored by UW-Oshkosh

- Hours of operation: 7:00 AM – 5:00 PM, following AASD school schedule
Families have the option of selecting 6, 5, 3 ½ class options, run 4 days/week
- Staff: 30 teachers and support staff
- Guests/Children: Head Start serves up to 170 students, but only 112 students will be in the building at one time. About ½ of Head Start students are bussed directly; our intent is to develop a bus drop-off location that is separated from the primary entrance.
- Occupancy use: Education / I-4 Child day care

Description:

Head Start is a federally funded program that began in 1966 to serve 3 and 4-year-olds who are at or below the poverty line. In addition, 10% of the students have some type of disability. Besides classroom time, Head Start provides family services, transportation, health and nutrition services. In Appleton, Head Start has five classrooms—three at St. Matthew Lutheran and two at St. Bernadette Catholic Parish. Their goal is to consolidate the programs to one location. Head Start intends to use the existing school kitchen to provide meals to students. As a part of the CELC, Head Start would be primarily located on the second floor, using six classrooms and converting one classroom to offices. They also plan on having a staff office in the lower level.

Outagamie County Early Intervention Program

- Hours of operation: 8:00 AM – 5:00 PM, with normal business hours,
Closed for two weeks over the Christmas holidays
- Staff: 4 in-house staff members who work full-time in the office
16 “in-field” counselors that visit families in their homes, stopping by the office on occasion for reporting
- Guests/Children: Very few guests visit their offices
- Occupancy use: Business

Description:

Outagamie County Early Intervention is a program providing resources to families with children ages 0-3 years-old. Staff members visit families both in the home and in the child’s daycare setting, observing the children and making recommendations for therapies as necessary. The program is sponsored by Valley Packaging, which is where they are currently located, although their funding comes from Outagamie County. As a part of the CELC, Outagamie County would be located on the lower level.

St. Mary's

- Hours of operation: N/A
- Staff: N/A
- Guests/Children: Students attend Wednesday evening religious education programs.
- Occupancy use: Education

Description:

Although Catholic Central school is slated to close in June 2014, the parish intends to continue using the facility for its religious education programs which are currently scheduled on Wednesday evenings. It does not appear that their use will overlap any other programs that are a part of the CELC.

Community Early Learning Center

- Hours of operation: N/A
- Staff: 1 administrator
- Guests/Children: N/A
- Occupancy use: Business

Description:

The Community Early Learning Center is considering hiring a joint administrator who would oversee the day-to-day operations at the school. As a part of the CELC, the administrator would be located in the administrative office on the first floor.

Building Modifications

Below is a partial list of the improvements planned for the Catholic Central building:

- Improved safety with full sprinkler system
- Improved accessibility with new elevator
- Improved accessibility with code-compliant bathrooms
- New playground for Head Start, at least 3000 sf of removed hard surface
- New play area for Project Bridges, at least 500 sf of removed hard surface
- Better energy efficiency and daylighting with newer, larger windows
- Improved safety with properly enclosed stairs
- Improved security
- New boiler system
- Air conditioning in childcare and offices
- Improved technology/data systems

COMMUNITY EARLY LEARNING CENTER, SPACE ALLOCATION

BASEMENT

	Area
Outagamie County Early Intervention	1,777.16
Head Start (includes 50% kitchen)	2,122.75
Project Bridges (includes 50% kitchen)	1,504.44
Appleton Area School District 4K	3,953.34
ECSE Diagnostic Center	3,398.03
St. Mary's Storage	182.76
CELCS Shared Space (kitchen taken out)	8,993.05
Subtotal, Basement	21,931.53

TENANT BREAKDOWN

	Area	Percentage of Assigned Space
Outagamie County Early Intervention	1777.16	6.66%
Head Start	10014.78	37.54%
Project Bridges	7353.48	27.56%
Appleton Area School District 4K	3953.34	14.82%
ECSE Diagnostic Center	3398.03	12.74%
St. Mary's Storage	182.76	0.69%
CELCS Assigned Space	26679.55	100.00%

FIRST FLOOR

	Area
Outagamie County Early Intervention	0.00
Head Start	438.98
Project Bridges	5,849.04
Appleton Area School District 4K	0.00
ECSE Diagnostic Center	0.00
St. Mary's Storage	0.00
CELCS Shared Space	15,583.26
Subtotal, First Floor	21,871.28

	Area	Percentage of space assigned
CELCS Assigned Space	26679.55	49.08%
CELCS Shared Space	27678.13	50.92%
Total Area:	54357.68	100.00%

SECOND FLOOR

	Area
Outagamie County Early Intervention	0.00
Head Start	7,453.05
Project Bridges	0.00
Appleton Area School District 4K	0.00
ECSE Diagnostic Center	0.00
St. Mary's Storage	0.00
CELCS Shared Space	3,101.82
Subtotal, Second Floor	10,554.87

ADDITIONAL SPACE REQUIREMENTS

	Area
Outagamie County Early Intervention	0
Head Start	3000
Project Bridges	620
Appleton Area School District 4K	0
ECSE Diagnostic Center	0
St. Mary's Storage	0
CELCS Shared Space	0
Subtotal, Second Floor	3620

Total Area:	54,357.68
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Total Area:	3620
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COMMUNITY EARLY LEARNING CENTER, PARKING

Review of parking lot requirements per tenant users—parking lot calculations based on Appleton Zoning Ordinance Section 23-172, page 664:

Office Related Uses: Provide 1 stall for every 300 sf

Lower Level	Area	# Stalls
Outagamie County Early Intervention	1,777	6
Head Start	1,605	6 (includes 1/2 kitchen and back office)
Project Bridges	1,256	5 (includes 1/2 kitchen and back office)
Appleton Area School District 4K	3,953	14
First Floor	1,067	4
Second Floor	1,314	5 (includes admin office and counseling suite)
Stalls required per office related uses:		40

Classroom related uses: Provide 1 stall for every classroom

First Floor	# Classrooms	# Stalls
Project Bridges	2	2 (Two 4K classrooms)
Second Floor	6	6 (Six 4K classrooms)
Stalls required per classroom related use:		8

Daycare facility: Provide 1 stall per teacher and 1 stall for every 5 children

Lower Level	# Staff	# Students	# Stalls
Even Start	5	5	5 (includes childcare staff)
First Floor	13	80	16
Stalls required per childcare center related use:			34

Adult Education: Provide 1 stall per every 3 persons

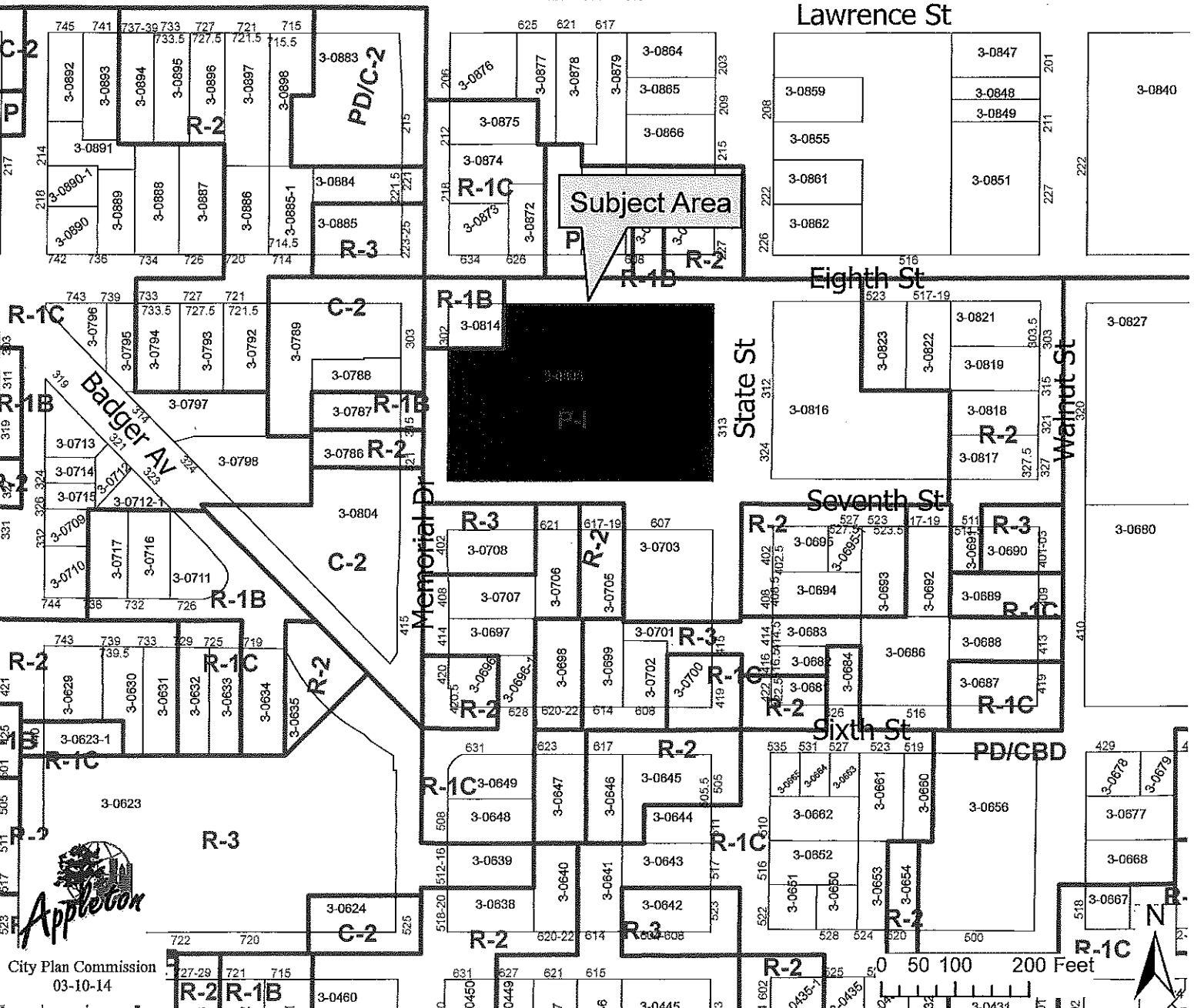
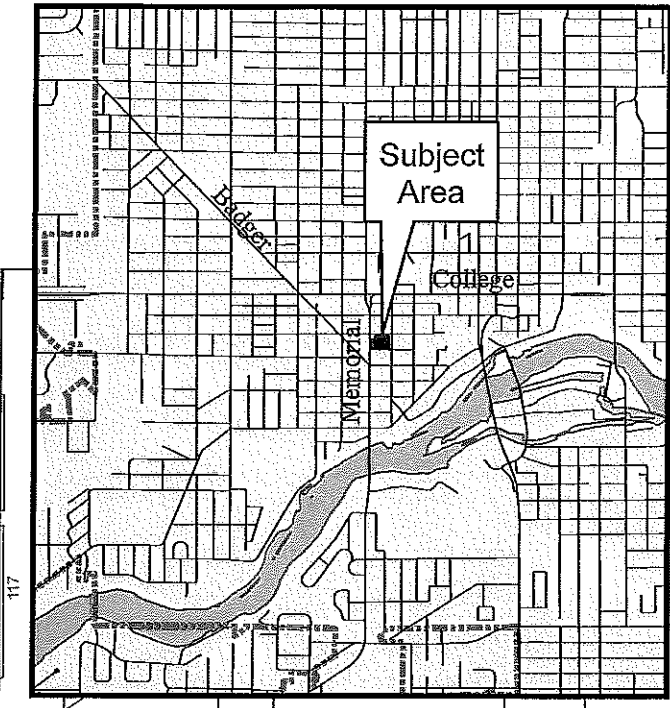
Lower Level	# Adults	# Stalls
Even Start	25	8 (parents and children arrive together)
Stalls required per childcare center related use:		8
Total number of stalls per daily use:		90

Other spaces not included:

Gymnasium-- will be used exclusively for children on bad weather days and not for large assemblies by either St. Mary's or any CELC tenant.

Cafeteria-- space will be used for family programming a few times per year. Perceived capacity of space is 120 persons. Per Ordinance Section 23-172, at 1 stall per every 5 persons would require 60 stalls. These events would not occur simultaneously to daily office hours, but in the evenings after daily programming has ended.

313 South State Street
 Special Use Permit Group Day Care, when
 located and operated in an educational institution
 Zoning Map



City Plan Commission
 03-10-14

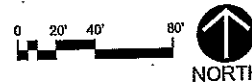
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FEBRUARY 18, 2014



A AERIAL PLAN - COMMUNITY EARLY LEARNING CENTER
 SCALE 1" = 80'-0"



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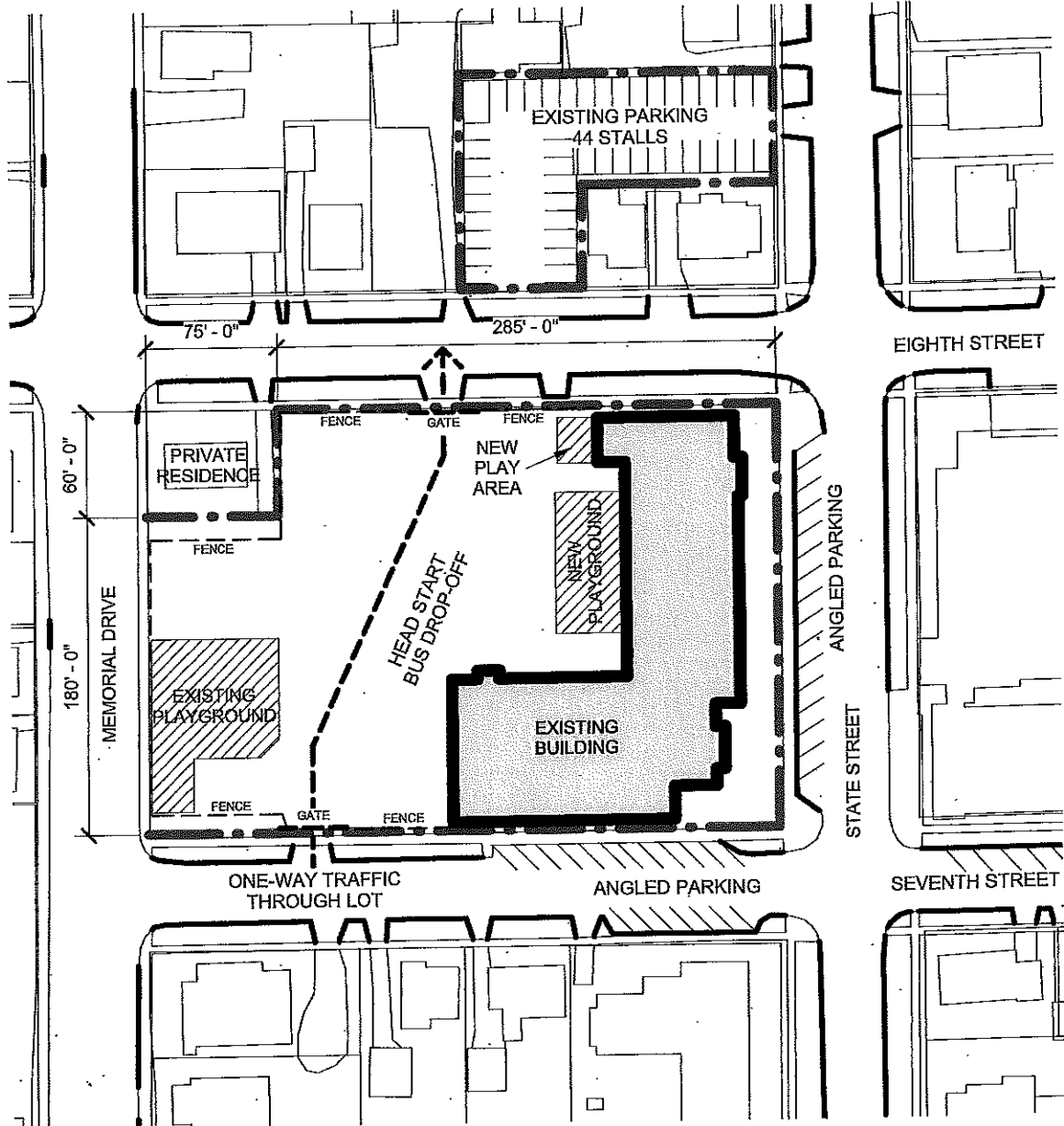
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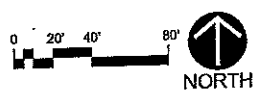
City Plan Commission
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313 South State Street
 Special Use Permit Group Day Care, when located
 and operated in an educational institution

FEBRUARY 18, 2014



S SITE PLAN - COMMUNITY EARLY LEARNING CENTER
SCALE 1" = 80'-0"



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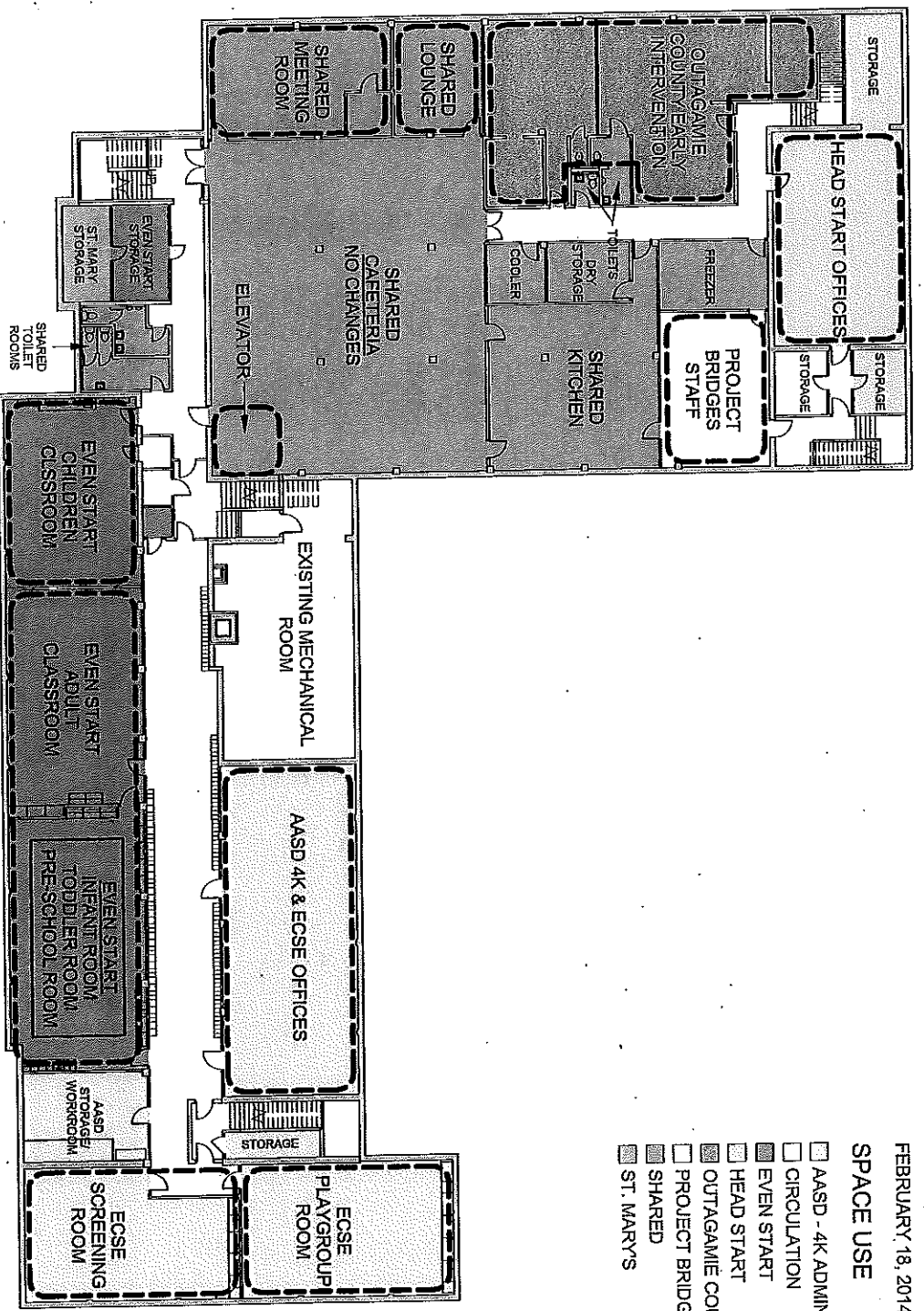
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B LOWER LEVEL PLAN - COMMUNITY EARLY LEARNING CENTER
SCALE 1"=30'



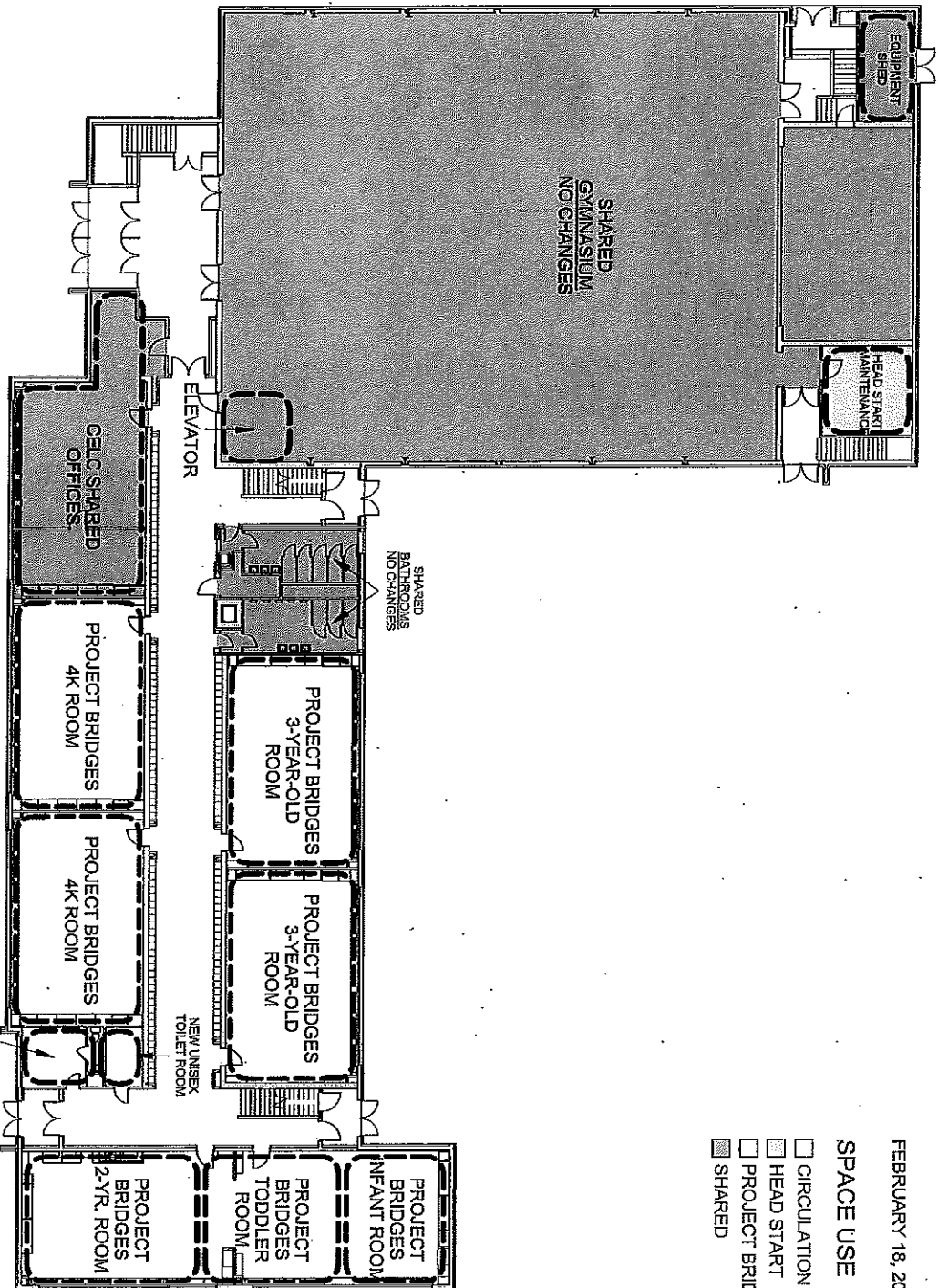
- FEBRUARY 18, 2014
- SPACE USE**
- AASD - 4K ADMIN
 - CIRCULATION
 - EVEN START
 - HEAD START
 - OUTAGAMIE COUNTY
 - PROJECT BRIDGES
 - SHARED
 - ST. MARY'S



313 South State Street
Special Use Permit Group Day Care, when located
and operated in an educational institution

FEBRUARY 18, 2014

- SPACE USE**
- CIRCULATION
 - HEAD START
 - PROJECT BRIDGES
 - SHARED



1 FIRST FLOOR PLAN - COMMUNITY EARLY LEARNING CENTER
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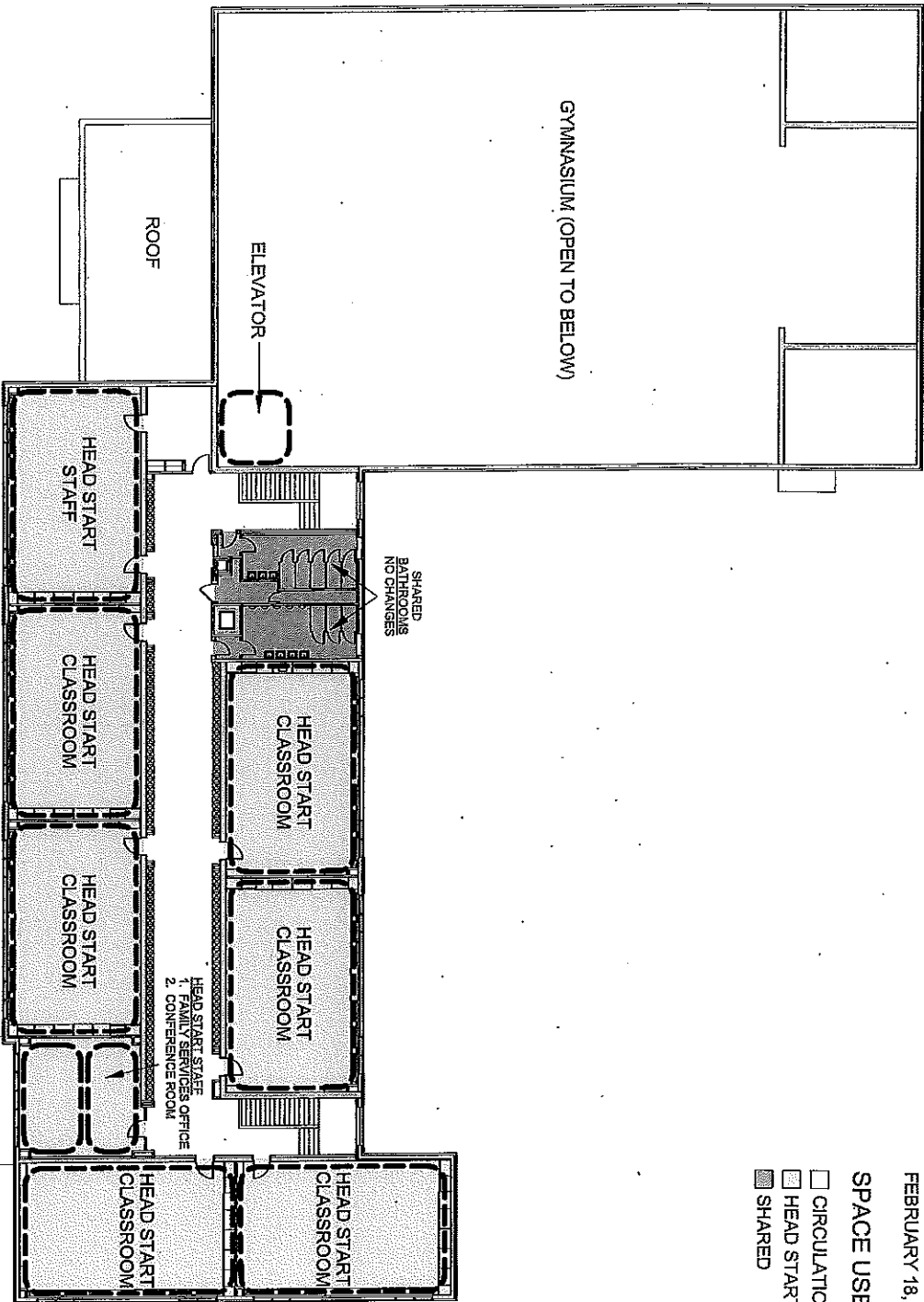
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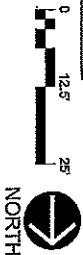
313 South State Street
Special Use Permit Group Day Care, when located
and operated in an educational institution

FEBRUARY 18, 2014

- SPACE USE**
- CIRCULATION
 - HEAD START
 - SHARED



2 SECOND FLOOR PLAN - COMMUNITY EARLY LEARNING CENTER
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