



Project Address: 828 E. Main Street (6th Aldermanic District – Ald. Rummel)

Application Type: Conditional Use

Legistar File ID #: [56396](#)

Prepared By: Chris Wells, Planning Division
Report includes comments from other City agencies, as noted.

Reviewed By: Kevin Firchow, AICP, Principal Planner

Summary

Applicant: Matthew Tills; MoTiS; 841 W. Lakeside Street, Suite A; Madison, WI 53715

Contact & Property Owner: Eric Welch; 1341 Spaight Street, #1; Madison, WI 536703

Requested Action: Approval of a conditional use for a *reception hall* in the Traditional Employment (TE) District at 828 E. Main Street.

Proposal Summary: The applicant proposes to renovate an existing Tratche warehouse building and convert it into a private event venue focused on weddings and similar events. The interior of the building will be completely renovated while the existing metal exterior will be preserved as much as possible. Finally, a four-season solarium will be added to the lot, in addition to an outdoor courtyard area. There will be zero automobile parking stalls and 16 bicycle stalls provided on site. Due to the primary anticipated hours of operation being weekends, the applicant anticipates all additional parking needs will be accommodated by the public parking garage located roughly 250 feet to the west along E. Main Street.

Applicable Regulations & Standards: This proposal is subject to the standards for Conditional Uses [MGO §28.183], as Table 28F-1 in §28.082 of the Zoning Code lists *Lodges, Private Clubs and Reception Halls* as conditional uses in the Traditional Employment (TE) District. The Supplemental Regulations [MGO §28.151] contain further regulations for this use.

Review Required By: Urban Design Commission and Plan Commission.

Summary Recommendations: The Planning Division recommends that the Plan Commission find the standards met and **approve** the conditional use for a reception hall in the Traditional Employment (TE) District at 828 E. Main Street, subject to input at the public hearing and the conditions from reviewing agencies in this report.

Background Information

Parcel Location: The subject site is a 10,936-square-foot (0.25-acre) parcel located along the northwest side of E. Main Street, between S. Livingston Street and S. Paterson Street. It is also within Aldermanic District 6 (Ald. Rummel), Urban Design District #8, and the Madison Municipal School District.

Existing Conditions and Land Use: The site is developed with a one-story, roughly 7,150-square-foot Tratche commercial warehouse building. According to City Assessor records, it was constructed in 1935. The site is zoned TE (Traditional Employment) District.

Surrounding Land Uses and Zoning:

- Northwest: A two-story office building, zoned TE (Traditional Employment) District;
- Northeast: A parcel with a one-story office building on the northern half of the site fronting onto E. Washington Avenue, and a parking lot, which serves it, located on the southern half, directly adjacent to the subject parcel. It is zoned TE;
- Southeast: A warehouse building and storage yard for Madison Gas & Electric, zoned SE; and
- Southwest: A warehouse building, zoned TE.

Adopted Land Use Plan: Both the [Comprehensive Plan](#) (2018) and the [East Washington Capitol Gateway Corridor Plan](#) (2008) recommend Employment (E) uses for the subject site. The [Marquette-Schenk-Atwood Neighborhood Plan](#) (1994) does not provide specific recommendations particular to the subject site.

Zoning Summary: The subject property is zoned TE (Traditional Employment) District:

Requirements	Required	Proposed
Lot Area (sq. ft.)	6,000 sq. ft.	10,890 sq. ft.
Lot Width	50'	66'
Front Yard Setback	None	Existing front yard
Side Yard Setback	None unless needed for access	Existing side yard
Rear Yard Setback	Lesser of 20% lot depth or 20'	9' 7" existing rear yard
Maximum Lot Coverage	85%	TBD <i>(See Comment #16)</i>
Minimum Building Height	22' measured to building cornice	One story existing building
Maximum Building Height	5 stories/ 68'	One story existing building

Site Design	Required	Proposed
Number Parking Stalls	No minimum required	None
Accessible Stalls	None	None
Loading	None	13' x 23' loading area
Number Bike Parking Stalls	Lodge, private club, reception hall: 5% of capacity of persons: (31)	18 <i>(See Comment #15)</i>
Landscaping and Screening	Yes	Yes <i>(See Comments #17 & #18)</i>
Lighting	No	No <i>(See Comment #19)</i>
Building Forms	Not required	Existing building

Other Critical Zoning Items	Urban Design (UDD #8); Barrier Free (ILHR 69); Utility Easements; Wellhead Protection District (WP-24)
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Tables 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. Daily transit service is located roughly 0.1 miles to the northeast at the intersection of E. Washington Avenue and S. Paterson Street.

Project Description

The applicant is seeking approval of a conditional use for a *reception hall* in the Traditional Employment (TE) District at 828 E. Main Street.

The applicant proposes to establish a reception hall in an existing, roughly 7,150-square-foot Tratche warehouse building, which, according to City Assessor records, was originally constructed in 1935. It currently sits vacant. The space's interior will be completely remodeled while the applicant plans to preserve as much of the existing metal façade as possible. The shorter, roughly 2,000-square-foot portion of the building, which fronts on E. Main Street, will be converted into a ceremony/small reception space, while the taller, roughly 5,100-square-foot portion at the rear of the site, will be converted into the main hall. It is in the later where the bathrooms, bar, storage room, and catering/kitchen space will be located. It will also have a partial mezzanine located at both the front and rear of the space and both will be accessed by stairwells located within the main hall.

The existing building occupies all of the site, save for the eastern quadrant which is currently paved over. Here, the applicant plans to locate a roughly 1,000-square-foot, four-season solarium up against the exterior of the ceremony space and main hall (please see the submitted materials for renderings of this space). The solarium will be accessible from both of the interior spaces while also providing ingress/egress to the exterior. While the solarium will be primarily glass, the glazing of its eastern elevation will be set atop a roughly eight-foot brick wall, painted white, to provide privacy from the adjacent parcel to the east. (Note, during the applicant's presentation to the Urban Design Commission, they pointed out that this wall would no longer be brick but a more finished, cast concrete to retain the texture and character.) This wall will continue towards E. Main Street where, along with other screening panels and gates, it will create a series of semi-private enclosures which will serve as the entry sequence to the facility from the E. Main Street sidewalk.

The proposed total occupancy of the facility is 610 persons though the applicant notes that the facility is unlikely to reach that number due to the format of the space (i.e. it being divided into smaller, interconnected spaces) which the applicant believes naturally promotes smaller gatherings and events.

In between the primary entry gate and sidewalk will be six bicycle stalls as well as a temporary loading space for one vehicle. The corridor located to the east of the solarium and patio spaces will serve as a secondary egress route from the main hall as well as the location for 12 more bicycle stalls and a trash enclosure. No onsite automobile parking stalls will be provided.

Analysis & Conclusion

The proposed project is subject to the approval standards for Conditional Uses [MGO §28.183(6)] as well as the Supplemental Regulations for reception halls [MGO §28.151]. This analysis begins with an analysis of adopted plan recommendations.

Conformance with Adopted Plans

Both the [Comprehensive Plan](#) (2018) and the [East Washington Capitol Gateway Corridor Plan](#) (2008) recommend Employment (E) uses for the subject site. The Comprehensive Plan states that Employment uses "*include predominantly corporate and business offices, research facilities, laboratories, hospitals, medical clinics, and other similar uses. They generally do not include retail and consumer service uses for the wider community, but may include limited retail and service establishments that primarily serve employees and users of the area.*" This description is virtually identical to that provided by the [East Washington Capitol Gateway Corridor Plan](#) for Employment uses.

The [Marquette-Schenk-Atwood Neighborhood Plan](#) (1994) does not provide specific recommendations pertaining to the subject site.

Conditional Use Standards

In regards to the 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 MGO §28.183(6) are met. Please note, recent changes to 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.

In regards to plan consistency, Staff note that while not entirely consistent with adopted plans, the Planning Division believes the proposed use could be found to be compatible. Staff also believe it to be an appropriate interim use of the site considering the existing TE zoning on this and surrounding properties. Finally, Staff do not believe it would prevent the surrounding properties from redeveloping in a manner more consistent with adopted plans.

The Planning Division believes that the Conditional Use Standards can be found met and provides the following discussion of Approval Standard #5, below.

Standard 5 states, "Adequate utilities, access roads, drainage, parking supply, internal circulation improvements, including but not limited to vehicular, pedestrian, bicycle, public transit and other necessary site improvements have been or are being provided."

The applicant is not proposing any on-site automobile parking for the proposed use. While Table 28I-3 in MGO Section 28.141 notes that "reception halls" have a minimum parking requirement equal to 15 percent of the capacity of persons (or in this case, 91 stalls), Table 28I-2 notes that there are no automobile parking minimums in the TE (Traditional Employment) District. That said, the applicant has stated that the facility's automobile parking needs are anticipated to be accommodated by the City's S. Livingston Street Parking Garage, located roughly 250 feet to the west along E. Main Street. While the proposed hours of operation of the facility are still to be determined, the applicant anticipates the facility's primary usage will be on weekend afternoons and evenings, when the parking garage has roughly 650 stalls available for public usage. Should the facility be utilized during weekday evenings, the garage is also anticipated to accommodate the needs of the facility as it has 100 stalls available to the public during these time periods. That said, the actual number of available parking stalls during weekday evenings is anticipated to be much higher due to the fact that primary users of the facility during weekdays, namely the nearby office buildings, do so during business hours (i.e. before 5:00 p.m.).

Regarding bicycle parking, while the applicant is providing 18 stalls on site, 31 are required by the Zoning Code. They are therefore requesting a 13-stall reduction arguing that the extra bicycle needs will be accommodated on the nearby street as well as in the nearby garage. (The application for this parking reduction has been submitted, is of a quantity that is approvable by the City's Zoning Administrator, and is therefore being handled administratively). The applicant also stated that due to the dress attire of many of the guests (i.e. being formal), heavy bicycle usage by guests is not anticipated. Instead, the anticipate guests arriving via Metro as the stop of located roughly 0.1 miles away at the intersection of E. Washington Avenue and S. Paterson Street.

Given due consideration, the Planning Division anticipates that if well-managed, the proposed reception hall should not result in significant negative impacts to the surrounding properties. Factors such as the location away from nearby residential uses, the anticipated hours of operation largely being weekend afternoons and evenings, the nearby transit service, nearby parking garage, and the proposed conditions of approval, will help mitigate possible negative impacts. Finally, if approved, the Plan Commission retains continuing jurisdiction over this conditional use, meaning that should complaints be filed, the Plan Commission could take further action on this conditional use as allowed in MGO Section 28.183(9)(d).

Staff believe the proposed reception hall can be found to meet the conditional use approval standards and recommends that the request be approved by the Plan Commission.

Regarding the Supplemental Regulations, there is only one for Reception Halls: *“Service of food and intoxicating beverages allowed when licensed.”* The applicant has stated that food will be provided via off-site catering and a Class B liquor license will be applied for to sell alcohol on site at events.

The Planning Division also points out that this proposal, because the site is located within Urban Design District #8, was reviewed and unanimously granted final approval by the Urban Design Commission on July 31, 2019. The Urban Design Commission staff report has been included in the Plan Commission’s packet of materials.

Public Input

At the time of report writing, Staff has received a letter of support from the Marquette Neighborhood Association. The letter, which is included in the Plan Commission’s packet of materials, notes the Association’s approval of the project as proposed with no concerns or restrictions.

Recommendation

Planning Division Recommendations (Contact Chris Wells, (608) 261-9135)

The Planning Division recommends that the Plan Commission find the standards met and **approve** the conditional use for a reception hall in the Traditional Employment (TE) District at 828 E. Main Street, subject to input at the public hearing and the following conditions:

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

City Engineering Division (Contact Brenda Stanley, (608) 261-9127)

1. All outstanding Madison Metropolitan Sewerage District (MMSD) charges are due and payable prior to Engineering sign-off, unless otherwise collected with a Developer's / Subdivision Contract. Contact Mark Moder (608-261-9250) to obtain the final MMSD billing a minimum of two (2) working days prior to requesting City Engineering signoff. (MGO 16.23(9)(d)(4))
2. The site plan shall be revised to show all existing public sanitary sewer facilities in the project area as well as the size, invert elevation, and alignment of the proposed service. (POLICY)
3. Based on historical Sanborn maps, this property was formerly an oil warehouse and may contain residual contaminated soil. If contaminated soil is encountered as part of this redevelopment, all WDNR and DSPS regulations must be followed for proper handling and disposal.
4. The Applicant's project requires the minor restoration of the street and sidewalk. The Applicant shall obtain a Street Excavation Permit for the street restoration work, which is available from the City Engineering Division. The applicant shall pay all fees associated with the permit including inspection fees. (MGO 16.23(9)(d)(6)) This permit application is available on line at <http://www.cityofmadison.com/engineering/permits.cfm>.

City Engineering Division – Mapping Section (Contact Lori Zenchenko, (608) 266-5952)

5. Only one address is needed for the remodel. The 832 E Main St address has been inactivated/retired. The parcel situs has been updated to 828 E Main St. 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.

Traffic Engineering Division (Contact Sean Malloy, (608) 266-5987)

6. 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; vision triangles; 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.
7. 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.
8. 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.
9. All parking facility design shall conform to MGO standards, as set in section 10.08(6).
10. The applicant shall show the dimensions for the proposed class III driveway including the width of the drive entrance, width of the flares, and width of the curb cut.
11. All existing driveway approaches on which are to be abandoned shall be removed and replaced with curb and gutter and noted on the plan.
12. All bicycle parking adjacent pedestrian walkways shall have a 2 foot buffer zone to accommodate irregularly parked bicycles and/or bicycle trailers.
13. Items in the Right-of-Way are not approvable through the site plan approval process. Make a note on all pages showing improvements in the ROW that states: The Right-of-Way is the sole jurisdiction of the City of Madison and is subject to change at anytime per the recommendation/plan of Traffic Engineering and City Engineering Depts.
14. The applicant shall work with Traffic Engineering and Parking Utility to explore the possibility of on-site ADA parking.

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

15. Bicycle parking for the proposed reception hall shall comply with the requirements of Sections 28.141(4)(g) and 28.141(11). A minimum amount of bicycle parking equal to 5% of the capacity of persons (31 stalls) is required. The applicant proposes to provide 18 bicycle stalls. A bicycle parking reduction will be required per Section 28.141(5). Submit a request for a bicycle parking reduction with the final plan submittal including information to support the argument for reducing the required number of spaces.
16. Provide a calculation and plan detail for lot coverage with the final submittal. The lot coverage maximum is 85%. 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 85% maximum lot coverage, proposed site improvements may not further increase lot coverage above the maximum.
17. Submit the landscape plan and landscape worksheet stamped by the registered landscape architect. Per Section 28.142(3) Landscape Plan and Design Standards, landscape plans for zoning lots greater than ten thousand (10,000) square feet in size must be prepared by a registered landscape architect.
18. Submit a detail of the trash enclosure. The trash enclosure 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.
19. Exterior lighting is not required. However, if it is provided, it 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.
20. 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.
21. 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.

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

22. The Madison Fire Department does not object to this proposal provided the project complies with all applicable fire codes and ordinances. With the proposed change of use to an assembly occupancy, fire sprinkler and fire alarm systems shall be provided in accordance with the IBC & the IFC.

Water Utility (Contact Adam Wiederhoeft, (608) 266-9121)

The agency reviewed this request and has recommended no conditions of approval.

Parks Division (Contact Kathleen Kane, (608) 261-9671)

The agency reviewed this request and has recommended no conditions of approval.

Forestry Division (Contact Brad Hofmann, (608) 267-4908)

23. Additional street trees are needed for this project. All street tree planting locations and trees species within the right of way shall be determined by City Forestry. Please submit a site plan (in PDF format) to Brad Hofmann – bhofmann@cityofmadison.com or (608) 266-4816. Tree planting specifications can be found in section 209 of City of Madison Standard Specifications for Public Works Construction -

Metro Transit (Contact Timothy Sobota, (608) 261-4289)

The agency reviewed this request and has recommended no conditions of approval.