

PLANNING DIVISION STAFF REPORT

January 9, 2016



PREPARED FOR THE PLAN COMMISSION

Project Address: 3325 E Washington Ave. (District 15-Ald. Ahrens)

Application Type: Demolition Permit

Legistar File ID # [45117](#)

Prepared By: Jessica Vaughn, AICP, Planning Division
Report Includes Comments from other City Agencies, as noted

Summary

Applicant and Property Owner: Carey Cress Fose; Cress Funeral Service, Inc.; 3610 Speedway Rd.; Madison, WI 53705

Contact: Chris Griffiths. J. Stuart Todd, Inc.; 2919 Welborn, Suite 101; Dallas, TX 75219

Requested Action: The applicant is requesting approval of a Demolition Permit for the demolition of a street facing façade for the purposes of constructing an addition to and remodel of the existing building.

Proposal Summary: The applicant requests approval of a Demolition Permit to demolish the street facing façade of the existing building to allow for the construction of a 3,241 square-foot addition to the west side of the building, E Washington frontage. The development proposal includes:

- Expansion of the existing chapel and reception center, including kitchen and storage areas (3,241 sq. ft.)
- Construction of an outdoor covered terrace with fireplace (approximately 1,028 sq. ft.)
- Resurfacing and restriping the existing parking lot and updating site lighting to meet current code requirements
- Updating site landscaping to meet current code requirements, including interior parking lot and screening requirements
- Installation of bike parking to meet current code requirements
- Installation of site amenities, including a bus bench and a sidewalk connection to the building

The building takes on craftsman style characteristics with its low pitched roof configuration and ornamentation, including exposed trusses and rafter tails. The building is primarily clad in brick with stone and metal accents.

Applicable Regulations & Standards: This proposal is subject to the standards for demolition permits pursuant to Section 28.185(7)(a), MGO. Because the project site is located within Urban Design District No. 5, the development proposal is subject to the review and recommendation by the Urban Design Commission and the development standards and guidelines pursuant to Section 33.24(12), MGO.

Review Required By: Urban Design Commission, Plan Commission

Summary Recommendation: The Planning Division recommends that the Plan Commission find that the approval standards for demolition permit are met and **approve** the Demolition Permit to demolish the street facing façade of the existing building for the purpose of constructing an addition to and remodel of the existing building at 3325 E Washington Ave. This recommendation is subject to the input at the public hearing and the conditions recommended by the reviewing agencies.

Background Information

Parcel Location: The project site is located at the northeast corner of the intersection of E Washington Avenue and Lexington Avenue. The project site is comprised of approximately 69,500 square feet (1.59 acres).

The site is in Aldermanic District 15 (Ald. Ahrens), the Madison Metropolitan School District, Urban Design District No. 5, and the Carpenter-Ridgeway Neighborhood Association.

Existing Conditions and Land Use: Currently the project site is home to Cress Funeral Services, and is comprised of a one-story building with a flat roof configuration, approximately 10,200 square feet. The existing building, originally built in 1958, according to the City of Madison Assessor records, resembles more of the prairie style of architecture with its low profile and horizontal lines. The building is primarily clad in stucco and brick with metal accents.

Interior and exterior photos of the existing building can be found on pages A1.1-1.2 of the plan set.

Surrounding Land Use and Zoning:

Northeast (along the same side of E Washington Avenue): Commercial uses; Commercial Corridor-Transitional (CC-T) zoning;

South (across Lexington Avenue): Religious (Bethesda Christian Fellowship) and single-family uses; Traditional Residential-Consistent 1 (TR-C1) zoning;

East: Single-family residential uses; TR-C1 zoning; and

West (across E Washington Avenue): Single- and multi-family residential uses, Traditional Residential-Varied 1 (TR-V1) and Suburban Residential-Varied 1 (SR-V1) zoning.

Zoning Summary: The project site is currently zoned Commercial Corridor-Transitional (CC-T). Generally, the Commercial Corridor zoning district was "...established to recognize the many commercial corridors within the City that remain largely auto-oriented, and to encourage their transformation into mixed-use corridors that are equally conducive to pedestrian, bicycle, transit and motor vehicle activity." The district was also intended to:

- Improve the quality of landscaping, site design and urban design along corridors.
- Encourage appropriate transitions between higher-intensity uses and adjacent low-density residential districts.
- Facilitate the preservation, development or redevelopment goals of the comprehensive plan and of adopted neighborhood, corridor or special area plans.

| CC-T Zoning Criteria | | |
|---|---|---|
| Requirements | Required | Proposed |
| Front Yard Setback | None | None |
| Side Yard Setback: Where building abut residential-zoned lots at side lot line. | Minimum side yard required in the adjacent residential district: 6' | 6' |
| Rear Yard Setback | The lesser of 20% of lot depth or 20' | Adequate |
| Maximum Lot Coverage | 85% | Less than 85% (See Zoning Condition No. 1) |
| Maximum Building Height | 5 stories/ 68' | 1-story |
| Site Design | Required | Proposed |
| Number Parking Stalls | No minimum | 63 parking stalls 2 garage stalls |
| Accessible Stalls | Yes | 3 |
| Loading | None | 2 garage stalls |
| Number Bike Parking Stalls | Mortuary, funeral home: 1 per 2,000 sq. ft. assembly area (TBD) | Yes (See Zoning Condition No. 2) |
| Landscaping and Screening | Yes | Yes (See Zoning Conditions No. 3, 4, 5) |
| Lighting | Yes | Yes |
| Building Forms | No, Less than 50% building expansion | Civic or Institutional Building |

| Other Critical Zoning Items | |
|-----------------------------|--|
| Yes: | Urban Design (UDD #5), Barrier Free (ILHR 69), Utility Easements |
| No: | Historic District, Floodplain, Adjacent to Park, Wetland, Wellhead protection district |

Zoning Tables prepared by: Jenny Kirchgatter, Assistant Zoning Administrator

Adopted Land Use Plan: The Comprehensive Plan recommends Community Mixed Use (CMU) development on the project site, which are areas that "...are the recommended locations for a relatively high density of residential, retail, offices, institutional and civic uses in a compact urban setting" (Pg.2-88).

The Comprehensive Plan further identifies development within the CMU areas as development that should reflect the design standards for mixed-use areas, and that development in these areas should provide a pedestrian-oriented "urban" environment generally characterized by:

- Well-design buildings placed close to the street/sidewalk
- Parking is located behind buildings or underground
- Buildings are more than one-story in height
- Pedestrian-friendly design amenities are incorporated to development (Page 2-89).

Adopted Neighborhood Plan: The project site is within the Carpenter-Ridgeway-Hawthorne-Truax Neighborhood Plan (the "Plan") planning area. While the project site was not specifically identified as an area for redevelopment, the Plan does generally identify goals and objectives that speak to design along the E Washington Avenue corridor. The goals and objectives identified in the Plan speak more directly to "sprucing up" the aesthetics along the corridor, including improving site landscaping streetscape. Please refer to Pages 11-12, 22-24 of the Plan. The goals and objectives identified in the Plan apply to the project site.

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.

Project Description

The applicant requests approval of a Demolition Permit to demolish the street facing façade of the existing building to allow for the construction of a 3,241 square-foot addition to the west side of the building, E Washington frontage. The development proposal includes:

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The building takes on craftsman style characteristics with its low pitched roof configuration and ornamentation, including exposed trusses and rafter tails. The building is primarily clad in brick with stone and metal accents.

Analysis and Conclusion

This proposal is subject to the standards for demolition permits pursuant to Section 28.185(7)(a), MGO.

In order to approve the Demolition Permit, Plan Commission must find that the proposed demolition and future use meet the Demolition Permit approval standards pursuant to Section 28.185(7), MGO, including:

- The applicable zoning district provisions for the CC-T zoning district and intent and purpose statement expressed in the Zoning Code;
- The city's Comprehensive Plan; and
- The report from the City's Historic Preservation Planner.

Planning Division staff believes that the proposed demolition and future use is consistent with the Zoning Code and Comprehensive Plan in that:

- The development proposal will be compliant with the zoning district development standards for the CC-T zoning district, including setbacks, building height, lot coverage and open space requirements. In addition, the development proposal is consistent with the statement of purpose of the zoning district as it relates to improving landscaping and maintaining adequate transitional areas between higher intensity uses and low density residential.
- In addition, the development proposal will serve as a continuation of the existing use, including a building addition to and remodel of the existing facility. The commercial use of the project site will be maintained.
- The development proposal is consistent with the Comprehensive Plan land use recommendation and the adopted neighborhood plan, especially as it relates to design related guidelines, goals and

objectives. The building addition and proposed improvements will improve the building relationship with the street and a more active streetscape with the covered terrace area, the connectivity from the existing sidewalk to the building and the location of a functional building entry located along the street, as well as the addition of bike parking and pedestrian amenities, including a seating area.

- The proposed demolition was reviewed by the Landmarks Commission at its October 17, 2016 meeting, and the city's Historic Preservation Planner. The existing structure was found to have no known historic value.

Urban Design Commission

At its December 14, 2016 meeting the Urban Design Commission unanimously approved, on their consent agenda, the applicant's request for the demolition of the street facing façade for the construction of an addition to and remodel of the existing building.

Public Comment: At the time of report writing, no public comment was received.

Recommendation

Planning Division Recommendation (Contact Jessica Vaughn, (608) 267-8733)

The Planning Division recommends that the Plan Commission find that the approval standards for demolition permit are met and **approve** the Demolition Permit to demolish the street facing façade of the existing building for the purpose of constructing an addition to and remodel of the existing building at 3325 E Washington Ave. This recommendation 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

Planning Division (Contact Jessica Vaughn, (608) 267-8733)

1. On Sheet A2.1, a "new garage" is referenced. A garage is not shown on the Proposed Site Plan or the Proposed Floor Plan. Please clarify. If a garage is proposed, the Applicant shall revise the Proposed Site Plan, the Proposed Floor Plan and the Letter of Intent accordingly to clearly differentiate the garage from the overall building.
2. An Area Calculations Table is provided on Sheet A2.1. Please update this table to include the Lot Coverage, Open Space and Paved Area calculations.
3. The Applicant shall revise the Proposed Floor Plan to include the floor areas of the assembly areas.
4. The Applicant shall revise the building elevations to include the building height.
5. Based on the Lighting Plan not architectural lighting is proposed. Please confirm and note that if architectural lighting is proposed, the Applicant shall revise the elevations and Photometric Plan accordingly.

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

1. The Applicant shall submit, prior to plan sign-off but after all revisions have been completed, a digital CAD file (single file) to the Engineering Division with any private storm and sanitary sewer utilities. The digital CAD file shall be to scale and represent final construction. The CAD file shall be in a designated coordinate system (preferably Dane County WISCRS, US Ft). The single CAD file submittal can be either AutoCAD (dwg) Version

2013 or older, MicroStation (dgn) V8i Select Series 3 or older, or Universal (dxf) format and shall contain the only the following data, each on a separate layer name/level number:

- a) Building Footprints
- b) Internal Walkway Areas
- c) Internal Site Parking Areas
- d) Other Miscellaneous Impervious Areas (i.e. gravel, crushed stone, bituminous/asphalt, concrete, etc.)
- e) Right-of-Way lines (public and private)
- f) Lot lines or parcel lines if unplatted
- g) Lot numbers or the words unplatted
- h) Lot/Plat dimensions
- i) Street names
- j) Private on-site sanitary sewer utilities (including all connections to public sanitary)
- k) Private on-site storm sewer utilities (including all connections to public storm)

All other levels (contours, elevations, etc) are not to be included with this file submittal.

NOTE: Email CAD file transmissions are preferred to: bstanley@cityofmadison.com (East) or troester@cityofmadison.com (West). Include the site address in the subject line of this transmittal. Any changes or additions to the location of the building, sidewalks, parking/pavement, private on-site sanitary sewer utilities, or private on-site storm sewer utilities during construction will require a new CAD file.

2. The Applicant shall submit, prior to plan sign-off but after all revisions have been completed, digital PDF files to the Engineering Division. Email PDF file transmissions are preferred to: bstanley@cityofmadison.com (East) or troester@cityofmadison.com (West). The digital copies shall be to scale, and shall have a scale bar on the plan set (POLICY and Section 37.09(2), MGO). PDF submittals shall contain the following information:
 - a) Building Footprints
 - b) Internal Walkway Areas
 - c) Internal Site Parking Areas
 - d) Other Miscellaneous Impervious Areas (i.e. gravel, crushed stone, bituminous/asphalt, concrete, etc.)
 - e) Right-of-Way lines (public and private)
 - f) Lot lines or parcel lines if unplatted
 - g) Lot numbers or the words unplatted
 - h) Lot/Plat dimensions
 - i) Street names
 - j) Stormwater Management Facilities
 - k) Detail drawings associated with Stormwater Management Facilities (including if applicable planting plans).
3. Storm sewer to serve this development has been designed and constructed. The site plans shall be revised to identify the location of this storm sewer and to show connection of an internal drainage system to the existing public storm sewer (POLICY AND Sections 10.29 and 37.05(7), MGO for OVER 10,000 SF OF IMPERVIOUS AREA).
4. The Applicant shall demonstrate compliance with Sections 37.07 and 37.08, MGO 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 5.0 tons per acre per year.

5. For Commercial sites < 1 acre in disturbance the City of Madison is an approved agent of the Department of Commerce and WDNR. As this project is on a site with disturbance area less than one (1) acres, and contains a commercial building, the City of Madison is authorized to review infiltration, stormwater management, and erosion control on behalf of the Department of Commerce. No separate submittal to Commerce or the WDNR is required (NOTIFICATION).
6. Prior to approval, this project shall comply with Chapter 37, MGO regarding stormwater management. Specifically, this development is required to reduce TSS by 80% (control the 5 micron particle) off of newly developed areas compared to no controls.
7. 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, MGO.
8. Oil and grease control is needed for the reconstructed parking area.
9. 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 sign-off (Section 16.23(9)(d)(4), MGO).
10. The Applicant shall replace all sidewalk and curb and gutter which abuts the property which 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 (POLICY).
11. All work in the public right-of-way shall be performed by a City licensed contractor (Section 16.23(9)(c)5 and 23.01, MGO).
12. All damage to the pavement on E Washington Avenue & Lexington Avenue, adjacent to this development shall be restored in accordance with the City of Madison's Pavement Patching Criteria. For additional information please see the following link: <http://www.cityofmadison.com/engineering/patchingCriteria.cfm> (POLICY).

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

1. 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.
2. 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.
3. 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.

4. All parking facility design shall conform to the standards as set in Section 10.08(6), MGO.
5. The Applicant shall secure one-way operation for the driveway off Lexington Avenue with signage.
6. The Applicant shall adhere to all vision triangle requirements as set in Section 27.05, MGO. No visual obstructions between the heights of 30 inches and 10 feet – 25 feet behind the property line at streets and 10 feet at driveways. Alteration necessary to achieve compliance may include but are not limited to; substitution to transparent materials, removing sections of the structure and modifying or removing landscaping elements. If the applicant believes public safety can be maintained they shall apply for a reduction of the standards in Section 27.05(2)(bb), "Vision Clearance Triangles at Intersections Corners," MGO. Approval or denial of the reduction shall be the determination of the City Traffic Engineer.

Zoning Administrator (Contact Jenny Kirchgatter, (608) 266-4569)

1. 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.
2. Bicycle parking shall comply with the requirements of Sections 28.141(4)(g) and 28.141(11), MGO. Provide a minimum of one (1) bicycle stall per 2,000 sq. ft. of assembly area located in a convenient and visible area on a paved or impervious surface. Bicycle parking shall be located at least as close as the closest non-accessible automobile parking and within one hundred (100) feet of a principal entrance. Show the typical dimensions bicycle stalls on the final plans. Note: A bicycle stall is a minimum of two (2) feet by six (6) feet with a five (5) foot wide access area. Provide a detail of the proposed bike rack.
3. Provide a landscape island within the row of parking adjacent E Washington Avenue. A planting island shall be located at least every twelve (12) contiguous stalls with no break.
4. Screening is required adjacent the Zoning district boundary along the south and east property lines. Screening shall be provided along side and rear property boundaries between commercial/ mixed-use districts and residential districts. Screening shall consist of a solid wall, solid fence, or hedge with year-round foliage, between six (6) and eight (8) feet in height. Submit a detail or photos of the existing or proposed screening fence with the final plans.
5. Show the refuse disposal area on the site plan. All developments, except single family and two family developments, shall provide a refuse disposal area. If the refuse disposal area is located outside the building, it 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 if provided outside the building.
6. Per Section 28.186(4)(b), MGO, 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.
7. 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)

1. The proposed additions will require the installation of a fire sprinkler system and a fire alarm system in the additions and other areas undergoing a Level II alteration if the total building occupant load exceeds 300 people.

Parks Division (Contact Janet Schmidt, (608) 261-9688)

1. Forestry will permit the removal of three 14"-19" pre-emptive Ash trees on E Washington Avenue that have already been inspected and marked for future removal. The 2nd, 4th and 5th Ash trees northeast of Lexington Avenue should already be marked with a yellow dot of spray paint. Approval and permitting of street tree removals shall be obtained from the City Forester and/or the Board of Public Works prior to the approval of the site plan.
2. Additional street trees are needed for this project. All street tree planting locations and tree species within the right-of-way shall be determined by City Forestry. Please submit a site plan (in PDF format) to Brian Meiller – bmeiller@cityofmadison.com or 266-4816. Tree planting specifications can be found in section 209 of City of Madison Standard Specifications for Public Works Construction - <http://www.cityofmadison.com/business/pw/documents/StdSpecs/2013/Part2.pdf>.
3. Existing street trees shall be protected. Please include the following note on the site plan: Contractor shall install tree protection fencing in the area between the curb and sidewalk and extend it at least five feet from both sides of the tree along the length of the terrace. No excavation is permitted within five feet of the outside edge of a tree trunk. If excavation within five feet of any tree is necessary, the contractor shall contact City Forestry (266-4816) prior to excavation to assess the impact to the tree and root system. Tree pruning shall be coordinated with City Forestry. Tree protection specifications can be found in Section 107.13, City of Madison Standard Specifications for Public Works Construction - <http://www.cityofmadison.com/business/pw/documents/StdSpecs/2013/Part1.pdf>. Any tree removals that are required for construction after the development plan is approved will require at least a 72 hour wait period before a tree removal permit can be issued by Forestry, to notify the Alder of the change in the tree plan.

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

1. If the proposed modifications require the installation of a fire sprinkler/alarm system (see Madison Fire Department review comments), a higher capacity water service may be required to meet required flow rates. If a new water service will be required, contact Madison Water Utility to evaluate service connection installation options.
2. Existing water mains and service laterals are not shown on the provided site plan drawings. Revise drawings to include this information.

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

1. Metro Transit supports the Applicant's proposal to install and maintain a private bench - shown as part of their site and landscape plan - opposite the existing concrete bus stop boarding pad on E Washington Avenue.
2. 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.

3. Metro Transit operates daily transit service along E Washington Avenue through the Lexington Avenue intersection adjacent the project site. Bus stop ID #9135 is on the south side of East Washington Avenue, east of the Lexington Avenue intersection, with the signed bus stop zone encompassing the area from the concrete boarding pad west to the Lexington Avenue intersection.

City Engineering Review Mapping (Contact Jeff Quamme, (608) 266-4097)

1. A portion of the proposed landscaping plantings at the intersection of Lexington Avenue with E Washington Avenue is within a Public Storm Sewer Easement per Document No. 1020166. The Applicant shall be aware that any landscaping within the easement is subject to removal without compensation by the City of Madison in conjunction with any repair and maintenance of the storm sewer pipe.
2. The Applicant shall revise the plans to include the Permanent Storm Sewer Easement, Document No. 1020166 and label.
3. The Applicant shall revise the Proposed Site Plan to include a full and complete legal description of the site or property that is the subject of this application.
4. The Applicant shall revise the Proposed Site Plan to include the 20-foot wide common access right-of-way shown along the northeast side of the parcel as being per Document No's 1241481 and 860319 and label.