

PLANNING DIVISION STAFF REPORT

December 16, 2013

PREPARED FOR THE PLAN COMMISSION



Project Address: 644 North Frances Street
Application Type: Conditional Use
Legistar File ID # [32125](#)
Prepared By: Heather Stouder, AICP, Planning Division
Report Includes Comments from other City Agencies, as noted

Summary

Applicant/Property Owner: Jon Callaway; U.P. DH Housing Corp. Board; 9 Merrick Ct.; Madison, WI 53704

Project Contact: Mark Bastian; Strang, Inc.; 6411 Mineral Point Rd.; Madison, WI, 53705

Requested Action: The applicant requests approval of a conditional use for an addition to a lodging house on a lakefront lot in the DR2 (Downtown Residential 2) District.

Proposal Summary: The applicant proposes to construct a first floor addition to an existing 3 ½-story lodging house, as part of a major renovation and remodeling project. The proposal includes 22 lodging rooms for a total occupancy of up to 26 residents.

Applicable Regulations & Standards: This proposal is subject to the standards for conditional uses (MGO Section 28.183(6)).

Review Required By: Plan Commission (PC), Landmarks Commission (LC), and Zoning Board of Appeals (ZBA)

Summary Recommendation: Planning Division staff recommends that the Plan Commission find that the conditional use standards are met and **approve** the proposed addition and lodging house. This recommendation is subject to input at the public hearing and recommended conditions of approval from city agencies.

Background Information

Parcel Location: The subject property is located on the west side of North Frances Street at its terminus adjacent to Lake Mendota; DR2 (Downtown Residential 2) District; Aldermanic District 8 (Resnick); Madison Metropolitan School District.

Existing Conditions and Land Use: The site is currently developed with a three and a half story brick building used as a lodging house. The brick building, originally constructed in 1906 renovated in 1960, and most recently remodeled in 1994, has been designated as a local landmark building.

Surrounding Land Use and Zoning:

North: Lake Mendota

East: 2 story, 26-room lodging house, constructed in 1964, in the DR2 Zoning District.

South: 5 story, 23-unit apartment building constructed in 1968, in the DR2 Zoning District.

West: 13 story, 52-unit apartment building constructed in 1969, in the DR2 Zoning District.

Adopted Land Use Plan: The Comprehensive Plan (2006) includes this area within the Langdon Street Residential Sub-District of the Downtown, where mixed-use buildings and multi-family residential buildings are recommended. For the Langdon neighborhood, the Downtown Plan (2012) recommends continued higher-density residential development and the preservation and rehabilitation of historic buildings such as this one.

Zoning Summary: DR2 (Downtown Residential 2) District.

Dimensional Requirements	Required	Proposed
Lot Area	3,000 sq. ft.	13,776 sq. ft. existing
Lot Width	40'	133' existing
Front Yard Setback	10'	10'+existing
Side Yard Setback	5'	RS: LS: 5+
Lakefront Setback	55'9"	26'6" existing
Maximum Lot Coverage	80%	Existing
Minimum Height	2 stories	3 stories existing
Maximum Height	See Downtown Height Map	3 stories existing
Stepback	See Downtown Stepback Map	N/A
Usable Open Space	20 sq. ft. per bedroom (440 sq. ft.)	Adequate

Site Design		
Number parking stalls	0	TBD
Bike parking	1 per bedroom plus 1 guest stall per 4 bedrooms (27	TBD
Landscaping	No (less than 10% change)	No
Lighting	No	No
Building forms	Yes	Meets building forms
Other Critical Zoning Items: National Register Historic District, Landmark Building, Lakefront, Utility Easements		

Table Prepared by Patrick Anderson, 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, with several Metro Transit routes running along nearby State Street.

Project Description

The applicant requests approval of conditional use for the renovated and remodeled lodging house, which is currently a non-conforming use in the DR2 District, since it has existed historically without ever being reviewed as a conditional use.

The applicant is proposing a full renovation of the existing Delta Upsilon Fraternity House, a local Landmark Building originally constructed in 1906. The renovation includes a full interior remodel, window and door replacements throughout the building, a rebuilt main entry stoop, and a 410 square foot addition, which is an enclosure of an area currently located under the second story porch on the north side of the building. The addition involves the enclosure of new interior space closer to Lake Mendota for an expanded dining area, but lies completely within the area of the existing columns supporting the second floor porch. Thus, the resulting building footprint, including the existing porch columns, will remain the same 28' distance from Lake Mendota as it is today.

The existing building has 20 sleeping rooms, and the remodeled building as proposed will have 22 bedrooms with a maximum occupancy of 26 residents. On the site plan, no parking for automobiles or bicycles is clearly delineated, although there is an informal parking area behind the building. While automobile parking is not required in this district, any parking provided will need to be shown on final plans and reviewed for compliance with relevant ordinances. In addition, 27 bicycle stalls are required by zoning, and will need to be shown on final plans.

Related Approvals

On November 11, 2013, the Landmarks Commission unanimously approved a Certificate of Appropriateness for the proposed alteration of a designated Madison Landmark building (see Legislative ID# [32023](#)). A condition of approval was that the porch railing and related beam and column details shall be reviewed and finalized with staff. Minutes from the meeting are attached for reference.

On November 21, 2013, the Zoning Board of Appeals approved a variance for the lakefront yard setback, so that the applicant could proceed with the enclosure of the lakefront porch at ground level in its current location (see Legislative ID #[32087](#)).

Project Analysis and Conclusion

Staff believes that the proposal is exemplary of what can be done to renovate historic structures in the Langdon Street area. The proposed remodeling project, including the new first-floor addition, will add decades of life and new market viability to this building, which is a local Landmark Building, and a contributing building in the Langdon Street National Register Historic District. The City's Historic Preservation Planner has indicated that the proposed exterior alterations are in keeping with the logical maintenance and expansion of a landmark building (see attached report).

As indicated in the conditions from reviewing agencies, final plans will need to show detail on the existing parking area, to include sufficient bicycle parking. Further, the proposed accessible entry ramp is shown to be encroaching slightly into the North Frances Street right-of-way, as do the existing entry stairs. This situation will require an encroachment agreement, which must be finalized prior to final staff sign-off on the proposal.

The proposed addition and the lodging house use are consistent with the Downtown Plan recommendations for preservation of historic buildings, and with the recommended uses in the Langdon Street downtown residential sub-district. Finally, staff believes that all of the conditional use standards can be met with the proposal, so long as the conditions from reviewing agencies are met.

Recommendation

Planning Division Recommendation (Contact Heather Stouder, 266-5974)

The Planning Division recommends that the Plan Commission find that the conditional use standards can be met and **approve** the request. This recommendation is subject to input at the public hearing and the conditions recommended by reviewing agencies.

Recommended Conditions of Approval

Major/Non-Standard Conditions are Shaded
--

Zoning Administrator (Contact Pat Anderson, 266-5978)

1. A variance from the Lakefront setback was granted by the City of Madison Zoning Board of Appeals on 11/21/13.
2. As per MGO Section 28.138(3)(f), lot coverage within thirty-five (35) feet of the OHWM shall not exceed twenty percent (20%). Public paths within this area shall not be included in the lot coverage limit. The plans show no changes in this area.

3. Provide detail on the usable open space as defined in Section 28.211 that complies with Section 28.076(3) on the final plan sets.
4. Provide details and calculations of lot coverage as defined in Section 28.211
5. Bike parking shall comply with City of MGO Section 28.141 (4) Table 28I-3 (General Regulations). Provide 27 bike parking stalls in a safe and convenient location on an impervious surface to be shown on the final plan.

NOTE: A bike-parking stall is two feet by six feet with a five-foot access area. Structures that require a user-supplied locking device shall be designed to accommodate U-shaped locking devices. Provide details of bike rack on final plan sets.

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

6. The Ordinary High Water Mark location and elevation of Lake Mendota shall be shown on the site plan. The elevation is 850.7 feet. Building ties shall be shown to the Ordinary High Water Mark.
7. The proposed ramp improvements, concrete sidewalk, wood deck and fencing are shown to partially encroach into the North Frances Street right of way on the site plan. A Privilege of Encroachment Agreement with the City of Madison will be required to be executed and recorded with the Register of Deeds.
8. The site plan shall identify lot and block numbers of recorded Certified Survey Map or Plat.
9. The site plan shall include all lot/ownership lines, existing building locations, proposed building additions, demolitions, parking stalls, driveways, sidewalks (public and/or private), existing and proposed signage, existing and proposed utility locations and landscaping.
10. The site plan shall identify the difference between existing and proposed impervious areas.
11. 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.
12. Submit a PDF of all floor plans to izenchenko@cityofmadison.com so that a preliminary interior addressing plan can be developed. 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.
13. The site plan shall include a full and complete legal description of the site or property being subjected to this application.
14. The applicant shall submit, prior to plan sign-off, digital PDF files to the Engineering Division (Jeff Benedict or Tim Troester). The digital copies shall be to scale, and shall have a scale bar on the plan set. (POLICY and MGO 37.09(2)).

PDF submittals shall contain the following information:

- a) Building footprints
- b) Internal walkway areas
- c) Internal site parking areas
- d) Lot lines and right-of-way lines
- e) Street names
- f) Stormwater Management Facilities
- g) Detail drawings associated with Stormwater Management Facilities (including if applicable planting plans)

Traffic Engineering (Contact Eric Halvorson, 266-6527)

15. All parking facility design shall conform to MGO standards, as set in section 10.08(6).
16. The applicant shall show dimensions for the proposed and existing parking stalls items S = 9 ft, L = 18 ft, E = 24 ft, F = 20 ft, and degree of angle parking width and backing up, according to Figures II "Medium and Large Vehicles" parking design standards in Section 10.08(6)(b) 2. Signs and planting areas are to be excluded from the rectangular stall areas including the two (2) feet of vehicle overhang. The two (2) feet of vehicle overhang shall be shown on the plan and dimensioned.

Parks Division (Contact Kay Rutledge, 266-4714)

17. The developer shall pay approximately \$2,533.00 for park dedication and development fees for the 2 additional SRO units.
18. The developer must select a method for payment of park fees before signoff on the demolition permit and/or rezoning.
19. 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 5 feet from both sides of the tree along the length of the terrace. No excavation is permitted within 5 feet of the outside edge of a tree trunk. If excavation within 5 feet of any tree is necessary, 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 of *City of Madison Standard Specifications for Public Works Construction* - <http://www.cityofmadison.com/business/pw/documents/StdSpecs/2013/Part1.pdf>.
20. This development is within the Vilas-Brittingham park impact fee district (SI27). Please reference ID# 13165 when contacting Parks about this project.

Fire Department (Contact Bill Sullivan, 261-9658)

21. Provide automatic fire sprinklers as required by SPS 362.0903(6)(b)3.

Water Utility (Contact Dennis Cawley, 266-4651)

This agency did not provide comments for this request.