



## Report to the Plan Commission

July 25, 2011

**Legistar I.D. #23335**

**1843 Monroe Street**

**Conditional Use – Parking Reduction**

Report Prepared By:

Kevin Firchow, AICP

Planning Division

**Requested Action:** Approval of a parking reduction to allow establishment of a restaurant / bar in an existing commercial building.

**Applicable Regulations & Standards:** Section 28.11 (2) (c) requires that parking reductions of 20 (or more) stalls be approved as a conditional use. Section 28.12 (11) provides the guidelines and regulations for the approval of conditional uses.

**Summary Recommendation:** Subject to input at the public hearing, the Planning Division recommends that the Plan Commission find the conditional use standards are met and **approve** a conditional use for a parking reduction to allow establishment of a restaurant / tavern in an existing building at 1843 Monroe Street subject to conditions recommended by reviewing agencies.

### **Background Information**

**Applicant / Contact:** Don Gautreau; Brocach Irish Pub; 7 West Main Street; Madison, WI 53703

**Property Owner:** Kerwin LLC; 3219 Bay View Lane; McHenry, IL 60050

**Proposal:** The applicant requests conditional use approval of a 35-stall parking reduction to allow establishment of a restaurant / bar in an existing commercial building. The proposed parking reduction is greater than 20 stalls and exceeds 25% of the required off-street parking and therefore, requires conditional use approval by the Plan Commission.

**Parcel Location:** The subject site is approximately 5,480 square feet in area on the south side of Monroe Street, mid-block between Harrison and Grant Streets. The site is located within the boundaries of Aldermanic District 13 and the Madison Metropolitan School District.

**Existing Conditions:** The site includes a 21-foot tall one-story commercial building. The rear of the lot includes a paved area of roughly 1,500 square feet, accessed from the rear alley.

### **Surrounding Land Use and Zoning:**

North: Monroe Commons mixed-use development; zoned PUD-SIP (Planned Unit Development-Specific Implementation Plan);

South: Single, two, and three-family residences; zoned R4A (Limited General Residence District);

East / West: Other commercial and mixed use development, zoned C2 (General Commercial) and PUD-SIP

**Adopted Land Use Plan:** The Comprehensive Plan recommends neighborhood mixed use development for this site. The Monroe Street Commercial District Plan does not provide an alternative land use recommendation but does include some additional recommendations regarding parking.

**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.

**Zoning Summary:** The property is zoned C2 (General Commercial District)

Bulk Requirements	Required	Proposed
Lot Area	6,000 sq. ft.	5,480 sq. ft.
Lot width	50'	Existing/Adequate
Front / Side yard	0	Existing/Adequate
Rear yard	10	Existing/Adequate
Floor area ratio	3.0	Existing/Adequate
Parking Requirement	30% of restaurant capacity (115 cap) or 35. Plus parking for adj. commercial space	None (See Comment #13)
Accessible stalls	0	0
Loading	N/A	TBD (See Comment #13)
Number bike parking stalls	2	0 (See Comment #14)
Landscaping	TBD	TBD
Lighting	No	TBD (See Comment #12)
Other Critical Zoning Items	Barrier free (ILHR 69) (3)	

*Prepared by: Matt Tucker, Zoning Administrator*

## **Project Analysis, Evaluation, and Conclusion**

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The applicant, Brocach Irish Pub, requests approval of a 35-stall parking reduction to allow the establishment of a restaurant and bar in an existing commercial building. The proposed parking reduction is greater than 20 stalls and exceeds 25% of the required off-street parking and therefore, requires conditional use approval by the Plan Commission. This use is otherwise permitted in the C2 zoning district. Materials from the applicant specify the use intended to primarily be a restaurant.

The City's Zoning Code requires "restaurants, taverns, and meeting halls" to provide parking spaces equal to 30% of the building's capacity. The report from the Zoning Administrator indicates 35 parking stalls are required for this use, based on the 115-person capacity noted in this application. No parking stalls are currently depicted on the site plan, though there is a small paved area behind the building.

This tall one-story building sits among a line of other commercial and mixed-use buildings along Monroe Street. It was most recently utilized as an antiques and interiors store. The site is immediately across from the mixed-use "Monroe Commons" development. Commercial tenants in the surrounding blocks include other restaurants, a florist, bank, galleries, and other uses. As in many of the City's urban commercial districts, there is only a limited amount of off-street surface parking available. Staff note that the project site is located on multiple bus lines and is in close proximity to several on and off-street bike routes.

The applicant offers several considerations in support of the request. He notes that there are over 100 metered on and off-street parking stalls in the area surrounding the restaurant. This includes the City lot adjacent to the Monroe Street Library Branch, roughly 600 feet east of the subject site. He also

indicates that while there is no formal agreement in place, the manager for the Associated Bank on the opposite side of Monroe Street does not object to patrons of Brocach utilizing their surface parking lot during non-business hours for the bank. This could presumably provide some available parking during the restaurant's peak evening hours. The applicant further indicates that as much of the restaurant's staff consists of current students or recent UW graduates, he anticipates that many of these individuals will walk, bike, or take the bus.

The letter of intent lists the typical hours of operation from 11:00 am until 12:00 am. The approved Alcohol License application more specifically notes that the restaurant will be open until 12:00 am Monday through Thursday; 1:00 am on Friday and Saturday; and 10:00 pm on Sunday. On weekends, the restaurant opens at 8:00 am. Considering the variety of business types in the surrounding blocks, the times of peak parking demand are somewhat varied. While this potentially presents some opportunity for the sharing of existing spaces, there are other restaurants in the surrounding blocks that may be "competing" for some of the same parking.

The proposal is generally consistent with the recommendations in the Comprehensive Plan. The Transportation Element of that document includes policies that support using some degree of flexibility in considering surface parking. Specific policies include:

- "Increase flexibility with minimum parking requirements to reflect typical daily demand and allow innovative parking provisions."
- "Promote shared parking agreements for compatible uses (e.g. office parking with high demand during weekdays and entertainment uses with high demand during evenings and weekends) in order to make more efficient use of parking facilities."

The Monroe Street Commercial District Plan, adopted in 2007, provides general parking recommendations for this area. These recommendations encourage shared parking and the use of alternate modes of transportation. While not directly applicable to this proposal, the plan also recommends that parking should be required for all new development.

Comments from City Traffic Engineering are attached and request the Commission give careful consideration to this application, noting that a restaurant use may result in additional parking demands compared to the previous use. Traffic Engineering further recommends the Commission give consideration to requesting the applicant prepare a more detailed "Parking Management and Operations Plan." Please see recommended conditions 3 and 4 in the *Recommendation* section of this report.

At the time of report writing, staff is not aware of neighborhood concerns on parking impacts or this parking reduction request. Multiple neighborhood meetings have been held for both for this request and the previous request for an alcohol license, approved earlier this summer. Some nearby residents raised concerns regarding the alcohol license, though follow up correspondence provided to staff indicates that many of these concerns were addressed after learning the applicant intends to operate a restaurant and not solely a bar. Based on earlier correspondence from the district alderperson, staff understands that there is a large amount of neighborhood support for this proposal.

This request is subject to the conditional use standards. Approval Standard 10, pertains specifically to off-street parking reduction and states:

When applying the above standards for an off-street parking reduction request, the Commission shall consider and give decisive weight to all relevant facts including but not limited to the following factors: availability and accessibility of alternative parking; impact on adjacent residential neighborhoods; existing or potential shared parking arrangements; number of residential parking permits issued for the area; proximity to transit routes and/or bicycle paths and provision of bicycle racks; the proportion of the total parking required that is represented by the requested reduction; the proportion of the total parking required that is decreased by Sec 28.11(2)(3); the characteristics of the use, including hours of operation and peak parking demand times; design and maintenance of off-street parking that will be provided; and whether the proposed use is new or a small addition to an existing use.

The parking challenges in this area are similar to those in the City's other urban commercial districts that abut residential neighborhoods. The subject site, much like the surrounding commercial properties, has very limited space for on-site parking. Staff note that the proposed restaurant has the potential to be a strong anchor tenant, though if successful, could result in some increased parking demand and further competition for the limited number of available stalls. Staff is, however, not aware of any neighborhood concerns regarding parking impacts raised by neighbors. Staff believe the applicable approval standards can likely be met.

### **Recommendation and Proposed Conditions of Approval**

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Major/Non-Standard Conditions are Shaded

#### **Planning Division Recommendation** (Contact Kevin Firchow, 267-1150)

Subject to input at the public hearing, the Planning Division recommends that the Plan Commission find the conditional use standards are met and **approve** a conditional use for a parking reduction to allow establishment of a restaurant / tavern in an existing building at 1843 Monroe Street subject to the following conditions recommended by reviewing agencies:

***The following conditions have been submitted by reviewing agencies:***

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

1. In accordance with 10.34 MGO – STREET NUMBERS: Submit a complete list of tenant names and location of their respective areas of occupancy to Engineering Mapping Lori Zenchenko (Lzenchenko@cityofmadison.com ) so that a complete addressing plan can be approved and implemented for this site. 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.
2. Final addresses for the site will then be coordinated by Engineering with the appropriate city agencies and updates made to all city databases and records to reflect this final development plan.

**Traffic Engineering Division** (Contact Brian Walker, 267-8754)

3. The Plan Commission will need to weigh the community's concerns and business development in the area to address this parking reduction application.

The land use application for a parking reduction from a furniture/antique store to a restaurant land-use will generate some additional traffic and on-street parking demands in the area. The peak times of use may or may not overlap with the adjacent businesses in the area as proposed. This proposed land use and other uses with existing parking reductions in the area have put a demand for on-street and area parking during peak and off-peak times. Staff notes the applicant is exploring shared parking with other business in the area, use of public parking lots and on-street parking.

The Plan Commission should consider the proposed land use and what is physically possible under constraints of the site/area for on-street parking and the demand to meet the residential and commercial needs. TE staff would like to note that an example of this type of proposed land use and on-street parking would be the Williamson Street commercial and residential areas. TE notes there are problems at times with on-street parking in the residential areas adjacent to the commercial uses.

Overall, the City has found the approach to work with shared parking with adjacent business and on-street parking as one option in constrained areas. There is no easy answer to development requirements and demands for off-street and on-street parking.

4. As a formal condition, the Plan Commission may want to require the applicant to provide a Parking Management and Operations Plan that documents and commits the applicant to a shared parking plan with other businesses and the City's Monroe Street Library Lot. The Parking Plan would, among other things, provide an area-wide plan showing parking conditions and facilities nearby and promote within the restaurant's marketing, website and business activities. The final plan would be reviewed and approved by the City Traffic Engineer and Parking Manager.
5. The applicant shall provide site plans for with 2 parking spaces and loading area behind the building off the alley according to M.G.O.

6. When the applicant submits final plans of one contiguous plan for approval, the applicant shall show the following: items in the terrace as existing (e.g., signs and street light poles), type of surfaces, existing property lines, addresses, showing all easements, all pavement markings, building placement, and stalls, adjacent driveway approaches to lots on either side and across the public alley, signage, percent of slope, vehicle routes, dimensions of radii, aisles, driveways, stalls including the two (2) feet overhang, and a scaled drawing at 1" = 20'.
7. All signs at the approaches shall be installed behind the property line. All directional/regulatory signage and pavement markings on the site shall be shown and noted on the plan.
8. The applicant shall design the surface parking areas for stalls and backing up according to Figures II of the ordinance using the 9' or wider stall for the commercial/retail area. Aisles, ramps, columns, offices or work areas are to be excluded from these rectangular areas, when designing underground parking areas.

9. The developer shall post a deposit and reimburse the City for all costs associated with any modifications to Traffic Signals, Street Lighting, Signing and Pavement Marking, and conduit and handholes, including labor, engineering and materials for both temporary and permanent installations.
10. Public signing and marking related to the development may be required by the City Traffic Engineer for which the developer shall be financially responsible.

**Zoning Administrator** (Contact Pat Anderson, 266-5978)

11. Meet applicable building/fire codes for the additional outdoor capacity and for ingress and egress of the establishment with the areas and uses for the site.
12. If outdoor lighting is provided, it must comply with City of Madison outdoor lighting standards.
13. The site shares a previously approved site plan with the commercial property at 1835 Monroe Street. Any change to the site plan will also require changes to the site plan at 1835 Monroe Street. If the asphalt between the buildings is to remain, this area must be designated as a loading space only. If any parking is provided, accessible parking must be included.
14. Provide two bike parking stalls in a safe and convenient location on an impervious surface to be shown on the final plan. Racks shall be anchored to the ground or building to prevent the racks from being removed from the location. 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.

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

15. Provide automatic fire sprinklers as required for A-2 Assembly occupancies.
16. Openings are not allowed within party walls. Combine parcels or close up any openings in accordance with the IBC.

**Water Utility** (Contact Dennis Cawley, 261-9243)

17. This property is not in a Wellhead Protection District. All wells located on this property shall be abandoned if no valid well operation permit has been obtained from the Madison Water Utility. The Water Utility will not need to sign off the final plans, and not need a copy of the approved plans.

**Parks Division** (Contact Tom Maglio, 266-6518)

This agency did not submit comments for this request.