

**APPLICATION FOR
URBAN DESIGN COMMISSION
REVIEW AND APPROVAL**

AGENDA ITEM # _____
Project # _____

DATE SUBMITTED: <u>December 10 2007</u>	Action Requested
UDC MEETING DATE: <u>December 19, 2007</u>	<input type="checkbox"/> Informational Presentation
	<input checked="" type="checkbox"/> Initial Approval and/or Recommendation
	<input type="checkbox"/> Final Approval and/or Recommendation

PROJECT ADDRESS: 119, 123 & 125 North Butler and 120 & 124 North Hancock

ALDERMANIC DISTRICT: 2

OWNER/DEVELOPER (Partners and/or Principals) <u>Cliff Fisher, Cliff Fisher Development</u> <u>107 North Hancock</u> <u>Madison, Wisconsin 53703</u>	ARCHITECT/DESIGNER/OR AGENT: <u>James McFadden</u> <u>McFadden & Company</u>
--	--

CONTACT PERSON: James McFadden
Address: 228 State Street
Madison, Wisconsin
Phone: 608.251.1350
Fax: 608.251.1325
E-mail address: mcfadden@mailbag.com

TYPE OF PROJECT:

(See Section A for:)

- Planned Unit Development (PUD)
 - General Development Plan (GDP)
 - Specific Implementation Plan (SIP)
- Planned Community Development (PCD)
 - General Development Plan (GDP)
 - Specific Implementation Plan (SIP)
- Planned Residential Development (PRD)
- New Construction or Exterior Remodeling in an Urban Design District * (A public hearing is required as well as a fee)
- School, Public Building or Space (Fee may be required)
- New Construction or Addition to or Remodeling of a Retail, Hotel or Motel Building Exceeding 40,000 Sq. Ft.
- Planned Commercial Site

(See Section B for:)

- New Construction or Exterior Remodeling in C4 District (Fee required)

(See Section C for:)

- R.P.S.M. Parking Variance (Fee required)

(See Section D for:)

- Comprehensive Design Review* (Fee required)
- Street Graphics Variance* (Fee required)
- Other _____

*Public Hearing Required (Submission Deadline 3 Weeks in Advance of Meeting Date)

Where fees are required (as noted above) they apply with the first submittal for either initial or final approval of a project.



Letter of Intent

From: McFadden & Company
228 State Street
Madison, Wisconsin 53703
608 251 1350 (Voice) 608 251 1325 (Fax)



To: City of Madison Plan Commission
215 Martin Luther King Blvd
Madison, Wisconsin 53701

Date: December 11, 2007

Project: 121 North Butler

The design presented here presents the culmination of a continued joint effort between the developer, a long time resident of the 100 of North Hancock block, his neighbors and their representatives. We participated in public neighborhood meetings on March 19th, May 8th, September 10th and October 17th and in addition had three meetings with Alder Brenda Konkel, two sessions with Capitol Neighborhood, Inc,' s (CNI) Advisory Steering Committee as well as numerous additional meetings with downtown residents and members of the City staff.

The size and shape of the development were dramatically altered in response to the concerns raised, and suggestions made in this process. For instance, the building was originally conceived as a classic masonry apartment block one hundred and fifty feet in depth with limited semi-covered parking. The neighbors were insistent that what additional parking demand the project generated be absorbed on site and in response the garage was enlarged to its current size. Alder Konkel asked that this garage be sufficiently buried so that the structure would not project above grade and more importantly asked that the depth of the building be reduced and that the original masonry facade be abandoned in favor of the wood frame vernacular of its immediate neighbors. These changes were made. Subsequently Brenda made additional friendly suggestions regarding the arrangement of the stoops; the front porches and the roofline along the side and rear facades all of which have been incorporated in the design presented here.

The initial four public meetings were collegial and exploratory in nature where advice rather than consent was solicited. This has lead to some confusion as to the

depth and extent of the support the neighbors have demonstrated for this development. At the recommendation of the UDC consideration of this project was placed on the agenda of the CNI James Madison Park District meeting hosted by Brenda Konlel at The First United Methodist Church on November 27th. A canvas was taken following a presentation and discussion the project and 25 of those present voted for the development as presented and 5 against. This level of support has been typical throughout the process. The most consistent complaint raised against the proposed redevelopment was its potential to positively impact the neighborhood and the fear that this would result in higher rent levels and property taxes.

There are standards in place that we used to guide the design, the most obvious of which is the zoning ordinance. The proposed redevelopment is in full compliance and requires no dispensation from the set back, density, massing, open space and parking zoning requirements in place. This request for rezoning from R6 to PUD(GDP) was necessitated by a technicality in the ordinance that allows only one residential building on a particular zoning lot. This is not a historic district, and it was never considered as such but even if it were the building as proposed is set back five feet further from the street and is nine feet shorter than would be allowed in an R6H district. The building as proposed is in fact, comfortably shorter and less massive than zoning allows.

Next we revisited the multitude of studies, reports and plans have been prepared for the Isthmus and its constituent neighborhoods. These generally encourage higher residential density. The **Isthmus 2020 Committee Report** for instance calls for developing 4,500 new residential units on the Isthmus by the year 2020.

Unfortunately “**The Fourth District Old Market Place Neighborhood Plan**” prepared in 1983 is this particular area’s latest and most current planning document. Significantly it found that “*Some of the area’s housing stock is in blighted, deteriorated condition and is poorly weatherized and energy inefficient. With dramatically rising prices for heating fuels, low-income residents may be forced out of their homes or have their health endangered...The exteriors of a considerable number of residential and commercial structures are found to be in poor condition.*” The accompanying map specifically identified the subject block as composed of structures with on average “*Poor*” exterior conditions. There has been minimal investment in the area over the intervening years.

In the absence of a reasonably current plan, we looked for guidance at those of the adjacent neighborhoods ringing the Downtown Core. These plans uniformly

recognize the need for a greater long term residential presence, In their recommendations they all reiterated the fundamental planning principal that the inner fabric of a neighborhood can best be preserved if the desired growth is located on the periphery of that neighborhood where it abuts the business district, a larger non-residential entity or major traffic corridor. For instance, the “**Guidelines to achieve sensitive higher density development within the First Settlement Neighborhood**” states “*Higher density residential should be planned for arterial streets, institutional edges such as Butler Street and the Lake Monona frontage. Lower density residential should be planned for residential streets.*”

As a final check we evaluated the proposed redevelopment in accordance with the Plan Commission’s Criteria as illustrated in the following:

Criteria For Approval. As a basis for determining the acceptability of a planned unit development district application the following criteria shall be applied with specific consideration as to whether or not it is consistent with the spirit and intent of this ordinance and has the potential for producing significant community benefits in terms of environmental and aesthetic design.

1. Characters And Intensity Of Land Use. In a planned unit development district the uses and their intensity, appearance and arrangement shall be of a visual and operational character which:

a. Are compatible with the physical nature of the site or area.

Urbanistically the one hundred block of North Butler is a boundary. To the east is a neighborhood of older predominately two and three story traditionally detailed wood framed houses while to the immediate west rise the massively proportioned concrete and brick 600-stall Capitol North parking ramp, the twelve story YWCA & Capitol Point condominiums.

The location of the development on the boundary is critical in that it establishes a very narrow and specific precedent for possible future developments limiting them to similar boundary situations.

This redevelopment effectively straddles and mediates this divide by locating the proposed new building on Butler so that it faces the Capitol North Ramp and the downtown core while retaining and renovating the two existing buildings facing the neighborhood to the east on Hancock.

Topographically the site is on the lower reach of the hill rising to the Capitol. There is an approximately nine-foot fall from the southwest (Butler) to northeast (Hancock) corner of the property. The new garage is constructed under and the proposed building is built into this slope. This effectively hides the garage and minimizes the apparent height of the new building on Butler Street. Of particular importance this use of topography allows the replacement of the existing surface parking that occupies the center of the block with a new landscaped yard.

Architecturally the eastern face of the Butler streetscape consists predominately of two and three story twenty-one to forty-four-foot wide wood framed clapboard sided houses with steeply pitched roofs, full width balconies and generous stoops. The new building literally mimics this design vernacular. While the proposed building is not the tallest on the block it is wider than its neighbors and accordingly adopts a variety of stratagems to minimize its apparent size. Vertically the ground floor is hidden below the Butler Street grade while the fourth level is made to appear as an occupied attic, and horizontally the building is given a pronounced recess so that when viewed from up or down the street it is perceived as a matched pair of two story twenty-seven-foot four-inch wide houses.

We privately meet with Eugene Devitt twice during the planning of the development at which time he made no critiques or offered any suggestions, but nonetheless his public comments made since regarding the height of the balconies and visibility of the lower level from the street were perceptive and taken to heart.

A reexamination of the neighboring buildings along Butler and Hancock streets revealed a number of three story buildings over semi-exposed lower levels some of which matched or exceeded the height of the proposed building (133 N. Butler being the closest) as well as a number of buildings with two or three balconies. While it became evident that neither the overall height of the proposed building nor the number of balconies were out of character with the neighborhood the new nonetheless building did appear taller.

Looking further we determined that Gene Devitt had in fact identified the source of the problem, The first floor of the existing neighboring structures typically fall in a range of from four to six feet above grade and with some exceptions the presence of the lower level was to a varying extent screened

from the street. As presented previously our lower level was exposed to Butler Street and the first floor was set six foot ten above grade on the northern or downhill side property. To bring the new building in line with its neighbors the first floor has been lowered one foot four inches, the grade at the southern or uphill end of the property maintained across the face of the building and the lower level screened with a traditional lattice. These changes subtle as they may seem markedly improve the approachability of the front entry and bring the front facade into conformity with its neighbors in terms of style and scale.

b. Would produce an attractive environment of sustained aesthetic desirability, economic stability and functional practicality compatible with the general development plan.

Aesthetics are at least somewhat in the eye of the beholder, but few objective observers would disagree that the proposed building is more attractive than the structures it replaces and fewer yet would express preference for the current disheveled rear yard over the proposed landscaped green roofed garage. This is not idle speculation for as noted above the development has repeatedly received the overwhelming support of those living in the neighborhood while the single most consistent complaint is that it might make the area too attractive and desirable.

There are five existing buildings on the site. Three of these will be saved and restored, two in place and one on East Johnson. Parking that necessary evil is completely hidden not only below grade but also below a landscaped lawn. Not even the garage door will be visible from the street. A very useable-shared lawn will replace the existing mess of drives and garages in mid block. This eighty-foot deep yard matches the distance from building to building across Butler or Hancock streets and exceeds the sixty combined feet required in the underlying zoning, This arrangement will by design not preclude the development of some future whole block plan such as carried out on Block 54 in the Bassett Neighborhood.

This has been called a through block development which is not entirely accurate. It is in fact, three related but very distinct and interrelated developments the new building on Butler, the two restored buildings on Hancock and the completely hidden and below grade parking, Each component has a distinct identity designed to reinforce their respective settings. Butler Street will trade two decidedly unattractive anomalous and functionally obsolete structures for needed new housing in an architecturally compatible building, the center yard will be for the first time made visually

attractive and useful for something more than storing vehicles and Hancock Street will benefit from the two buildings being upgraded to attract long term residents. This is a model of intelligent planning.

With regards to sustainability the proposed new building, which is already registered, with the U.S. Green Building Council is being designed in collaboration with Focus on Energy to meet the Leadership in Energy and Environmental Design (LEED) criteria necessary to assure long-term economic and environmental viability. To the best of our knowledge this will be Madison's first LEED certified multifamily building.

c. Would not adversely affect the anticipated provision for school or other municipal service unless jointly resolved.

The proposed redevelopment will have no impact on the school system. A small minority has voiced a hope that if only this neighborhood were left physically intact families might return and restore the existing housing stock. The unfortunate fact is that the housing in this neighborhood was originally specifically designed and built for families (per the 2000 Census each dwelling unit in the area has on average three bedrooms) but that successive subsequent generations of families have chosen to neither rent nor purchase these houses but have instead decided in concert with their cohorts across the country to reside in either the outlying neighborhoods or in the suburbs.

There has been a smaller countervailing trend of what might be broadly characterized as households without children moving back into cities nationally and onto the isthmus locally. The Old Market Place Neighborhood generally and 100 block of North Butler specifically would be attractive to those who work downtown or simply wish to enjoy its attractions as it has the hundreds of employers, the State Capitol, multiple cafes and restaurants, a live theater, Concerts on the Square, Lake Mendota, James Madison Park, the Farmers Market and two grocery stores all within a short five-minute walk. The physical, economic and cultural infrastructure is in place for what could be a thriving neighborhood of long term residents except for the absence of the affordable, appropriately scaled, energy efficient housing with the privacy, secure parking and the amenities such as private balconies, wood floors, dishwashers, in unit laundries and adequate closet space that adult Americans have come to expect and this redevelopment provides.

d. Would not create a traffic or parking demand incompatible with the existing or proposed facilities to serve it unless jointly resolved.

Currently 12,159 SF or 59% of the site is devoted to the parking of 16 vehicles. This inefficient tangle of drives and out buildings will be replaced with a single sloped that will provide access to a completely hidden below grade green roofed garage with 38 stalls.

The issue of the increased traffic that this development would generate either on Hancock Street or between the two existing buildings was not raised as a concern in any of the four neighborhood meetings held prior to our last UDC presentation nor was it raised during any of the many meetings with City staff, the alder or with members of the Advisory Statement Steering Committee.

The issue of increased traffic on Hancock Street was raised at Pinkus McBride Steering Committee on November 28 and the neighborhood meeting on November 28 and quickly dismissed as inconsequential.

At these same two meetings, there was an inconclusive discussion regarding the traffic between the two buildings with concerns raised about the width of the drive and the noise emanating from it. The drive is between twelve foot four and sixteen foot four wide, which is wider at its narrowest than the eleven-foot lane of a city street or a twelve-foot lane of an interstate.

The two existing buildings are being renovated as part of this development and will upon completion be sold as condominiums. No one is forcing anyone to accept any excessive noise but in our considered judgment prospective purchasers will gladly trade increased traffic for secure indoor parking, enclosed trash collection and the rear yard especially given the fact the buildings' openings are oriented to the front and rear few actually overlooking the drive. People appear to accept a degree of noise as a price for living where the action is. The residents of Capitol Point had no evident reluctance of moving in across from the six hundred car Capitol North Ramp and the hundred or hundred and fifty daily trips into and out of this development palls in comparison with the 3,000 and 31,000 vehicles that currently travel Butler and Johnson Street respectively.

The Advisory Committee did bring up the issue of parking, as did members of City staff. There is evident satisfaction by all to date that the additional parking demand generated will be contained on site, below grade and out of sight. It was agreed that no street parking permits will be issued for the residents of this redevelopment and that this fact would be in all lease agreements.

2. Economic Impact. Planned unit development district shall not adversely affect the economic prosperity of the City or the area of the City where the planned unit development is proposed, including the cost of providing municipal services.

While the housing stock in the Old Marketplace Neighborhood may be old, the residents are new. The 2000 Census data for Block 3 Tract 17.01 of which roughly overlays the boundaries of the neighborhood shows that 96% of the area's residents rent and that 70% have moved in within the previous year. Fewer than 10% of the residents have lived here for more than five years.

This is a neighborhood of transients that has until very recently been sustained almost exclusively by successive waves of incoming students. Unfortunately, this demographic stream is being diverted to the dozens upon dozens of large and larger new student housing projects being developed adjacent to the University. Absent immediate active intervention the Old Market Place Neighborhood is poised for a downward spiral of rising vacancies, lower rents, deferred maintenance and falling property values. If history is any guide this process may take decades to stabilize.

We are as a community several years late in recognizing and responding to the all too predictable consequences that will follow the depopulation of this neighborhood. It is imperative that stable pockets of longer-term residents be created in this area and this will require the development of the type and quality of housing these prospective residents might choose to live in.

This is an instance where standing by doing nothing will definitely “adversely the economic prosperity of the City.”

3. Preservation and Maintenance of Open Space. In a planned unit development district adequate provision for the improvement and continuing preservation and maintenance of attractive open space shall be made.

The five existing buildings currently share a collective 1,516 square feet of undeveloped useable open space. The residents of the one new and two refurbished buildings will have use of 8,110 square feet of landscaped yard complete with decks, walks and gathering areas.

4. Implementation Schedule. A planned unit development district shall include suitable assurances that each phase could be completed in a manner which would not result in an adverse effect upon the community as a result of termination at that point.

This redevelopment which will commence with the demolition of the existing buildings at 123 and 125 North Butler, the relocation of the building currently at 121 North Butler to its new location at 520 East Johnson and the excavation for the new garage and the installation of the geothermal piping will proceed in a single phase.



View of 119, 123 & 125 from the Northwest



View of 119, 123 & 125 from the Capitol North Ramp



129, 133 & 135 North Butler



105 North Butler



132 North Butler



View of West Side of North Butler

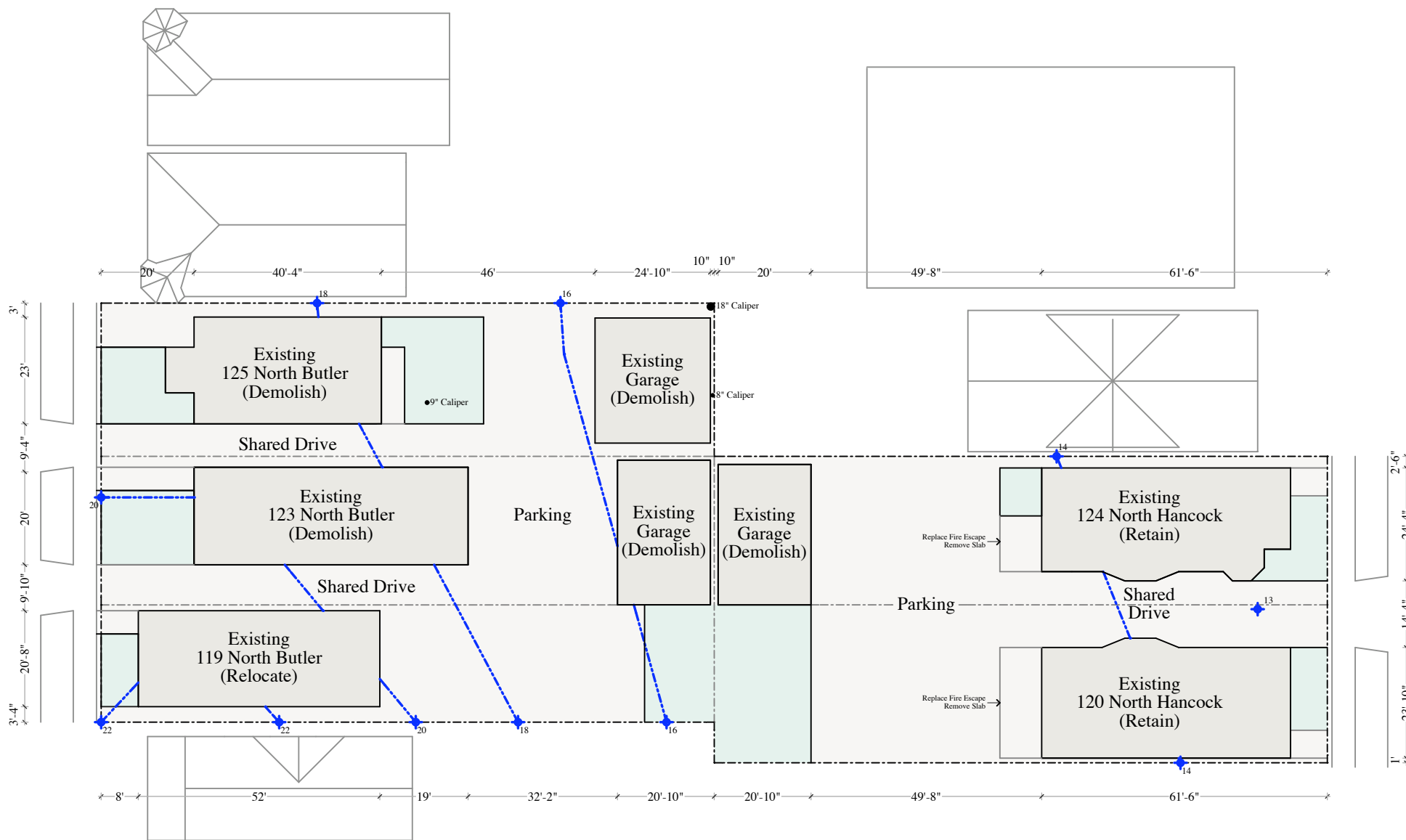


View of 119, 123 & 125 from the East



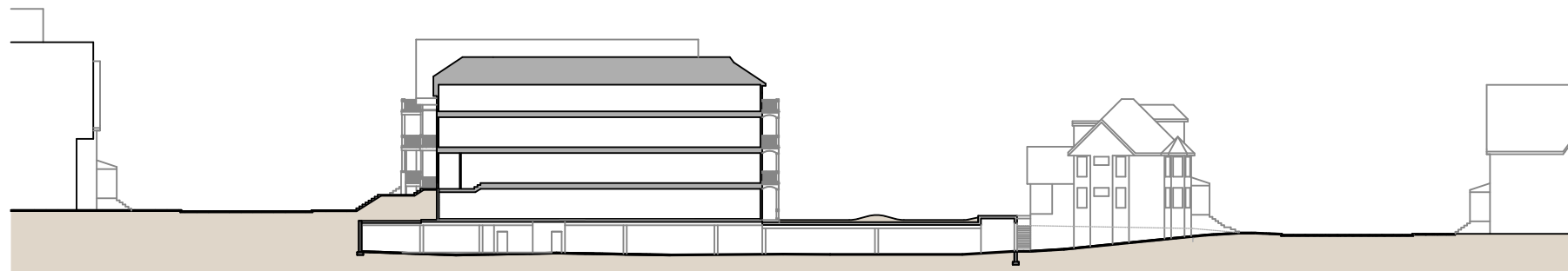
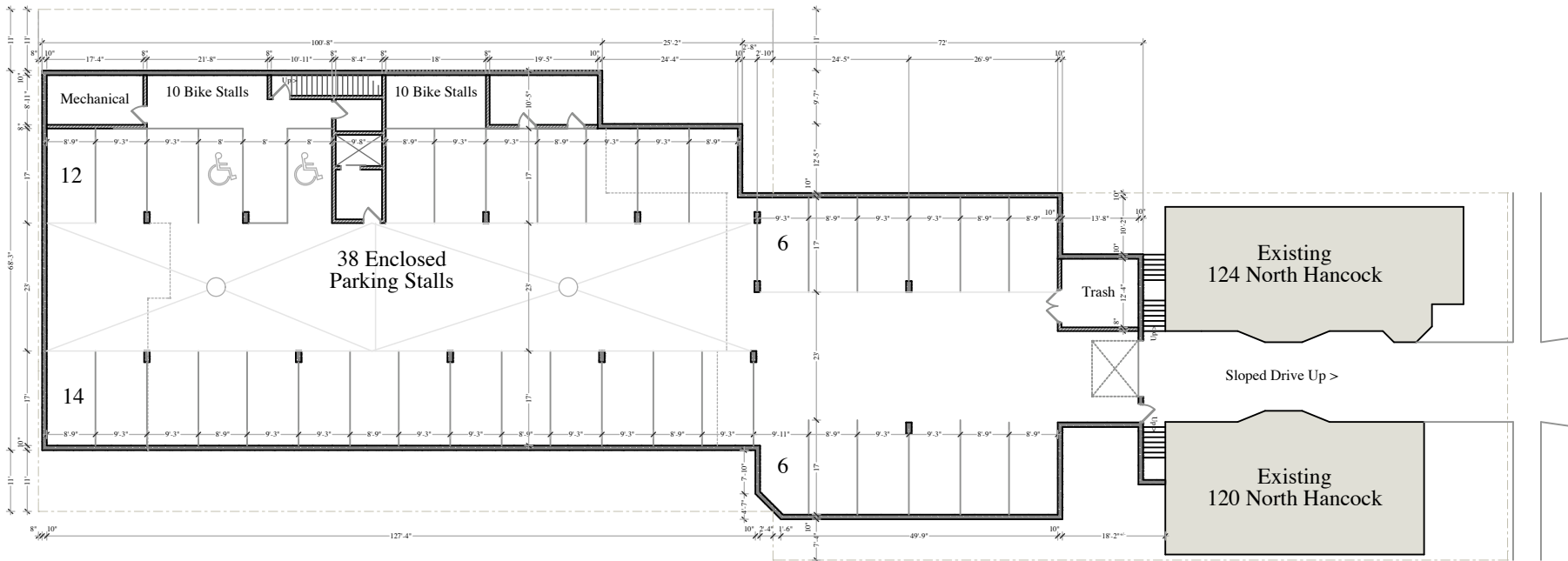
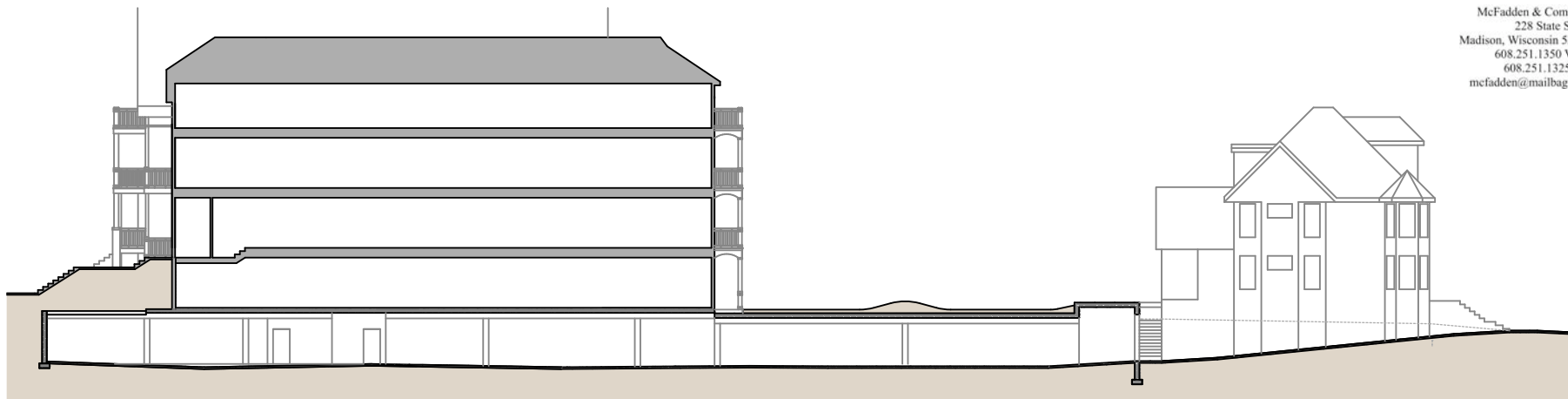
124, 126 & 128 North Hancock

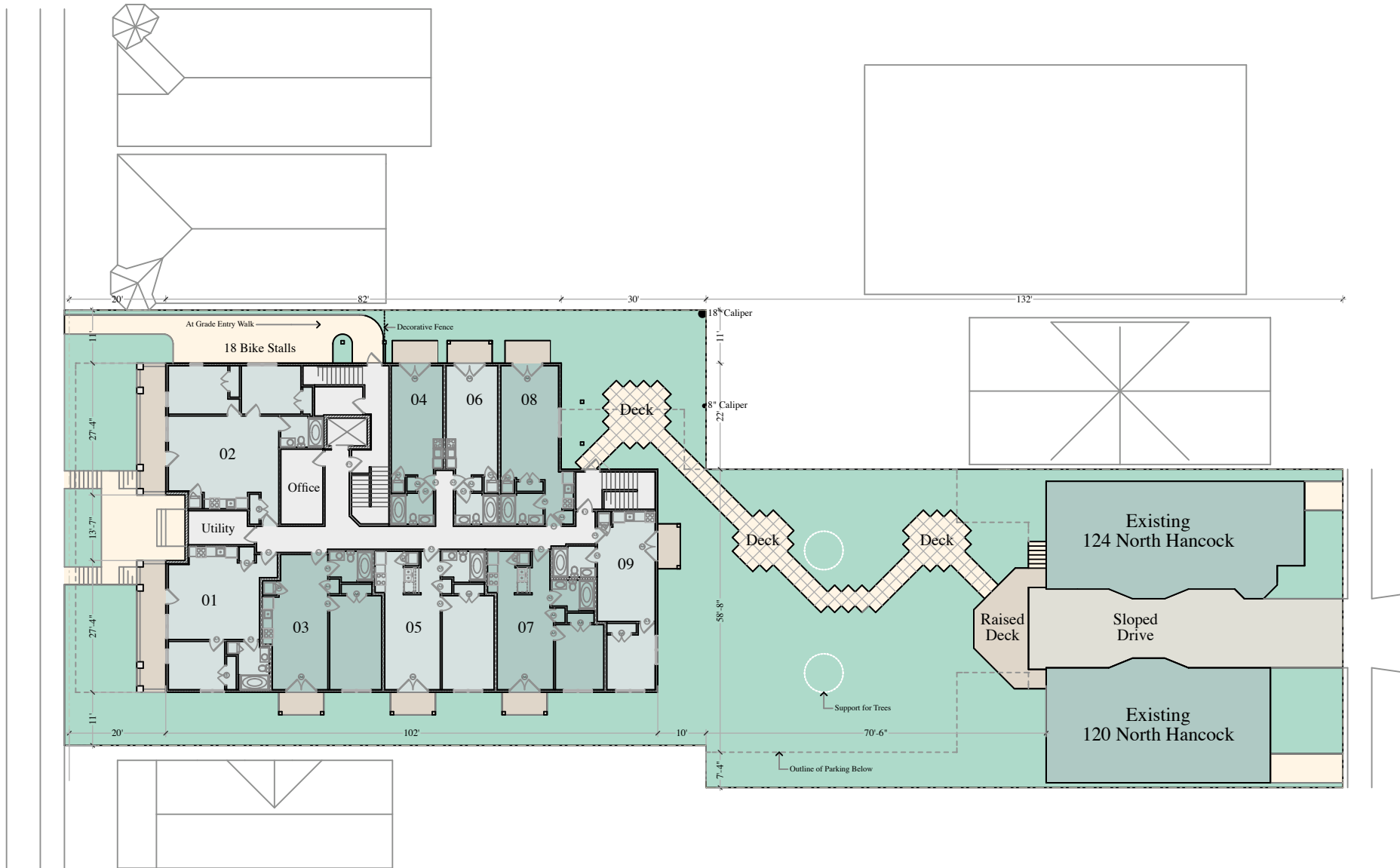
Existing Conditions, 119-25 North Butler, December 10, 2007



Site Data:
 20,625 SF Property
 7,534 SF Building Coverage
 9,313 SF Drives
 1,516 SF Useable Open Space

Existing Site Plan @ 1" = 30'
 119-25 North Butler
 December 10, 2007



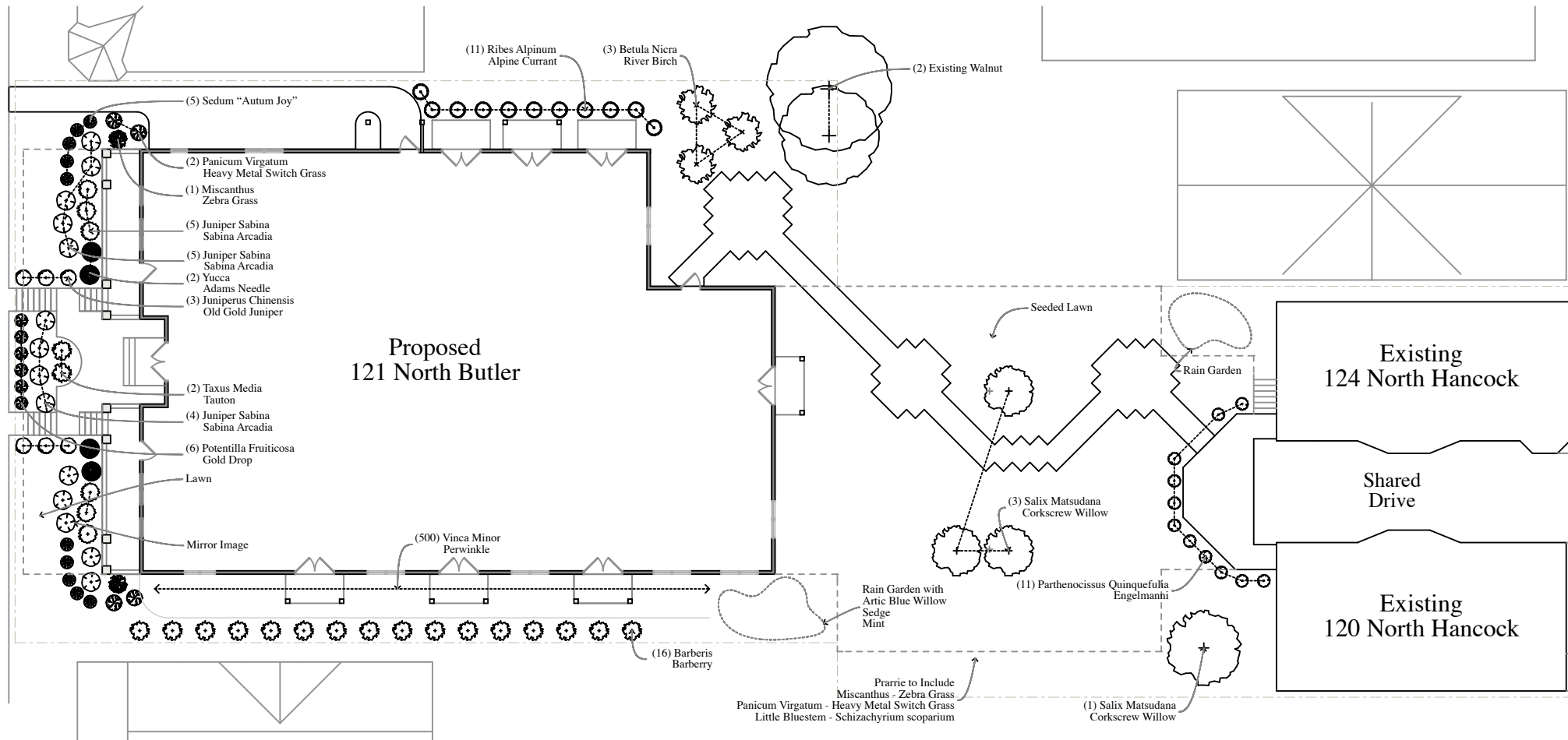


Site Data:
 20,625 SF Property
 8,704 SF Building Coverage (2,236 SF Existing & 6,468 SF New)
 978 SF Drives
 8,110 SF Useable Open Space

Proposed Ground Floor / Site Plan @ 1" = 30'
 119-25 North Butler
 December 10, 2007



Proposed First Floor Plan @ 1/12" = 1'-0"
119-25 North Butler
December 10, 2007





View from the Southwest



View from the Northwest



West or Butler Street Elevation @ 1/8" = 1'-0"
119-25 North Butler
December 10, 2007



North Elevation @ 1" = 12'
119-25 North Butler
December 10, 2007



South Elevation @ 1" = 12'
119-25 North Butler
December 10, 2007

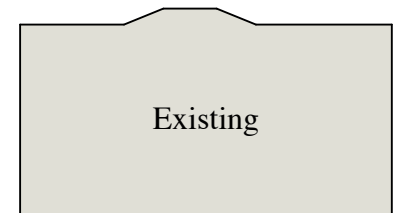
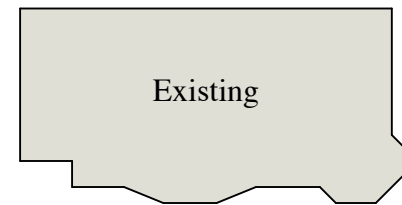


Proposed East Elevation / Garage Section @ 1" = 10'
119-25 North Butler
December 10, 2007





Rendering



First Floor Plan @ 1/12" = 1'-0"