

City of Madison, Wisconsin

**REPORT OF: URBAN DESIGN COMMISSION****PRESENTED:** September 17, 2014**TITLE:** 202 East Washington Avenue –  
Redevelopment of the “Pahl Tire” Site for  
a 10-Story, 146-150 Room “AC Hotel by  
Marriott” in UDD No. 4, 2<sup>nd</sup> Ald. Dist.  
(33109)**REFERRED:****REREFERRED:****REPORTED BACK:****AUTHOR:** Alan J. Martin, Secretary**ADOPTED:****POF:****DATED:** September 17, 2014**ID NUMBER:**

Members present were: Richard Wagner, Chair; Cliff Goodhart, Dawn O’Kroley, Tom DeChant, Richard Slayton, John Harrington and Melissa Huggins.

**SUMMARY:**

At its meeting of September 17, 2014, the Urban Design Commission **GRANTED INITIAL APPROVAL** for a 10-story hotel located at 202 East Washington Avenue in UDD No. 4. Appearing on behalf of the project were Josh Wilcox, AJ Robitschek, representing the North Central Group; and Jeff Lenz. Registered in support but not wishing to speak were Eric Fleming, Brad Mullins and Andrew Inman. Registered in support and available to answer questions were Abbie Moilien and Nathan Wautier, representing North Central Group; Mary Beth Growney Selene and Bridget Growney, representing Ryan Signs, Inc. Registered and speaking in opposition were William Gates, Anne Stoelting and Marilyn Martin. Registered in opposition but not wishing to speak were Franny Ingebritson, Louise Smoczynski and Sharon Stumbras. Registered neither in support nor opposition was Guy V. Martin.

Wilcox presented the updated plans and designs. The building footprint has been modified at the back corner. A gate has been added in the backyard area for exiting only. The generator has been brought closer to the lot line to create outdoor seating looking towards the Lamp House, and the landscaping has been expanded with the overall objective of blending the two properties through the backyards. The ceramic panel has been extended down to wrap the corner to provide more continuity and give it a more modern take. The middle (fulcrum element) and top elements have remained mostly the same. They have added glass on the corner on East Washington Avenue and squared it up, as well as recessed the stairwell component so it integrates better with that corner. As they transition to the backside of the building, the façade has been simplified and they played with the massing by adding windows, reduced the amount of metal on that façade and brought the stone up an extra level. Building materials have changed slightly with lighter stone at the base, the all gray metal has been replaced with a more bronze shade to add more warmth and class to the project. Roughly 50% of the roof structure will be either a blue roof or a green roof; they haven’t committed to either but they have committed to stormwater control. The overall lighting concept remains the same. Signage remains the same also. The Secretary noted that the corner two-sided “AC” sign is basically a wall sign on both street frontages, therefore the canopy sign on the Webster Street frontage provides for two signable areas, which is something that would require a Comprehensive Design Review. The valet stand also has a sign which constitutes itself as a portable

sign and therefore has to be placed on private property. Between 10:00 a.m. and 12:00 Noon, the building has some impact on the light on the Lamp House. The primary view shows that at 11:00 a.m. the shadow is onto the roof of the Lamp House about 5-feet further than what would have been approved as part of the Lamp House study; by Noon they are past that.

William Gates spoke in opposition. He remains concerned that any shade on the Lamp House is detrimental. The traffic and parking issues remain a big issue, specifically pushing parking out into the adjacent neighborhood and daytime deliveries.

Anne Stoelting spoke in opposition. She reminded the Commission of the environment this unique hotel is being placed in. She touched on the photos she had submitted showing traffic problems during the Taste of Madison. This hotel will increase already congested, complicated and unsafe traffic and parking. This will not just magically integrate with the neighborhood because of an operations plan.

Marilyn Martin spoke in opposition. She commended the AC plan and the attention paid to the Lamp House study. The plan also calls for the preservation of the historic character of the block. She believes the AC plan sounds reasonable in theory but would not work in practice. She doesn't see how a valet could maneuver in the highly congested traffic this corner sees. Eliminating on-street parking on Mifflin and Webster could ease this situation somewhat, but that will negatively affect residents who live and work downtown and do not have garage parking. It would also diminish the City's revenue from the parking meters. She stressed that Traffic Engineering should solve the parking problems now rather than take a "wait and see" approach.

Comments and questions from the Commission were as follows:

- The standards for excess height are not met. The biggest thing for me is the standards say the excess height "is compatible with the existing or planned character of the surrounding area," and I cannot find that to be the case.
- I also think these shadow studies are not great.

A motion was made by O'Kroy, seconded by Harrington, to **REFER** based on a finding that the "exceptional design" standards for additional height were not addressed.

Discussion was as follows:

- I struggle with this exceptional design standard, I really feel like that needs to be examined by Planning staff because it's not a reasonable way to make decisions at the Commission level. Quite frankly it was a way to make people comfortable with height, when we should be comfortable with height here. The idea that we're going to put a tall building here and have it be compatible is just not possible, so we either want an urban environment or we don't, and if we want an urban environment we need to stop pretending with this exceptional design and say 10-stories is appropriate. This "exceptional design" is undefinable, I think it's nonsense. I request that as we look at the Comprehensive Plan and as we come up on the time to review the Downtown Plan, that we seriously consider taking out language that we put in as a way to get these through the approval process.
- I was a huge supporter of the Downtown Plan element "plus two on everything" and saying we can't predict things. So when the plan was made 8 seemed comfortable for who knows what develops directly adjacent, 10-stories may be perfectly compatible, but based on what we approved directly adjacent less than one month ago, and based on what we approved for the backside of the block, the Lamp House, this is not a tall block so I don't think the plus two is appropriate on that block.
- I just feel like there is such a difference between this common corner and anything else that you would do on that block. If you take that in the context of East Washington and the Capitol Square and the US

Bank across from there, and frankly condos right down the street, it is appropriate. This is a quasi-public use, hotels have an important presence in the urban environment and I think it's appropriate at this corner to have height.

- I'm somewhat in between this discussion because I do think potentially 10-stories is OK on this site, and basically the City Council adopting the plans have said it's potentially OK. It leaves it open to this, I admit, difficult standard of what's exceptional design and that's the kind of thing that lands on our table here. In thinking about the AnchorBank project further down on our agenda, that I can tell, that is an exceptional design. When I look at this, it's not quite the same "wow" so it's a more difficult thing to weigh the "exceptional design." The question is are the improvements enough to get it to that judgment area where you can make that decision. That's where it comes down to why we have boards and commissions.
- I struggle with the exceptional design. It's gotten much better. I agree we're either urban or we're not. I think putting the glass on the corner helped a lot, I'm a little concerned about lighting at night on the surface, but the height in and of itself does not disturb me.
- Is there a courtesy van? And where does it park?
  - Yes, it'll either be in the ramp or it'll circulate.
- It won't be in the queuing area? The reason I ask is that on West Washington we have a courtesy van destroying the view on West Washington all the time. This is hardly the big issue but it is an issue, as long as it's picking people up but not parked, it's too congested to park there.
  - Per the Traffic report it's not allowed to be parked there.

The motion to refer failed on a vote of (3-4) with O'Kroley, Harrington and Goodhart voting yes, Huggins, DeChant, Slayton voting no, with Chair Wagner voting no to break the tie.

- I think there's a lot of issues with this project still to be worked on, I think they've done as much work here as they can. The Plan Commission is the next place that these things will be worked out.

**ACTION:**

On a motion by Huggins, seconded by DeChant, the Urban Design Commission **GRANTED INITIAL APPROVAL**. The motion was passed on a vote of (4-3) with Huggins, DeChant and Slayton voting yes, O'Kroley, Harrington and Goodhart voting no, with Chair Wagner breaking the tie.

**URBAN DESIGN COMMISSION PROJECT RATING FOR: 202 East Washington Avenue.**

	Site Plan	Architecture	Landscape Plan	Site Amenities, Lighting, Etc.	Signs	Circulation (Pedestrian, Vehicular)	Urban Context	Overall Rating
<b>Member Ratings</b>								

**General Comments:**

- We need to define urban! Height is inappropriate given what else has been approved for this area.

## Firchow, Kevin

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**From:** Matthew Zmudka [REDACTED]  
**Sent:** Monday, September 22, 2014 3:58 PM  
**To:** Firchow, Kevin; Zellers, Ledell  
**Subject:** 202 E. Wash proposal

Hi Kevin and Ledell,

I won't be able to make it to the Plan Commission tonight and realize this is extremely belated, but as a resident of District 2 would like to offer my tentative support for the Pahl Tire proposal. The traffic management on Webster St. relies on active involvement from the hotel staff and TE's requirements must be enforced. However, I really don't think the volume of traffic will have a significant impact on the neighborhood, and the increased pedestrian traffic will be a definite asset to a dead corner.

As Madison grows, I think it is responsible and efficient to promote growth adjacent to and using the resources of our central city. I look forward to a quality hotel allowing visitors to explore downtown and James Madison Park.

Thanks,  
Matthew

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Matthew Zmudka

[REDACTED]@ [REDACTED]

Cell: ([REDACTED])

[DRAFT]

September 10, 2014

**REQUEST FOR HEIGHT MAP MODIFICATION**

HAND DELIVERED

CITY OF MADISON  
DEPARTMENT OF PLANNING & PARCEL  
215 MARTIN LUTHER KING JR. BLVD., RM. LL100  
MADISON, WI 53703  
ATTN: KEVIN FIRCHOW

Re: 202 E. Washington Avenue ("202 East") and 15 N. Webster ("15 North"), Madison, Wisconsin as shown on Exhibit A (together, the "Development Parcel")

Dear Kevin:

We submit this letter as a supplement to our request for rezoning of the Development Parcel to a Planned Development District. This letter summarizes our application for height in excess of the differing height standards currently prescribed for the Development Parcel as shown on the Downtown Height Map attached as Exhibit B (the "Height Map"). The Height Map currently provides a maximum height of 8-stories with an allowable 2-extra stories on 202 East and 6-stories on 15 North.<sup>1</sup> The Report of the Lamp House Block Ad Hoc Plan Committee (the "Lamp House Block Report"), which has been adopted as a supplement to the City's Downtown Plan, concurs with the Height Map with the caveat that any "height above 4 stories should require a shadow study to ensure meaningful sunlight reaches the Lamp House rooftop at the equinoxes." All of the recommendations of Lamp House Block Report, including the recommended building heights, are made with the larger goal of achieving a vision for the Lamp House Block resulting in "a thoughtful and vibrant built environment that...recognizes the potential economic value of heritage tourism for the Lamp House when accessible to the public."

As an alternative to the current Height Map, our application for excess height respectfully requests a modification to accommodate 10-stories on less than 4,500 square feet of the Development Parcel as shown on Exhibit C (the "Requested Standards"). In addition to allowing the development of an exceptionally-designed and higher quality building than could be achieved without the additional stories, we believe the Requested Standards result in a more compatible

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<sup>1</sup> A prior developer had proposed a hotel development located entirely on the 202 East Washington lot. That proposal was withdrawn due largely to traffic and other logistical concerns. Subsequently, a 6-story multi-family development located on North Webster Street has been approved (the "Rouse Project"). In order to address the logistical concerns presented by the original hotel development and avoid an "orphaned" property between the Rouse Project and this development, we were encouraged by the City to include 15 North Webster as part of the Development Parcel.

development with neighboring properties that facilitates the adopted goals of the Lamp House Block Report by promoting heritage tourism through the creation of the first publicly-accessible pedestrian path to the Lamp House and guestrooms overlooking the Lamp House while still ensuring meaningful sunlight reaches the Lamp House rooftop at the equinoxes. We would also be willing to establish a room package that would further promote and celebrate the Lamp House history and Frank Lloyd Wright influences on the block. To that end, it is our belief that the deviation from six to ten stories on 15 North is consistent with the report's vision and will allow us to proceed with a project honoring and respecting that vision.

In reviewing our application, please consider the following:

#### Specific Standards for Review of Excess Height Applications under Planned District Developments

The City's Zoning Code specifically allows the Plan Commission to grant approval for applications of height in excess of the Height Map if it finds each of the following conditions present:

1. The excess height is compatible with the existing or planned (if the recommendations in the Downtown Plan call for changes) character of the surrounding area, including but not limited to the scale, mass, rhythm, and setbacks of buildings and relationships to street frontages and public spaces; and
2. The excess height allows for a demonstrated higher quality building than could be achieved without the additional stories. 28.098(2)(g)(1 & 2).<sup>2</sup>

Understanding the above standards should consider the recommendations made by adopted plans (discussed in more detail below), we believe our aggregate land-use submittal (including, contextual photos and renderings of our proposed building) provides ample support for a finding of compatibility between our proposed project and its surrounding built (and to be built) environment. Similarly, the second standard can be met by itemizing the multiple building enhancements included in this project. Namely, the architectural design, existence of underground parking, green build features (including the large green-roof canopy), omission of 'walpaks', incorporation of 15 North, 360-degree treatment of the exterior façade and high quality of interior fit and finishes are all demonstrative building qualities unachievable by a privately-financed development lacking the requested additional stories.

#### General Plan Recommendations and Lamp House Block Vision

More generally, the Planned Development District standards include a requirement to "facilitate the development or redevelopment goals of the Comprehensive Plan and of adopted neighborhood, corridor or special area plans" 28.098(2)(b). While our project meets the goals of both the Comprehensive Plan and the Downtown Plan, this letter focuses on how the Requested Standards facilitate the recommended goals of the Lamp House Block Report. While the Lamp House Block Report does not focus specifically on 15 North or 202 East, (as neither is adjacent

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<sup>2</sup> Standards 3 & 4 are not listed as they are not applicable to this project.

to the Lamp House parcel), it does provide an overall four-point vision for the entire Lamp House block.

Those four points are aimed at achieving "a thoughtful and vibrant built environment that:

1. Balances historic preservation and economic development values by encouraging appropriate development around the Lamp House; and
2. Recognizes the potential economic value of heritage tourism for the Lamp House when accessible to the public; and
3. Preserves the residential character of the area immediately around the Lamp House by retaining the compatible residential scale and feel of surrounding buildings; and
4. Protects Frank Lloyd Wright's design for the Lamp House on its original site, including associated views to the house from the street and from the house to Lake Mendota, as well as the "outdoor room" created around the house by its distance from the surrounding buildings."

With the foregoing vision in mind, the Lamp House Block Report recommends no changes to the Height Map (for the area that includes the Development Parcel) but provides that any buildings with a "height above 4 stories should require a shadow study to ensure meaningful sunlight reaches the Lamp House rooftop at the equinoxes." As shown by the shadow studies attached as Exhibit D, the Requested Standards allow meaningful sunlight to reach the Lamp House rooftop. As a point of fact, approval of the Requested Standards will create additional shadowing upon the rooftop an average of 1.5 additional hours (between the hours of 10:15 a.m. and 11:45 p.m.) during the equinoxes. The proposed building also provides significant setbacks along the back portion of 15 North as recommended by the Lamp House Block Report (See Exhibit C).

While the shadow impact is minimal, our proposed project's positive impact in facilitating the larger vision of the Lamp House Block Report cannot be understated, namely, our unique combination of promoting heritage tourism through Lamp House themed room packages and creating opportunities to experience currently unavailable views of the Lamp House. Our project as proposed will create new views to the Lamp House from the first publicly-accessible pedestrian path as well as guestrooms overlooking the Lamp House. The guestrooms will also provide hotel guests the opportunity to have the same type of view sheds envisioned by Frank Lloyd Wright when he designed the Lamp House.

We greatly appreciate you taking the time to review our request. We are available at your convenience to more fully discuss this request and our development plans.

Respectfully submitted,



Exhibit A  
Development Parcel

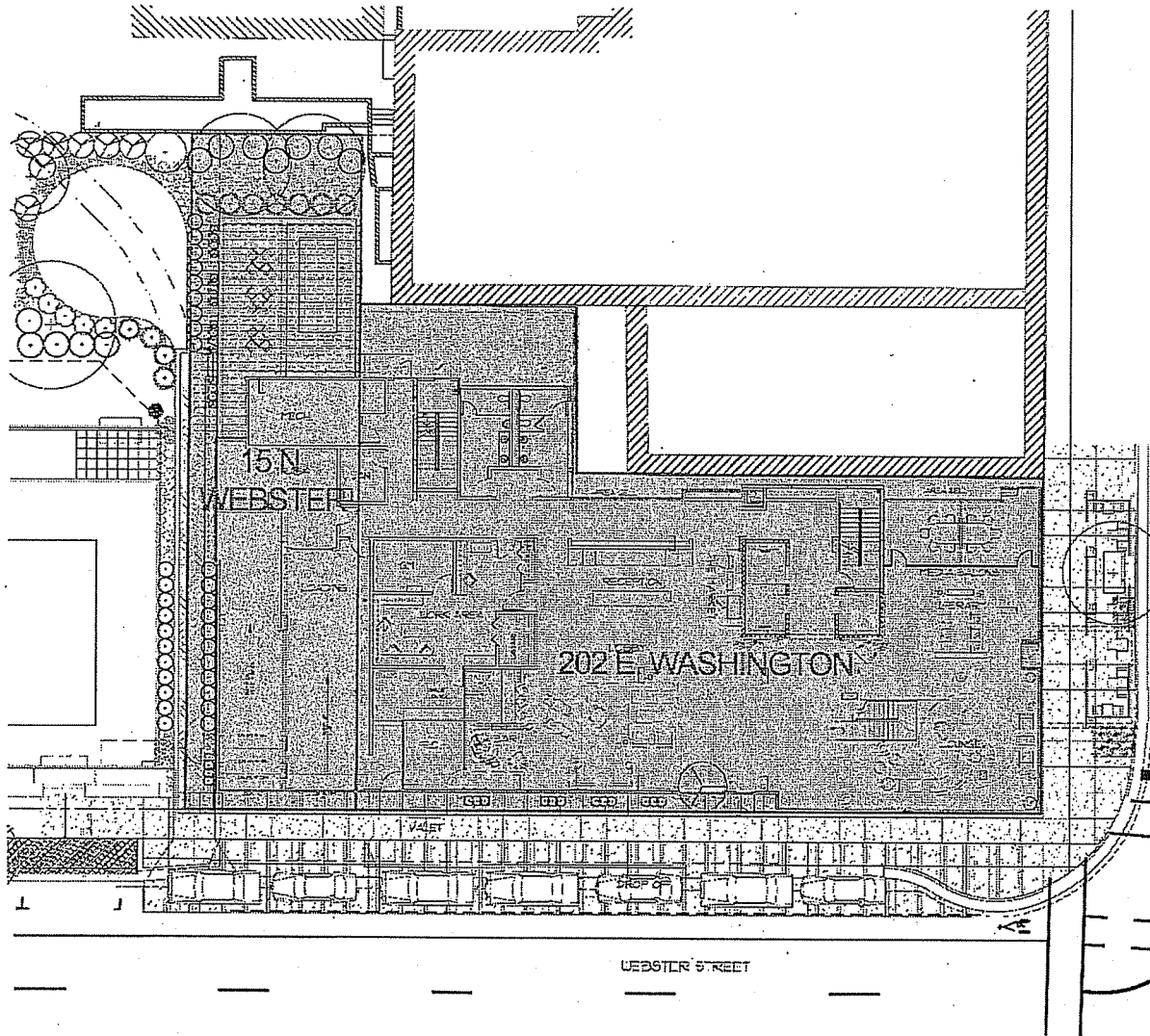
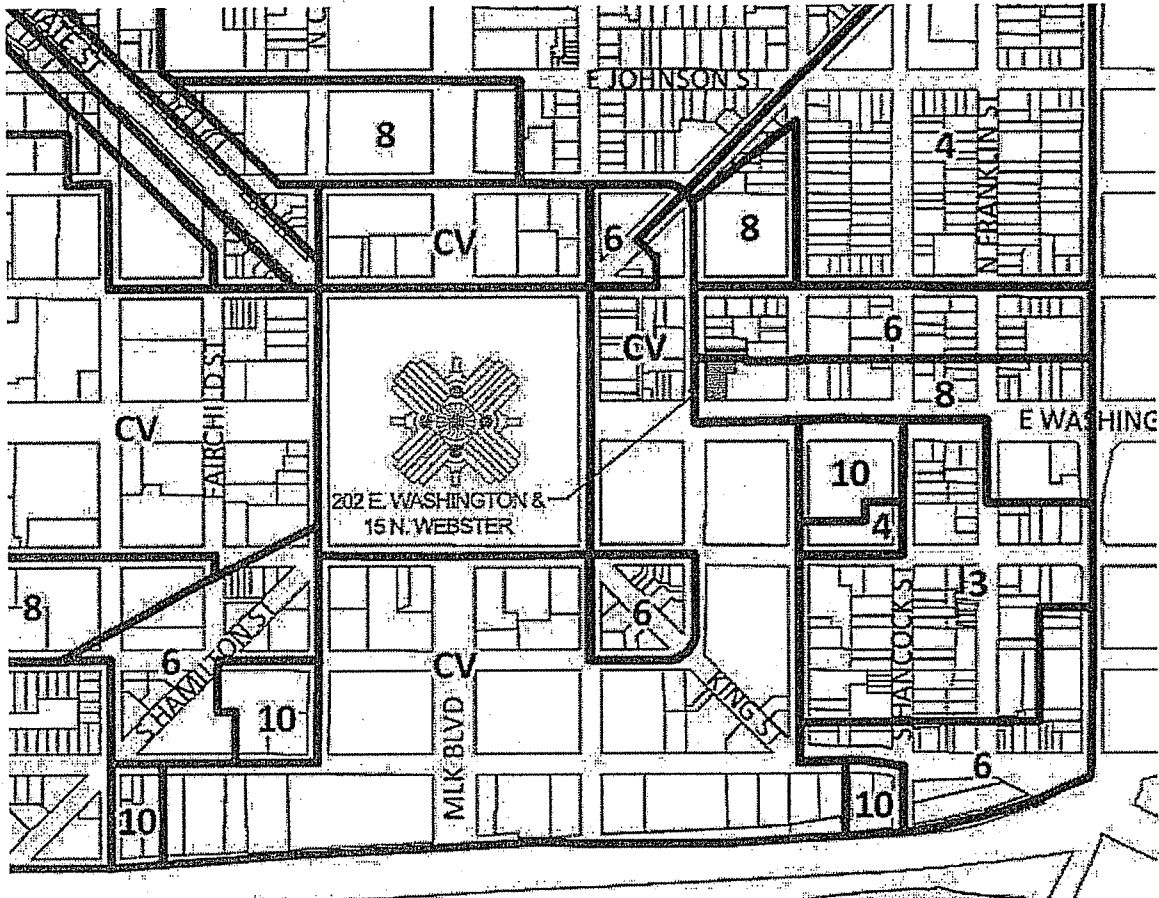
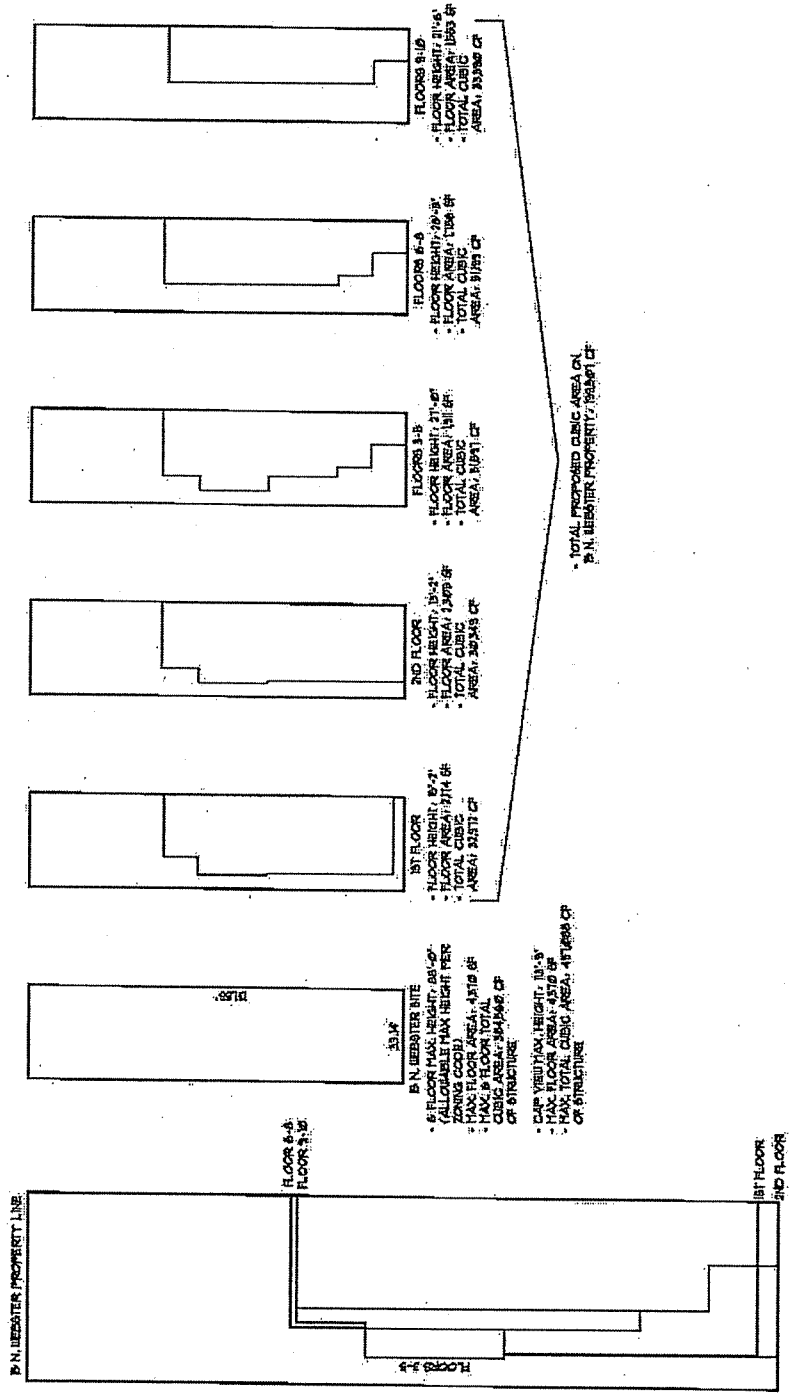


Exhibit B  
Current Height Map



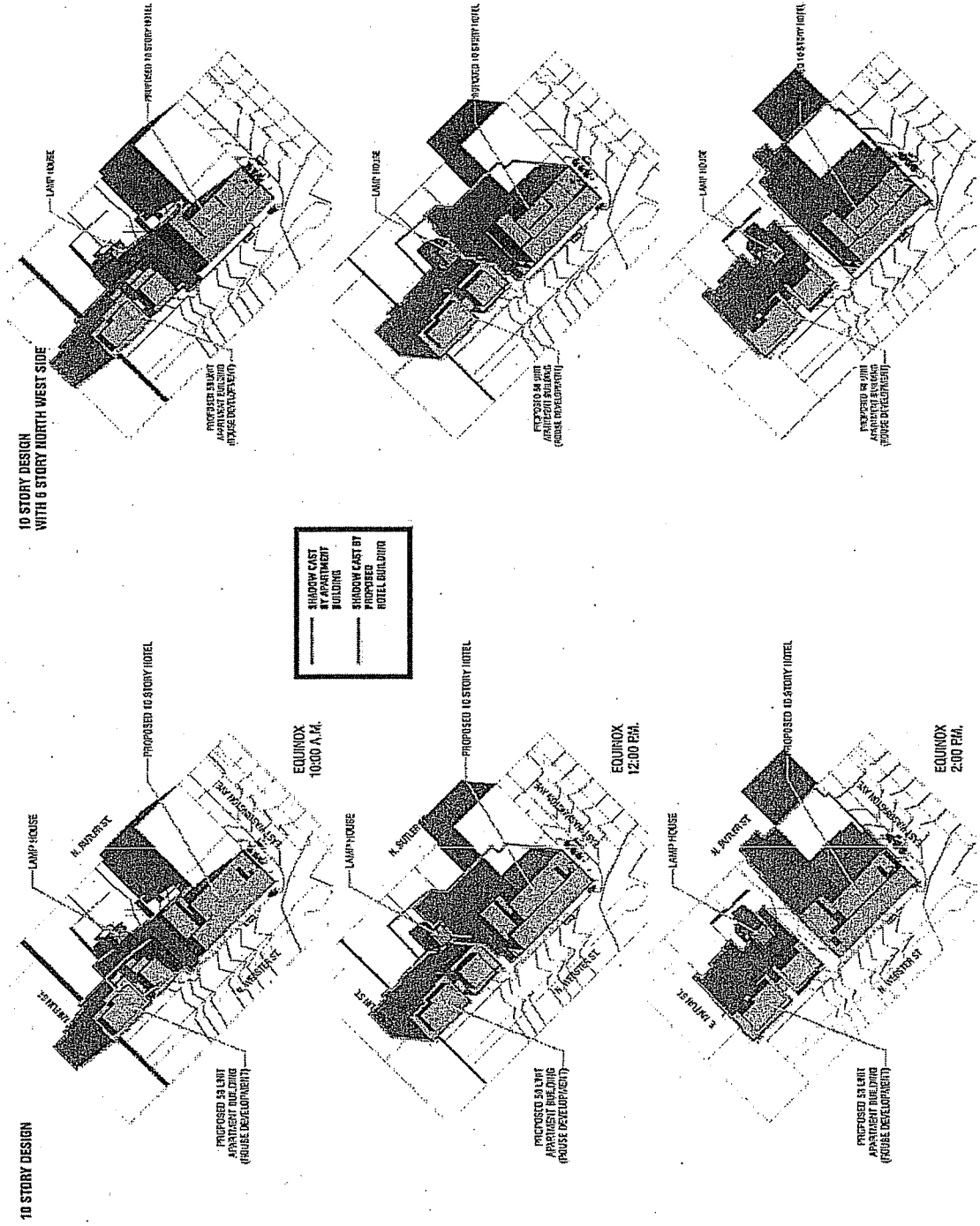
# Exhibit C

## Requested Standards



# Exhibit D

## Shadow Studies



FROM: Nan Fey  
TO: Members of the Plan Commission and Staff  
RE: North Central Group's Hotel Project on the Lamp House Block  
Legistar #35010 and #34641  
DATE: September 22, 2014

I regret that I was unable to attend the Urban Design Commission meeting at which the proposed hotel project at the corner of East Washington Avenue and Webster Street was considered, and that I also have a conflict with your meeting this evening. It's clear from the close vote by UDC, and the Planning Staff's report that you have before you a complex set of issues to sort through. There's just one that I wish to speak to - the integrity of "plans" in the City of Madison.

As chair of the Plan Commission during the years in which the City wrote its first Comprehensive Plan, the Downtown Plan and rewrote its outdated Zoning Code, I've seen first hand the interplay of the many tools we have available for "land use planning" especially in the central city. The relationships between and among them frequently need to be balanced in delicate ways when particular projects are proposed by the private sector in our community, and it's challenging to anticipate the many issues that might arise in a particular location in advance.

That said, perhaps more thought and analysis has been given to Block 109 than any other in the city because of the landmark Lamp House, placed near its center by Frank Lloyd Wright in 1903, and on which a significant number of its neighboring buildings on the Mifflin and Webster Streets sides of the block existed at the time it was built. This heritage block is so special that it was the subject of intense study by an Ad Hoc Committee that I chaired, and I hope you have all reviewed the recommendations in its report, specifically with respect to the building heights on East Washington Avenue and Webster Street, which are unchanged from the Downtown Plan.

We asked only one thing of developers who might choose to build on this corner of the block - that their designs allow for "meaningful light" to fall on the Lamp House rooftop garden. To allow flexibility in how this goal might be achieved, we modeled gaps between potential buildings and suggested that any large building situated on the Pahl Tire corner, which could be as tall as 8 stories on the East Washington Avenue side & corner (with the possibility of 2 bonus stories in the event of "exceptional design" qualities) but should be stepped down along Webster Street to meet the 6 story more residential height specified in the Zoning Map. The current proposal asks the Plan Commission both to override the Webster Street height limit (nearly doubling the height allowed) and to grant 2 bonus stories on the East Washington Avenue to the maximum height permitted. I strongly urge the Plan Commission to reject the current proposal.

I am well aware that the Plan Commission has the power to over-ride existing land use plans but every time it happens the community wonders, quite understandably, what weight these plans really have and why we bother to write them if policy-makers are free to ignore them. A project approved on Iota Court in 2012 was a particularly troublesome example involving the demolition of contributing buildings to the Langdon Historic District, and this month a project on Williamson Street was appealed to the Common Council because it violated a height limit recommended in the applicable special area plan – the fact that these decisions have been upheld doesn't diminish the toll they take on the confidence of the community in our planning processes.

Clearly the hotel being proposed here is a creative concept but, while some "improvements" have apparently been made since its initial proposal, the current design simply does not meet the building heights specified in the applicable planning documents. I have confidence this development team will find a way to work within the existing height limits on this block if it is required to do so.

I urge the Plan Commission to either place the current proposal on file, or refer it with specific instructions that revisions must comply with the Downtown Plan and the Lamp House Block Plan adopted as a supplement thereto. Thank you.

Nan Fey  
444 West Wilson Street  
Madison, WI 53703

**To City of Madison Plan Commission**

September 22, 2014

#34641

Downtown Madison, Inc. (DMI) is a membership organization that focuses on the health and vitality of downtown Madison. Over the years, we have not been involved in the details of specific developments. We have, however, been involved with (and supportive of) the re-development of specific areas of the downtown. An example is the Edgewater Hotel and the Anchor Bank corner. See our statements below:

***Anchor Bank Redevelopment***

*June 17, 2014*

*DMI supports the proposal to redevelop and expand the Anchor Bank corner of the Capitol Square. The many benefits that the proposed mixed-use project will bring to the S/W quadrant of the Capitol Square will complete the work that began 15 years ago to renew and redevelop Capitol Square to provide enhanced commercial space, housing, entertainment, retail and parking opportunities.*

*DMI encourages the City to engage in a collaborative process with the developer to identify a mutually acceptable financial model to provide affordable underground parking that will allow this proposed project to advance.*

***Edgewater Redevelopment***

*March 17, 2009*

*DMI supports the concept of expansion/redevelopment of the Edgewater property for its economic development benefit and we endorse the concept relative to enhancing public access to Lake Mendota and possible TIF benefits such as for historic preservation in Mansion Hill. We expect further city and neighborhood processes to review design issues.*

**202 West Washington/15 N. Webster sights**

In the case of the West Washington/N. Webster sight, DMI supports the redevelopment of this sight for a much needed urban Hotel in downtown Madison. We also very much support the plans for Hotel parking. Partnering with the City of Madison Parking Utility creates a win for both the City and the Developer.

The City of Madison Traffic Engineering Division reviewed the subject development and has the following comments:

### MAJOR OR NON-STANDARD REVIEW COMMENTS

Comments are specific to the project, which may require additional work beyond a standard, more routine project.

1. For Traffic Engineering to support the project at 202 E Washington Ave the following comments must be accepted and complied with as written. If the comments are removed or altered the site will create traffic and parking demands disproportionate to the facilities and improvements designed to meet those demands as well as negatively impacting public safety and use of the public Right-of-Way.
2. The applicant shall submit a Parking Operation Plan, address each of the below comments, for review and approval by the City Traffic Engineer.
  - a. Include the number and location of all parking spaces that are to be used by the valet.
  - b. Provide for a minimum of 4 Valet attendants at all times during peak check out/ check in times. Applicant shall provide data from similar hotels to determine the proper hours of peak check out/ check in times. If the Traffic Engineering division determines the applicant has failed to provide sufficient data to justify reduced staffing levels, 4 valet attendants shall be required at all times. If the applicant does not provide a proper number of valet attendants, vehicles are likely to double park in the bike lane and travel lane. Double parking will negatively impact the safety and operation of the public Right-of-Way.
  - c. As a part of the parking operation plan the applicant shall include language referencing valet parking service which shall be complementary. This is to be done to ensure the proper and orderly circulation of a loading zone. Failure to do so could create a situation for the conditional use that is detrimental to or endanger public safety. It is the professional determination of Traffic Engineering that if this site were to proceed with a self-parking option this site will not meet the standards for approval.
  - d. Reserve a minimum of 4 spots in the loading zone for arrivals/departures of guests checking in/out. Valets shall be instructed that these spaces are not to be used as vehicle storage at any time. If the designated valet spaces are occupied, the valets shall not stop until such time as valet spaces are available. Failure to do so will negatively impact the safe and orderly operation of the public Right-of-Way.
  - e. The applicant plans to block the entrance to their loading dock as part of their current Parking Operation Plan. As such a condition of approval shall be that no deliveries are taken at the hotel from the hours of 6 A.M. to 9 A.M. and from 3:00 P.M. to 6:00 P.M. Monday through Friday. The applicant shall refuse deliveries from any vendor that arrives during those hours.
  - f. Applicant plans to lease space from parking ramps for which they have no control. When the leases for the parking ramps change in either number of spaces or location, applicant shall revise their Parking Operation Plan and have it approved by the City Traffic Engineering Division. This shall include redoing any necessary parking studies as determined by the City Traffic Engineering Division. All





1. The development as proposed will increase pedestrian congestion and conflict between pedestrians and guests using the valet service. The applicant shall provide a permanent 3 foot sidewalk easement for the length of the property along Webster Street to mitigate the impacts to the public right of way.

### **Parking Utility Comments**

If you have any questions regarding the City Parking Utility comments below, please contact Bill Putman, Parking Utility at 608-266-6528.

2. None

### **GENERAL OR STANDARD REVIEW COMMENTS**

3. 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.
4. 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.
5. 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.
6. All parking facility design shall conform to MGO standards, as set in section 10.08(6).

Please contact Eric Halvorson, City Traffic Engineering at 608-266-6527 if you have questions regarding the above items.

DCD:SAL:EPH