

City of Madison, Wisconsin

REPORT OF: URBAN DESIGN COMMISSION

PRESENTED: March 9, 2016

TITLE: 1801 East Washington Avenue – New Development, One 4-Story Building Containing 228 Apartment Units and 8,900 Square Feet of Commercial Space in UDD No. 8. 6th Ald. Dist. (40143)

REFERRED:

REREFERRED:

REPORTED BACK:

AUTHOR: Alan J. Martin, Secretary

ADOPTED:

POF:

DATED: March 9, 2016

ID NUMBER:

Members present were: Richard Wagner, Chair; Cliff Goodhart, Dawn O’Kroley, Tom DeChant, John Harrington, Lois Braun-Oddo and Michael Rosenblum.

SUMMARY:

At its meeting of March 9, 2016, the Urban Design Commission **GRANTED INITIAL APPROVAL** of one 4-story building containing 228 apartment units and 8,900 square feet of commercial space in UDD No. 8 located at 1801 East Washington Avenue. Appearing on behalf of the project were Michael Campbell, Brandon Davis, Luke Haas, Mike Bach, Jeff Vercauteren, representing Campbell Capital Group/M-M Properties; Cathy Debevec, Bill Breisch and Dorothy Breisch. Registered and speaking in opposition was Anne Walker. Registered neither in support nor opposition and wishing to speak was Ed Jepsen, representing Friends of the Yahara River Parkway. Campbell discussed the outcomes of various meetings the team has had over the last several months, with both neighborhood residents and the City. The corner of East Washington Avenue and Yahara has been re-graded, eliminating the railing, removed hardscape and raised the tower to open the corner up and is more at street grade. The architecture is simplified and cleaner to be more urban contemporary look. The river side of the project shows the building stepped down to address better the nearby single-family residences and widened the area. Stoops have been added to the Main Street townhomes to engage the public street and open it up to the neighborhood. Plantings will separate the private use from public use. Garden space will be made available for rental to the residents. Along the Main Street exterior they moved the sidewalk further away from the back of the curb to allow for the existing trees that are there to remain. Overall they will reduce the amount of impervious area as it exists today, with the internal courtyards, perimeter greenspace. Just by the nature of the development it will reduce the amount of run-off, and they have underground detention on both Main Street and East Washington Avenue. Hardi reveal panels will be used.

Anne Walker spoke as a nearby resident. She appreciates the improvements on the Main Street side. This is an area that is park and greenspace-deficient. She shared information from the Marquette-Schenk-Atwood Neighborhood Plan of 1994. She mentioned “bright lights, big city” and the peacefulness of the Yahara River Parkway and the lighting concerns this project also brings up. The architecture should reflect the style of the area. This development proposal is the wrong fit in this location.

Ed Jepsen spoke to the need for more parkland with the increase in density. One of the issues with this proposal is the section between East Main Street and the plaza; there isn’t enough separation between the private space

and the public space. If you compare this building to Riverview Apartments, River's Edge Apartments or Yahara Landing, all of those have separations of 20-feet, 40-feet, 45-80-feet. There could be a better solution for this corner.

Bill Breisch spoke as a 40-year nearby resident. He found the original design proposal to be thoughtful and very compatible with the neighborhood. Revisions made from those plans were also very thoughtful. The townhouse appearance and colors are very compatible and attractive.

Cathy Debevec spoke mostly in favor, with some reservations. She appreciates the increase of residential in the area, the public pathways and the buildings on East Main Street that will mesh well with the existing residences. The loss of tree canopy due to the power lines is of great concern to her. She mentioned the importance of night sky lighting.

Heather Stouder of the Planning Division discussed the staff report and what the Urban Design Commission could comment on:

- Review and acknowledgement of the need for a driveway from East Main Street as it pertains to the related guideline in the Parking and Service Areas section of the ordinance.
- Acknowledge that the specific species and placement of trees in the public right-of-way will be determined by Forestry staff at a later date. Make clear to the applicant any expectations for further coordination regarding street trees prior to final approval.
- Affirm the adequacy of the setback on East Main Street as proposed.
- Review of the adequacy of landscaping on all sides of the building, particularly along the East Main Street frontage.
- Review of the lighting details provided, and a request for further detail on the on-building lighting.
- Discussion on the types of cementations panels, including clarification on whether board and batten panels are still being proposed.
- Views of all elevations of the building (particularly east facing the railroad), as well as all of the interior courtyard elevations, for the Commission's review.

Comments and questions from the Commission were as follows:

- It does raise the question of the auto repair business there right now. What does the plan for East Washington Avenue call for for that particular parcel?
 - (Staff) Right now the Capitol East Gateway Corridor Plan calls for primarily employment uses on that entire half of the block. As staff we put forth a proposed plan amendment to change that from primarily employment to community mixed-use, to support this project. We have proposed to extend that change to the auto dealership property; at this point the owner is supportive of that. In the future we would envision a range, a mix of uses could be proposed for that site. It's about 90-feet deep and we do see it as a potential opportunity for sharing parking with this development.
- (Rummel) Can you respond to Ed's point about the other uses along the river that are set back further than this proposal, and has staff talked about that?
 - (Staff) We have talked about it a little bit. In regards to UDD No. 8 and how that was crafted, our ordinance requires a setback from the Yahara River Parkway ranging from 0-10-feet. The UDD No. 8 ordinance has a minimum and maximum setback, which staff is strongly supporting exceeding that maximum. Right now the building is placed between 11-27 feet from the Yahara Parkway. But given the ordinance we did not have a way to really push for a much greater

setback, particularly when the height of the building is 3-stories along that tightest part along the Yahara.

- Can you speak to the Main Street setback and what is the issue with that, according to our City Attorney?
 - (Staff) This is something that's confusing as the ordinance is currently written. For all of Main Street it looked like the intended setback was 15-feet and yet there's a note at the bottom of the table that says east-west streets that aren't East Washington have a setback of 5-20-feet, so it provides a much greater range. We think it's an internal conflict in the ordinance and that it should probably be clarified moving forward, particularly as things start to happen elsewhere along Main Street. For this particular proposal we felt like the 5-10-setback being proposed is certainly reviewable, it's a conditional use, the Urban Design Commission can certainly weigh in on that. We think that it's probably OK given the fact that it's a 2-story residential façade facing East Main Street, and that there's a relatively wide terrace (12 or more feet wide), which provides more breathing room between the building and the curb.
- Have you made any decisions about green roof amenities?
 - Currently we're not proposing a full green roof. We have a sky lounge in one corner with some greenery on that deck.
- Those two stair towers that face the river, can you describe the glass? It seems like a potential lighting spill all night long.
 - Right now it's some type of tinted glass. If it's a concern we could rotate the windows around so they are internal and the light doesn't spill out onto the river, or we could eliminate them. We like those windows.
- We didn't have enough information to report back on the lighting plan.
- You're coming along nicely. Your tree species list. I would really encourage some large canopy trees, not just for aesthetics. I do think the setback on Main Street is too small. Provide large canopy trees and use more White Oaks on all sides.
- The tree spacing is fine.
- I would really encourage you to rethink the landscaping along Main Street where you have 60+ feet of daylilies. I would recommend some Hostas in there, it's just too much otherwise. I don't mind some daylilies, just not the entire stretch.
- On the deck it looks like it's going to be very hot. You need some kind of shading in there.
 - That was really just to show where we were going to do the sky lounge.
- Need trellis(s) to handle the heat.
- Particularly along the river, could you provide a comprehensive plan showing your landscape, your topography, your lighting? Because whether your property is park-proper or what the setback is, that really should feel like a park and a continuous stretch along the Yahara. And check your photometrics to be sure you're not spilling light off your property, particularly at the river.
- Try to help us understand the whole river/building interaction. We need more details on the bike path and river area with other relative context to the project.
- Is the sky lounge just for the residents?
 - Yes, just for the residents.
- The fencing at these internalized courtyards, if you could make the case to how necessary that is and why it can't feel more like a public space just because you've internalized so much of your greenspace.
 - We don't want this to be a 24-hour situation. We still have security issues, like a park has hours, but this is private but we're allowing the public to use it. So if it's fenced, look at how you're landscaping this and how you're not creating a barrier, and how it can feel like a continuation of this public park-like space, even if it is fenced and you shut the gates, just so it doesn't look like such a hard barrier.

- The lack of trees on the Main Street setback – it's important to get some tall canopy tree plantings.
- The District does require trees on your property, that meet certain standards and still meet Fire access. Right now you virtually have none that are not part of your private property along Main Street except for the courtyard.
 - The reason we don't is because of the 5-foot setback.

Again, the issue of whether or not it should be 15 is also part of this too, that's why it's being brought up (per UDD No. 8 provision regarding setback and trees).
- If we really want to maintain the character of that street you need to have more trees, and I would encourage a larger setback.
- You have to work with the spacing that's provided. The District does require that you have something in the private area, that's why it's a setback, so it relates to what's happening in the public way.
- It seems like there's an awful lot of hardscape in the courtyard off of Main Street. Those raised beds for gardens don't look like they're going to get a whole lot of sun, for a garden.
 - There will be a bit of shade from the building, but the majority of them will get sun all day.
- Maybe to engage the neighborhood a bit more the planters/gardens are moved from the inside of the courtyard to the outside, and also get more sun. But the hardscape is still too much.
 - If you want us to reduce hardscape we will, I'm OK with that. Just tell us where you want us to reduce it and we'll do it.
- I do think you could get more shade and more green without reducing the hardscape a whole lot, you do need that hardscape for the public use.
- The fiber cement panels, with the drawings we don't see a whole lot of detail on those; too much grays and beiges, need more color. There might be some opportunities with some color to bring some more life to these elevations. There are enormous amounts of panel, I'm wondering if there's a way to bring some continuity throughout the entire project but yet have a little bit more of a bold expression in your design. We encourage the use of a more modern expression and this looks like you're trying to make it modern but not so modern that the neighbors don't like it. I don't think there's any problems with the project basically, but because of the size of it, I think some of the details, some of the colors, some of the rhythms you've got, can just use a little bit more work and expression. Also need more refinement in the architectural character along Main Street.
- Need more detailing on the appearance of the ramp.
- This has also gone to Landmarks, and originally it had orange panels, and they said maybe the building wasn't so large but it was intrusive to the landmark, which is the Yahara Parkway. So we have a third seat at the table, besides neighbors, the UDC and the applicant. There was an extreme and they moved the other direction.
- So the historic comment is related to Yahara? That face really? An elevation as we're driving towards the Capitol with the exposed parking structure and articulate what's really there, we don't have anything to review in front of us. And Main Street, that's a residential scale parcel and while I also appreciate the modernism and bring more modernism to this, the rigidity of it and walking along that and having all of these marching along townhouses, there needs to be more refinement and character in that to make it appropriate for that long of a run on a residential street.
- Maybe it's the lighter brick entryway, but I think especially in that illustration at our table, it looks foreign to the rest of it and I'm wondering if maybe there's a use of that material elsewhere as well without trying to draw attention that would help lighten the façade of those (East Washington elevation). It is dark gray and maybe the use of that lighter brick somewhere else, whether in a rhythm going across, that would help lighten that.
- Need to pull it all together to create more experiences along that walk (East Washington).
- Need car level perspective renderings.
- Need more variation in the façades along East Main Street.

- I'd like to see all the elevations to get a better view of the entire development site.
- The Yahara setback cannot be approved at this point until the Commission understands the topography and if there's a retaining wall, what's happening along that parcel.
- Provide full lighting details.

ACTION:

On a motion by DeChant, seconded by Goodhart, the Urban Design Commission **GRANTED INITIAL APPROVAL**. The motion was passed on a vote of (6-0). The motion provided for the following:

- Address of all comments on architecture, site, landscaping and setback.
- The setback on Main Street should be increased to accommodate more canopy trees.
- The Yahara setback is not approved. Need to provide full details on the project's interface with the bike path and river as noted within the comments.

After the Commission acts on an application, individual Commissioners rate the overall design on a scale of 1 to 10, including any changes required by the Commission. The ratings are for information only. They are not used to decide whether the project should be approved. The scale is 1 = complete failure; 2 = critically bad; 3 = very poor; 4 = poor; 5 = fair; 6 = good; 7 = very good; 8 = excellent; 9 = superior; and 10 = outstanding. The overall rating for this project is 5.

DRAFT

URBAN DESIGN COMMISSION PROJECT RATING FOR: 1801 East Washington Avenue

	Site Plan	Architecture	Landscape Plan	Site Amenities, Lighting, Etc.	Signs	Circulation (Pedestrian, Vehicular)	Urban Context	Overall Rating
Member Ratings	5	5	5	-	-	-	5	5

General Comments:

- More canopy trees; pay strong attention to Yahara River and Main Street.

PLANNING DIVISION STAFF REPORT

March 9, 2016



PREPARED FOR THE URBAN DESIGN COMMISSION

Project Address: 1801 East Washington Avenue (6th Aldermanic District, Alder Rummel)
Application Type: Rezoning, Demolition and Conditional Use
Legistar File ID #: 41183, 41011
Prepared By: Heather Stouder, AICP, Planning Division
Report Includes Comments from other City Agencies, as noted

Summary

Applicant and Project Contact: Michael J. Campbell; MMP CCG Madison, LLC; 5887 Glenridge Dr NE, Ste 360; Sandy Springs, GA, 30328

Property Owner: Marling Lumber; 1801 East Washington Ave; Madison, WI, 53704

Requested Action: Approval of the demolition of existing buildings, the rezoning of property from Industrial Light (IL) to Traditional Employment (TE), and a conditional use for construction of a mixed-use building with residential dwelling units and retail space in the TE District, adjacent to a City park. The approval for the rezoning involves review and approval of an associated amendment to the East Washington Avenue Capitol Gateway Corridor Plan, as well as review and approval for new development in Urban Design District 8. Note: While not part of this review, depending on tenant selection, it is possible that the applicant may seek future conditional use approvals for a restaurant tenant and an outdoor eating area.

Proposal Summary: The applicant proposes to demolish retail, office, and storage buildings associated with a lumberyard for construction of a mixed-use building with approximately 20,000 square feet of commercial space and 228 residential dwelling units.

Applicable Regulations & Standards: This proposal is subject to the standards for zoning map amendments (MGO Section 28.182(6)), demolition (MGO Section 28.185) and conditional uses (MGO Section 28.183(6)).

Review Required By: Urban Design Commission (UDC), Plan Commission (PC), and Common Council (CC)

Summary Recommendation: The Planning Division recommends that the Plan Commission find that the approval standards for zoning map amendments, demolition, and conditional uses can be met, **approve** the demolition and conditional use requests, and forward the rezoning requests to the Common Council with a recommendation to **approve**. This recommendation is subject to input at the public hearing and the conditions recommended by the Planning Division and other reviewing agencies.

Background Information

Parcel Location: The subject property is located between East Washington Avenue and East Main Street, immediately east of the Yahara River Parkway.

Existing Conditions and Land Use: The 3.9-acre subject property is currently developed with a lumberyard, associated store and office buildings, and vehicle circulation and surface parking.

Surrounding Land Use and Zoning:

Northwest: Across East Washington Avenue to the northwest, Burr Jones Field in the Conservancy (CN) District.

Northeast: Immediately adjacent to the northeast, an auto-repair facility facing East Washington Avenue in the IL District, and a two-story commercial building facing East Main Street in the IL District. Further east, across the railroad right-of-way, single- and two-family homes in the Traditional Residential – Varied 1 (TR-V1) District.

Southeast: Across East Main Street to the southeast, single- and two-family homes in the Traditional Residential – Consistent 4 (TR-C4) District.

Southwest: Across the Yahara River, a commercial building and surface parking area in the Traditional Employment (TE) District.

Adopted Land Use Plan: The Comprehensive Plan (2006) recommends Employment uses for the East Washington Avenue side, and medium-density residential uses for the East Main Street side of the subject property. Land use recommendations in the East Washington Avenue Capitol Gateway Corridor Plan (2008) are similar, with the East Washington Avenue side identified for “Primarily Employment, with some Residential”, and the East Main Street side identified for “Primarily Residential, with some Employment”.

Zoning Summary: As proposed, the property would be in the Traditional Employment (TE) District.

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, including several Metro Transit Routes running along East Washington Avenue.

Project Description

The applicant proposed to demolish buildings associated with the Marling lumberyard for construction of a four-story mixed use building with approximately 20,000 square feet of ground floor commercial space and 228 residential dwelling units. Since the project was presented to the Urban Design Commission for informational purposes on October 7, 2015, the overall program and building massing are similar. Aside from the provision of further detail, significant changes to the plan set include the following items:

- Following discussions with interested neighbors, City Engineering staff, and Planning staff, the applicant has revised the grading plan so as to raise and better orient the prominent corner of the building to both East Washington Avenue and the Yahara River.
- The palette of exterior materials has changed significantly, based on feedback from the Marquette Neighborhood, Schenk-Atwood Neighborhood, staff, and the Landmarks Commission.
- The courtyard opening up to the Yahara River has been widened to approximately 75 feet.
- Along East Main Street, the public sidewalk to be constructed if this proposal moves forward has been slightly shifted to the northwest, partially on private property, in order to support the viability of a few large existing street trees. This shift results in a public terrace of twelve feet or greater along East Main Street.

Analysis of Consistency with UDD 8 Standards

An analysis of the proposal against the many design requirements and guidelines in Urban Design District 8 (MGO Section 33.24(15)(e)) is provided below.

1. Building Height – The proposed building all minimum and maximum building height requirements for Blocks 18a, 18b, and 18c as follows:

Block	Minimum Facade Height	Maximum Facade Height	Maximum Building Height	Proposed
18a	2 stories	4 stories	4 stories	4-story facade and building
18b	2 stories	3 stories	4 stories	2-story facade, stepping back to 4 stories
18c	3 stories	5 stories	6 + 2 bonus	4-story facade and building

2. Building Location and Orientation – The building as proposed is placed 18-21 feet from the property line along East Washington Avenue, exceeding the 15-foot maximum setback requirement for this side of the block. Similarly, along the Yahara River, the setback ranges from approximately 8 feet to 27 feet, which exceeds the 10-foot maximum established in the ordinance. Section 33.24(15)(e)2.a of the ordinance provides the UDC with the flexibility to allow greater setbacks for the creation of pedestrian plazas and usable open space. In this case, staff supports the greater setbacks along both East Washington Avenue and the Yahara River for several reasons. First, the space in front of the building along East Washington Avenue provides an active, landscaped pedestrian space. Second, the additional setback is needed, particularly at the prominent corner of the building, in order to allow for a grade transition from East Washington Avenue. Third, since this block is separated by the Yahara River from the rest of the corridor, the impacts of five additional feet in front of the building facade is minimal on the uniform character of the district along East Washington Avenue. Fourth and finally, with regard to the setback along the Yahara River, the greater setback is necessary for the creation of a public path linking East Washington Avenue and East Main Street, along with landscaping and other quasi-public open spaces. From a design perspective, the interface between the building and the Yahara River Parkway is critical to the success of this project, and ten feet would be an insufficient width to accomplish many of the details being proposed by the applicant.

Along East Main Street, the building placement ranges from 5 to 10 feet from the property line, with much deeper courtyard on the east end of the site. Staff notes that the ordinance is currently unclear related to the required setback. In the table in Section 33.24(15)(e)3, the minimum and maximum setback from East-West streets is listed as 15 feet for this portion of the property. However, a footnote to the same table notes that the minimum and maximum setbacks from East Washington Avenue are 15 feet, but that the setback range for other East-West streets is 5-20 feet. Staff believes that in this case, the tighter front setback as proposed meets the letter of the ordinance, and that it is adequate, particularly since the width of the terrace will be 12 or more feet following construction of a new public sidewalk. As mentioned related to East Washington Avenue, the separation of this property from others by the Yahara River reduces the need for a setback consistent with other properties in the district. That said, the UDC should carefully review the adequacy of the setback and landscaping proposed between the sidewalk and building face along East Main Street, and make any suggestions for improvements (see Landscaping section below).

3. Building Height, Location, and Stepback – Addressed above in #1.
4. Parking and Service Areas – The proposal appears to meet the requirements in this section. The proposed parking structure is surrounded on two and a half sides by the building itself. The side facing East Washington is visible and adjacent to the building, set back approximately 80 feet from the East Washington facade due to a jog in the property line. Along East Main Street, the lower levels of the parking structure are hidden by with a two-story residential component of the building, and upper levels are stepped back approximately 30 feet. Further information is needed on trash management, but the trash room appears to be located inside the first level of the parking structure, accessible from East Main Street and thus screened from public view, as is required by ordinance.

Many guidelines in this section are addressed with the proposal, but a few are either not met or unclear at this time. First, Guideline ix notes that driveways from East Main Street should only be permitted if no other option exists. In this case, the proposal has driveways leading from both East Washington Avenue and East Main Street, and the other sides of the building are not applicable. While traffic will primarily be driven by the residential use, and should be well distributed throughout the day, the East Main Street driveway allows for a much safer and more convenient way for westbound traffic to arrive and leave the site. Meanwhile, eastbound traffic will most likely arrive and leave the site using the East Washington Avenue driveway. The UDC and Plan Commission should both consider this issue when making a determination on the proposal. Second, revised floor plans and supplemental information related to bicycle parking and circulation will need to be provided to meet basic zoning requirements, as well as the guideline in this section related to distribution of bike parking throughout the site.

5. Landscaping and Open Space- Staff believes that the proposal has a strong open space plan, with three large courtyards, including a quasi-public area on the west side of the property facing the Yahara River. The mix of programmed hardscaped areas, open lawns, landscaped areas, and usable gardens provides for a variety of uses within these spaces. The third floor roof-top terrace overlooking the river will also be a great asset for residents.

With regard to the landscape plan, it is first important to note that the proposed trees in the public right-of-way should not be approved as part of the UDC review, as this area will be fully planned by City Forestry staff in coordination with the applicant and other agencies. Upon initial review, Forestry staff has suggested that many of the trees shown are spaced too closely together, and it is likely that approximately half of the trees shown can actually be planted. Further coordination with Forestry and Fire staff regarding tree-planting distances and fire access is needed prior to final approval by staff. As part of the Plan Commission approval, staff will recommend a condition of approval that the applicant include a note on plans that the specific planting plan for new street trees in the terraces will be determined by Forestry staff. If the UDC wishes for this issue to be addressed prior to final approval of the design, that should be made clear.

On private property, the landscape plan can be summarized as follows:

- Along the 600 foot East Washington Avenue frontage, the plan includes six oak trees and two lilacs. In addition, one significant existing street tree will be protected to remain on the site. The trees in this area do not in and of themselves meet the ordinance requirement for canopy trees planted every 40 feet, but even with fewer additional public trees than currently shown on plans, it should be possible to meet this requirement.
- Along East Main Street, four existing street trees will remain, and shrubs and low perennials have been proposed in the space between the new public sidewalk and the building. The UDC should carefully review this area to ensure that the landscape plan is optimal.

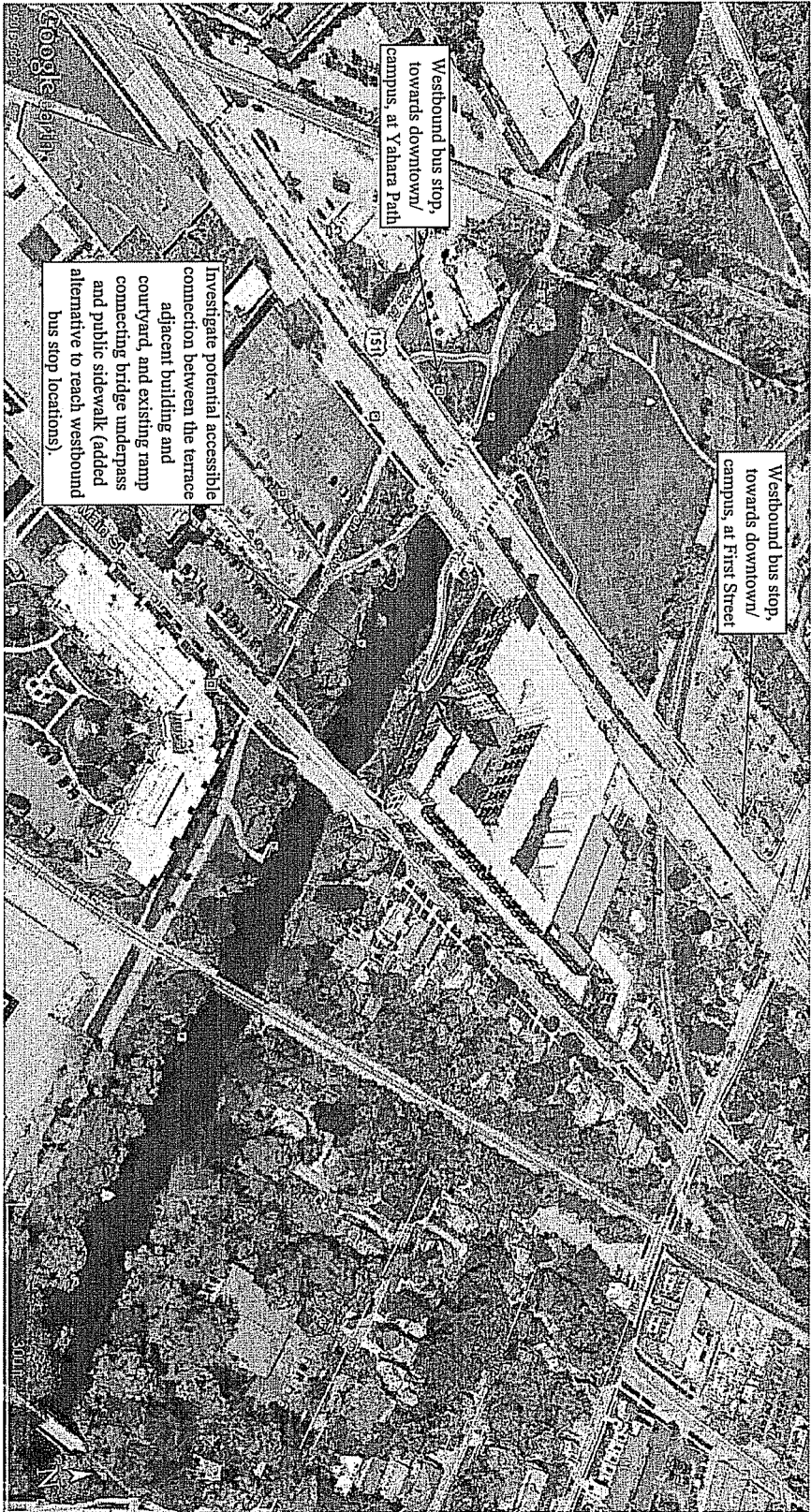
- Along the West side of the building facing the Yahara River, the applicant has proposed a pathway leading from East Main Street to East Washington Avenue in an area where a public easement will be required. Low landscaping is proposed just east of the path along the building foundation. The applicant has enhanced the landscaping in this area based on feedback from the Landmarks Commission. Six canopy trees are proposed along the west side of the path, three of which appear to be shown on the property line itself. Staff from the Parks Division is currently reviewing this plan, and may recommend that the placement of these trees be slightly adjusted to avoid the property line.
 - Along the east side of the exposed parking garage, several canopy trees are proposed to soften the facade. While this facade will not be highly visible, the proposed trees and other landscaping will soften the views from the railroad track and single-family homes further to the east.
 - Finally, the three courtyard areas include a wide variety of relatively dense plantings ranging from low perennials to canopy trees, organized around central lawn or hardscaped areas. Seating and other amenities are included in the two larger courtyards, and vegetable garden spaces for tenants are shown in the courtyard opening up to East Main Street, where ample sunlight should support them.
6. Site Lighting and Furnishings- Lighting information that has been provided appears to generally meet the requirements in this section at grade. However, due to lack of information on above grade lighting on all elevations, an assessment of the impacts on surrounding properties cannot be provided at this time. The applicant will still need to provide additional cut sheets for poles and bollard lighting, and further information on any lighting on building elevations beyond switchable porch lights. Staff recommends that this information be provided and reviewed by the UDC prior to final approval for the design of the proposal.
7. Building Massing and Articulation – Staff believes that the requirements in this section are generally well addressed. The three visible sides of the building relate to one another architecturally, and are well-fenestrated.
- With regard to the guidelines, staff is not aware of any specific “green” building components, although the applicant has been encouraged to explore the use of solar photovoltaic panels. Other guidelines appear to be met with the proposal.
8. Materials and Colors – Staff appreciates recent revisions to the palette of materials, particularly the simplification of the exterior and the increased use of brick, as is recommended for Urban Design District 8. While staff generally supports the use of cementitious panels on upper levels of the building, it is unclear whether the applicant is still proposing the use of board and batten style siding, or simply flat panels everywhere this material is specified. Staff would like input from the UDC on the panel type and color throughout the building, including the parking structure.
9. Windows and Entrances – It appears that the first floor commercial frontage facing East Washington Avenue meets the requirement for 60% of the street wall area devoted to transparent windows. The applicant should confirm this with a calculation prior to final approval.
- Entrances to the building are well-dispersed, with eight shown along East Washington, three commercial entrances and two residential entrances along the Yahara River side of the building, and entrances with stoops leading to individual residential units provided along East Main Street.
10. Signage – While signage concepts may be shared at this stage in the process, signage details will be subject to future review and approval by the UDC.
11. Restoration / Preservation Activities – Not applicable to this site.
12. Upper Level Development Standards – Not applicable to this site.

Staff Recommendation

On the whole, staff believes that the proposal has improved significantly since the October informational presentation to the UDC. While some details still need to be addressed, the proposed demolition, rezoning, conditional use, and associated plan amendment are generally supported by staff.

Based on a review of the proposal against the requirements and guidelines in MGO 33.24(15), staff recommends that the Urban Design Commission **grant initial approval** of this proposal, clearly noting any conditions of approval or expectations for additional detail needed for final approval at a later date. Staff recommends that the UDC discussion specifically include the following items:

- Review and acknowledgement of the need for a driveway from East Main Street as it pertains to the related guideline in the Parking and Service Areas section of the ordinance.
- Acknowledge that the specific species and placement of trees in the public right-of-way will be determined by Forestry staff at a later date. Make clear to the applicant any expectations for further coordination regarding street trees prior to final approval.
- Affirm the adequacy of the setback on East Main Street as proposed.
- Review of the adequacy of landscaping on all sides of the building, particularly along the East Main Street frontage.
- Review of the lighting details provided, and a request for further detail on the on-building lighting.
- Discussion on the types of cementations panels, including clarification on whether board and batten panels are still being proposed.



1 Aerial Perspective
Scale: nH

Envision

Marling Lumber Property

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November 20, 2015

1525.00



AGENDA # 3

City of Madison, Wisconsin

REPORT OF: LANDMARKS COMMISSION	PRESENTED: February 29, 2016
TITLE: 1801 East Washington Avenue – Development of property adjacent to a Designated Madison Landmark – the Yahara River Parkway. 6 th Ald. Dist. Contact: MMP CCG Madison, LLC (40361)	REFERRED: REREFERRED: REPORTED BACK:
AUTHOR: Amy Scanlon, Secretary	ADOPTED: POF:
DATED: February 29, 2016	ID NUMBER:

Members present were: Stuart Levitan, Chair; Anna V. Andrzejewski, Vice Chair; Lon Hill, Marsha A. Rummel, and Christina Slattery. Excused: Erica Fox Gehrig and David WJ McLean.

SUMMARY:

Jeff Vercauteren, registering in support and wishing to speak.

Michael J. Campbell, registering in support and wishing to speak.

Campbell and Vercauteren briefly described the changes that had been made to the project since it was previously reviewed by the Commission. These changes included the raising of grade at the corner near the E Washington bridge and simplifying the exterior materials and expression.

Rummel noted that the stair tower lights should be shielded so that they do not glare into the parkway and that the UDC should carefully contemplate the proposed signage areas.

Staff explained that the staff report requests that the applicants soften the transition from the historic landscape to the proposed paving and building by adding vegetation.

ACTION:

A motion was made by Rummel, seconded by Andrezejewski, to advise the Urban Design Commission and Plan Commission that the proposed development is not so large or visually intrusive as to adversely affect the historic character and integrity of the adjacent landmark site. The motion also included a recommendation that the Urban Design Commission take a close look at the stair tower lights, the signage areas, and the landscape treatment on the parkway portion near East Main Street. The motion passed by voice vote/other.

AGENDA # 3

City of Madison, Wisconsin

REPORT OF: LANDMARKS COMMISSION	PRESENTED: December 14, 2015
TITLE: 1801 East Washington Avenue – Development of property adjacent to a Designated Madison Landmark – the Yahara River Parkway. 6 th Ald. Dist. Contact: MMP CCG Madison, LLC	REFERRED: REREFERRED: REPORTED BACK:
AUTHOR: Amy Scanlon, Secretary	ADOPTED: December 14, 2015 POF:
DATED: December 14, 2015	ID NUMBER: 40361

Members present were: Stuart Levitan, Chair; Anna V. Andrzejewski, David WJ McLean, Marsha A. Rummel, and Christina Slattery

SUMMARY:

Michael Campbell, registering in support and wishing to speak. Campbell briefly described the project and explained that he agreed with the comments related to the architecture in the staff report. He explained that there have been numerous meetings with city staff and the neighborhood and that the development team is trying to incorporate elements related to the comments.

Jeff Vercauteren, registering in support and wishing to speak. Vercauteren explained that the architecture would be revised and that they would review the ramp grading near East Washington. He explained that the proposed massing, scale and overall configuration will remain.

Jesse Pycha-Holst, registering in opposition and wishing to speak on behalf of the Marquette Neighborhood Association, SASYNA Joint Committee. Pycha-Holst explained that this location is unique and very important on the east Washington corridor and on the Yahara Parkway. Because of this important location, the neighborhood is looking for an exemplary design. He explained that he agrees with the staff report comments related to the visually intrusive architecture. He requested that the Commission refer making a recommendation on the proposal so that the neighborhood could formally respond. Pycha-Holst explained that the neighborhood was not in agreement about the massing contributing to the visual intrusiveness, but was in agreement that the materials contributed to the visual intrusiveness.

Anne Walker, registering in opposition, wishing to speak and available to answer questions. Walker explained that the green space of the Yahara Parkway is sacred and that the building interface with the Yahara is very important. She explained that the development proposal should provide more landscape transition space at the edge and suggested an architectural style that relates to the historic O.C. Simons landscape design.

Karen Matteoni, registering in opposition and wishing to speak. Matteoni explained that she is a founding member of the Friends of the Yahara group and that the group hasn't been involved in the review of this proposal. She explained that the design for this location should be sensitive to its context and that the current architecture is not welcoming. Matteoni explained that the adopted plans for the area were not being reviewed.

Jason Tish, registering in neither support nor opposition and available to answer questions on behalf of the SASYNA. Tish explained that SASY agrees that the value of the parkway and neighborhood involvement are very important in creating an appropriate project as this site. He explained that the neighborhood would encourage a more traditional architectural treatment and the removal of the railing at the ramp. Tish explained that he personally finds the massing to be appropriate and that East Washington could tolerate a taller height with a lower height on East Main, but that the height should be held away from the Yahara Parkway.

Campbell explained that generally people like the massing and that the architecture will be revised. Pycha-Holst explained that the neighborhood was strongly for or against the proposed development.

There was general discussion about the ordinance language for Commission review and that the proposed massing seemed to not be so large, but may be visually intrusive. There was also discussion about breaking the length of the East Main elevation.

ACTION:

A motion was made by McLean, seconded by Andrzejewski, to recommend to the Plan Commission and Urban Design Commission that the proposed project is not so large, but is visually intrusive as to adversely affect the historic character and integrity of the adjacent landmark and that the revised design should be informed by staff report comments, the staff email from Stouder, and the need to break the length of the East Main Street façade as viewed from the Yahara River Parkway. The motion passed by voice vote.

To: Urban Design Commission (March 9, 2016 meeting)

From: Friends of the Yahara River Parkway

Date: March 9, 2016

Subject: Campbell Capital Group (CCG) Proposal re. Marling Lumber Site (Item 40143)

Greetings,

East Washington Avenue is an important gateway to the city center. The numerous re-development projects along this corridor are a vote of confidence in the City of Madison's effort to promote the vitality of our urban core. These re-developments are occurring in part because Madison is such a livable city with vibrant neighborhoods and amenities.

This vibrancy is due in various measures to the planning and investments made by the City, the neighborhoods, individuals and other interests in our urban infrastructure. These investments date back many decades and the current proposals are and will be benefitting from these actions now and into the future. Your decisions regarding the CCG proposal are an important opportunity for the city review processes to implement the goals clearly identified in numerous city planning efforts (i.e., Madison Comprehensive Plan, East Washington Corridor Plan, neighborhood plans and the Yahara Parkway Master Plan).

The following comments by the Friends of the Yahara River Parkway (FYRP) are focused exclusively on the interface between the proposed development and the historic Yahara Parkway. The FYRP supports the following design elements:

- the setback (20-30 feet) from the lot line from E. Wash to the mid-block plaza,
- the mid-block plaza with potential amenities for the residents as well as the general public, and
- the proposed public walkway parallel to the Yahara Parkway.

The FYRP appreciates the dialog and efforts by CCG and city staff to include these elements.

However, the proximity of the proposed building between the mid-block plaza to East Main Street is inadequate and inconsistent with other developments along the Yahara Parkway. The current design has the building less than 12 feet from parkland near E. Main. This clearly treats the parkway as the front yard of these residences and intrudes on the character and intended benefit the historic parkway seeks to provide (See the attached CCG graphics).

Please consider the following:

1. Additional greenspace (buffers if you prefer) will be needed with increasing downtown density. This is especially true along established and noted parklands like Tenney Park and the Yahara Parkway. City plans clearly indicate the isthmus is parkland deficient and with increasing density this concern will only be exacerbated.
2. The proposed separation is significantly different than the lot line setbacks at the Rivers Edge Apartments (~35-85 feet), Yahara Landing (~40-45 feet) and the Commonwealth Riverview Apartments (~16-20 feet from the former Thornton Avenue ROW).
3. Unlike almost all other inner core redevelopments this property directly abuts parkland. This proposal offers the possibility of setting aside additional land for public benefit. With appropriate landscaping this land could provide a valuable buffer that enhances both the private and public spaces.

4. This is the first sizeable market rate residential development along the Yahara Parkway in decades. The question of precedence needs to be carefully considered. Allowing a development with an inadequate buffer so close to the public space would set a damaging precedent.

The FYRP will be formally requesting the City of Madison establish a buffer through the various decision making bodies (e.g., Madison Parks/Park Commission, Zoning) from E. Main to the mid-block plaza.

Two additional issues of general interest to the FYRP include the following:

- the style and general design elements of the buildings. It is the understanding of the FYRP that improvements have been made based on staff and neighborhood input. The FYRP will generally defer to the input of the neighborhood associations in this regard.
- It is unclear what the outside lighting elements will be at the proposed development. Lighting at the development should meet the needs of the residences and businesses, but not intrude or interfere with the enjoyment of the public using the Yahara Parkway.

On behalf of the board of the Friends of the Yahara River Parkway (501c3), we appreciate this opportunity to comment on the Marling Lumber redevelopment proposal. If you have any questions about our comments please contact me.

Sincerely,

Ed Jepsen

edjepsen1950@gmail.com

608-335-8847

From: C Debevec
Sent: Thursday, March 17, 2016 8:15 AM
To: Stouder, Heather
Subject: Comments to plan commission - from a neighbor

Greetings,

As a neighbor on E Main whos been following the ongoing approval process I have mixed feelings about this project.

1) There is only one remaining negative but its a big one - that one section of the bldg (closest to E Main) is placed much to close to the Yahara River Parkway - only 11 feet. The developer kept telling us it was going to be "further away" than the existing buildings. This is true of the existing bldg closest to E Wash, but not true of the bldgs. close to E Main. The existing bldg closest to E Main is 20 feet. What is proposed there is 11 feet. I suggest you actually stand on the bridge and look and see for yourself how close and invasive to the parkway that will be.

Its unfortunate that the developer didn't provide exact measurements until quite a bit later into the process. Its unfortunate the developer kept telling us it would be "further away" than the existing buildings. Since we did not have the correct information earlier, its appropriate for neighbors and Friends of the Yahara Parkway to ask now that this be reconsidered.

2) Zoning/ plan changes: on the other hand, what I do very much like about it is that it is heavy on residential and I am in full support of proposed zoning and corridor plan. I hope this will be done regardless of whether its this development or some other.

While it does retain some "employment" characteristics on the E Wash side, its scaled back to something more appropriate being immediately adjacent to residential. The heavy duty large scale food production that some people were talking about is not appropriate next to residential - what with all the noise, food odors, etc. And I might add theres plenty of space for this function on Fordem/Pennsylvania Ave and in the section of E Wash/E Main between Dickenson and Blair.... these areas already have existing buffers between the industrial areas and residential.

THE MARLING SITE DOES NOT. If you look at Google satellite view, youll see very clearly that this Marling site is but a small nook nestled into a pretty solid residential area to the south & to the east of it. To the west and southwest is the Yahara River Parkway, and beyond that the Yahara River View Apartments. This is a very unique and special spot, next to a historic site (Yahara River Parkway) which mandates that visual and other negative impacts to it be avoided.

Please note that the Cap corridor plan has as one of its goals to strengthen the residential character of this block of E Main. IMHO this can only be done by having appropriate, less impactful uses adjoining it.

3) Demolition - developer should be asked to ensure that all this valuable vintage timber be removed by an Architectural Salvage firm and not go to the landfill. Even better would be to repurpose some or all of the wood in the project. Deconstruction Inc is one local firm capable of doing this (note habitat for humanity does not have capability of dismantling entire bldgs.).

Thank you for your consideration

Cathy Debevec
E Main St,
Madison, WI

SASY

Schenk-Atwood-Starkweather-Yahara Neighborhood Association

Wednesday, March 16, 2016

TO: Marsha Rummel – Alder, District 6
Madison Plan Commission

Dear Alder Rummel and Plan Commission members,

The Schenk-Atwood-Starkweather-Yahara (SASY) Neighborhood Association sends this letter to communicate the neighborhood level response to the latest large development proposal to lay claim to a part of our neighborhood, this being the development proposed for the Marling Lumber site at 1801 E Washington Ave. Our response is mixed; some honestly good and some unabashedly bad. It is our hope that you will take this criticism to heart and consider that you still have the ability to make it better.

Our first response to this project was in December 2015, when the Preservation & Development Committees of both SASY and the Marquette Neighborhood Association (MNA) met to send a unified response to this development that lies on our common border. That partnership continues even though our letters are now sent separately. In that first letter we detailed eight areas of concern with the project as it was proposed at that time. What followed was a healthy exchange between the Campbell Capital Group (CCG), City of Madison staff, and the two neighborhoods. We met multiple times, we explained our positions, and we sought compromise. This played out simultaneously in other arenas of review in city government as well.

First, the good: there were six areas where we feel that the CCG either made significant improvement, or that we acknowledged that there was little improvement to be had:

1. Connection between E Washington and E Main St – The CCG Group established a strong pedestrian path and connection between the two streets.
2. Interface of the street with the public realm – There was significant improvement of the design in the way the doors and other openings connect with the bounding streets.
3. Building materials – The CCG group improved the quality of the building materials and simplified the color palate in ways that pleased most everyone.
4. E Main Street entrances – Our groups strongly recommended that all the street-level units on E Main St have individual stoops, stairs and entry doors that were more sympathetic to the existing residential homes across the street. The CCG Group followed through in good fashion.
5. Traffic study – We recommended a more thorough traffic study. There has been no further study but our members have reluctantly acknowledged that any resulting traffic problems may serve as a disincentive to driving; traffic may be self-limiting in this highly constrained location. At the very least, we are pleased that CCG has provided more than adequate on-site parking.
6. Terrace trees – The CCG group has indicated that they will work with and abide by the recommendations of the City Forestry Department.

SASY

Schenk-Atwood-Starkweather-Yahara Neighborhood Association

Our groups and residents appreciate the time, energy and expense that CCG was willing to put into this process. The six items above all present varying levels of real improvement.

Unfortunately, not every cloud in this project has a silver lining. There are two tremendously important areas that fall short. It is to these areas that we hope you will turn your most focused attention and consider how you might change this project and make it an example for others to follow:

1. Connection to the Yahara River Park – We strongly believe that the Yahara River Parkway needs to be widened at the juncture of this development and the river. One of the most striking features of this site is the connection to the Yahara River and the adjoining parkway. The CCG development benefits from this connection but does not add to it. The walkway between E Washington and E Main is a start, as is the widened opening between the building courtyard and the parkway. However, what is really at stake here is the size and integrity of the parkway itself. As detailed in the letter that the Friends of the Yahara River Parkway (FYRP) sent to the Urban Design Commission (3/9/2016), “The current design has the building less than 12 feet from parkland near E. Main. This clearly treats the parkway as the front yard of these residences and intrudes on the character and intended benefit the historic parkway seeks to provide.” The letter continues by strongly advocating for a wider buffer between the edge of the development and the Yahara River Parkway. There are numerous examples of bigger setbacks along the river. The means of achieving this setback could take a number of forms. We believe that one such method could be the dedication of parkland as provided for in existing city ordinance [MGO Sec.16.23(8)(f)1]. This could offset some portion of the park impact fees and thereby provide a financial benefit for the developer. It is rare to find a development where the dedication of actual land would make sense in the context of the site. The site at 1801 E Washington Ave arguably provides the best such opportunity in the City of Madison. *Increasing the parkway through dedication of parkland presents an opportunity to protect and enhance a critical ribbon of greenspace in an increasingly densely populated part of the city.* What happens here sets a precedent and will become the new reality for many years to come.
2. Affordable housing – It remains our position that there must be a strong affordable housing component to this development. Our groups spent a great deal of time talking with each other and with the developer about the lack of affordable housing in this development and most new developments. In short, despite our protestations CCG is not interested in incorporating any component of affordable housing at any level. There are city and state programs to encourage and subsidize the development of affordable housing but they are optional. As in this case, developers have the ability to come in and fundamentally transform the socioeconomic profile of a neighborhood by means of new market rate projects. The affordable housing, they say, is being built somewhere else by someone else. This approach is profoundly troubling to the residents who already live in our neighborhoods – the people who made the neighborhoods great places in the first place, and who now can scarcely continue to live there themselves. Perhaps this is only a prelude to a more serious city-level discussion on how to better address the lack of affordable housing. We would welcome that discussion.

SASY

Schenk-Atwood-Starkweather-Yahara Neighborhood Association

In summary, the SASY Neighborhood Association still opposes this development based on the Yahara River Parkway and the affordability concerns listed above. There is no doubt that this project has improved considerably since it was first brought before the public in September 2015. Our meetings with the developer have been civil, and CCG has made substantial improvements to the project design. However, better is not good enough in this case. What is at stake is fabric our greenspace and the long-term affordability of the neighborhoods we call home. We urge you to negotiate with CCG, the Parks Department and all other relevant city departments to dedicate part of this site as new parkland. We further advocate for the inclusion of an affordable housing component in this project.

We appreciate the opportunity to offer feedback on this development, the considerable involvement of city staff, and the process that has allowed for this dialogue. Thank you for your time and consideration in this matter.

Respectfully,

A handwritten signature in black ink, appearing to read 'Brad Hinkfuss', with a large, sweeping flourish extending to the right.

Bradley Hinkfuss
Chair – SASY Neighborhood Association
bradhinkfuss@gmail.com

Cc: Michael Campbell, Heather Stouder, MNA council, SASY council