

**LETTER OF INTENT  
ST. JOHN'S RE-DEVELOPMENT  
LAND USE APPLICATION\_REVISD**

Madison, Wisconsin  
November 8, 2022

This letter of intent addresses the redevelopment of the property owned by St. John's Lutheran Church ("St. John's" or "Church") in the 300 block of East Washington Avenue at the corner of East Washington Avenue and North Hancock Street. For over 165 years St. John's has been a welcoming servant in the heart of downtown Madison. Its property, just three blocks from the Capitol Square, has welcomed residents and visitors alike with open doors and a desire to serve those most in need. The Church is seeking to extend its historic mission to provide a greater good, while reimagining its own space for the next 100+ years.

St. John's proposes to demolish its existing building to construct a new mixed use project containing space for the Church and other community organizations on the first floor with a significant supply of new affordable housing on the upper floors. St. John's commitment to creating high quality affordable housing on Madison's isthmus is a testament to its desire to continue its mission of helping those most in need.

**EXISTING PROPERTY**

St. John's property consists of three individual parcels containing a total of 21,710 square feet of land area. The site is currently home to St. John's Lutheran Church, a building that is outdated and inefficient due to the many renovations it has undergone throughout its history. The building has a footprint of 10,027 square feet and approximately 14,600 square feet of interior area. The current building is a result of an extensive renovation and expansion that occurred in 1961-1962. In addition to the building the property contains 11 surface parking stalls. The site includes many gardens and planter areas around the building, a feature of St. John's that will be incorporated into the new project.

**PROPOSED DEVELOPMENT**

St. John's intends to demolish its existing building to construct a new, 10-story mixed use project. The first floor would contain approximately 16,000 square feet of space. St. John's will construct a new Church facility of 10,000 square feet on the eastern portion of the first floor along the East Washington / North Hancock corner. The main entrance to St. John's will be located in the middle of the block along East Washington Avenue, roughly similar to where its existing entrance is located. The first floor will include 5,500 square feet of space for social services and other community organizations with separate entrances along E. Washington. St. John's has historically leased space in its building to various partnering organizations that serve as valuable resources to many different disenfranchised groups in Madison. Historically these groups have been: Backyard Mosaic Women's Project, Twelve Step programs, Porchlight's DIGS program, Off the Square Club and Project Respect.

The development has been designed to take advantage of the grades on the site, with 13' of fall along East Washington. This allows for a second at-grade entrance to be constructed in the middle of the block along Hancock Street. This entrance will serve as the residential lobby for the apartments above. Having two distinct entrances helps to further activate the property with foot traffic circulating along both of the primary street facades. Additional details on the challenges and opportunities presented by the steep grades on the site are included in later sections of this submittal.

The project will be supported by approximately 65-70 parking stalls in a two level parking garage located beneath the building. The parking garage will have a two lane vehicular entrance / exit configuration along North Hancock Street at the furthest point from the East Washington Avenue intersection.

Floors two thru ten will contain a total of 130 rental apartments, with a mix of studio / junior one-bedroom, one-bedroom, two-bedroom and three-bedroom units. The upper floors are configured in an L-shape that maximizes the efficiency of the floor plate, providing for 15 units per floor. The unit mix is as follows:

- Studios / junior one-bedroom: 42
- One-bedroom: 53
- Two-bedroom: 34
- Three-bedroom: 1
- Total: 130

A common room will be provided on the second floor adjacent to an outdoor, landscaped roof terrace that will be available to all tenants. Additional tenant amenity space will be included on the ground floor adjacent to the main apartment lobby. The lobby will contain secured mail storage and a separate, locked parcel room. The building will have an enclosed trash and recycling room adjacent to the parking garage with trash chutes serving the upper floors. Covered, indoor bike parking will be included inside the secured parking garage for tenants' use. Storage lockers will also be provided in space adjacent to the lobby as a further amenity for tenants.

### **AFFORDABLE HOUSING**

For many years St. John's has worked with low-wage earners and severely housing burdened individuals and families. St. John's understands the challenges many of these individuals face in finding a decent apartment in a desirable location. The cost of market rate apartments on Madison's isthmus continue to rise, creating a large unmet demand for affordable housing in our downtown. According to the US Census Bureau, 50.4% of occupied households in downtown Madison spend 30% or more of their monthly income on housing costs, as opposed to 31.7% of households elsewhere in the City. Madison faces a city wide affordability challenge, but nowhere is that more acute than near the Capitol Square.

Of the 130 rental apartments, 108 (or 83%) will be set aside for low income individuals and families earning less than 60% of the area median income at the following levels:

- < 30% AMI: 26 units
- < 50% AMI: 54 units
- < 60% AMI: 28 units
- Total: 108 units

St. John's has committed to a 40-year affordability period for the 108 units. The Church is striving to create a long term affordable housing resource for Madison's working poor in a location that provides them convenient access to many of the hourly jobs available in the hospitality and service industry around the Capitol Square.

The 26 units set aside for those earning less than 30% of AMI, as well as 8 of the units for those earning less than 50% of AMI, will be integrated supportive housing units. Although these services are intended to serve those 34 units, all residents in the building will have access to these services. Lutheran Social Services ("LSS") will be providing these services. St. John's has agreed to provide sufficient funding to support a half-time FTE staff member from LSS that will have a physical office on site to provide these

services. This level of commitment to supportive services is important to ensuring that residents can access the help they need to remain independent in their units, while also helping to ensure the health and safety of all residents in the building through proactive outreach.

Additionally, many of the partnering organizations that St. John's is hopeful to continue working with will be able to provide their own supportive services within the building. In this way the project can provide a holistic range of services that can help residents and foster a sense of community and engagement.

### **PARKING AND TRANSPORTATION**

The project will have a two level, underground parking garage containing a total of 65-70 parking stalls. Some of these stalls will be set aside for St. John's use. This development is intentionally responding to the City's stated goal of having new projects provide less parking on site to encourage alternative means of transportation and reduce single occupant vehicle trips. The project is intended to have a maximum residential parking ratio of 0.5 stalls per dwelling unit, putting it in the lowest parking ratios outlined in the City's proposed TDM program. The development team is also exploring the feasibility of including a shared car program for residents.

According to Downtown Madison Inc.'s 2021 State of the Downtown report, 22.5% of the jobs in downtown Madison are in the accommodation, food and services industries. These jobs often times are hourly and held by lower-income workers. There is a high concentration of these businesses around the Capitol Square, which is only a three block walk from the site. This convenient access will enable more residents to forego a car for daily use, thereby eliminating a large expense for these households.

The site is also half a block from the Mifflin Street Bike Corridor, providing easy and convenient access to the City's wide network of bike trails for those individuals that are able to utilize that as an alternative means of transportation. Secured, covered bike parking will be provided in the parking garage to help promote this use, allowing tenants to use their bikes without having to travel up or down stairs.

The property is only a few steps from several bus stops serving both East Washington and the Capitol Square which connects many of the main bus routes that traverse downtown. The City's proposed Bus Rapid Transit route will run directly past the site, providing an even more convenient and efficient means of transportation upon its completion. Adding density in this location will help support the City's BRT initiative by providing more riders, which is why this site is in the City's 'Preferred Transit Oriented Development Area' pursuant to the Affordable Housing Fund RFP.

The development team proactively engaged KL Engineering to complete a traffic demand study for the proposed development. KL's trip generation study concluded that the development will only add 381 weekday daily trips, with 38 of those coming during the AM peak hours and 31 during the PM peak hours. KL's report concluded that "no significant traffic impacts are expected at the two study intersections [N Hancock St / E Washington Ave & N Hancock St / E Mifflin St] or the adjacent road network because of the redevelopment." Their study also analyzed the amount of parking being provided relative to the anticipated demand and concluded that the "on-site parking proposed with the redevelopment will accommodate approximately 73% of the estimated parking demand."

The development team analyzed the proposed project utilizing the City's draft TDM Creation Tool. That report is included as Exhibit D and shows that the project would require 9 TDM points. Based on the current plans the development scores a total of 16 points, well above the TDM threshold.

The site's central location within walking distance to many amenities, coupled with the additional transportation options noted, make it one of the most accessible sites in Madison currently being considered for infill housing.

### **CURRENT ZONING AND SITE CONSTRAINTS**

The current property is zoned Urban Mixed Use (UMX), which is intended to provide opportunities for high-density residential in combination with limited retail and service uses designed to serve the immediate surroundings. Unfortunately, the design standards for downtown and urban districts do not provide the flexibility to accommodate a site with steep topography. MGO 28.071(3)(d)4 restricts the floor elevation of non-residential uses to no more than eighteen (18) inches above the sidewalk elevation on average.

St. John's property has over thirteen (13) feet of grade difference along East Washington Avenue. Maintaining a single floor elevation that follows the sidewalk and engages both E Washington Ave and N Hancock St is not possible. The slab steps and ADA ramping that would be required would render the floor plate nonfunctional. Every one (1) foot of offset caused by a step in the slab results in twelve (12) feet in length of ramping. To maintain an average elevation no more than eighteen (18) inches above the sidewalk would require a total of three (3) separate slab steps, each at a height of three (3) feet that would require 36 feet of ADA ramping.

The average grade along the East Washington Avenue sidewalk is elevation 892.3'. MGO Section 28.071(3)(d)4 allows for the ground floor to be 18" above the average, or in this case at elevation 893.8'. If St. John's first floor, accessed from E Washington, were lowered to that elevation it would be nearly 4 to 5 feet *below* the sidewalk at the west end and too low along the Hancock Street frontage to create any usable space.

In either event, the modifications would result in an inability to create any functional floor area along Hancock Street. It would also result in the height of the parking garage entrance being less than the ADA required 8'-2" clearance for van accessibility.

The project's architect, Potter Lawson, has prepared a detailed supplement that accompanies this submittal depicting the constraints on this site.

These constraints are exacerbated by the unique combination of uses with this project. The proposed redevelopment consists of three key components. First, a new worship facility for St. John's. Second, a home for the many partnering organizations the church has historically provided space to (including Off the Square Club). Lastly, to create a significant new supply of affordable housing that will benefit Madison's working poor. Creating separate and distinct entrances for these uses is critical to the project's success, as detailed below.

The project is intentionally designed to work with the extreme grades on the site in a way that results in a vastly improved development. The East Washington façade provides entrances to both St. John's space and the additional space being created for its partnering organizations. The lobby for the residential apartments is located along Hancock Street. Additionally, the Hancock Street frontage provides the entrance / exit to the underground parking garage which occupies the rest of that level. This configuration allows for both of the main street frontages to be activated. This is even more important on a highly visible corner site along E Washington Ave, allowing the project to meet the site design standards in the

Downtown Urban Design Guidelines. Section 1c of those guidelines states that “the street level of a building should be designed with active uses and architecture that engages the street/sidewalk”.

Beyond good urban architecture, the separation of the lobbies is critical due to the different nature of the uses. Having St. John’s Lutheran Church share a common lobby, or even side by side entrances, with the affordable apartments risks creating the false impression that the apartments have a religious affiliation. Separating the two lobbies on two different street frontages (resulting in entirely different street addresses) allows both of these important uses to stand alone. After accounting for St. John’s space and that needed for the partnering organizations, there is not enough square footage on a single floor to accommodate the residential lobby and necessary support spaces with these other two uses.

Although the Continental project under construction across the street may appear to be a similar situation in terms of site constraints, there are several key differences. The Continental site has approximately 11’ of grade difference across the E Washington frontage, which stretches the full block face, or 199 feet. St. John’s property has 13’ of grade across slightly more than half the block, or 132 feet of frontage. The resulting grades are steeper and thus pose a greater challenge. The more significant difference is the use. The first floor of the Continental project, with its primary entrance along E Washington, is completely residential. As a result, that project would not have to comply with MGO 28.071(3)(d)4. The need to create functional space for St. John’s and its many partnering organizations on the ground floor of this project creates a very different set of circumstances from what the Continental faced.

#### **PROPOSED ZONING**

Maximizing the development potential of this site involves integrating the three unique uses in an efficient and well-designed way. The only possibility for doing so is through the use of a Planned Development. Accordingly, this land use application is being submitted as a Zoning Map Amendment to rezone from UMX to PD-GDP-SIP. The details of the proposed PD zoning text are attached to this submittal as Exhibit A.

Planned Development zoning is intended to facilitate the unique development of land in an integrated and innovative fashion and to allow for flexibility in site design. The zoning code specifically identifies “site conditions such as steep topography” as one of the conditions under which planned development zoning may be appropriate. Specifically, MGO 28.098(1) provides six (6) objectives that a Planned Development District is to achieve one or more of. The proposed project explicitly addresses several of these objectives, including:

- (a) Promotion of green building technologies, low-impact development techniques for stormwater management, and other innovative measures that encourage sustainable development.
- (b) Promotion of integrated land uses allowing for a mixture of residential, commercial, and public facilities along corridors and in transitional areas, with enhanced pedestrian, bicycle and transit connections and amenities.
- (f) Facilitation of high-quality development that is consistent with the goals, objectives, policies and recommendations of the Comprehensive Plan and adopted neighborhood, corridor or special area plans.

The development of an urban infill site is inherently more sustainable than a greenfield site. The project has been designed to responsibly maximize density on the site, with underground parking and the integration of affordable housing with the Church’s first floor space, along with space for other community organizations. As long term owners of the property St. John’s is committed to sustainability. Reduced

parking stall counts limit the single occupant vehicle trips the project is creating and encourages alternative means of transportation. The development team is working with Focus on Energy to explore the viability of additional sustainability initiatives. The project is pursuing a WI Green Built Home multi-family certification and would qualify for the 2020 Enterprise Green Communities Certification, should that be pursued.

The project is building off of St. John's 166 year history of being a welcoming servant in the heart of downtown Madison. The new first floor space will allow St. John's to continue its legacy of serving the working poor and the LGBTQIA+ community, along with so many others. St. John's is also creating space that will be made available to the partnering organizations that the Church has worked with over the years, including Off the Square Club, Porchlight's DIGS program, Twelve Step programs, Project Respect and Backyard Mosaic Women's Project. A separate lobby allows for access to the affordable apartments that will be built on the upper floors. This unique integration of uses will serve many of Madison's most underprivileged communities in a location along E Washington Ave that City of Madison CDD Staff noted as a "Preferred Transit Oriented Development Area".

The proposed project is directly in line with the City's Comprehensive Plan and Downtown Plan. The Downtown Plan and Generalized Future Land Use Map call for this site's future use to be Downtown Core Mixed-Use, and it sits directly adjacent to the James Madison Park area that calls for predominantly residential. A well designed, high density residential development with church and community space on the ground floor is in line with these stated land uses. Many of the goals outlined in the Downtown Plan are being explicitly met by this proposal, including: ensuring a quality urban environment, maintaining strong neighborhoods and districts and enhancing livability. The plan is adding density in one of the Comprehensive Plan's priority growth areas along the E Washington regional corridor, in addition to hitting many of the other strategies and goals outlined in the land use and transportation section of the Plan, including: ensuring all populations benefit from the City's transportation investments, concentrating the highest intensity development along transit corridors, facilitating compact growth and improving access and inclusivity in Downtown Madison. Attached to this submittal as Exhibit C is a more detailed description of how the proposed plans comply with the Downtown Urban Design Guidelines.

This development meets the nine (9) separate standards required of Planned Development Districts pursuant to MGO 28.098(2).

- (a) As previously noted, the 13' of grade along East Washington Avenue creates a unique topography such that the project cannot comply with MGO 28.071(3)(d)4, one of the General Provisions for Downtown and Urban Districts. The project otherwise complies with the current UMX zoning and is designed to the allowable height of ten (10) stories (including the two (2) bonus storied per MGO 28.071(2)(b)).
- (b) The project is addressing many of the City's goals by adding density along a key transportation corridor, reducing the reliance on single occupant vehicle trips through reduced parking ratios, enhancing livability and most importantly, adding a significant new supply of affordable housing.
- (c) The property's location downtown means that the site and surrounding area are already served by the infrastructure that is required to support the proposed development. No substantial investment from the City that would adversely affect its economic health or those of the municipal utilities is required. Furthermore, the property is currently 100% tax exempt and generates no revenue for the City. The addition of 130 rental apartments will increase the City's tax base, providing a direct financial benefit.

- (d) The projects location along the prominent E Washington transit corridor creates an opportunity to promote alternative means of transportation. The property is in close proximity to the Mifflin Street Bike Corridor and is walking distance from the Capitol Square, which provides many of the hourly jobs in the hospitality, food and services sectors whose workers struggle to find an affordable apartment downtown. Accordingly, the project is building fewer parking stalls to promote these alternative means of transportation. A traffic impact analysis was completed by KL Engineering that concluded “no significant traffic impacts are expected at the two study intersections or adjacent road network because of the redevelopment.” The City’s draft TDM Creation Tool shows the project requires 9 TDM points. Based on the current plans the development scores 16 points, well above the TDM threshold.
- (e) The proposed design utilizes high quality, natural materials and unique architectural elements that give it a strong corner presence while relating to the older adjacent properties. St. John’s plans for its ground floor space involves the stunning use of modern stained / colored glass at the corner. The building intentionally minimized the use of metal panel, which has become ubiquitous among Madison’s new apartment projects. Overall the design is intended to set the building apart from much of the affordable housing being built in Madison, as is appropriate for such a visible site. The activation of both the key street frontages with the two separated lobbies is another important consideration for a highly visible corner site along E Washington Ave.
- (f) The plans include a large, landscaped outdoor terrace on the 2<sup>nd</sup> floor that serves as a common amenity for the residential tenants. St. John’s has a separate outdoor patio for its use. The building is pulled back from the property line, providing St. John’s the opportunity to create extensive outdoor planter areas around its entrance. The Church has a history of utilizing green spaces as community gardens to create engagement with the neighborhood, something this project will continue. Overall the plans are in compliance with the open space standards that would be applicable under UMX zoning.
- (g) This is a single building and not a phased development, therefore there is no risk that the entire building will not be constructed concurrently.
- (h) The Downtown Height Map (MGO 28.071(2)(a)) establishes a maximum height of eight (8) stories for this property. The Additional Height Areas Map (MGO 28.071(2)(b)) allows for up to two (2) additional stories as a conditional use. The proposed project is built to the maximum allowable height of ten (10) stories and meets the standards for the two additional bonus stories, as detailed below:
  - 1. The excess height is compatible with the planned character of the surrounding area as a property fronting the regional transit corridor that is E Washington Ave. The project across Hancock Street is being built to the maximum allowable height utilizing the bonus stories. The submitted plans call for the top floor to be set back to reduce the massing, and two different architectural elements are used on the façade to further break down the scale.
  - 2. The project’s costs are comparable to other downtown apartment projects that include structured underground parking and post-tensioned concrete construction. However, the rents are significantly reduced from the affordability. It is critical to the project’s financial feasibility that the density on the site be maximized. The project would not be viable without the additional 27 units from the top two floors. The neighborhood’s steering committee is supportive of the excess height in order to create the affordable apartments. The efficiencies from the added density allows the project to use higher quality natural materials than it otherwise could afford.
  - 3. There are no landmark buildings adjacent to the proposed project.

4. The E Washington façade of the building is setback from the property line, with the top floor further stepped back. This ensures that there is no adverse effect on the East Washington premier corridor.
  - (i) The project is not proposing to reduce or eliminate setbacks, and thus this standard is not applicable.

The use of a Planned Development District is to be reserved for unique development of land in an integrated and innovative fashion, and only when no other base zoning district can be utilized. The St. John's development is a unique project that meets the PD standards. The integration of St. John's worship facility with space for community service organizations and 130 rental apartments with an emphasis on affordability is a singular combination of uses that can only occur on this site due to St. John's commitment to its mission. The project is consistent with the Comprehensive Plan and is in the best interest of the public health, safety and welfare of Madison's less privileged residents.

#### **ADDITIONAL APPROVALS**

The site presently contains three parcels that will need to be combined into one parcel using a Certified Survey Map (CSM). The required surveying has not yet been completed to submit a CSM along with this land use application. The development team understands that the successful completion, approval and recording of a CSM will be a required condition of approval prior to any building permits being pulled.

The proposed development is adjacent to the Hancock Center, which is zoned Downtown Residential 1. Therefore the development would need to comply with MGO Section 28.142 (8) by providing screening between the project and the Hancock Center in the form of a wall, fence or hedge. The development team has had several conversations with the Hancock Center regarding this project and its potential impact. Historically the Hancock Center and St. John's have had a shared easement over a driveway that provides surface parking and better drop off and turn around access for the Hancock Center. The submitted plans call for part of St. John's property to be paved to provide a wider driveway for the Hancock Center that would allow for better accessibility into their property. This arrangement would be documented with an easement as a condition of approval, as the specifics are still being discussed between the parties. To facilitate this wider access the development team requests the Plan Commission consider elimination of the screening requirement pursuant to MGO Section 28.142 (8) in making its recommendation.

#### **NEIGHBORHOOD ENGAGEMENT**

The development team held its first formally noticed neighborhood meeting in August 2021 to provide a preliminary overview of the project to the neighbors. Out of that meeting the neighborhood elected to form a steering committee for this project that is co-chaired by Bob Klebba and Mariah Renz. The development team has met with the steering committee on several occasions over the past year to review the plans for this project and to discuss specific questions and concerns raised by the committee.

The team discussed the need for the two bonus stories in order to make the affordable housing financially feasible, and also provided shadow studies in response to the committee's request. As a result of those meetings the overall height of the building was reduced by six (6) feet by lowering the floor to floor heights, a move that was appreciated by the committee. The team reviewed the results of KL Engineering's traffic and parking study with the steering committee, and continues to work through specific questions the committee has around deliveries and drop offs. These details will be worked through with City Traffic Engineering as the project advances through the approval process.



The submitted plans have been modified to meaningfully incorporate the feedback received from the several meetings held to date with the steering committee. The development team is committed to continue working with the steering committee and the neighborhood throughout the development process to ensure that all of their questions are addressed.

**FINANCING**

The affordable apartments will pursue Low Income Housing Tax Credits from WHEDA as the primary financing vehicle. The project will be pursuing the 4% + 4% tax credits, as it does not score competitively for the 9% credits. This is largely due to the project’s location. The site is not located in a qualified census tract, and WHEDA’s scoring does not rank the area around the Capitol Square highly as an “Area of Economic Opportunity.” Although downtown is where the affordability crisis is worst, it is challenging to score favorably under WHEDA’s current criteria.

To make the project feasible the development team has submitted applications to both the City of Madison’s Affordable Housing Fund program and Dane County’s Affordable Housing Development Fund. The development team has been notified by the County that this project is one of the applications that has been recommended for funding, with an allocation of \$2,322,801 in funding. The City also believes in the benefits of adding affordable housing in this location and has recently recommended an award of Affordable Housing Funds totaling \$3,500,000. This combination of County and City funding represents an unprecedented opportunity to move forward with a project that is in the perfect location to add a significant new supply of affordable housing units.

**DEVELOPMENT TEAM**

Owner:	St. John’s Lutheran Church (608) 256.2337   Madison, WI
Development Partner:	Mark Binkowski & Brad Binkowski (608) 235.5230   Madison, WI
General Contractor:	JP Cullen (608) 257.1911   Madison, WI
Architect:	Potter Lawson, Inc. (608) 274.2741   Madison, WI
Structural Engineer:	Pierce Engineers (608) 256.7304   Madison, WI
Landscape Architect:	Saiki Design (608) 251.3600   Madison, WI
Civil Engineer / Surveyor:	Wyser Engineering (608) 437.1980   Mt Horeb, WI
Transportation Engineer:	KL Engineering, Inc. (608) 663.1218   Fitchburg, WI
Property Manager:	Urban Land Interests

Supportive Services: Lutheran Social Services  
Madison, WI

**DEVELOPMENT TIMELINE**

The timeline for the project is largely dependent upon WHEDA’s award of low income housing tax credits. The development team will be submitting an application to WHEDA for the 2023 funding round. This application is due prior to the end of January 2023, with awards scheduled to be made in May 2023.

The anticipated development schedule is as follows:

Submitted Land Use Application:	September 26, 2022
Plan Commission Recommendation:	January 9, 2023
Common Council Approval:	January 17, 2023
WHEDA LIHTC Application Submitted:	on or before January 27, 2023
WHEDA LIHTC Awards:	May 2023
Projected Construction Start:	Late Summer / Early Fall 2023
Construction Duration:	18 months
Completion and Initial Occupancy:	Spring 2025

**PUBLIC BENEFIT**

The proposed development will provide a significant increase in the affordable housing supply near the Capitol Square, something that downtown Madison is sorely lacking. There are very few units set aside for those making less than 60% of the county median income within walking distance of the Capitol Square. Most of the units that have been created are a small number of units contained within a larger market rate project, and only in the 60% - 80% CMI range. The creation of these 108 affordable units will help support those individuals that work in many of the lower income hourly jobs that exist in the service, hospitality and food and beverage sectors downtown. These individuals have been priced out of the market and generally have to deal with longer commutes to get to their place of work.

Furthermore, the 21,000 square foot property that St. John's currently owns is 100% tax exempt as a result of the Church's ownership. This highly desirable piece of real estate along East Washington Avenue generates no tax revenue for the City. The redevelopment of this property will provide a significant increase in the tax base from this site, giving the City much needed additional revenue.

Lastly, the proposed development will help the City meet many of its other goals around the creation of new transit oriented development and helping to support the future Bus Rapid Transit system. This site is being developed with fewer parking stalls in an effort to help the City meet its goal of reducing single occupant vehicle trips downtown.

**EXHIBIT A  
PLANNED DEVELOPMENT ZONING TEXT**

<b>Legal Description</b>	The lands subject to this planned development shall include those described in Exhibit B, attached hereto.
<b>Statement of Purpose</b>	<p>This Planned Development is established to facilitate the redevelopment of the property owned by St. John’s Lutheran Church, commonly referred to as the St. John’s Development. St. John’s existing facility will be demolished to allow for a ten (10) story, urban infill mix-used project. The new project will contain space on the ground floor for St. John’s Lutheran Church, as well as for the many partnering organizations the Church has historically provided space to. Floors two thru ten will contain 130 rental apartments, with 108 (or 83%) of those set aside as affordable housing for those earning between 30% - 60% of the Area Median Income. A two level underground parking garage containing approximately 65 stalls will support the above grade uses.</p> <p>This Planned Development is specifically intended to facilitate this unique mixed-use development that is consistent with the goals of the City’s Comprehensive Plan, while promoting sustainable development and integrated land uses.</p>
<b>Permitted Uses</b>	<ol style="list-style-type: none"><li>1. Those that are stated as permitted uses in the Urban Mixed Used zoning district, including:<ol style="list-style-type: none"><li>a. 130 rental apartments, a majority of which will be set aside as affordable housing</li><li>b. 10,000sf of ground floor space for a place of worship for St. John’s Lutheran Church</li><li>c. 5,5000sf of ground floor space for various supportive and community service organizations</li><li>d. 65 underground parking stalls</li></ol></li><li>2. Uses accessor to permitted uses listed above.</li></ol>
<b>Lot Area</b>	21,710 square feet or 0.498 acres
<b>Floor Area Ratio</b>	Floor area ratios as shown on approved plans.
<b>Maximum Building Height</b>	Ten (10) stories as shown on the approved plans; including a first floor elevation that is more than eighteen (18) inches above the average sidewalk elevation along E Washignton Avenue due to the grades present on site.
<b>Usable Open Space</b>	As shown on the approved plans, provided on landscaped outdoor roof terraces.

<b>Landscaping</b>	<ol style="list-style-type: none"> <li>1. Site landscaping will be provided as shown on approved plans, with total landscape points of 1,174.</li> <li>2. In lieu of the screening requirements that would be necessary between the adjacent Hancock Center property zoned DR1, the plans provide for part of St. John's property to be paved to provide a wider driveway for the Hancock Center that would allow for improved accessibility and circulation for their property.</li> </ol>
<b>Off-Street Parking</b>	Provided in a two level underground parking garage containing approximately 65 stalls, with a two lane entrance / exit from Hancock Street, as shown on the approved plans.
<b>Design Standards</b>	<ol style="list-style-type: none"> <li>1. The project has been designed to be consistent with the Downtown Urban Design Guidelines and those of Urban Design District 4, which the property is located in.</li> <li>2. Building materials to be consistent with the approved plans.</li> </ol>
<b>Lighting</b>	Site lighting is provided as shown on approved plans.
<b>Signage</b>	Signage will be provided as separately approved on the recorded plans.
<b>Family Definition</b>	Consistent with the approved definition in MGO 28.211.
<b>Alterations and Revisions</b>	No alteration or revision of this planned development shall be permitted unless approved by the City Plan Commission; however, the Zoning Administrator may issue permits for minor alterations or additions which are approved by the Director of Planning and Development and the alderperson of the district and that are compatible with the concept approved by the City Plan Commission.

**EXHIBIT B  
LEGAL DESCRIPTION**

ALL OF LOTS 5 AND 6 AND THE EASTERLY 32 FEET OF LOT 7, BLOCK 112, ORIGINAL PLAT OF THE CITY OF MADISON, CITY OF MADISON, DANE COUNTY, WISCONSIN.

## EXHIBIT C DOWNTOWN URBAN DESIGN GUIDELINES

The project's architect, Potter Lawson, has extensive experience designing buildings in downtown Madison that meet and exceed the Downtown Urban Design Guidelines. A summary of how those guidelines are addressed by the submitted plans is below.

### SITE DESIGN

#### 1. Orientation

- The building was designed to take advantage of the grades on site by creating two distinct entrances for the building's various uses. The entrance for St. John's is located along East Washington Avenue, while the residential lobby is off of Hancock Street. This activates both street frontages and creates unique architectural features along both streets that enhances the pedestrian experience and improves the urban fabric.
- The entrance into the underground parking structure is located at the low point of the site along Hancock Street, pulled away from the highly visible E Washington / N Hancock corner. An overhead door that matches the surrounding brick façade helps to integrate this entrance into the overall architecture.
- The building has been pulled back from the property line to provide space for extensive planting areas that will be utilized in a variety of different ways throughout the year to improve the visual interest and to soften the edges of the building.
- The unique use of colored / stained glass around St. John's first floor space creates a visually striking façade that highlights the key corner of the property in a unique and inviting way.

#### 2. Access + Site Circulation

- All of the parking for the project has been provided in an underground garage beneath the building, with an entrance that is integrated into the façade as noted above.
- Bike racks will be provided along the terrace for visitors and guests, while secured bike storage inside the parking garage will provide easy and convenient access to tenants in the building.
- The amount of parking in the project has been minimized to reduce the reliance on single occupant vehicles. The building's location will promote more residents to travel by foot and bus, creating a slower and more pedestrian friendly urban environment.

#### 3. Usable Open Space – Residential Development

- The project has been designed to maintain St. John's tradition of incorporating planting areas for vegetable and community gardens into its daily programming. Planting areas along both key facades will help to soften and activate the building's street presence while also promoting engagement with the neighborhood.
- An outdoor patio has been created on the back side of the building to provide functional outdoor space for St. John's and the other first floor tenants.
- A large, landscaped terrace on the second floor that is surrounded by green roof will be a common amenity for all of the residential tenants, providing an area to access fresh air and green space while encouraging community interaction.
- Roughly one-third of the residential apartments will have a private outdoor balcony.

#### 4. Landscaping

- Significant outdoor planting areas will be created along the East Washington and North Hancock building facades. These planting beds will provide year round color and visual interest through local varieties that can tolerate Wisconsin's harsh climates.
- St. John's will also be utilizing some of the planting beds for its community gardening activities, promoting interaction between the site and the surrounding neighbors. These beds will be at various elevations and sizes to help soften the building façade.
- Seating areas will be incorporated along East Washington Avenue to provide a place for people to rest or chat with their neighbors. The recessed terrace along St. John's entrance way will also create an informal gathering space for neighbors and visitors.
- St. John's has previously worked with one of its partnering organizations, the Backyard Women's Mosaic Project, to secure a grant from the Madison Arts Commission to add a mosaic bench near the existing site's sidewalk gardens. St. John's intends to pursue more opportunities for similar additions to the site.
- The development team has been in discussions with Marcia Yapp, a local mosaic artist who has worked with other organizations in Madison (including the Bayview Foundation), to explore whether there are additional opportunities around St. John's space to add public art that may provide further visual interest.

#### 5. Lighting

- Exterior lighting on the building has been kept to a minimum and is primarily intended to emphasize the building's entrances while providing for adequate safety and a walkable urban environment.
- The colored glass used at the corner of St. John's first floor space will create an incredible warmth in the evening as the light inside the space brings a soft glow that projects outward.

### ARCHITECTURE

#### 1. Massing

- The building has two distinct entrances that utilize similar materials but different architectural details to create visual interest. This also helps to avoid long stretches of unbroken façade. A recess of the first floor at St. John's entry creates a covered terrace area that creates a more pedestrian scale along East Washington.
- The building utilizes two separate architectural façade details that help to further reduce the overall mass of the building. The primary façade consists of a finely detailed brick exterior. A slight recess separates that from the façade at the corner, which changes to a window wall framed by an articulated stone or precast element. This change to the glassier corner makes the whole building feel lighter and less imposing.
- The top floor of the building is pulled back from the rest of the façade to further break down the overall scale of the building.

#### 2. Building Components

- The ground floors of the building are highly detailed to include unique features that add visual interest and activate both of the primary street frontages. The unique addition of colored glass at the corner of St. John's space will create a warm and glowing feature element, while simultaneously signaling the use behind the glass.
- The top floor of the building has been pulled back to reduce the overall scale and to help terminate the top of the building in a positive way.

3. Visual Interest
  - The building façade includes two unique design elements that compose all sides of the building, so that no side of the building is left unfinished. These two elements create distinctive elements that break up the façade.
4. Door and Window Openings
  - The entrances to both St. John’s and the residential lobby utilize door systems that are integrated with the window system for the rest of the building, creating a cohesive entrance presence. The use of projecting canopies and recessed entries further reduce the scale of these entrances to provide a better pedestrian feel. A grand stair up to St. John’s primary entrance along East Washington creates a defining feature that welcomes people into the space.
5. Building Materials
  - The use of brick and stone add depth and warmth to the façade. The building intentionally shied away from the use of metal panel to better integrate with the residential uses of the surrounding neighborhood. A brief recess between the two façade elements create interior corners for the material transitions to occur.
6. Terminal Views and Highly-Visible Corners
  - The building was designed to reflect the importance of the highly visible E Washington / N Hancock corner as residents and visitors approach the Capitol Square. The detailed stone façade is provided at this corner for that reason. Further, the use of the colored glass at this corner of St. John’s façade creates a unique and visually interesting appearance at this visual focal point.
7. Awnings and Canopies
  - Integrated canopies have been included over both of the main entrances to create a more inviting pedestrian feel to those spaces.
8. Signage
  - A separate, fully detailed sign package will be submitted for approval at the time those details are completed. All of the signage will be professionally designed in a way that integrates the signage into the overall design of the project, focusing on maintaining the qualities of warmth and authentic materials used on the building.



# Exhibit D TDM Plan



## City of Madison | Department of Transportation

### Transportation Demand Management Plan Creation Tool (DRAFT)

Transportation demand management (TDM) refers to a package of policies and strategies designed to increase transportation system efficiency and shift travel patterns to reduce the number and length of single-occupancy vehicle (SOV) trips.

The purpose of this spreadsheet is to:

- determine the applicability of the TDM program to your project
- if your project is subject to TDM requirements, provide a number of points to meet VMT reduction goals
- show you the mitigation measures applicable to your project
- provide you a clear tool to demonstrate compliance with the TDM requirements for your project

#### Project Name:

St. John's Redevelopment

#### Project Address:

Address 322 East Washington Avenue  
Address 2

#### TDM Coordinator:

Name TBD  
Address  
Address 2  
City  
State  
Zip

#### Proximity to Alternative Transportation

With all-day transit service area?

Yes  
[Click here for Map \(coming soon\)](#)

With 1/4 mile of bike sharing station?

Yes  
[Click here for Map](#)

With 1/4 mile of car sharing station?

Yes  
[Click here for Map](#)

#### What Zone is your Project Located In

Downtown / University [Click here for Density Zone Map \(coming soon\)](#)

#### What kind of Project is this?

Mixed Use Use Category (or categories)

#### Project Details

Enter project information into the boxes marked in blue. To find minimum parking required by ordinance for Commercial, Educational, or Institutional uses, go to: [Chapter 28.141 of the Municipal Code -- Table 28I-3. Off-Street Parking Requirements.](#)

##### Residential Use Characteristics

130	Number of Dwelling Units
60	Parking Provided
0.46	Parking Ratio
9	TDM Required

##### Employment Use Characteristics

	Floor area square footage
	Parking Provided
	Parking Provided per 500 sq ft
No TDM Required	TDM Required

##### Commercial Use Characteristics

15,500	Floor area square footage
5	Parking Provided
	Parking Minimum by Ordinance
0.00	Parking Ratio of Provided to Min
No TDM Required	TDM Required

##### Educational Use Characteristics

	# of Students
	Parking Provided
	Parking Minimum by Ordinance
0.00	Parking Ratio of Provided to Min
No TDM Required	TDM Required

##### Institutional Use Characteristics

	Floor area square footage
	Parking Provided
	Parking Minimum by Ordinance
0.00	Parking Ratio of Provided to Min
No TDM Required	TDM Required

**Required Points**

9	Residential	Residential
N/A	Employment	Employment
N/A	Commercial	Commercial
N/A	Educational	Educational
N/A	Institutional	Institutional

*(Calculated based on your inputs from Step 1)*

**Provided Points**

16	Residential
16	Employment
16	Commercial
16	Educational
16	Institutional

**Compliant**

YES
No TDM Required
No TDM Required
No TDM Required
No TDM Required

**VTM Reduction Strategies**

All Blue Boxes Require Additional Input. Please Fill In!

**Active Transportation Strategies**

<input checked="" type="checkbox"/>	Infrastructure	Dedicated Access to Bike Parking	1	Provide a convenient and separate access to the bike parking area without stairs (e.g. on the same level as the entrance, or via a ramp or elevator).
<input checked="" type="checkbox"/>	Infrastructure	Indoor covered bike parking near Entrance	1	Locate the bike parking in a covered, indoor space, less than 100 feet from a building entrance.
<input checked="" type="checkbox"/>	Infrastructure	Bicycle Maintenance Facilities	1	Provide a bicycle maintenance station for on-site employees, tenants, residents and visitors. Tools and supplies should include at minimum: a bicycle pump, wrenches, a chain tool, tire levers, hex keys/ Allen wrenches, torx keys, screwdrivers, and spoke wrenches. Suggest including lubricants.
<input type="checkbox"/>	Infrastructure	Clothes Lockers and/or Showers	0	Provide showers and clothes locker for cyclists. One point for showers, one point for lockers.
<input type="checkbox"/>	Infrastructure	Bicycle Lockers or Secure Storage Room	2	Provide secure storage room or a bike lockers for secure, long-term storage of bikes. Suggest 1 locker for every 20 DUs or 30 employees.
<input type="checkbox"/>	Programmatic	Shared Fleet of Bicycles	2	Provide an on-site shared fleet of free loner bicycles for use by residents/ employees. Fleet should include at least 1 bicycle for every 10 DUs or 30 employees, with a minimum of 5 bikes.
<input type="checkbox"/>	Infrastructure	Improve Surrounding <u>Pedestrian</u> Infrastructure	0	Improve pedestrian infrastructure (side walks, curb ramps, crosswalk, RRFB, etc.) on adjacent properties within 500 ft. of project consistent with city plans and ordinances and federal accessibility requirements. 1 point per 100ft of infrastructure, up to 4 total points.
<input type="checkbox"/>	Infrastructure	Improve Surrounding <u>Bicycle</u> Infrastructure	0	Improve bicycle infrastructure (bicycle lanes, cycle tracks, new crossings, bike-ped paths, etc.) within 500 ft. of project consistent with city plans, ordinances, and federal requirements. One point per amenity or one point per 100 ft. of infrastructure, up to 4 points.
<input type="checkbox"/>	Infrastructure	Traffic Calming Measures	0	Install traffic calming measures such as speed humps and roundabouts. One point per small-dollar measure (e.g. pedestrian flags, temporary speed hump) and two points per large-dollar measure (e.g. RRFB, permanent speed hump). Must be located within 500 ft. of project and be consistent with city plans, ordinances, and federal requirements. One point per amenity or one point per 100ft of infrastructure, up to 4 points.

**Transit Strategies**

The project within the all-day transit service area?	Yes
Measures worth 50% less if not. (From Step 1)	

<input type="checkbox"/>	Programmatic	Provide free two-ride passes	2	Provided two-ride passes for all residents, employees, or visitors that want them.
<input type="checkbox"/>	Programmatic	Sell Madison Metro passes	2	Sell Madison Metro transit passes to visitors, patrons or students. All potential beneficiaries should be clearly informed about the availability of transit passes through appropriate signs or communication channels. Must verify eligibility with Metro Transit.
<input type="checkbox"/>	Programmatic	Subsidize Monthly Transit Passes	75% 3	Provide subsidized monthly transit passes to employees/residents (one per DU or employee). 1 point per 25% subsidy, up to 75%.
<input type="checkbox"/>	Infrastructure	Fund transit facilities and amenities	# Inc. 4	Build or fund transit facilities and existing or proposed stops including benches, trash receptacles, shelters, and real-time arrival screens. Up to 1 point per feature, up to a maximum of 4 points. Metro Transit must accept proposal prior to points being awarded.
<input type="checkbox"/>	Programmatic	Complementary Transit Passes	7	Provide complementary monthly transit passes to employees/residents (one per DU or employee).

**Parking Strategies (pick one max)**

<input type="checkbox"/>	Programmatic	Carpool preferential or free parking	1	Provide free or preferentially sited parking for carpool vehicles for employees, shoppers, students, or others as applicable.
<input type="checkbox"/>	Programmatic	Shared parking agreement	4	Keep parking capacity below the applicable parking minimum by sharing parking or off-site parking arrangement with a nearby land use, or allow users at another land use to park on-site such that that facility has parking capacity below applicable parking minimums. May utilize Parking Utility ramps.
<input type="checkbox"/>	Programmatic	Parking cash-out	10	Offer all employees the choice to forgo free parking for an in-lieu cash payment equal to the market rate cost of parking. Cannot be used in combination with unbundle parking or parking fees. Not applicable for Residential Developments. (Most appropriate in Suburban environments)
<input checked="" type="checkbox"/>	Programmatic	Unbundle Parking	10	Lease or sell parking separately from residential units or office spaces. Must be optional. Cannot be used in combination with parking fees or cash out.
<input type="checkbox"/>	Programmatic	Market-rate Parking Fees	10	Drivers must pay the full market value for parking. Properties offering validation not eligible for this strategy. Cannot be used in combination with cash out or unbundling. (Most appropriate in Urban environments)

**Shared Mobility Strategies**

Is the project within 1/4 mile of a bike share station?	Yes
Measures worth 50% less if not. (From Step 1)	

Is the project within 1/4 mile of a car share station?	Yes
Measures worth 75% less if not. (From Step 1)	

<input type="checkbox"/>	Programmatic	Shared Fleet of Vehicles	1	Provide cars for shared use by employees or residents, not including commercial vehicles.
<input type="checkbox"/>	Infrastructure	Provide car share parking space	1	Contract with a car-share provider (such as Zipcar) to place vehicles on site for use by car-share provider's customers.
<input type="checkbox"/>	Programmatic	Subsidized car-sharing memberships.	2	Offer subsidized car-share memberships - covering the cost of membership, at a minimum) to every resident or employee for using car-share. Car-share vehicles must be located on-site or within a quarter-mile walking distance.
<input type="checkbox"/>	Programmatic	Provide complimentary bikeshare membership or passes	2	Offer complimentary Bikeshare membership to each employee or building tenant that wishes to obtain one.
<input type="checkbox"/>	Programmatic	Emergency Ride Home program	2	Work with the Greater Madison MPO to establish an Emergency Guaranteed Ride Home account. Promote the program to all employees or residents that do not drive to work.
<input type="checkbox"/>	Programmatic	Provide a Shuttle bus	3	Provide a complementary shuttle services for employees or resident. 3 points for shuttles circulating within one-mile radius of the site or providing service to major transit hubs or facilitating a complete trip. (Not applicable for residential uses)
<input type="checkbox"/>	Programmatic	Provide Vanpool	3	After ensuring that such a service is not duplicative of existing vanpool offerings (state Vanpool), establish and maintain a vanpool program for residents or employees. (Not applicable for residential uses)
<input type="checkbox"/>	Infrastructure	Install a bike share station	6	Coordinate with the operator of the existing bike share network to pay for and install a bike share station within ¼ mile of the project.

#### Information Strategies

<input checked="" type="checkbox"/>	Programmatic	Marketing & informational campaign	1	Provide informational material/brochures on TDM and various sustainable transportation options as part of a welcome packet/orientation packet. Organize at least one tailored promotional campaign annually.
<input type="checkbox"/>	Infrastructure	Active Transportation Wayfinding, Maps, and Signage	1	Provide all-weather signs, maps, and wayfinding signage that indicate the direction of nearby alternative commute routes, bicycle and pedestrian paths, and nearby major destinations and amenities.
<input type="checkbox"/>	Infrastructure	Alternative Transportation Kiosk	0	Install and operate a kiosk providing alternative transportation information. The kiosk could include bike route system maps, information about TDM programs, and include a screen displaying real-time travel information for buses in the nearby vicinity. One point for carrying information, one additional point for real-time display.

#### Delivery Strategies

<input type="checkbox"/>	Infrastructure	Delivery Supportive Amenities	1	Provide an area for receipt and temporary storage of deliveries by USPS, UPS, FedEx, and/or Amazon
<input checked="" type="checkbox"/>	Infrastructure	Package Drop-Off Area	2	Provide an area to drop off packages for acceptance by USPS, UPS, FedEx, and/or Amazon
<input type="checkbox"/>	Programmatic	Provide VMT-Reducing Delivery Services	1	Provide delivery services that reduce VMT from single-stop motorized deliveries. Qualifying services include deliveries by bicycle, on foot, or in a delivery vehicle that makes multiple stops.

#### Land Use Strategies

<input type="checkbox"/>	Infrastructure	Provide Affordable Housing at 30% of AMI	2	Provide affordable housing. 1 point is awarded for every 10 percent of units that are offered at or below 30 percent of AMI. Maximum of 10 points. <i>Only applicable to residential developments.</i>
<input type="checkbox"/>	Infrastructure	Provide Affordable Housing at 60% of AMI	3	Provide affordable housing. One point is awarded for every 20 percent of units that are offered at or below 60 percent of Annual Median Income (AMI). Maximum of 5 Points. <i>Only applicable to residential developments.</i>
<input type="checkbox"/>	Infrastructure	Proximity to Public Transportation	5	Locate development within close proximity to existing or planned public transit service. 1 point for locating within the transit service area, 3 points for locating within the all-day service area, 5 points for locating within the planned BRT service area. <a href="#">(see map)</a>
<input type="checkbox"/>	Programmatic	Add to Land Use Mix	1	Provide two or more land uses onsite, allowing users to drive less. One point per additional use outside of the primary use. Maximum of 5 points.
<input type="checkbox"/>	Programmatic	On-site Childcare Facility	4	Establish an on-site daycare facility, to be used by residents or employees. Points are additive to land-use mix points awarded under LU-3.
<input type="checkbox"/>	Programmatic	Provide Other Specific Trip-reducing Service	1	Provide any other trip-reducing service for building users, such as on-site food service for employees, pet-care service, laundry, playroom, dog walking/park, or a business center/co-working space.

#### Employer Policy Strategies

<input type="checkbox"/>	Programmatic	Flexible Work Schedules	1	Provide at least 25% of employees the opportunity to beginning AND end work shifts outside of peak traveling hours. <i>Not applicable to residential developments.</i>
<input type="checkbox"/>	Programmatic	Teleworking / Work From Home	1	Provide at least 25% of employees the opportunity to work from home. <i>Not applicable to residential developments.</i>

#### Other Strategies

<input type="checkbox"/>	Programmatic	Join a Transportation Management Association	0	Form or join a Transportation Management Association (TMA) to facilitate TDM activities such as marketing, outreach, and distribution services. Unavailable until a TMA is founded in the area.
<input type="checkbox"/>	Programmatic	Other Innovative measure (please describe measure and input recommended point value)	0	Enter Measure here.
<input type="checkbox"/>	N/A	TDM Relief Points (granted by Department of Transportation staff for properties built prior to 3/31/2023)	0	Include rationale for mitigation points being granted.