



PREPARED FOR THE URBAN DESIGN COMMISSION

**Project Address:** 810-818 W Badger Road & 2430 S Park Street  
**Application Type:** Mixed-Use Development, including Public Building(s) in Located Urban Design District No. 7  
**UDC is an Approving Body**  
**Legistar File ID #:** [85707](#)  
**Prepared By:** Jessica Vaughn, AICP, UDC Secretary

## Background Information

**Applicant | Contact:** Matt Wachter, City of Madison CDA | Jacob Morrison, Potter Lawson, Inc.

**Project Description:** The applicant is proposing the construction of six-story mixed-use development comprised of both civic and multi-family residential uses, including Fire Station No. 6, Public Health of Madison and Dane County office and clinic space, and 221 new residential units. The development will be served by structured parking (approximately 216 stalls).

### Project Schedule:

- The UDC received an Informational Presentation on October 23, 2024. Staff note that at that time, the development proposal was comprised of multiple buildings ranging in height from two to eight stories, organized around an at-grade through-block pedestrian connection.

**Approval Standards:** The UDC is an **approving body** on this request. The site is located in Urban Design District 7 (UDD 7), which requires that the Urban Design Commission review the proposed project using the design standards and guidelines for that district in [MGO Section 33.24\(14\)](#).

In addition to the overall guidelines and requirements in UDD 7, the project site is located in the Badger Road Area of UDD 7, for which the district enumerates more detailed development requirements and guidelines, including those related to minimum building height, setbacks above the third floor, minimizing setbacks, encouraging a richer level of design at the pedestrian level, as well as incorporating well-designed open spaces into developments, etc.

The development proposal also includes public building(s), including the City of Madison Fire Station No. 6. Pursuant to MGO 33.24(4)(d), *"The UDC shall approve plans for all buildings proposed to be built or expanded in the City by the State of Wisconsin, the University of Wisconsin, the City of Madison, Dane County, the Federal Government or any other local governmental entity which has the power to levy taxes on property located within the City."*

**Adopted Plans:** The project site is located in the [South Madison Plan](#) planning area in Focus Area 1, Village on Park Focus Area. The Village on Park is recommended to be a 'town center' for the south side, with anticipated phased improvements to be comprised of residential, commercial, and civic uses.

The Plan reflects the project site as a Community Mixed Use (CMU) land use category (2-6 stories and general densities of less than 130 dwelling units per acre) and building heights of up to eight stories.

**Zoning Related Information:** The project site is zoned Regional Mixed Use (RMX) Zoning District. While there is a maximum height is five stories/78 feet in the RMX zoning district, the site is also in the Transit Oriented

Development Overlay District (TOD Overlay). The TOD Overlay allows for heights of up to 8 stories/116 feet by-right. As proposed, the development **appears to** comply with the TOD height limitations.

As a reference, the design related zoning standards for mixed use and commercial zoning districts are included as an attachment to this report, including, but not limited to those related to building entrance orientation, façade articulation, height, fenestration, and materials.

In addition, the TOD Overlay includes additional development standards related to setbacks, entrance orientation, height, and automobile infrastructure. While the project complies with most TOD standards, Zoning staff have found that the unique 'Z' shaped building design does not meet the *"...minimum two stories is required for a minimum of 75% of the building footprint."* A Zoning Code text amendment that would resolve this issue has been introduced and is scheduled to be considered by Plan Commission on June 1 and Common Council on June 9. The text amendment would allow for the upper stories, on buildings that are at least five stories, to be only 50% of the building footprint.

As the project is not in conflict with UDC's approval standards, staff advises that UDC can act on the item at this time. Staff note that in the event that the Zoning Code text amendment is not be approved, changes to the building would be required to meet Zoning Code. Such alterations may need to return to the UDC if they result in significant changes in overall design and composition.

Staff note that a complete zoning analysis will be completed as part of the Site Plan Review process. Ultimately, the Zoning Administrator will determine compliance with the zoning requirements.

## Summary of Design Considerations

Staff recommend that the UDC provide feedback and make findings on the development proposal regarding the aforementioned standards as it relates to the design considerations noted below.

- **Building Orientation.** The project site is located at the prominent corner of S Park Street and W Badger Road, in a transit corridor, and between the Madison College South Goodman Campus and the Village on Park development. As such, consideration should be given to the overall building design and detailing as it relates to creating a strong orientation and connectivity to the site's street frontages and prominent corner location, as well as an enhanced pedestrian environment along the shared access drive on the north side of the building.

As proposed, the building has two main points of entry, one at the corner of S Park and W Badger Road for the DCPH Clinic, and an entrance on W Badger Road, which is the main residential entrance. Both entries are recessed or setback from the street, and raised above the street accessed via a ramp or stairs. There is also a dog run area along S Park Street that will be screened with a "public art fence" and concrete wall.

UDD 7 building design-related guidelines and requirements speak to providing strong building connectivity to the street, including designing the front yard spaces to provide amenities that enhance the visual and pedestrian character of the street frontages, locating entrances close to the sidewalk, and designing entrances to be a focal point on the façade, as well as maintaining a high level of transparency at the ground level (at least 40% for office and other non-retail buildings), etc.

Staff request the Commission's feedback and findings on the overall building orientation to the street frontages.

- **Overall Building Design and Composition.** At six stories, the proposed building will be one of the tallest buildings in the area. As such, consideration should be given to the design/detailing of the upper levels and finish at the top of the building. In addition, the site has frontage on two streets, and the site design includes an internal looped access drive that will likely serve both vehicular and pedestrian traffic. As such consideration should be given to the design and detailing of the building along this drive and minimizing blank walls.

The UDD 7 building design-related guidelines and requirements generally speak to:

- Creating visual distinction between the upper and lower building components,
- Creating positive termination at the top of the building,
- Incorporating distinctive architectural features for corner buildings,
- Maintaining a consistent level of design and detailing across all elevations, and
- Minimizing blank walls, etc.

Generally and in summary, the UDC's Second Informational Presentation comments reflected positively on the initial design, but noted that continued consideration should be given to:

- Incorporating more of the unique or special elements in the design (i.e., the curved window framing),
- Adding texture or color to the planters or walls to add interest at the ground level,
- Maintaining the finish on the underside of the balconies, matching the material of the entry canopies (**Note:** information related to the finish of the underside of the balconies was not included in the submittal materials),
- Minimizing blank walls along the north side of the building, wrapping landscape, and
- Exploring ways to better integrate the Fire Station into the overall design composition.

Staff request the Commission's feedback and findings on the overall building design and composition.

In addition, as reflected in the Renderings Sheets, A-17 and A-18, there is a higher level of design and detailing incorporated into the building design and composition, including different masonry patterns, metal panel rib patterns, finish at the top of the building, entry features, framed curved windows, etc. All of which contributes to the design aesthetic of the building. If there are details that the Commission feels strongly about, staff recommend the commission address those in their formal action.

- **Building Height, Mass and Scale.** As proposed, the building is six stories, which is consistent with the adopted plan recommendations and Zoning Code requirements.

UDD 7 Building Height requires buildings are at least two stories in height. The district also includes advisory guidelines recommending heights are limited to four stories, however up to two bonus stories *"...may be allowed depending on the quality of the design, the affect of the development on the adjoining neighborhood and the contribution of the project to the use mix and activity in the vicinity and the character of the street."* In addition, in the Badger Road Area, *"New buildings in excess of three stories, shall incorporate a front façade setback of at least 15 feet from the building face at the third floor."*

The guidelines also note that greater flexibility in height and setbacks may be allowed as part of a coordinated redevelopment project as identified in the district's subparagraphs, which is the case here. Staff note that such flexibility has been approved in some cases, including as it pertains to allowing lesser setbacks at different heights than those noted in the code. As part of the Commission's evaluation of these guidelines and requirements, consideration could be given to the overall building shape on the upper levels and detailing. Such design factors, while not meeting the letter of the guidelines and

requirements, could nonetheless, be found to be generally consistent with the intent of the guidelines and requirements – breaking down perceived mass and scale.

Staff request the UDC’s feedback and findings on the overall building height, as well as setbacks.

- **Materials.** As noted on the materials board, the exterior material palette is primarily comprised of aluminum metal panel with varying rib spacing patterns and masonry veneer. UDD 7 Materials and Colors requirements and guidelines state that exterior materials shall be high-quality, durable materials and that masonry, stone and terra cotta are preferred materials, while “faux” materials are discouraged.

Staff request the UDC’s feedback and findings on the material palette.

- **Architectural/HVAC Louvers.** While louvers are shown on the elevation drawings, they appear to be limited to the commercial storefront window systems on the first floor (refer to Key Note 3.15 on the elevation drawings). Architectural or HVAC louvers are also commonly associated with residential development and structured parking. It has been the current practice to locate wall packs and their associated louvers so that they are not located on street-facing or on highly visible facades, although they have been approved in some situations when found to be well-integrated into the façade’s design.

Staff request the UDC’s feedback and findings on the design and finish detailing of any architectural or HVAC louvers.

- **Landscape and Screening.** UDD 7 Landscaping and Open Space guidelines and requirements generally speak to utilizing well-designed landscaped areas and screen fences to provide buffers and separation between uses and along property edges, providing year-round screening, utilizing materials that are complementary to the building design and that create an enhanced pedestrian environment, etc.

As indicated on the site plan, there are several above-ground utilities located on the north side of the building and access drive, as well as a dog run area along the S Park Street frontage. These areas are intended to be screened with walls and fences, however design-related information was not provided related to these site elements, including the “site perimeter fence”, “concrete retaining wall and guardrail”, “specialty fence”, “public art fence”, etc.

For reference, generally, and in summary, the UDC’s Second Information Presentation comments noted that the consideration should be given to carrying the landscape design around to the north side of the building. In addition, consideration should be given to utilizing plantings to create shade and to soften the building form.

Staff request the UDC’s feedback and findings on the overall landscape and screening.

- **Lighting.** A final Photometric Plan was not included in the submittal materials and therefore a full review of the proposed lighting for compliance with UDD 7 Lighting requirements and guidelines could not be completed. Staff note and the applicant is advised that a final Photometric Plan and light fixture cutsheets will be required to be submitted as part of the Site Plan Review process. Further review of lighting for compliance with both MGO 29.36 and UDD 7 guidelines and requirements could be completed, administratively as part of the Site Plan Review, review process.

Staff request the UDC address lighting in the Commission’s formal action.

Staff note that if lighting is proposed high on the building or if architectural lighting is proposed, additional review and approval by the UDC will be required. Fixture EL-11 appears to be architectural lighting, however mounting details and location were not noted in the materials provided. In addition, Fixture EL-17, while shown on the Lighting Plan, is not included in the Luminaire Schedule.

- **Signage.** Staff note and the applicant is advised that while signage is shown on the renderings, signage is not part of this review. A separate review and approval are required for all signage. Staff encourage the applicant team to work with Zoning Staff early in the process to confirm that any proposed signage complies with the [Sign Code](#).

## Summary of UDC Informational Presentation Comments & Questions

As a reference, a summary of the Commission's comments and questions from the March 4, 2026, Informational Presentation are provided below.

The Commission commented on the struggle between affordable housing and dynamic design. This is a good project so far, and the bones are there. The challenge will be to turn up the design to highlight some of the special elements, turn it up a little bit. Make the ground level more special with all the things around it, the framed element, the curved element to really activate the design of that lower level. Some of the material choices are positive. The finish treatment of the underside of the balconies matched the canopies.

The Commission noted that the fire station should be better incorporated into the overall design. It looks foreign to everything else, almost like an afterthought.

The Commission liked the curved detail and framing of the window. The landscape plinth is nice too, and creates a transition from building to landscape to streetscape. There may be opportunities where the wall becomes taller or larger, not too busy because there is enough going on in the architecture; maybe its smooth, but takes on a color.

The Commission talked about landscaping on the backside of the building hoping that it could find its way to the back side of the building and could be used to help anchor the site, create shade and soften the building form.

The Commission complimented the renderings. Noting it is outside of the Commission's purview, they did inquire about the windowless bedrooms. The applicant replied that they have some around town already, and they focus exterior sunlight into the living spaces and kitchen.

The Commission commented that the articulation is amazing, and loved the framed canopies. Could you do more of that in other areas? This is a great beginning, an interesting building, the color is good.

## ATTACHMENT

### EXCERPT FROM ZONING CODE:

#### 28.060 GENERAL PROVISIONS FOR MIXED-USE AND COMMERCIAL DISTRICTS

(1) Statement of Purpose.

Mixed-use and commercial districts are established to provide a range of district types, from the small neighborhood center to regional-level retail centers, while fostering high-quality building and site design and pedestrian, bicycle and transit as well as automobile circulation.

(2) Design Standards. The following design standards are applicable after the effective date of this code to all new buildings and major expansions (fifty percent (50%) or more of building floor area). Design standards shall apply only to the portion of the building or site that is undergoing alteration.



Figure D1: Entrance Orientation

- (a) Entrance Orientation (See Figure D1). All new buildings shall have a functional entrance oriented to an abutting public street. Additional entrances may be oriented to a private street or parking area. For buildings with multiple non-residential tenants, a minimum of one (1) tenant space shall have a functional entrance oriented towards an abutting public street. Other tenant spaces shall be connected to the public street with a private sidewalk connection. Entries shall be clearly visible and identifiable from the street, and delineated with elements such as roof overhangs, recessed entries, landscaping, or similar design features. Barrier-free entrances are encouraged. (Am. by ORD-13-00113, 6-26-13)

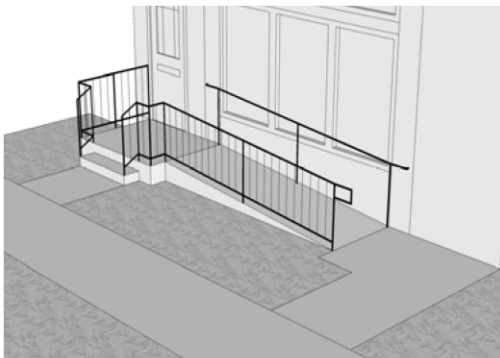


Figure D2: Barrier-Free Entrance Example

- (b) Facade Articulation. Consistent with the design of traditional storefront buildings, new buildings of more than forty (40) feet in width shall be divided into smaller increments, through articulation of the facade. This can be achieved through combinations of including but not limited to the following:
1. Facade Modulation (See Figure D3). Stepping back or extending forward a portion of the facade.
  2. Vertical divisions using different textures or materials (although materials shall be drawn from a common palette).
  3. Division into storefronts, with separate display windows and entrances.



Figure D3: Facade Modulation

4. Variation in roof lines by alternating dormers, stepped roofs, gables, or other roof elements to reinforce the modulation or articulation interval (See Figure D4).
5. Arcades, awnings, and window bays at intervals equal to the articulation interval.

(c) Design of Street-Facing Facades.

No blank walls shall be permitted to face the public street, sidewalks, or other public spaces such as plazas. Elements such as windows, doors, columns, changes in material, and similar details shall be used to add visual interest.



Figure D4: Variation in Roof Lines

- (d) Door and/or Window Openings. For nonresidential uses at ground floor level, windows and doors or other openings shall comprise at least sixty percent (60%) of the length and at least forty percent (40%) of the area of the ground floor of the primary street facade. At least fifty percent (50%) of windows on the primary street facade shall have the lower sill within three (3) feet of grade.

For residential uses at ground level, a minimum of fifteen percent (15%) of the ground level of residential facades or side and rear facades not fronting a public street shall consist of windows and door openings. On upper stories, window or balcony openings shall occupy a minimum of fifteen percent (15%) of the upper-story wall area.

1. Glass on windows and doors shall be clear or slightly tinted, allowing views into and out of the interior. Spandrel glass that mimics the appearance of windows may be used for up to twenty percent (20%) of the required area of the openings. (Am. by ORD-13-00205, 12-10-13)
2. Displays may be placed within windows. Equipment within buildings shall be placed a minimum of five (5) feet behind windows. To preserve views, within three (3) feet of any window, not more than thirty percent (30%) of the view through the windows shall be blocked by merchandise, displays, shelving, or other obstructions.
3. Window shape, size and patterns shall emphasize the intended organization of the facade and the definition of the building.

- (e) Equipment and Service Area Screening. If an outdoor storage, service or loading area is visible from adjacent residential uses or an abutting public street or public walkway, it shall be screened by a

decorative fence, wall or screen of plant material at least six (6) feet in height. Fences and walls shall be architecturally compatible with the primary structure.

- (f) Screening of Rooftop Equipment. All rooftop equipment, with the exception of solar and wind equipment, shall be screened from view from adjacent streets and public rights-of-way. Rooftop equipment shall be screened from view from adjacent buildings to the extent possible.
  - 1. The equipment shall be within an enclosure. This structure shall be set back a distance of one and one-half (1½) times its height from any primary facade fronting a public street.
    - a. Screens shall be of durable, permanent materials (not including wood) that are compatible with the primary building materials.
    - b. Screening shall be constructed to a height of at least one (1) foot above the height of the equipment.
  - 2. Exterior mechanical equipment such as ductwork shall not be located on primary building facades.
- (g) Materials. Nonresidential or mixed-use buildings shall be constructed of durable, high-quality materials such as brick, stone, textured cast stone, or tinted masonry units. Table 28D-1 below lists allowable building materials. When applying these requirements, consideration shall be given to the use, amount, placement and relationship of each material as part of a comprehensive palette of building materials. All building facades visible from a public street or public walkway should employ materials and design features similar to or complementary to those of the front facade.

**Table 28D-1.**

Building Materials	Allowable for use as/at:				Standards (see footnotes)
	Trim/Accent Material	Top of Building	Middle of Building	Base/Bottom of Building	
Brick (Face/Veneer)	✓	✓	✓	✓	
Smooth-Face/Split-Face Block	✓	✓	✓	✓	A
Wood/ Wood Composite	✓	✓	✓		
Fiber-Cement Siding/Panels	✓	✓	✓	✓	
Concrete Panels, Tilt-up or Precast	✓	✓	✓	✓	B
EIFS/Synthetic Stucco	✓	✓			C
Stone/Stone Veneer	✓	✓	✓	✓	
Metal Panels	✓	✓	✓	✓	D
Hand-Laid Stucco	✓	✓			C
Vinyl Siding	✓				E
Glass Curtain Wall System	✓	✓	✓	✓	
Reflective Glass/Spandrel	✓				F
Glass (Storefront)	✓	✓	✓	✓	

A - Shall be used in conjunction with a palette of materials and shall not comprise more than 33% of any building wall adjacent to a public street or walkway.

B - Shall incorporate horizontal and vertical articulation and modulation, including but not limited to changes in color and texture, or as part of a palette of materials.

C - Shall not be within three feet of the ground or used in heavily trafficked pedestrian areas or where high pedestrian traffic is anticipated.

D - Shall be used in conjunction with a palette of materials; shall be a heavy gauge metal, and; shall be non-reflective.

E - Shall be used in limited quantities due to its limited durability.

F - Shall be used in limited quantities as an accent material.



Figure D5: Compatibility with Traditional Buildings

- (h) Compatibility with Traditional Buildings. (See Figure D5.) New development shall relate to the design of traditional buildings adjacent to the site, where present, in scale and character. This can be achieved by maintaining similar, facade divisions, roof lines, rhythm and proportions of openings, building materials and colors. Historic architectural styles need not be replicated.



Figure D6: Building Alignment

- (i) Building Alignment. (See Figure D6.) Buildings shall be aligned with facades parallel with the street to create a well-defined street edge.
- (j) Building Articulation. (See Figure D7.) Buildings shall have horizontal and vertical articulation, which may include dormers, cornice detailing, recesses and projections, stepbacks of upper stories, changes in roof types and planes, building materials, and window patterns. The base of the building shall relate to the human scale, including doors and windows, texture, projections, awnings, canopies, and similar features.



Figure D7: Building Articulation

- (k) Ground-Floor Residential Uses. (See Figure D8.) Ground-floor residential uses fronting a public street or walkway, where present, shall be separated from the street by landscaping, steps, porches, grade changes, and low ornamental fences or walls in order to create a private yard area between the sidewalk and the front door.



Figure D8: Ground Floor Residential Uses