



PREPARED FOR THE URBAN DESIGN COMMISSION

Project Address: 4522 E Washington Avenue
Application Type: Planned Multiuse Site Located in Urban Design District (UDD) 5
UDC is an Approving Body
Legistar File ID #: [73954](#)
Prepared By: Jessica Vaughn, AICP, UDC Secretary

Background Information

Applicant | Contact: Steve Doran, Galway Companies, Inc.

Project Description: The applicant is proposing the construction of two stand-alone commercial buildings, including a restaurant with drive-thru and outdoor seating, and a commercial building.

Project Schedule:

- The UDC received an Informational Presentation on October 12, 2022.
- The Plan Commission is scheduled to review this proposal on January 23, 2023.
- The Common Council is scheduled to review the associated Certified Survey Map request on February 7, 2023.

Approval Standards: The UDC is an **approving body** on this application request as the site is within Urban Design District 5 ("UDD 5"), which requires that the Urban Design Commission review the proposed project using the design requirements and guidelines of [Section 33.24\(12\)](#).

Zoning Related Information: The project site is zoned Commercial Corridor-Transitional (CC-T). Within the mixed-use and commercial zoning districts there are general provisions related to building and site design that are intended to foster high-quality building and site design. Such standards are outlined in [Section 28.060](#), including those that speak to building and entrance orientation, façade articulation, door and window openings, and building materials (see attached).

Summary of Design Considerations

Staff recommends that the UDC provides feedback on the development proposal regarding the aforementioned standards related to the items noted below.

- **Building Design.** Given the location of the project site along a major transit corridor, as well as on a site that sits significantly higher than the surrounding streets; it is highly visible. The UDD 5 Building Design guidelines generally speak to utilizing four-sided architecture and minimizing large unbroken facades. Similar design standards are also reflected in the Zoning Code design standards, including minimum glazing requirements for primary street facing elevation (*60 percent of the length and at least 40 percent of the areas of the ground floor of the primary street façade*) and orienting a functional building entrance towards the street.

With regard to the Chapter Aesthetic Studio building, staff believes that the proposed building design can be found to be generally consistent with the UDD 5 guidelines and requirements, as well as Zoning Code requirements. However consideration should be given to the treatment of the one blank wall elevation (southwest elevation facing the drive-thru lane), including incorporating landscape or architectural

detailing to break-up the blank wall expanse. Staff requests the UDC make findings related to the overall building design of the Chapter Aesthetic Studio Building and treatment of blank walls.

With regard to the Café Zuppas building, as proposed, there are multiple variations in the height of the parapet roofline, building articulation/modulation and proportions, and varying levels of design and detail across all four elevations, especially with regard to the application of masonry. Staff requests the UDC make findings on the proposed Café Zuppas overall building design, including as it relates to utilizing four sided architecture, presenting a cohesive building expression, maintaining harmony with other buildings in the area, etc.

- **Building Materials.** Generally, UDD 5 Building Design requirements and guidelines note that all elevations are of importance and that careful design consideration should be given to each, including the use of low maintenance exterior building materials, creating consistency and compatibility with the identifiable character and context of the area, as well as adjacent structures, and minimizing the appearance of blank walls. In addition, as noted in the Zoning Code, *“Nonresidential building shall be constructed of durable, high-quality materials such as brick, stone, textured cast stone, or tinted masonry units.”* When applying the building material requirements, *“...consideration shall be given to the use, amount, placement and relationship of each material as part of a comprehensive palette of building materials.”*

As shown in the application materials, the proposed building material palettes are relatively consistent between the two proposed buildings. Both being comprised of fiber cement panels and brick, with composite wood panels and the Café Zuppas’ building and glazed tile accents on the Chapter Aesthetic Studio building.

With regard to the Chapter Aesthetic Studio, staff notes that the material palette has been significantly altered from what was presented in the Informational Presentation materials. Originally, the building material palette was comprised primarily of masonry, while today it is primarily fiber cement.

Staff requests the UDC review and make findings on the proposed building material palettes as it relates to the UDD 5 guidelines and requirements and Zoning Code requirements as noted above, and to each other, giving consideration to presenting a complimentary, compatible design across the development.

- **Landscape and Screening.** As shown on the site plan, there are several retaining walls proposed along the E Washington Avenue frontage road along the sidewalk. Staff requests the Commission provide feedback on the design of the “front yard,” especially with regard to UDD 5 guidelines and requirements which generally speak to screening and providing year-round color and texture.
- **Pedestrian Connectivity.** While the proposed development is predominantly auto-oriented, consideration should be given incorporating safe, accessible routes through, and to, the project site given its location along a major transit corridor and potential for pedestrian-vehicular conflicts.

As noted in the Zoning Code, *“All new buildings shall have a functional entrance oriented to an abutting public street.”* A sidewalk connection is shown on the north side of the site for the Chapter Aesthetic Studio, which appears to meet this standard. For Café Zuppas, this standard **does not** appear to be met as there is no building entrance or pedestrian pathway oriented towards the E Washington Avenue frontage road. Staff notes that additional information will be required in order for the Zoning Administrator to determine if that Zoning Code requirement has been met.

Staff requests the UDC provide feedback related to overall pedestrian connectivity, including from E Washington Avenue frontage road and providing a clear pedestrian pathway from the parking lot to the proposed buildings.

- **Parking.** As noted in the Zoning Code, there is no minimum parking requirement within the CC-T zoning district. As such, consideration should be given re-evaluating the parking lot layout, including stall type, orientation, size, etc. Doing so could result in the reduction of onsite paving and create opportunities for additional landscape, open space, stormwater, and pedestrian amenities.

Summary of UDC Informational Presentation Comments

As a reference, the Commission's comments from the October 12, 2022, Informational Presentation are provided below:

- The building and retaining wall across the street (mattress and dental businesses) are pretty successful with the heavily landscaped space between the wall and sidewalk sloping down. The wall is there but it's not just sheer, plain and straight. You could do something similar and complementary to that, even matching the wall material and so forth. You don't have to have a switch back ramp for accessibility, which helps avoid having all those railings and steps.
- The Zuppa's building has one more material than it needs. It could be toned down in that number of materials.
- You're removing the building on the left side where the parking lot is, creating two new buildings closer to E. Washington?
 - Exactly correct.
- That's great, I like that a lot. And I like the comment about looking to your neighbors as inspiration or synergy with the terracing and landscaping treatment along E. Washington, holding that urban edge is a great improvement. There are some narrow spaces between parking stalls, and the center strip with angled parking seems almost useless after you factor in a vehicle overhang, you won't be able to plant much there. Consider enhancement or fine tuning of the parking lot to improve the design and get better landscape edges.
- The number of materials, signage, lighting types, I'm not sure if this is the corporate standard, but it could benefit from some simplicity of the rooflines and some of the datums, in addition to the signage, lighting, change of materials, etc. Less is more here.

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)

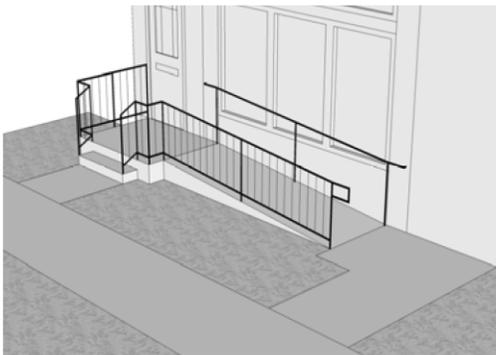


Figure D2: Barrier-Free Entrance Example

- (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