



PREPARED FOR THE URBAN DESIGN COMMISSION

Project Address: 6810 Milwaukee Street, 1 Windstone Drive, and 45 Windstone Drive
Application Type: Planned Development (PD) Alterations
Legistar File ID # [67240](#)
Prepared By: Kevin Firchow, Acting UDC Secretary

Background Information

Applicant | Contact: Brian Munson, Vandewalle & Associates, Matt Gilhooly, KCG Development, Inc. and James Eric Hovde

Project Description: The applicant is proposing a series of alterations to an approved five-building residential development that is currently under construction. There are seven groups of modifications proposed which are depicted in the applicant's materials and described in more detail below. They have been submitted as a "minor alteration" request and have been referred to the UDC for an advisory opinion at the request of the Planning Division Director.

Project Schedule:

- The original request was granted a recommendation of "Initial Approval" by the Urban Design Commission on September 4, 2019 and "Final Approval" on January 29, 2020. Information on the UDC's previous reviews is under [Legislative File 54624](#). Note, as a Planned Development, this project was conditionally approved by the Common Council on November 5, 2019 under [Legislative File 56461](#).

Approval Standards:

The UDC is an **advisory body** on this request. The item was submitted as a minor alteration request under 28.098(6) which allows the Planning Division Director to refer the request to the Urban Design Commission for an advisory recommendation. In regards to Planned Development review, the code indicates that the UDC is required to make findings on the design objectives listed in Zoning Code sections 28.098(1), Statement of Purpose, and (2), Standards for Approval.

Summary of Design Considerations and Recommendations

The Urban Design Commission (UDC) should review the proposed alterations and provide recommendations and findings related to the aforementioned standards for Planned Developments. Staff notes that a copy of these approval standards is included as an appendix and notes Standard "e" which states, "The PD District plan shall coordinate architectural styles and building forms to achieve greater compatibility with surrounding land uses and create an environment of sustained aesthetic desirability compatible with the existing or intended character of the area and the statement of purpose of the PD District."

The applicant has structured this application as a "menu" of seven groups of design alterations. Each can be considered individually and staff requests that the UDC provides specific findings and recommendations regarding each set. These are labeled as 1-7 in the applicant's supplemental materials. The UDC may recommend approval, approval with conditions, or denial of each of these modifications individually. Such information will be considered by the Planning Division Director consistent with the standards of the Zoning Code.

In regards to the submitted materials, there are two sets of plans- the [original application](#) and a repackaged [supplemental packet](#). The latter was a response to staff's request to help the applicant more clearly demonstrate the extent of the proposed modifications.

Summary of Design Considerations

Below is a summary of these alterations. Staff notes that the proposed modifications vary considerably in their scope. Staff requests that the UDC provide feedback on each of these elements.

- 1. Revisions to Secondary Entrances.** The applicant proposes to modify six secondary entrances on the four larger residential buildings. Changes typically consist of removing roofs along these entrances. Staff notes that the prominence of these entries varies, and staff is most concerned about those entries that face public streets, which appears to be most visible on Building 3, at the northeast corner of the site. That alteration appears to also remove a projection on the lower three levels and the removal of windows which staff believes reduces the overall façade articulation on this street-facing wall.
- 2. Removal of Ramp to Human Services Office.** This proposed modification removes the exterior ramp to the office component to Building 4, at the south central portion of the site. As shown on the approved plans, the original design included a switch-back-style ramp that provided an accessible route to a small ground floor office space. Staff understands that this space is intended to be used as a human service office, serving not only residents from this building and development, but also serving non-residents as well. With removal of the ramp, the intent with the modification is to then utilize the building's residential entrance with the accessible route to the office directed through this otherwise residential hallway.

In considering UDC's role to advise on design-related objectives, staff notes that this alteration will impact the building's aesthetics with the introduction of a relatively large continuous wall along this elevation. Planning Division staff have previously indicated to the development team that this element, as presented, may also be referred to the Plan Commission due to the scope of the resulting programmatic changes. For an item to be approved by the Director as a "minor alteration" it must be found by the Planning Director to be consistent with the concept approved by the Common Council.

- 3. Revisions to Storefront Appearance for Human Services Office.** This request relates to the same part of Building 4, but relates specifically to the storefront component of the building. As approved, the office includes a central door with storefront windows on either side. As shown on the revised drawings, the storefront windows have been removed and one additional smaller window is proposed. Staff's opinion is that the removal of the storefront windows reduces the commercial character of this elevation.
- 4. Removal of Individual Unit Entries and Associated Stairs.** This alteration removes the individual unit entries on Buildings 1-4. Associated with this change is the removal of several retaining walls and the creation of a greater sloped lawn between the building and the street. This creates longer runs of stairs in some areas, where there was previously a "terraced" approach to address grade changes down to the street. In multiple pre-application discussions, Planning Division staff have noted concerns with this series of modifications. As noted above, for an alteration to be approved as a "minor alteration," it must be found by the Planning Division Director to be consistent with the concept approved by the Common Council. Planning staff believes that this series of modifications is among the most significant programmatic and aesthetic changes. As noted in pre-application discussions, these modifications may be referred to the Plan Commission for additional consideration. Staff have indicated more support for a concept that would retain most of the public street-facing entries (with the exception of those with the most significant grade changes) that could connect to the public street and sidewalk through shared

private sidewalks and a smaller number of stairways as an alternative to their complete removal, as proposed here.

5. **Revisions to Exterior Lighting.** This change includes the removal of decorative light sconces that were approved at various locations along Buildings 1-4. The proposed plan would reduce the decorative sconces to just the main building entries with other individual unit patio/deck lighting to be mounted into above ceilings. The final lighting plan will also be reviewed by Staff for code compliance related to illumination and light spill.
6. **Revisions to Hardscape Patio.** This request includes modifications to the hardscape patio behind Building 4. As approved, the patio existed on multiple tiers. The revised plan reduces the area and is only developed on one level. A second sidewalk connection has also been removed, which limits access to the main entrance from significant portions of the site, as well as limits access to potential private access to first-floor units.
7. **Revisions to Landscape Plan.** The landscape plan includes several revisions including a reduction in the number of foundation plantings and includes various modifications in regards to the type and layout.

ATTACHMENT
PD Zoning Statement of Purpose and Standards

28.098 (1) Statement of Purpose.

The Planned Development (PD) District is established to provide a voluntary regulatory framework as a means to facilitate the unique development of land in an integrated and innovative fashion, to allow for flexibility in site design, and to encourage development that is sensitive to environmental, cultural, and economic considerations, and that features high-quality architecture and building materials. In addition, the Planned Development District is intended to achieve one or more of the following objectives:

- (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.
- (c) Preservation and enhancement of important environmental features through careful and sensitive placement of buildings and facilities.
- (d) Preservation of historic buildings, structures, or landscape features through adaptive reuse of public or private preservation of land.
- (e) Provision of more adequate, usable, and suitably located open space, recreational amenities, and other public facilities than would otherwise be provided under conventional land development techniques.
- (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.

28.098(2) Approval Standards for Project

The standards for approval of a zoning map amendment to the PD District, or any major alteration to an approved General Development Plan, are as follows:

- (a) The applicant shall demonstrate that no other base zoning district can be used to achieve a substantially similar pattern of development. Planned developments shall not be allowed simply for the purpose of increasing overall density or allowing development that otherwise could not be approved unless the development also meets one or more of the objectives of (1) above. Conditions under which planned development may be appropriate include:
 - 1. Site conditions such as steep topography or other unusual physical features; or
 - 2. Redevelopment of an existing area or use of an infill site that could not be reasonably developed under base zoning district requirements.
- (b) The PD District plan shall facilitate the development or redevelopment goals of the Comprehensive Plan and of adopted neighborhood, corridor or special area plans.
- (c) The PD District plan shall not adversely affect the economic health of the City or the area of the City where the development is proposed. The City shall be able to provide municipal services to the property where the planned development is proposed without a significant increase of the cost of providing those services or economic impact on municipal utilities serving that area.

- (d) The PD District plan shall not create traffic or parking demands disproportionate to the facilities and improvements designed to meet those demands. A traffic demand management plan may be required as a way to resolve traffic and parking concerns. The Plan shall include measurable goals, strategies, and actions to encourage travelers to use alternatives to driving alone, especially at congested times of day. Strategies and actions may include, but are not limited to, carpools and vanpools; public and private transit; promotion of bicycling, walking and other non-motorized travel; flexible work schedules and parking management programs to substantially reduce automobile trips.
- (e) The PD District plan shall coordinate architectural styles and building forms to achieve greater compatibility with surrounding land uses and create an environment of sustained aesthetic desirability compatible with the existing or intended character of the area and the statement of purpose of the PD District.
- (f) The PD District plan shall include open space suitable to the type and character of development proposed, including for projects with residential components, a mix of structured and natural spaces for use by residents and visitors. Areas for stormwater management, parking, or in the public right of way shall not be used to satisfy this requirement.
- (g) The PD district shall include suitable assurances that each phase could be completed in a manner that would not result in an adverse effect upon the community as a result of termination at that point.
- (h) When applying the above standards to an application for height in excess of that allowed in Section 28.071(2)(a) Downtown Height Map, except as provided for in Section 28.071(2)(a)1. and Section 28.071(2)(b), the Plan Commission shall consider the recommendations in adopted plans and no application for excess height shall be granted by the Plan Commission unless it finds that all of the following conditions are present:
 - 1. The excess height is compatible with the existing or planned (if the recommendations in the Downtown Plan call for changes) character of the surrounding area, including but not limited to the scale, mass, rhythm, and setbacks of buildings and relationships to street frontages and public spaces.
 - 2. The excess height allows for a demonstrated higher quality building than could be achieved without the additional stories.
 - 3. The scale, massing and design of new buildings complement and positively contribute to the setting of any landmark buildings within or adjacent to the project and create a pleasing visual relationship with them.
 - 4. For projects proposed in priority viewsheds and other views and vistas identified on the Views and Vistas Map in the City of Madison Downtown Plan, there are no negative impacts on the viewshed as demonstrated by viewshed studies prepared by the applicant.
- (i) When applying the above standards to an application to reduce or eliminate stepbacks required by Section 28.071(2)(c) Downtown Stepback Map, the Plan Commission shall consider the recommendations in adopted plans, including the downtown plan. No application to reduce or eliminate stepbacks may be granted unless it finds that all of the following conditions are present:
 - 1. The lot is a corner parcel.
 - 2. The lot is not part of a larger assemblage of properties.
 - 3. The entire lot is vacant or improved with only a surface parking lot.
 - 4. No principal buildings on the lot have been demolished or removed since the effective date of this ordinance