PLANNING DIVISION STAFF REPORT

September 7, 2022

PREPARED FOR THE URBAN DESIGN COMMISSION

Project Address:	**415 N Lake Street**
Application Type:	Planned Development (PD), Public Parking Ramp and Mixed-Use Building – Informational Presentation
Legistar File ID #:	73342
Prepared By:	Jessica Vaughn, AICP, UDC Secretary

Background Information

Applicant | Contact: Michael Oates, Eppstein Uhen Architects | Matthew Wachter, City of Madison

Project Description: The applicant will be providing an Informational Presentation for the construction of a new mixed-use building containing public parking, a bus terminal, mixed-use space and student housing. The site is currently zoned UMX (Urban Mixed Use District) and will be rezoned to Planned Development (PD).

The development is a public-private partnership. The City plans to demolish and replace the Lake Street portion of the garage. The city also intends to develop a permanent City-owned intercity bus terminal with off-street loading and unloading of passengers. There will be one level of below grade parking and six levels of above grade parking in a building podium. The private development component of the building will include nine floors of housing above and adjacent to the garage, including some affordable student housing units.

Project Schedule:

- Landmarks Commission reviewed this project as an Informational Presentation at their July 25 meeting. The Landmarks Commission noted that since the proposed building does not share a façade with the adjacent landmark, there were no concerns.
- A formal application is anticipated in fall 2022.

Approval Standards: The UDC will be an **advisory body** on the Planned Development request. For Planned Developments the Urban Design Commission is required to provide a recommendation to the Plan Commission with specific findings on the design objectives listed in Zoning Code sections 28.098(1), Statement of Purpose, and (2), Standards for Approval (PD Standards Attached).

For public projects, the UDC will also be an **approving body** on the proposed building, Pursuant to MGO Section 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 within the Downtown Plan planning area in the State Street Neighborhood and is home to the State Street Campus Garage public parking ramp.

> "*Maintain and enhance the State Street district as Madison's premier shipping, dining, entertainment and cultural destination, with a unique sense of place characterized by a vibrant and dynamic mix of uses, a distinctive pedestrian-oriented streetscape, and human-scale developments that actively engage the street and promote synergy and interaction.*"

In addition, the Downtown Plan also recognizes the availability of parking as playing a crucial role in the viability of both State Street and the downtown core, as well as the importance of pursing strategies that allow drivers and

residents to park once and use other modes to circulate within downtown. More specifically with regard to design, the Plan notes that "…*above ground parking facilities should be screened from street view with liner buildings. Upper stories of parking structure may be permitted at the street if designed to a level of interest and quality to a building façade.*"

Further Information on Development Process: In April 2021, the City issued a Request for Proposals ("RFP") for the redevelopment of the City's State Street Campus Garage as a mixed-use intercity bus terminal with a new parking garage, housing and commercial uses. As part of the RFP process, project goals were identified, including attracting more residential and increased density, encourage a mix of uses that contribute to an active pedestrian environment, provide an enhanced design of the existing infrastructure, including incorporating bicycles and pedestrians, ensure integration of the building terminal into the mixed-use development. The Common Council ultimately selected Mortenson Development as the City's development partner for this project and the materials before the UDC reflect the general development concept that was part of the City's RFP evaluation. More information on that process can be found on the City's State Street Campus Garage Mixed Use Project website.

Summary of Design Considerations

Planning Division staff requests that the UDC provides feedback based on the standards for Planned Developments and Public Buildings, keeping in mind the noted City's overall project goals for this redevelopment.

- **Façade Composition and Ground Level Activation Considerations**. Staff requests the Commission's feedback on the following façade and design details:
  - Overall building composition, architectural direction, and material transitions,
  - Articulation of the utilitarian end/side walls, especially where the parking ramp is exposed on the north and south sides of the building, and
  - Ground level activation and prominence of both commercial and residential entryways along Lake Street and feedback on possible commercial programming (including outdoor seating, moveable signage, display, bike parking, etc.) for future commercial uses.

- **Long Views**. Due to the prominence of this site within the Downtown and the proposed height, consideration should be given to the composition of the proposed building in terms of its views from State Street, the lake and other vantage points, including materials, glazing, and color; how it fits in as part of the overall cityscape.

- **Signage**. As noted on the elevations, signage is included, including under canopy sign and projecting signage. Staff requests the Commissions feedback and recommendations in identifying clear sign locations, especially for the ground floor commercial space on the west elevation, as well as preferred sign types. In addition, staff requests the Commission's feedback and recommendations related to the proposed signage mounted above the second story.

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.