VANDEWALLE & ASSOCIATES INC.

Monday, September 18, 2023

Heather Stouder
Department of Planning & Development
City of Madison
215 Martin Luther King, Jr. Blvd.
Madison, WI 53710-2985

The attached formal submittal packet for the Johnson & Broom project, submitted on behalf of Core Madison Broom, LLC, outlines the request for the rezoning and redevelopment of a new multifamily project located along West Johnson Street, West Gorham Street, and North Broom Street. This project is designed to meet the recommendations of the adopted plans while creating much needed new student focused residential housing with a range of configurations, including student-oriented affordability.

Project Description

- Rezone parcels from Planned Development (PD) to Urban Mixed Use (UMX)
- Conditional Use
  - New construction greater than 20,000 square feet
  - New construction of building in UMX District greater than 8 units
  - Rooftop outdoor recreation
- Downtown Height Map district boundary clarification
- Demolition of existing structures
- CSM to create one lot for development

Project Proposal
The proposed project is a 14/8 story multi-family building with 453 units (studios to five-bedroom units), commercial uses along West Gorham Street, and lobby/amenity space along North Broom Street and West Johnson Street. This project implements the adopted downtown plan, downtown design guidelines, and downtown height map with well-articulated urban architecture, vibrant activates streetscapes, and mixed-use opportunities.

The overall project is organized into four distinct building expressions with two distinct towers. This approach creates unique massing and diverse architectural character throughout the building. The overall character also carefully responds to the adjoining buildings and design datum of the neighborhood.

Downtown Height Ordinance/Affordability
The project seeks to utilize the recently adopted downtown height ordinance amendment to incorporate additional floors with the delivery of affordable student housing. The affordability ordinance identifies the opportunity for voluntary income and rent restricted units through the potential contribution of the surplus engineering parcel located at the corner of West Gorham Street and North Broom Street. Affordable student housing is proposed for the project, utilizing the "Oliv Model", with 10% of the beds (in 2-bedroom double occupancy units) receiving a 40% discount versus market rate for students of need, through cooperation with the University of Wisconsin Office of Financial Aid and the City of Madison.

The resulting design of the project reflects the overall height allowed in the downtown height map while avoiding encroachment into the Capital View Preservation Limit.

Sustainability
Sustainability is a key element of the design of the building with a design goal of LEED Silver equivalent design.

Applicant

Core Madison Broom, LLC.
1643 North Milwaukee Street
Chicago, IL 60647

Owners

304 North Broom Street
408 West Johnson Street
412 West Johnson Street
414 West Johnson Street
JDM Properties
101 North Mills Street
Madison, WI 53715

308 North Broom Street
312 North Broom Street
314 North Broom Street
318 North Broom Street
407 West Gorham Street
Madfish on Broom
Attn: Madison Property Management
1202 Regent Street
Madison, WI 53715

431 West Gorham Street
430 West Johnson Street
Johnson Associates LLP
Attn: Forward Management
826 North Star Drive
Madison, WI 53718

416 West Johnson Street
422 West Johnson Street
Mullins Apartments LLC
401 North Carroll Street
Madison, WI 53703

Design Team

Architecture:
Antunovich Associates
224 West Huron Street
Suite 7E
Chicago, Illinois 60654

Lighting:
Hartranft Lighting Design
401 Hawthorne Lane
Suite 110-269
Charlotte, NC 28204

Engineering:
Vierbicher
999 Fournier Drive
Madison, WI 53717

Entitlement:
Vandewalle & Associates
120 East Lakeside Street
Madison, WI 53715

Landscape:
Site Design
888 South Michigan Avenue
Chicago, IL 60605

Site Data

Address	PIN	Existing Zoning	Square Footage	Units	Beds
304 North Broom Street	0709-231-0501-3	UMX	3,432	2	2
308 North Broom Street	0709-231-0502-1	UMX	3,960	1	
312 North Broom Street	0709-231-0503-9	UMX	3,960	3	
314 North Broom Street	0709-231-0504-7	UMX	2,178	4	
318 North Broom Street	0709-231-0505-5	UMX	2,178	2	
407 West Gorham	0709-231-0507-1	UMX	4,356	2	
431 West Gorham	0709-231-0515-4	PD	13,068	60	
408 West Johnson	0709-231-0529-5	UMX	1,716	2	
412 West Johnson	0709-231-0528-7	PD	4,356	9	
414 West Johnson	0709-231-0527-9	PD	4,356	2	
416 West Johnson	0709-231-0526-1	UMX	4,356	3	
422 West Johnson	0709-231-0525-3	UMX	8,712	28	
430 West Johnson	0709-231-0524-5	PD	13,068	42	

Total Site Acreage: 1.62 acre (70,659 sq. ft.)
Rezoning Acreage: .80 acre (34,848 sq. ft.)
Existing Units: 160 units
Existing Bedrooms: 257 bedrooms

Project Requests:

Zoning/Conditional Use Request

The project seeks to rezone the existing Planned Development (PD) to Urban Mixed Use (UMX) with a conditional use request for the following elements:

Building greater than 20,000 square feet and more than 4 stories in height
Building in UMX greater than 8 units
Outdoor recreation/rooftop amenities

Downtown Height Ordinance/Affordability

The project meets the standards of the recently adopted downtown height ordinance through the delivery of affordable student housing in cooperation with the City of Madison and University of Wisconsin Office of Financial Aid.

Downtown Plan Recommendations:
The project design continues the primarily high-density student residential uses identified in the Johnson Street Bend District along with the recommendations focused on redeveloping under-utilized parcels with active and engaging street frontages. The project concept seeks to implements these recommendations through the utilization of the new downtown height definitions with affordable housing, placement of active uses along the street edges (amenities, lobbies, and retail uses) and seeks to expand & improve the existing open space at the corner of West Gorham Street & North Broom Street.

The Downtown Plan Maximum Building Height Map identifies this site as 12 stories with a 6 story section adjacent to North Broom Street. These are further defined as 6 stories/88 feet and 12 stories/172 feet within the recently adopted amendments to the zoning code. This site is also subject to the Capital Viewshed Preservation Limit which caps the building height at total elevation 1,032 or 159'-10" above Broom Street. The proposed project is designed to meet the height standards by incorporating affordable student housing in a building less than 88'/172'and below the Capital Viewshed Preservation Limit.

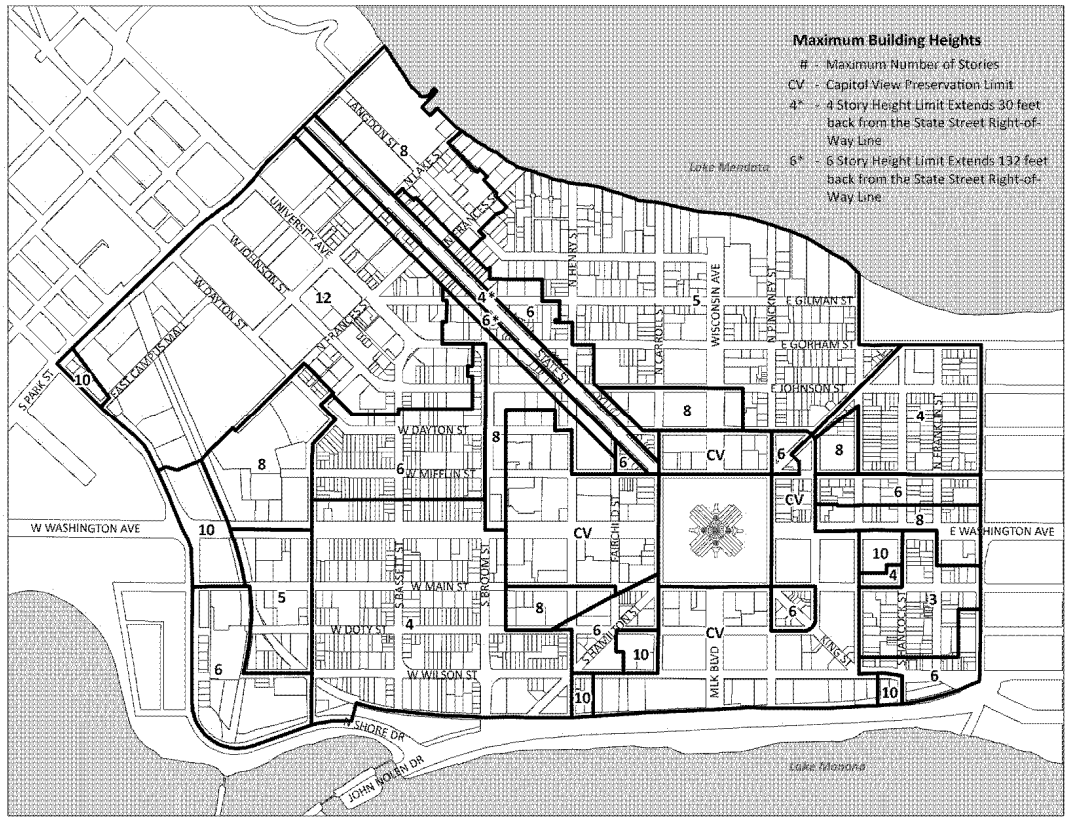
Downtown Height Map Boundary Clarification

The project seeks to clarify the downtown plan and zoning code maximum building height maps by aligning the height map recommendations. Both plans show 12 story heights for the majority of the site with 6 stories along Broom Street. The Downtown Plan Maximum Building Height Map shows a straight line between the two heights parallel to North Broom Street approximately 65' back from the ROW. The Zoning Code Maximum Building Height Map shows the line following the parcel lines, resulting in a jog in the height boundary.

The applicant requests that the Zoning Code Maximum Building Height Map be amended to follow the recommendation of the downtown plan with the boundary being a straight line from West Gorham Street to West Johnson Street ~65' back from the Broom Street Right of Way.

Maximum Building Height Map (Downtown Plan):

Maximum Building Height Map (Zoning Code):



Demolition Request

The project is seeking a demolition request for the buildings located on the site due to functional obsolescence, redevelopment to comprehensive recommendations, and inability for reuse/retention due to lot configuration impacts on the overall project site limiting the potential to incorporate City planning goals for the site. The buildings are all currently used for rental student housing, and most have been well used over many years with numerous revisions from their original conditions.

The Landmarks Commission has reviewed this demolition request and noted the following:

No known historic value:

- 408 West Johnson Street
- 412 West Johnson Street
- 414 West Johnson Street
- 416 West Johnson Street
- 422 West Johnson Street
- 430 West Johnson Street
- 407 West Gorham Street
- 431 West Gorham Street

Building not Historic but noted vernacular context:

- 304 North Broom Street
- 308 North Broom Street
- 312 North Broom Street
- 314 North Broom Street
- 318 North Broom Street

Re-use and Recycling plans will be prepared for all structures. None of the structures are currently proposed for relocation.

Demolition Summary:

304 North Broom Street

Student Housing	2 unit multi-family
Date of Construction:	1870
Request:	Functional obsolescence

308 North Broom Street

Student Housing	single-family rental
Date of Construction:	1885
Request:	Functional obsolescence

312 North Broom Street

Student Housing	3 unit multi-family
Date of Construction:	1898
Request:	Functional obsolescence

314 North Broom Street

Student Housing	2 unit multi-family
Date of Construction:	1904
Request:	Functional obsolescence

318 North Broom Street

Student Housing	2 unit multi-family
Date of Construction:	1875
Request:	Functional obsolescence

407 West Gorham

Student Housing	2 unit multi-family
Date of Construction:	1894
Request:	Functional obsolescence

431 West Gorham

Student Housing	60 unit apartment
Date of Construction:	1990
Request:	Redevelopment to comprehensive recommendations

408 West Johnson

Student Housing	2 unit multi-family
Date of Construction:	1899
Request:	Functional obsolescence

412 West Johnson

Student Housing	9 unit multi-family
Date of Construction:	1990
Request:	Redevelopment to comprehensive recommendations

414 West Johnson

Student Housing	2 unit multi-family
Date of Construction:	1899
Request:	Functional obsolescence

416 West Johnson

Student Housing	3 unit multi-family
Date of Construction:	1914
Request:	Functional obsolescence

422 West Johnson

Student Housing	28 unit multi-family
Date of Construction:	1973
Request:	Functional obsolescence

430 West Johnson

Student Housing	42 unit multi-family
Date of Construction:	1973
Request:	Functional obsolescence

See Exhibit B for conditional use standards and downtown plan standards.
See Exhibit C for photos of the existing buildings.

Project Summary

The proposed project is a 14/8 story multi-family building with 232 units ranging from studios to five bedroom units, commercial uses along Gorham Street, and lobby/amenity space along Broom and Johnson Street.

Proposed Use:

Multi-Family Housing	453 units
1 bedroom	56
2 bedroom	140
3 bedroom	15
4 bedroom	97
5 bedroom	104
Studio	35
Townhomes	6
Total number of beds	1,671
Retail	3,736 square feet

Affordable Housing:

10% of the beds within the building will be offered within the 2 bedroom/double occupancy units (Suite+) at a 40% discount versus market rate for qualifying needs-based students, patterned after the adopted affordability agreements in the Oliv project across the street from the site. These units will be allowed throughout the building on every floor within the Suite + unit type.

Details of this program are included in a separate Memorandum of Understanding with the University of Wisconsin and Land Use Restriction Agreement with the City of Madison.

Total Affordable Beds:	168

Access:

Pedestrian access will be served by a primary lobby fronting onto the corner of Gorham and Broom Street, a lobby onto Johnson Street (building 4 lobby) and secondary entrances off of Gorham Street, the pedestrian walkway and Johnson Street (building 2/3).

Vehicular access for tenants, drop-offs, delivery and refuse pickup is organized off of Johnson Street with an off-street drop off and access to the lower-level parking on site.

Bicycle access and storage is spread throughout the building to deliver secured parking options for tenants with ample bike storage capacity in close proximity and easily accessible to units.

Vehicle Parking:

LL1	6 delivery/drop off spaces
	53 spaces (32 tandem)
	Delivery/loading zone

LL2:		71 spaces (56 tandem)
	Total Car Spaces	122

EV Parking Stalls:

EV Installed	3
EV Ready	127

Bike Parking:

Guest Parking (short term):	45 spaces
First Floor	5
LL1	40
Tenant Parking (long term):	721 spaces
LL1	280 standard
	121 structured
LL2	162 standard
	158 structured
Total Spaces	766

Lot Coverage: 88%

Loading:
All loading, deliveries, and trash/recycling collection will take place within the site, accessed from the West Johnson Street entrance.

Car share pickup and deliveries will have access to 6 designated short-term parking stalls within the lower-level parking area.

Usable Open Space:
Usable open space will be delivered through a ground level plaza at West Gorham Street and North Broom Street, a mid-block walkway, balconies, and rooftop patios with a range of amenities and configurations.

Open Space Required (10 sq. ft./bedroom): 13,510 sq. ft.

Open Space Provided:

Mid-Block Walkway:	3,157 sq. ft.
Entry Plaza:	7,496 sq. ft.
Rooftop amenity:	13,507 sq. ft.
Balconies:	3,566 sq. ft.
Total	27,726 sq. ft.

Green Roof Supplied: 12,392 sq. ft.

Project Schedule

Initial Alder Verveer Meeting	September 7, 2022
Initial Planning Staff Meeting	September 7, 2022

Staff Meeting: Planning, Traffic Engineering	October 6th
Formal Neighborhood Association/Alder Notification	November 3rd
Initial DAT Submittal	November 23rd
Development Assistance Team Meeting	December 1st
UDC Staff Meeting	December 7th
Matt Mikolajewski Meeting	December 9th
Development Assistance Team Meeting	February 16th
City Staff Meeting	March 14th
City Staff Meeting	March 20th
City Staff Meeting	April 4th
City Staff Meeting	April 11th
DAT Meeting	April 14th
UDC Informational Submittal	April 24th
Demolition Request Notification (CNI, CANA, State Street)	April 28th
Formal Submittal Notification (CNI, CANA, State Street)	April 28th
UDC Informational Meeting	May 10th
Landmarks Commission	May 15th
City Staff meeting	June 15th
Steering Committee	June 15th
City Staff Meeting	June 27th
City Staff Meeting	June 27th
Neighborhood Presidents Meeting	June 27th
City Staff Meeting	July 25th
Steering Committee Meeting	July 26th
UDC Informational #2 Submittal	July 27th
Alder Verveer/Alder Govindarajan Meeting	July 27th
UDC Informational #2 Meeting	August 16th
Alder Bennett Meeting	August 17th
Alder Verveer Meeting	August 24th
General Neighborhood Meeting #1	September 7th
Formal Project Submittal Demolition Request CSM/Plat Zoning Submittal	September 18th

Anticipated Implementation Schedule: 2024 Construction
2026 Occupancy

Exhibit A: Legal Description

Part of Lots 4, 8, 9 and 15, Block 40 and all of Lots 5, 10, 11, 12, 13 and 14, Block 40, Original Plat of Madison as recorded in Volume A of Plats, on Page 3, as Document Number 102 and located in the Northwest Quarter of the Northeast Quarter of Section 23, Township 07 North, Range 09 East, City of Madison, Dane County, Wisconsin, more fully described as follows:

Commencing at the North quarter corner of said Section 23; thence S88°46'41"E, along the north line of the Northeast Quarter of said Section 23, a distance of 352.04 feet; thence S01°13'19"W, 359.41 feet to southeasterly right-of-way line of West Gorham Street and the point of beginning of this description; thence N52°35'38"E, along said southeasterly right-of-way line, 17.55 feet to a point of curvature; thence 16.56 feet along said southeasterly right-of-way line and the arc of a curve to the right having a radius of 90.00 feet and a chord bearing N56°08'08"E, 16.54 feet to the northeasterly line of said Lot 8, Block 40; thence S43°43'50"E, along said northeasterly line, 59.01 feet to the southerly line of the northwesterly half of said Lot 9, Block 40; thence N46°32’49”E, along said southerly line, 62.17 feet to the southwesterly right-of-way line of North Broom Street and a point of curvature; thence 28.88 feet along said southwesterly right-of-way line and the arc of a curve to the right having a radius of 90.00 feet and a chord bearing S52°22’13”E, 28.76 feet; thence S43°41’10”E, along said southwesterly right-of-way line, 168.71 feet to the intersection with the northwesterly right-of-way line of West Johnson Street; thence S45°38'32"W, along said northwesterly right-of-way line, 365.14 feet; thence N43°35'15"W, 135.09 feet; thence N43°46'43"W, 135.19 feet to the aforementioned southeasterly right-of-way line of West Gorham Street; thence N46°37'05"E, along said southeasterly right-of-way line, 99.42 feet; thence S43°45'55"E, 134.54 feet; thence N46°13'00"E, 165.90 feet; thence N43°59'58"W, 129.89 feet to said southeasterly right-of-way line of West Gorham Street and the point of beginning.

Said description contains 70,659 square feet or 1.622 acres, more or less.

Exhibit B: Adopted Plan Standards
Conditional Use Standards

1. *The establishment, maintenance or operation of the conditional use will not be detrimental to or endanger the public health, safety, or general welfare.*

   The proposal for multi-family housing is consistent with the historic use of the site and the surrounding area.

2. *The City is able to provide municipal services to the property where the conditional use is proposed, given due consideration of the cost of providing those services.*

   The site is well served with readily available municipal services adjacent to the site.

3. *The uses, values and enjoyment of other property in the neighborhood for purposes already established will not be substantially impaired or diminished in any foreseeable manner.*

   The proposed building is consistent with the previous use of the site and reflects the recommendations of the Comprehensive Plan and Downtown Plan.

4. *The establishment of the conditional use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district.*

   The proposal will not preclude development or improvement of the surrounding properties.

5. *Adequate utilities, access roads, drainage, parking supply, internal circulation improvements, including but not limited to vehicular, pedestrian, bicycle, public transit and other necessary site improvements have been or are being provided.*

   The proposal incorporates the necessary site improvements to support the project.

6. *Measures, which may include transportation demand management (TDM) and participation in a transportation management association have been or will be taken to provide adequate ingress and egress, including all off-site improvements, so designed as to minimize traffic congestion and to ensure public safety and adequate traffic flow, both on-site and on the public streets.*

   The project submittal includes the City of Madison TDMP spreadsheet, illustrating that the project exceeds the required transportation components.

7. *The conditional use conforms to all applicable regulations of the district in which it is located.*

   The project meets the standards of the UMX zoning district and downtown plan.

8. *When applying the above standards to an application by a community living arrangement, the Plan Commission shall:*

   Not Applicable.

9. *When applying the above standards to any new construction of a building or an addition to an existing building the Plan Commission shall find that the project creates an environment of sustained aesthetic desirability compatible with the existing or intended character of the area and the statement of purpose for the zoning district. In order to find that this standard is met, the Plan Commission may require the applicant to submit plans to the Urban Design Commission for comment and recommendation. (Am. by ORD-14-00030, 2-18-14)*

The project has been presented for informational review with the Urban Design Commission on May 10, 2023 & July 27, 2023 (UDC) to gather input on the design direction and will seek UDC approval as part of the review of the project.

10. *When applying the above standards to an application for a reduction in off-street parking requirements, the Plan Commission shall consider and give decisive weight to all relevant facts, including but not limited to, the availability and accessibility of alternative parking; impact on adjacent residential neighborhoods; existing or potential shared parking arrangements; number of residential parking permits issued for the area; proximity to transit routes and/or bicycle paths and provision of bicycle racks; the proportion of the total parking required that is represented by the requested reduction; the proportion of the total parking required that is decreased by Sec. 28.141. The characteristics of the use, including hours of operation and peak parking demand times design and maintenance of off-street parking that will be provided; and whether the proposed use is now or a small addition to an existing use.*

    The proposal meets the parking requirements for the Urban Mixed Use (UMX) zoning district. This site is well served with pedestrian and bicycle routes and transit service, as illustrated by the submitted TDMP spreadsheet.

11. *When applying the above standards to telecommunication facilities, the Plan Commission shall consider the review of the application by a professional engineer required by Sec. 28.143.*

    Not Applicable.

12. *When applying the above standards to an application for height in excess of that allowed in the district, the Plan Commission shall consider recommendations in adopted plans; the impact on surrounding properties, including height, mass, orientation, shadows and view; architectural quality and amenities; the relationship of the proposed building(s) with adjoining streets, alleys, and public rights of ways; and the public interest in exceeding the district height limits.*

    Not applicable.

13. *When applying the above standards to lakefront development under Sec. 28.138, the Plan Commission shall consider the height and bulk of principal buildings on the five (5) developed lots or three hundred (300) feet on either side of the lot with the proposed development.*

    Not applicable.

14. *When applying the above standards to an application for height in excess of that allowed by Section 28.071(2)(a) Downtown Height Map for a development located within the Additional Height Areas identified in 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:*
    a. *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.*
    b. *The excess height allows for a demonstrated higher quality building than could be achieved without the additional stories.*
    c. *The scale, massing and design of new buildings complement and positively contribute to the setting of any landmark buildings within or adjacent to the projects and create a pleasing visual relationship with them.*

d. *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.*

Not applicable.

15. *When applying the above standards to an application to redevelop a site that was occupied on January 1, 2013 by a building taller than the maximum building height allowed by Section 28.071(2)(a) Downtown Height Map, as provided by Section 28.071(2)(a)1., no application for excess height shall be granted by the Plan Commission unless it finds that all the following additional conditions are also present:*
    a. *The new building is entirely located on the same parcel as the building being replaced.*
    b. *The new building is not taller in stories or in feet than the building being replaced.*
    c. *The new building is not larger in total volume than the building being replaced.*
    d. *The new building is consistent with the design standards in Section 28.071(3) and meets all of the dimensional standards of the zoning district other than height.*
    e. *The Urban Design Commission shall review the proposed development and make a recommendation to the Plan Commission.*

    Not applicable.

16. *When applying the above standards to an application for limited production and processing use, the Plan Commission shall consider the effect of such a use on the surrounding properties, including the effects of odors, noise, vibration, glare, hours of operation, and other potential side effects of a manufacturing process. (Cr. by ORD-15-00124, 11-11-15)*

    Not Applicable

Downtown Design Guidelines

Site Design + Building Placement

Orientation

The project creates a strong and permeable street wall with minimal setback along all three adjoining streets while employing a setback to allow for a larger terrace/sidewalk zones along all adjoining. Useable entrances front out to each street frontage with expansive windowpanes integrated into the first floor to reinforce activity and transparency along the sidewalk.

Access + Circulation

The site parking and loading is accessed through an off street vehicular court along West Johnson Street to minimize disruption on regional vehicular and bicycle corridors. Guest parking/delivery is located within the building with 6 spots available for short term use. Long term parking and bicycle parking is located on throughout building within the lower levels, with direct access to a majority of the secured stalls.

Usable Open Space -Residential Development

The project offers resident both balcony and roof top useable open space with a variety of activity areas.

Landscaping

The landscape design of the ground level offers a mid block promenade, expanded entry plaza at West Gorham and North Broom Street, outdoor seating and gathering areas, urban foundation plantings,

expanded sidewalk/terrace area, and buffers from adjoining developments. The overall design seeks to bring color & texture to the streetscape by using landscape and hardscape to further define commercial/public vs. residential/private entrances to the building.

Lighting
Building lighting is proposed to provide appropriate levels of light while maintaining a safe and enjoyable residential environment.

Architecture

Massing
The massing implements the adopted plans and recommendations of the Downtown Height Map with the building mass broken into two towers with four distinct architectural expressions.

Building Components
The ground level of the building incorporates setbacks to create a pedestrian focused activation along each streetscape while clearly establishing a "base" condition for the building and grounding the architecture to the street. The upper-level design utilizes a grid structure that creates visual interest and a framework for setbacks & balconies to further divide the facades into distinct expressions that span from first floor to the rooftop.

Visual Interest
The overall design of the building, based on UDC feedback, creates a varied and articulated expression along all sides of the building with different treatments in the four different buildings.

Door and Window Openings
The overall design of the project fits into the context of the adjoining development while implementing a unique design expression that creates architectural diversity within the overall neighborhood.

Building Materials
The building uses high quality durable materials throughout the four-sided design.

Terminal Views and Highly-Visible Corners
Not applicable.

Awnings and Canopies
The project entries are highlighted with architectural features to clearly denote the primary pedestrian entrances.

Signage
Signage for the building will be integrated into the project through future submittals and will be consistent with the signage ordinance.