PLANNING DIVISION STAFF REPORT

April 16, 2025

PREPARED FOR THE URBAN DESIGN COMMISSION

Project Address: **3565 Tulane Avenue**

Application Type: Informational Presentation for a Planned Development for the Eastmorland Community Center and Housing
UDC will be an Advisory Body

Legistar File ID #: 87894

Prepared By: Jessica Vaughn, AICP, UDC Secretary

Background Information

Applicant | Contact: Sean Meyers, Threshold Buildings/Threshold Sacred Development

Project Description: The applicant is proposing to construct a mixed-use development comprised of two buildings; a community center with commercial space, and a 26-unit multi-family residential building. The project will be served by surface parking lot.

Approval Standards: Upon formal submittal, the UDC will be an **advisory body** on this request. For Planned Developments the UDC is required to provide a recommendation to the Plan Commission with specific findings on the design objectives listed in Zoning Code sections 28.098(2), Standards for Approval (attached for reference), including, more specifically:

> PD Standard (e), which generally speaks to coordinating "...*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.*"

Zoning Related Information: The project site is located in the Transit Oriented Development Overlay (TOD) zone. New development with the TOD Overlay is subject to the requirements as outlined in MGO 28.104, including those that speak to:

- Maximum principal building setbacks – At least 30% of the primary street facing façade (Ogden Street) shall be setback no more than 20 feet,
- Entrance orientation – Principal building entrances shall be orientated towards the primary abutting street (Ogden Street) and be located within the maximum setback (20 feet),
- Minimum number of stories – A minimum of two stories is required for a minimum of 75% of the building footprint, and
- Site standards for automobile infrastructure.

Staff notes that ultimately, the Zoning Administrator will determine compliance with the TOD Overlay requirements. A complete Zoning review will be conducted as part of the Site Plan Review process.

Adopted Plans: The City's adopted Comprehensive Plan recommends the project site for Special Institutional (SI) land uses, a designation primarily use to identify current or recommended locations for schools and large places of assembly and worship. The Comprehensive Plan notes that SI uses, especially those on small sites, less than one acre, may be classified with surrounding land uses, as civic and institutional buildings are allowed in most land

use categories. Staff notes that the development proposal **appears to be** consistent with this land use recommendation.

Summary of Design Considerations

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

- **Building Orientation.** The project site is a roughly triangularly shaped lot with frontage on three streets, including Tulane Avenue, and Ogden and Hargrove Streets. As such, consideration should be given to maintaining a positive building orientation to each street, including incorporating design elements that contribute to creating an enhanced pedestrian environment, including, for example, active unit and common building entries, limiting/screening blank walls, as well as minimizing setbacks and incorporating pedestrian scale design elements and architectural features (i.e., stoops, canopies, glazing, scalable materials and detailing, landscape, building modulation/articulation to breakdown mass and scale, locating active uses along street frontage, etc.).

  Staff requests the UDC's feedback on the overall building orientation, especially as it relates to Tulane Avenue and Hargrove Street.

- **Building Design and Composition.** Aside from the large school across the street, the project site is situated in an area that is predominantly low-density residential buildings. Consideration should be given to ways that the proposed larger buildings can be designed with a sensitivity to the surrounding context.

  As noted on the Site Plan, the development proposal is comprised of two buildings; Building A, which is the multi-family residential building and Building B, which is the community center.

  With regard to Building A, staff requests the UDC's feedback on the overall building design and composition, including as it relates to utilizing a consistent level of detail and materials across all elevations, minimizing blank walls, and incorporating articulation/modulation and design details to not only delineate building components but also to promote design and building forms that address the PD standards.

  With regard to Building B, staff requests the UDC's feedback on the overall building design and composition, including as it relates minimizing blank walls, especially those along street frontages, incorporating stronger architectural elements both at the corner/apex of the site as well as more prominent main building entries, especially for the commercial space, and utilizing a richer level of design details at the pedestrian level.

- **Materials.** As noted in the elevation drawings, the material palette for both buildings appear to be comprised of primarily corrugated metal panel, with engineered lap siding and wood accents, and masonry.

  Staff requests the Commission's feedback related to the proposed material palette, especially as it relates to the surrounding context. Staff have some concerns about the extensive use of corrugated metal panel as a primary material in this context. Additionally, and in concert with the above point, the materials should provide a consistent level of detailing across all street-facing elevations, incorporating articulation in material transitions and detailing, utilizing a richer level of design and detailing at the pedestrian level, etc.

- **Murals.** As noted on the elevation and perspective drawings, murals are anticipated for both buildings. While staff recognizes that there are design options that could include larger scale artwork as a tool for minimizing blank walls, this would also result in the artwork being an integral part of the building design and materials, providing articulation, color, texture, etc. Staff requests the UDC provide feedback on the proposed murals, including the potential design parameters/details for the art installations that could add interest and articulation (i.e. framing, lighting, medium (panels, vinyl), etc.).

- **Wall Packs.** While not indicated on the elevations, wall pack units are commonly associated with residential units. 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 requests the Commission's feedback on the potential use wall packs and the preferred location, as well as it relates to the design detailing and their overall integration with architecture.

- **Landscape.** As noted on the Site Plan, conceptual landscape and open spaces have been indicated. Staff requests the UDC's review and feedback on the conceptual landscape areas in terms of providing adequate transition and clear delineation between the public/private spaces, as well as in terms of providing year-round screening and texture along street frontages, softening blank walls and the surface parking area.

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