



PREPARED FOR THE URBAN DESIGN COMMISSION

Project Address: 341 State Street, 315-319 W. Gorham Street, 321 W. Gorham Street, and 322 W. Johnson Street

Application Type: New mixed-use building to be developed in Planned Development (PD) Zoning Second Informational Presentation/Planned Development (PD) Pre-Design Conference

Legistar File ID # [63798](#)

Prepared By: Janine Glaeser, UDC Secretary

Background Information

Applicant | Contact: Brian Munson, Vandewalle & Associates/Mark Goehausen, Core Campus Manager, LLC

Project Description: The applicant is providing a second informational presentation for a ten-story mixed-use building that will include new student housing, retail, and incubator space. The applicant will be seeking a rezoning to Planned Development (PD) to request additional height that is inconsistent with the zoning height map.

Project Schedule:

- The applicant provided a first informational presentation to the UDC on February 10, 2021
- The applicant anticipates filing a land use application in May 2021.

Approval Standards:

The UDC will be an **advisory body** on this request. This request will be submitted as a Planned Development (PD) Zoning District, subject to the approval standards of MGO §28.098. The UDC is required to review the General Development Plan and Specific Implementation Plans and make a recommendation to the Plan Commission with specific findings on the design objectives listed in Subsections 28.098(1) and (2) and the other requirements of this Subchapter.

Summary of Design Considerations and Recommendations

On February 10, 2021, the development team presented concept plans to the UDC. At that time, the presented materials primarily consisted of massing diagrams. Considerably more detail is now available and due to specific design considerations related to this request, staff have recommended that the applicant return to the UDC for the purpose of providing more detailed feedback prior to the filing of a formal application.

Only the design of the proposed building is before the UDC, as considerations related to demolitions are not under the purview of this Commission. As a reference, staff note that the Landmarks Commission provided advisory comments to the Plan Commission regarding the demolitions. The Landmarks Commission found that the buildings at 322 W. Johnson Street, 315 W. Gorham Street, and 317 W. Gorham Street have historic value based on architectural significance due to their revival style commercial architecture, and historic significance due to their early automotive sales history, and their status as contributing structures in an eligible National Register Historic District. The Landmarks Commission also noted that the building at 341 State Street has historic value related to the cultural history of the LGBTQ community in Madison, but the building itself is not architecturally significant at this point in time.

The [Downtown Plan](#) includes this property within the State Street Subarea that recognizes that while there are opportunities for some larger scale redevelopment, generally away from the State Street frontage as noted in the height map. The Plan includes discussion that buildings should be carefully designed to maintain the predominant smaller-scale rhythms of the State Street frontage.

In regards to height, the [Downtown Height Map](#) (Section 28.071(2)(a) of the Zoning Code) requires a four (4)-story height limit for the portion of the site which extends 30 feet back from the State Street Right of Way (ROW). Moving further away from State Street, to the south, the height limit increases to six (6) stories for the portion of the site located from 30 to 132 feet from the ROW. The balance of this site has a mapped height maximum of eight (8) stories. The submitted plans appear to comply with the four and six-story heights, though portions of the area with an eight-story limit are proposed for 10 stories. A copy of the height map is included as an appendix to this report.

This is not an “additional height” area as provided for in certain parts of the Downtown. As such, the procedural mechanism to request height in excess of what is allowed is through Planned Development (PD) zoning. Therefore, the following standard specifically applies:

28.098(2)(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.

In regards to the proposed building, Planning Division staff requests that the UDC review the project against the PD Zoning Statement of Purpose and Standards and provide detailed, specific feedback related to the updated plans. This includes comments regarding the exterior design, architectural detailing, size, and overall massing of the proposed development, which is designed as a singular building with some integration of existing building facades that are proposed to be rebuilt. Specifically, **staff request that the Commission’s feedback include direction related to these standards and the other PD standards listed in Appendix 2 and the following points:**

- **Feedback Related to Height Standards.** Staff requests that the UDC provides specific comments related to the above standards. Information related to the applicant’s responses to these standards is included in their materials. Design features in the applicant’s approach to shifting mass away from State Street, materials, and sustainability features.
- **Long Views.** Staff requests that the UDC provides feedback related to the development’s long views.
- **Architectural Detailing.** Staff requests that the UDC provide comments on the architectural details and direction depicted in the latest materials.
- **Breaking Up of Large Masses.** Staff requests that the UDC comment on the current approach to breaking up the building into different elements and whether additional modifications would be necessary.

Finally, staff note the UDC comments from the 2/10/21 meeting:

Site Design/Context:

- The pursuit of sustainability certification, I encourage you to continue that process.
- It would be helpful to see the cross-section through State Street and how it compares to the Hub cross-section. That's a space we can visualize.
- The design precedence that has your team inspired, there's a broad spectrum of buildings there, frankly it's quite different between the pages. We would want to see some context with the other buildings around it. My sense is that it's mostly masonry type buildings around there.
- The subtle things like increasing the sidewalk widths, anything else you can do to demonstrate what we as a City are getting back in return for those two stories will go a long way for this Commission.

Existing Buildings:

- I would like to know about the existing buildings and what you're proposing to remove for this project. I'm sure not all of them are in great condition, but knowing if they have any sort of status, there's some really wonderful articulation in some of the smaller storefronts, specifically on Gorham, but Johnson also.
- State Street is often the focus of the pedestrian scale but Gorham and Johnson are just as important. My concern is we're removing some charming small buildings in the name of progress and I want to know more about those structures proposed for demolition.
- If it's going to be a big building and a big mass, there are additional challenges with the recesses. We talk about the simplicity of larger buildings, with the longer elevations and turning corners, it's still a large building no matter what. If that's the case then I think there are other ways you can approach it, maybe separating as it moves away from the podium. Otherwise you're going to be locked in.

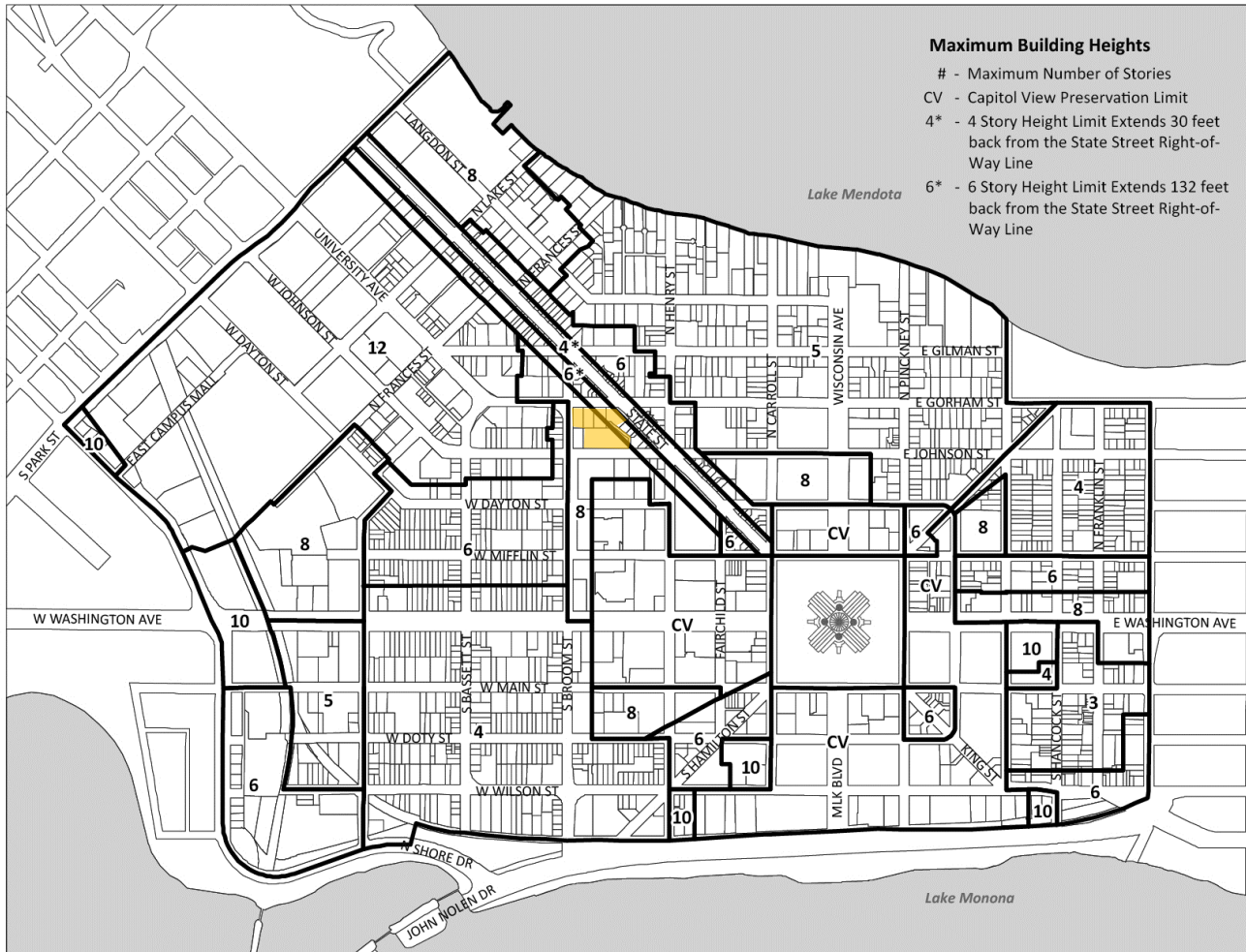
Building Massing:

- How this will work with the existing context and planned character of the neighborhood, and the demonstration of higher quality design that could be achieved with an 8-story building. Affordable units could factor into our decision to allow additional height.
- I'm troubled by the geometry, especially where you created that courtyard.
- I can't figure out how you're going to trick this into not looking like one giant mass. You're going to have to be creative in how you pull that back and create a lightness. Right now it looks like one big mass, it'll be interesting to see how you define these different pieces of it.
- Given the location and prominence of this project there is a certain expectation of what it shall be from the baseline. We'd be looking for what the demonstrated above and beyond is to justify those additional stories.
- Keeping the State Street frontage at 3 stories could be something. Those are the kind of things we really want to see in terms of what we're getting back.
- Getting light would make those courtyard units more appealing, it's too narrow.
- I'd be curious about shadows being cast in that courtyard and onto State Street. Even though it has a stepback the southern sun hits that façade.
- The move to 3-stories on State Street is a good move and has me seriously considering the trade-offs and benefits of that.

Building Design:

- The first floor plan, I'm wondering if you would consider or have considered bringing the residential lobby to Johnson Street and bringing retail over to Gorham? There are already a number of apartment buildings along Johnson Street. The residences exiting on Johnson Street would be that much closer to the grocery store a block away.
- The retail areas, especially on State and Gorham will be really important to design those in a way that retains some kind of character of what's up and down the street. The nice storefronts we're going to lose there, the Community Pharmacy and A Room of One's Own, I'm surprised there hasn't been more comment from the public on historic or landmark status. They have character that is obviously going to disappear but I hope a real effort is made to put something back in its place that speaks to the history and design of the area. I've always admired the fire house building on the corner, I'm feeling sad for them on all these designs that this project looks to me like its abutting tight against them, I would encourage you to also put some effort into giving that nice building a little room to breathe.
- The retail space is shown as one large block, is the intent to break that up into smaller pieces based on tenant requirements?
- Something that big on State Street would end up being a national chain.

ATTACHMENT 1 DOWNTOWN ZONING HEIGHT MAP- With Subject Site Highlighted (Orange)



ATTACHMENT 2
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.