



PREPARED FOR THE URBAN DESIGN COMMISSION

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

Application Type: Advisory Recommendation on Proposed Planned Development (PD) Zoned Development, New Mixed-Use Building for Student Housing, Retail and Incubator Space
Final Approval is Requested

Legistar File ID # [63798](#)

Prepared By: Kevin Firchow, Acting UDC Secretary

Background Information

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

Project Description: The applicant is seeking final approval 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, and a second informational presentation on May 12, 2021.
- The Plan Commission is scheduled to review the demolition and Planned Development Zoning Map Amendment (Rezoning) requests on September 20, 2021.
- The Common Council is scheduled review the Planned Development Zoning Map Amendment (Rezoning) and associated Certified Survey Map requests on October 5, 2021.

Approval Standards: The UDC is an **advisory body** on this request. This request is 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 that Subchapter.

Design-Related Adopted Plan Recommendations: 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. The project site is recommended for up to four, six, and eight stories in height, as described in this report.

Advisory Recommendation of the Landmarks Commission: 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 and they are summarized here. 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.

Summary of Design Considerations and Recommendations

Planning Division staff requests that the UDC provide findings and recommendations related to the aforementioned Planned Development standards, as required by the Zoning Code.

Summary of Key Changes

Staff note the following key modifications compared to the plans informationally presented to the UDC in May. The applicant's submittal includes "before and after" images on Sheets A9-A11 and A41 depicting some of the key differences between plan sets.

- The mass and shape of the building has been revised, including the removal of an interior courtyard space. In general, the current proposal pulls more mass away from the street frontages compared to the earlier version. This includes the removal of some upper story mass in areas where existing storefronts are proposed to be rebuilt. Please see the plans and aforementioned graphics for further information.
- Various façades have been modified, including reorganization of materials and revised window patterning.

Height Related Standards

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.

Design Considerations Raised by Staff

In regards to the proposed building, Planning Division staff requests that the UDC review the revised 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:

Recognizing that the current proposal includes several notable differences, staff still requests that UDCs feedback includes specific comment on the below 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 building's various long views considering its height and prominent location.
- **Architectural Detailing.** Staff requests that the UDC provide comments on the architectural details and direction depicted in the latest materials. This should include comments on the revised material pallet, window patterning and other details, including some of the masonry accents.
- **Breaking Up of Large Masses.** Staff requests that the UDC comment on the how the revised approach to breaks up the building into different elements and whether additional modifications would be necessary.

Summary of Previously Raised UDC Design Comments.

As a reference, staff refers the Commission to their comments from previous meetings:

Comments from the May 12, 2021 Second Informational Review:

- Consider the reconstruction of the façades at Johnson and Gorham carefully, this is a demolition project. Not convinced that they are successfully integrated vertically. The James had an element that was demolished and reconstructed, in that case they not only rebuilt the façade but they designed the backdrop to it, set it a lot further back than what we're seeing now and integrated it very successfully into the rebuilt façade. These are the kind of things the Commission really needs to weigh in on. Landmarks and Plan Commission will grant the demolition permit, we have to say this design, whether it's brand new brick or a rebuilt, does this contribute to the coordination of the overall design? It's all about design and less about whether it's old, new or historic designation.
- I hate brick buildings, Madison has way too many brick buildings. However, I think this is a very attractive project, I was pleasantly surprised at how it integrates the new with the old. At some point we have to have a complement of new and old and I think this does that successfully.
- Appreciate the scale at State Street, wish the corner was more prominent as an entry, appreciate the detail in the brick. The salvaged façades, the looming mass above it, I think it just doesn't feel right, it's too heavy. The photo of The James was an example of how you could make that more successful. There's

a lot of verticality to the massing, it doesn't make for very livable areas in those courtyards. Those areas will never see sunlight and doesn't feel right to be building spaces that are so oppressive. It's got some nice forms but there's a lot of verticality and aids in making it look much more massive.

- This is going to be a big building no matter what. From an aerial standpoint, the massing and how this is just one building does make a big difference when you're around that area, where sun can get through and cast shadows. I'd like to know more about how that courtyard feels, I'm not sure I understand the entire building yet.
- Debatable to have a pool with affordable units. It's a special spot in the City, the human scale of it is not yet successful. I appreciate the curves on the corners but question that they're all solid, it makes the building feel pretty heavy. It feels like an office building, not residential.
- I like the roof spaces, the design and quantity is awesome. I do have some concerns, in particular the canyon courtyard in the middle. Things will grow in there but it might be sparse and unpredictable; the functionality and benefit of that space in the middle, how it's used.
- I like a lot of the detailing and the brick, especially when it's done with permeability and penetrations. The thing I struggle with most are the historic façades. I really love the streetscapes as they are today with a mix of qualities, and I am concerned about the rebuilt treatment of some of those. While I applaud you using them, I think one question would be what is the depth of those on both sides? If its surface level applied back on this really massing building it's going to feel wrong.
- The business of Johnson and the loading, parking coming off of Johnson definitely presents some challenges as opposed to Broom. What's happening along State Street is really successful with the shift of the massing off the view corridor, the pedestrian scale experience there. I don't have an issue with the height of the building because it does step back off of State Street, there are already canyon-like spots in that area, but as noted the historic façades are two-fold, the depth within the windows and openings but also the return of the building (parapet or side walls) so it doesn't feel like an applied surface. That's what I'm most concerned with.
- The tower above the building to the west of it and the old garage on Johnson Street suffer from the same problem, it's demolition and reconstruction, it's not saving, the building is gone.
- I was very skeptical at the first informational about portraying this massing of a singular building as successful in multiple components, and the architect has taken this very far in this direction, particularly the curves. Most of the spaces do not read as residential, they read as commercial, perhaps because there are no balconies. I would not favor the projected balconies in this study, but recessed in some locations may be successful.
- I do like the brick and metal but am concerned about the darkness of the metal. I appreciate the façades you've chosen to "save," using brick is successful with that for continuity. The one tower sticks out right over that old base, that should recede some and it will bring light into the courtyard. The State Street direction is very successful.
- What else would make this building read as more residential?
- The glass looks really dark, you wouldn't expect that dark of glass there, you wouldn't want to live in a house where the glass is so dark.
- The patterns of the fenestration in general, verticality without glass in large expanses adds to that commercial look. Have you considered cutting through on the Johnson Street façade to come through? That's an opportunity above to divide the buildings and have a gap where you don't have a canyon.
- Does it need to look residential? I don't want the applicant to interpret that it needs extending balconies off the façades.
- It's important this feel residential because of the culture of State Street and the surroundings. That's worth trying to protect and maintain. The very tall narrow glazing reminds me of offices. I don't know that balconies are the answer but the pedestrian feel and the diversity on State Street is something to really treasure. I'm still struggling with why it has to be one building.
- Residential scale windows versus office size windows.

Comments from February 10, 2021 First Informational Review:

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.

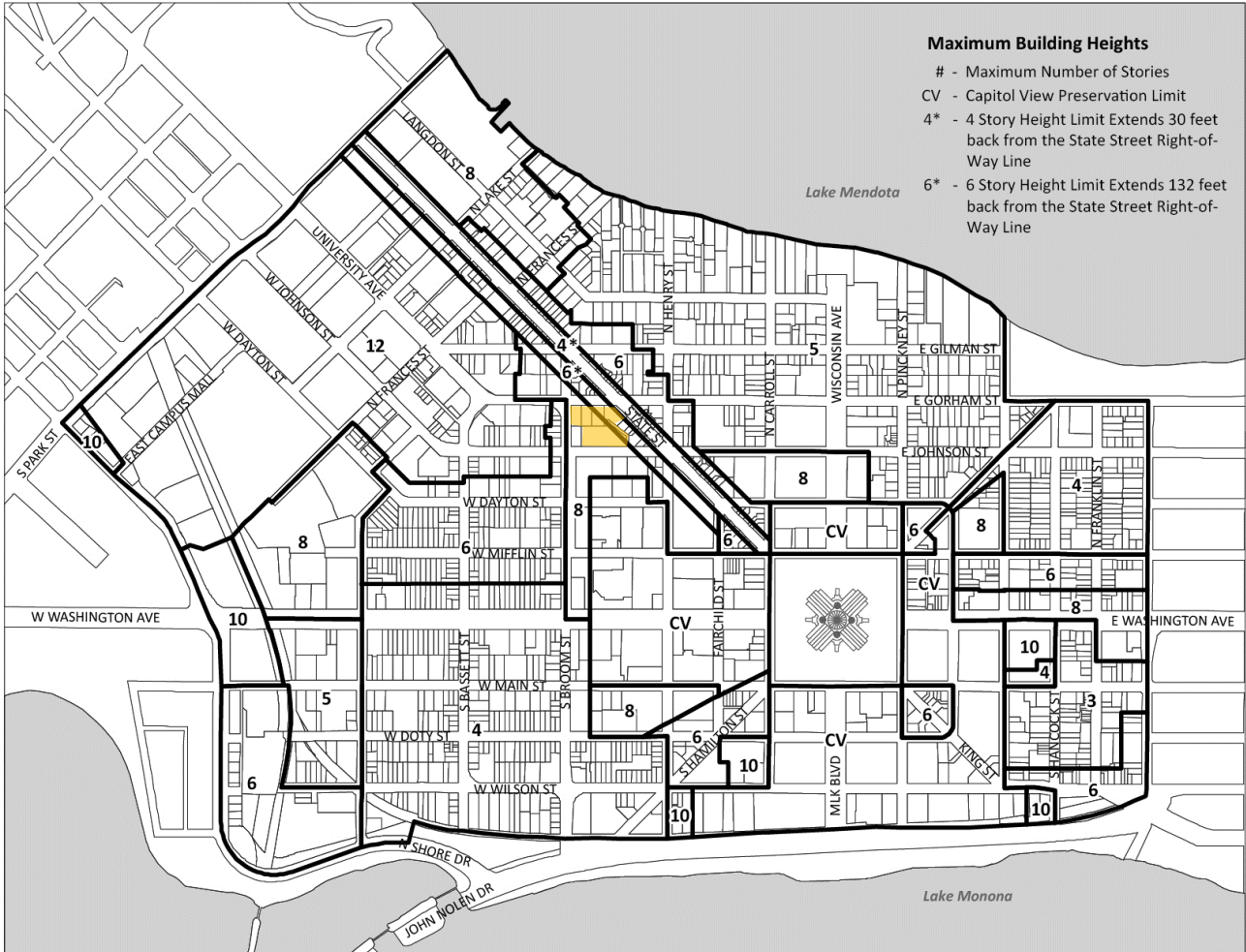
Building Design:

- 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.
- (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