

BRAYTON LOT

FRAMEWORK



**First Settlement District Planning Committee
City of Madison
August 2001**

Acknowledgments

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Brayton Lot Subcommittee

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First Settlement District Planning Committee

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City of Madison – Department of Planning and Development
City of Madison – Parking Utility
Madison Gas & Electric Foundation
Anonymous Donation through the Madison Community Foundation

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By Amended Substitute Resolution No. 58598, ID No. 29497

Introduction

The residents of First Settlement have long been concerned about potentially undesirable development of the surface parking lot on the Brayton Lot owned jointly by the Madison Parking Utility and the State of Wisconsin. Therefore, in the Spring of 1998 the First Settlement Neighborhood Planning Committee established a subcommittee to explore ways that development could be made compatible with its small, vital neighborhood and consistent with the *First Settlement Neighborhood Master Plan* (1995).

The Brayton Lot Subcommittee consisted of Mary Lou Munts – Chair, Carol Crossan, and Jane Kinney. The City of Madison Department of Planning and Development agreed to assist the study with Mark Olinger giving staff support. The Subcommittee consulted with the City Parking Utility, the State Department of Administration, and various developers who all agreed that a mixed-use project would be the best approach to development of the Brayton Lot.

It was agreed that a volumetric and use study was critical to assist the neighborhood and other interested parties to visualize the options that might be considered for a mixed-use development. Such a model would include a state office building combined with residential development and underground parking. The guidelines for the study would be the *First Settlement Neighborhood Master Plan*.

Funds to engage an architect were contributed by the City of Madison, the Madison Parking Utility, the Madison Gas and Electric Foundation, and an anonymous donor through the Madison Community Foundation. The services of KEE Architecture were secured and three neighborhood meetings were held in the Spring of 1999 to provide input to principal architect, Doug Kozel, in his development of a model.

Community Participation Process

The Brayton Lot project provided First Settlement residents an ideal opportunity to pro-actively address a potential development project in advance of any plans for the property. The community was free to explore preferred options without the pressure to produce in the face of developer deadlines and the consequent reactive context that is often the case. The community participation process took place in three town meetings over a period of six months. Approximately 25 people participated in each of these sessions. Bert Stitt, President of Capitol Neighborhoods, Inc., facilitated the town meetings.

The first town meeting on October 29, 1998, was designed as an open brainstorming session where, with the architects and representatives of the City of Madison and the State of Wisconsin present, the residents were able to list all of their hopes, concerns and ideas about the development of Brayton Lot. By using a multi-voting process those attending that session were able to rank order their major interests as: Density/Scale of the project, Neighborhood Retail, Housing, Aesthetics, Open Space, Public Parking/Traffic Flow, Project Process. Neighborhood residents, Jim Elliot and Bob Judy provided a computerized analysis of the participant rankings (see Appendix C).

KEE Architecture was able to take these conceptual interests and the participants' background comments and produce a preliminary model that addressed those interests along with those of the owners, the City of Madison and the State of Wisconsin. The architects created a participant-friendly model constructed in such a way that the components could be moved around on the site. In this way the participants were able to discuss various options as they viewed the model.

This preliminary showing of the model to the community took place on February 1, 1999. After a full review, several changes were suggested. One change involved moving a proposed loading dock for the office tower portion of the model from the corner of Hancock and East Washington where it faced residential uses to the Butler Street frontage

where it faced the loading facilities at the State of Wisconsin General Executive Facility (GEF 1). Other changes involved the heights of various components as well as the siting of residential units. KEE Architecture then went back and based on those comments developed a final version of the model that was presented on April 26, 1999.

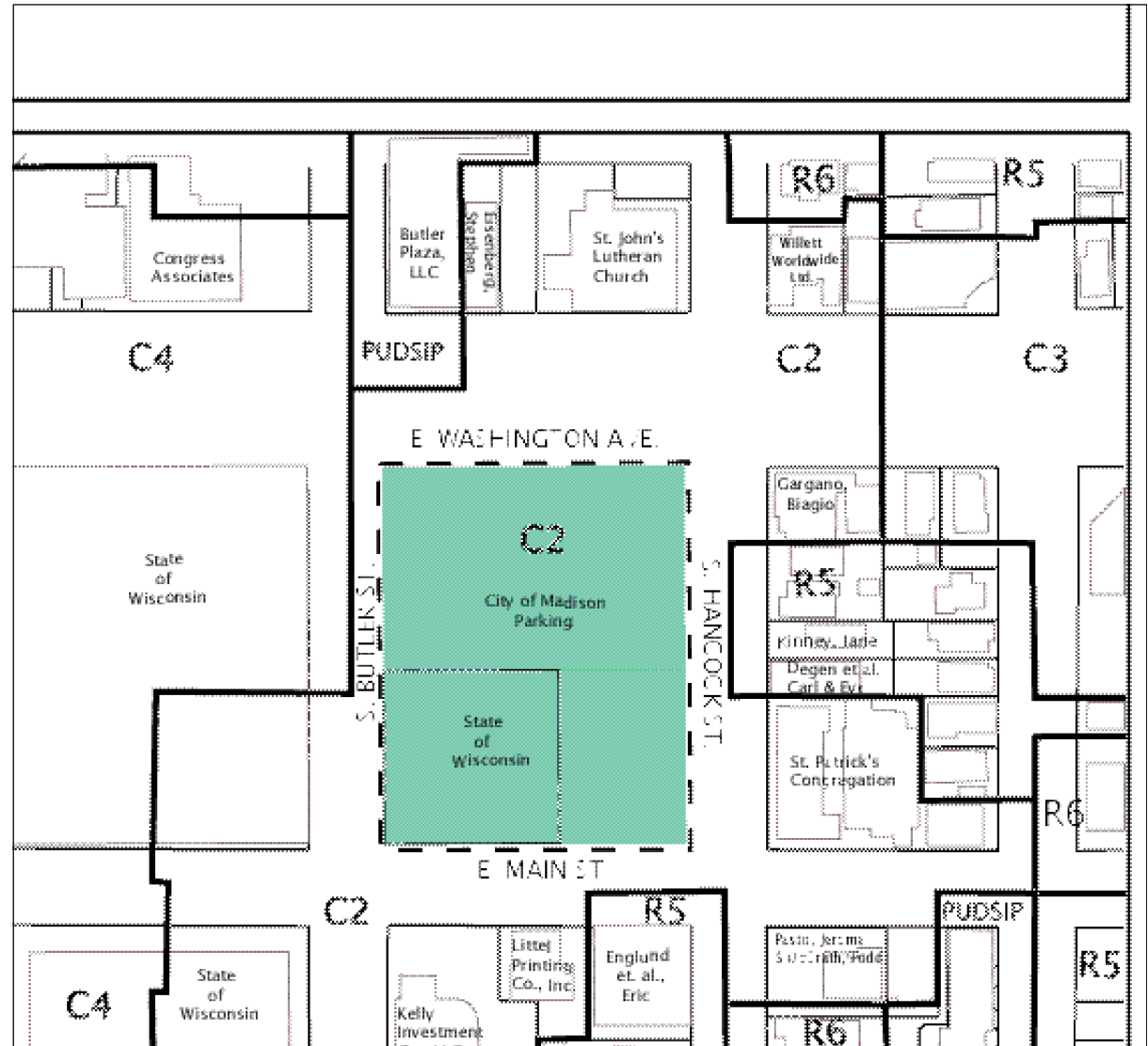
The final model received the hearty approval of all those attending, including residents, church representatives, development community representatives, City representatives and State representatives. Community participants in particular felt pleased that their concerns about the density, scale, commercial and residential uses, aesthetics, community space, parking and traffic flow had been addressed.

Design Framework and Objectives

Site.

This development framework focuses upon the block (Block 113) that is bounded by East Washington Avenue, South Hancock Street, East Main Street, and South Butler Street. The lot now contains surface parking lots and a van pool parking area. It is presently zoned C2, and is used by both the City of Madison Parking Utility and the State of Wisconsin (Figure 1).

The site contains 87,120 square feet (approximately two acres) within two blocks of the Capitol Square. The site slopes over twenty (20) feet, with considerable elevation changes on all four sides. Elevations for the site are shown in Figure 2.



**Figure 1: First Settlement Neighborhood
Brayton Lot Study Area**

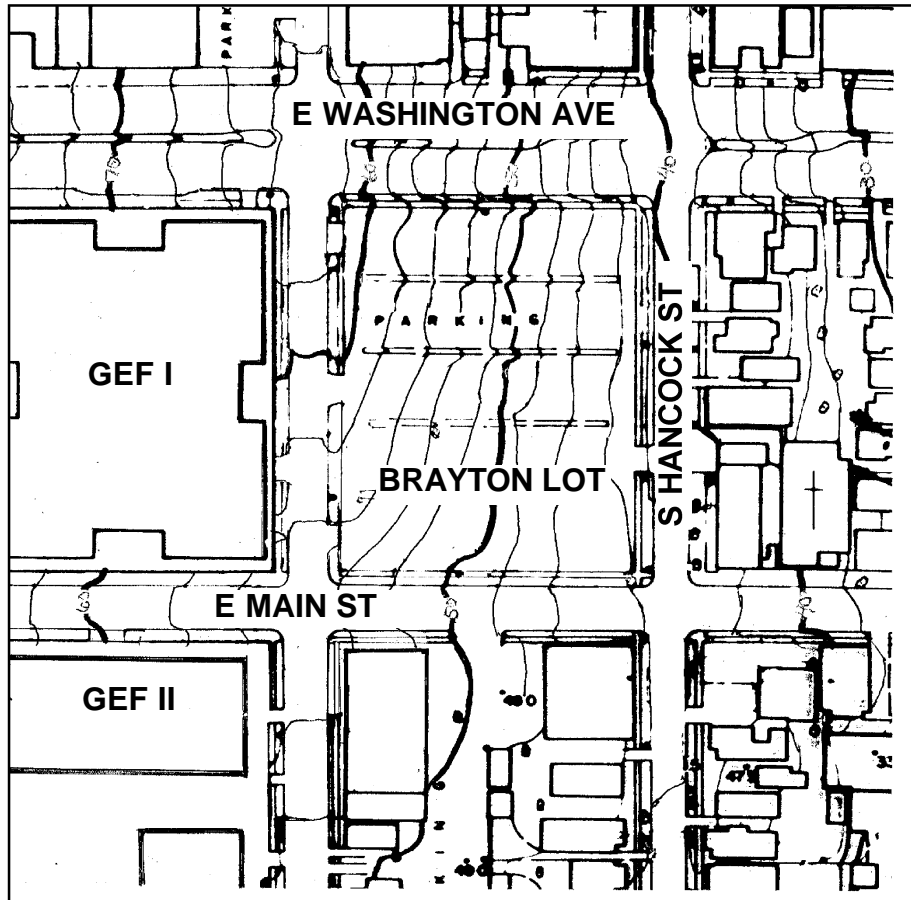


Figure 2: Topography and Grade of Site

Neighborhood Plan Fundamentals.

The goals of the *First Settlement Neighborhood Master Plan* focused on preserving and enhancing the neighborhood as a downtown residential area. The Brayton Lot was identified as a strategic mixed-use redevelopment site.

According to the Plan, this would include the following:

- Strategic mixed-use redevelopment site for the neighborhood and downtown.

- Low- to medium-density residential development on Hancock Street and Main Street with landscape setbacks and rear yard open space.
- Higher density residential and commercial development along East Washington Avenue and Butler Street.
- Potential for building to the State Capitol height limits.
- High profile commercial fronting on East Washington Avenue.
- Designed to maximize views to both lakes and the State Capitol.
- High-density, structured public parking on the west side of the block with access from Butler Street and East Washington Avenue.
- Potential parking to support St. Patrick’s Church.
- Potential neighborhood retail related to Main Street.

Development Context.

The development framework for the Brayton Lot acknowledges, respects, and builds upon the unique character and place of the site, both physically and functionally within the broader context of downtown Madison. Development envisioned within this block will essentially complete the northern half of First Settlement, and help establish a physical center for the neighborhood, focused primarily at East Main and South Hancock Streets. It also occupies a prominent location on East Washington approaching the Capitol.

Historical Context.

Design and development considerations for the Brayton Lot need to take into account the historic nature of the buildings along Hancock and Main Streets, as well as provide a functional and dramatic approach to the Capitol from the east. Simultaneous with the development of this study, First Settlement is actively exploring the possibility of becoming a historic district. While the Brayton Lot would not be in the district, it is important to note that two of the four sides of the site would be across the street from the proposed historic district.

Street Life.

Decisions governing the future redevelopment of Brayton Lot must sensitively consider the functional relationship between Brayton redevelopment and adjoining uses. It is an expressed goal of the project that there be activity at the street level on all four sides of the block.

Parking.

As a parking lot, Brayton Lot has served an important function. But as surface parking, it dramatically underutilizes the potential of the site.

Given the intensity of uses proposed for the Brayton Lot, it is important to have adequate parking available to meet the needs of those new uses and maintain access for vehicles and service/delivery vehicles that does not negatively affect the adjoining residential areas. Any proposed parking ramp should also meet the public parking needs provided by the existing parking lot.

Urban Design.

The architectural and design treatment for Brayton Lot does not have to mimic the existing historical structures, nor the more modern structures that are out of character with the scale, massing and design of the neighborhood.

The concepts of this project provide an opportunity to develop an idea that is respectful and consistent with the existing residential character while providing a transition to the higher intensity uses closer to East Washington Avenue.

Building Massing and Scale.

Scale and massing are abstract qualities; appropriate scale can be achieved regardless of architectural style or idiom. The key to achieving high density at this site without overwhelming the neighborhood is in articulating the buildings to modulate their scale and massing.

This can be observed at the town houses along Hancock and Main Streets in the care taken to create a street edge and to articulate each unit as it rises up from the street. In this way, both the continuity of the street and the individuality of the home are recognized.



Figure 3: Volumetric presentation of Brayton Lot development.

At the office tower on the corner of Butler and East Washington, the building is not a monolith, but is broken down into components, which take massing cues from both the surrounding context as well as from functional components within the structure. The result is a large building that does not overwhelm its site. Figure 3 gives a “bird’s-eye” view of the entire project.

Development Standards and Guidelines

During the public participation process and conceptual design phase, the following elements were critical to the creation of this scheme: land use, parking, pedestrian enhancement, the relationship to its “neighbors” and open space. A more detailed site study summary as produced by KEE Architecture for this project is included in Appendix B. The model used in this document illustrates the concepts that emerged through this process by providing a three dimensional example of the standards the study group felt were important elements: architectural, spatial, scope, and scale.

Land Use.

Given the unique physical characteristics of the site (it drops approximately 20 feet from its high point to its lowest point) an outstanding opportunity exists to have the site serve several uses in a manner that fully supports the goals and objectives of the *First Settlement Neighborhood Master Plan*. These include:

housing, office, parking, pedestrian enhancement and open space/green space. Each will be discussed in turn.



Figure 4: View of mixed-use project from corner of South Butler and East Main Streets

Housing

This project places housing directly across the street from other housing in First Settlement. Under this scheme, South Hancock and East Main Streets would be the housing focus. At the corner of East Main and South Butler Streets, a low-rise, mixed-use project is envisioned (20 units) (see Figure 4). At the corner of East Washington Avenue and South Hancock Street,

another more substantial residential building is envisioned – perhaps one containing a health club/swimming facility (25 units) (Figure 5). Connecting these two would be a series of town houses lining East Main and South Hancock Streets (10



Figure 5: View of residential building at corner of East Washington Avenue and South Hancock Street



Figure 6: View of town houses from East Main and South Hancock Streets

units). The massing and detailing of these would be related to the adjacent residential core of First Settlement (Figure 6).

Office.

A significant amount of office space (in excess of 187,000 square feet) could be accommodated on this site. The scheme shows the offices occupying most of the frontage along South Butler Street, directly across from GEF 1 (Figure 7).

While it’s conceivable that a private market project might occur, a realistic assessment would focus more on the State utilizing this site. They, along with the Parking Utility, own the entire site. Although the State has been pursuing construction of other facilities at the time of this document (both the Department of Revenue and the Law Library/Department. of Justice buildings), future space needs of the State could be easily accommodated on the site.



Figure 7: View of office space at the corner of East Washington Avenue and South Butler Street.

Retail.

A limited amount of retail use is proposed at two locations. First, a small



Figure 8: View of neighborhood retail residential building at corner of South Butler and East Main Streets

grocery/convenience store could prove very attractive to neighborhood residents, as well as to parents picking up their children at the day care center at the neighborhood service site, on the first floor of the building located at East Main and South Butler Streets (Figure 8). Second, additional retail would be appropriate on the first floors of the office buildings along South Butler Street to East Washington Avenue. Realistically, it would probably be either food service or business service use, but it could be attractively designed to serve more, and do more, than merely meet the

needs of the workers in the buildings.

Parking.

Parking is a major element of any reuse of the Brayton Lot. However, it can be accommodated largely underground, and certainly screened from the street. A total of 1,000 stalls could be placed on the site. The Parking Utility expects to have 600 stalls available at Brayton – 240 to replace the existing lot (171 City and 69 State), and 360 for new public parking. An additional 400 stalls could be available to accommodate the non-public parking needs of the development. Some of the new parking can be used to replace parking in residential backyards which may be lost due to enforcement efforts to limit parking in residential back yards to residents rather than commuters.

Access to parking could be distributed around the site to minimize the effect on any one street. Parking access on South Hancock Street would be limited to residential users.

While the scheme shows access on three sides, it is not inconceivable

that a right in/right out access point on East Washington might be permitted to reduce traffic flow into or through the neighborhood.

Pedestrian Enhancement.

The grade changes provide an outstanding opportunity to create a block that does not present a “blank face” on any side. Given the limited amount of land downtown, special effort was made to assure that access, uses, and relationship to the pedestrian would be possible. This project should have four highly developed facades that not only help establish a strong presence, but engage the public at all points. A truly urban site can present different “faces” yet be successful because care was taken. In this case, the town houses have pedestrian-friendly entrances and all parking is below grade.

The streetscape should reflect the neighborhood character on East Main and South Hancock, and possibly extend the streetscape qualities developed for East Washington as part of its reconstruction to the east of the First Settlement District.

Parking entrances and exits are distributed to reduce the amount of traffic at any one point, and to better integrate the entries/exits into the streetscape.

The enhancements may vary from side to side, e.g., the town house landscape spaces will definitely soften the area, while other initiatives may need to be developed for the mixed-use and office uses of the site.

Open Space/Green Space.

Given the tight character of the site, open space issues were a topic of discussion. It was addressed in this scheme by placing a covered area on top of the parking ramp (Figure 9). Still very conceptual, this approach provides a means to have an outdoor area for the workers and residents of the area and provide screening of the parking deck from adjacent residences.



Figure 9: Detail of rooftop open space on parking ramp

It was also critical that there be opportunities for providing terraces and outdoor green space for the town house units on both East Main and South Hancock Streets. By doing this, private green spaces could be provided that would also have a public presence. It is also important to provide as many street trees as possible to provide a pleasant streetscape.

Conclusion

The Brayton Lot Design and Development Framework was prepared to provide an opportunity for the neighborhood, the City, and the State to meet and critically think about how one of the last large parcels of vacant land downtown could be designed and developed in a way that satisfies the requirements of all of the parties in a setting where discussion, consideration, and consensus can be reached.

The process was not intended to provide an architecture for the Brayton Lot. Rather, it was to depict a development which incorporates the land use, density, and design goals and objectives that the neighborhood and the City wish to achieve through the comprehensive redevelopment of the site.

Appendix B

Brayton Lot Design and Development Framework

Site Study Summary

The following notes are a recap of physical features of the Brayton Lot Study. You will also find a set of plan diagrams of the various pieces of the site as they were developed in the design and neighborhood review process.

Total Area: 264' x 330' (87,120 GSF** or 2 acres)
 Area Assignable to Housing: 35,825 GSF (0.82 acres for 55 units) * Equivalent to 67 units/acre.

Parking Ramp

Standard Spaces: 980
 Accessible Spaces: 20
 Total Spaces: 1,000 * Total does not include spaces assignable to residential units, which have been accounted for.

Office Building

High Rise:

Floors: 10+ Mechanical/Penthouse * Area calc. includes 4,600 GSF penthouse.

Area: 130,100 GSF * Includes deletion of square footage for two story atrium spaces (occurs 3 times).

Elevators: 3

Mid-Rise:

Floors: 4+ Mechanical/Penthouse
 Area: 57,300 GSF * Area calc. includes 5,600 GSF penthouse.

Elevators: 3
 Truck Bays: 2 + Interior Trash Holding Area * 3,300 GSF not in total above.

**GSF = Gross Square Feet

Mixed-Use (Community Space/Condominiums)

Community Space:

Floors: 2
 Area: 12,600 GSF * 2nd floor area is calculated as a Mezzanine (2,700 GSF).

Elevators: 1

Condominiums:

Elevators: 1
 Total Units: 25

Unit A – Two bedroom Loft

Number: 8
 Approx. Area: 1,500 GSF
 Parking/Unit: 1.5 (reserved space in ramp). * Can be increased by borrowing from the Parking Ramp total.

Unit B – One bedroom Loft

Number: 17
 Approx. Area: 900 GSF
 Parking/Unit: 1 (reserved space in ramp) * Can be increased by borrowing from the Parking Ramp total.

Penthouse

Approx. Area: 6,000 GSF

Mixed Use (Commercial/Apartments)

Commercial:

Floors: 2½ * Partial Mezzanine @ 1st floor and basement level for storage.

Area: 11,000 GSF * Includes: 4,000 GSF main floor
 2,500 GSF mezzanine
 4,500 GSF basement

Apartments:

Unit A - Two bedroom

Floors: 4
Number: 20 units
Approx. Area: 725 to 825 GSF** each.
Parking/Unit: 1 (reserved space in ramp).
Elevators: 1

* Can be increased by borrowing from the Parking Ramp total.

Row House Type “A” (Main Street)

Units: 5*
Approx. Area/Unit: 2,900 GSF
Parking/Unit: 2 (secured below Unit).
Elevators: 0*

*3+ bedroom, 3 floors, + penthouse terrace over garage/storage.

*Space provided in each unit to accommodate a person lift if needed.

Row House Type “B” (Hancock Street)

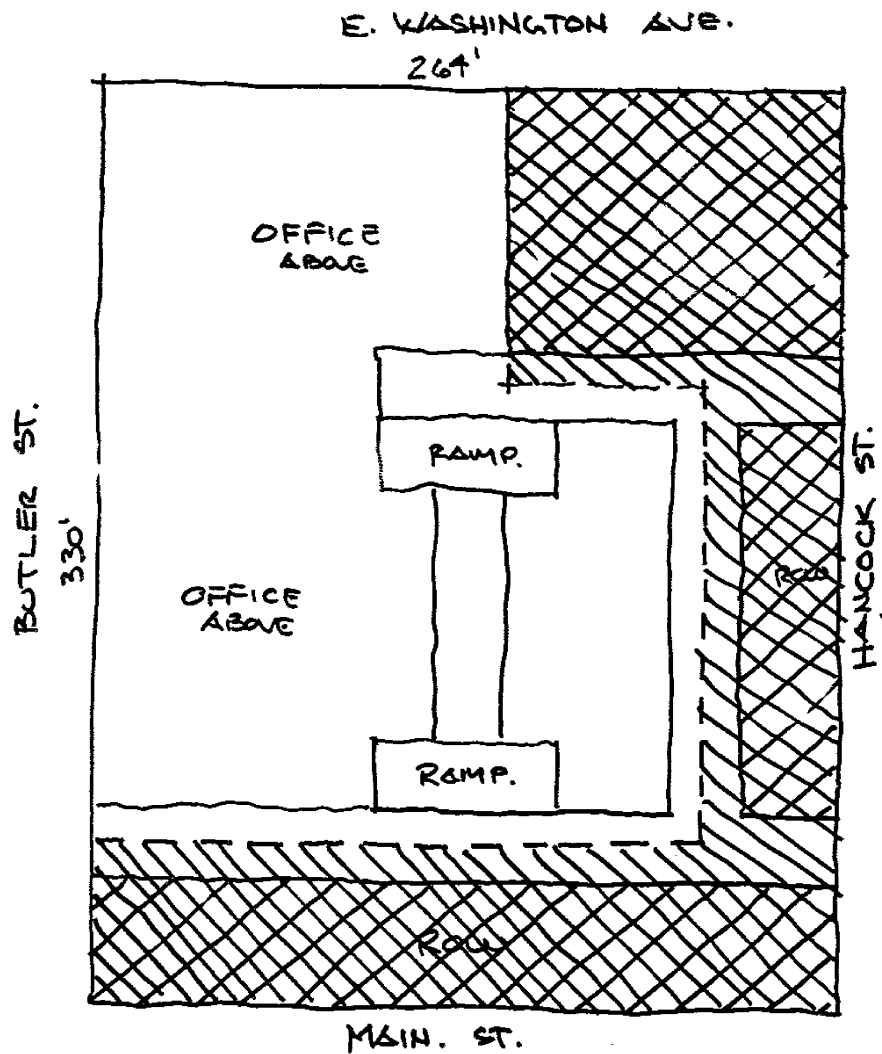
Units: 5*
Approx. Area/Unit: 2,000 GSF
Parking/Unit: 1 (secured below Unit).
Elevators: 0*

*3+ bedroom, 3 floors + penthouse terrace over garage/storage.



*Space provided in each unit to accommodate a person lift if needed.

* Can be increased by borrowing from the Parking Ramp total.

** GSF = Gross Square Feet



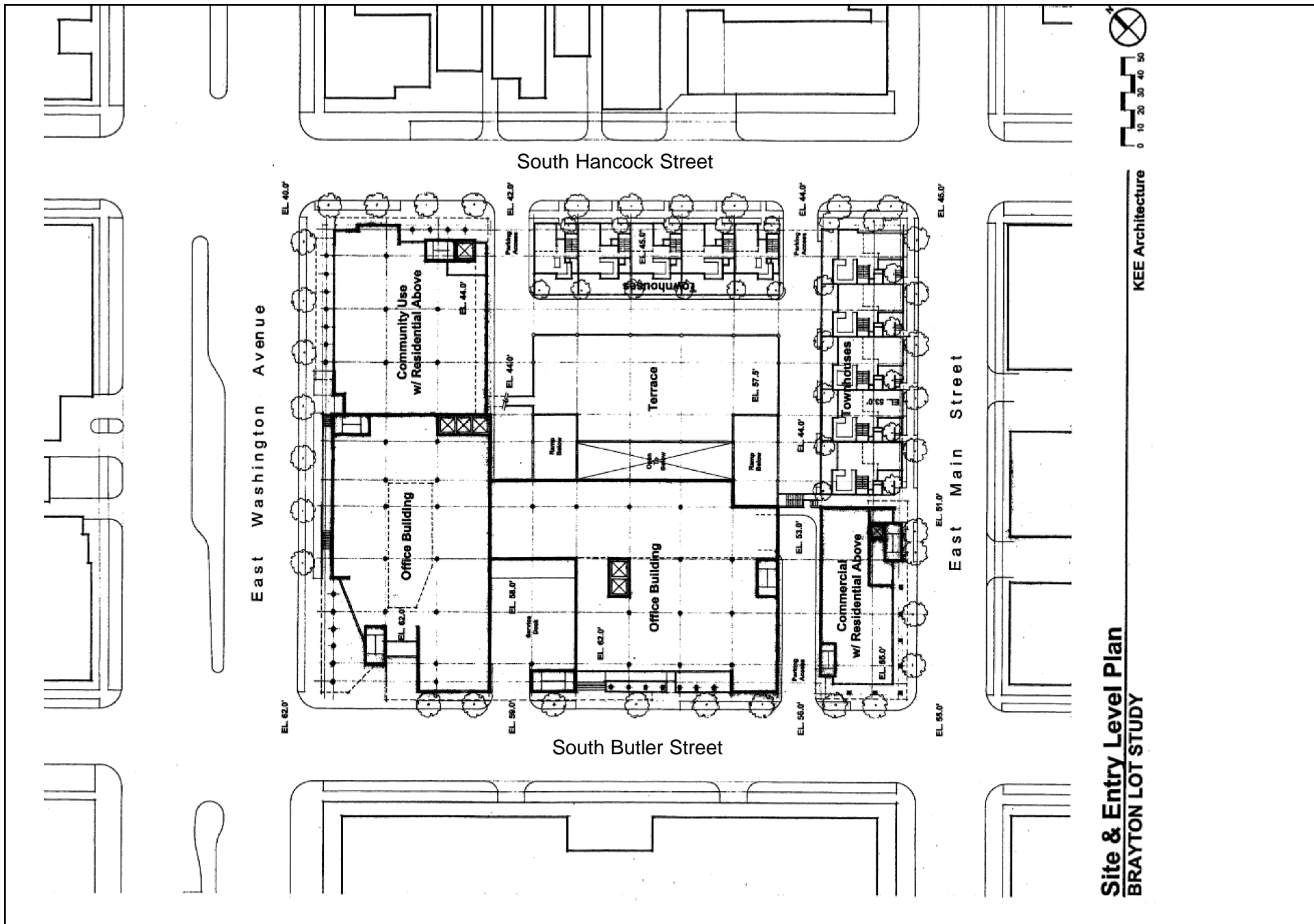
- SITE AREA: 87,120 ft^2 (2 acres)
- Area Covered BY HOUSING: 35,825 ft^2
 \div 43,560 ft^2 (1 acre)
 = .82 acres.
- 55 UNITS ON .82 ACRES.
 \rightarrow EQUIV. TO 67 UNITS/ACRE.

-  = AREA ASSIGNABLE TO HOUSING.
-  = AREA COVERED BY HOUSING.

Site Analysis – Housing Area
 BRAYTON LOT STUDY



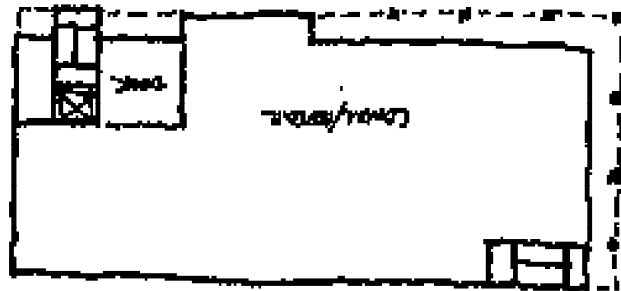
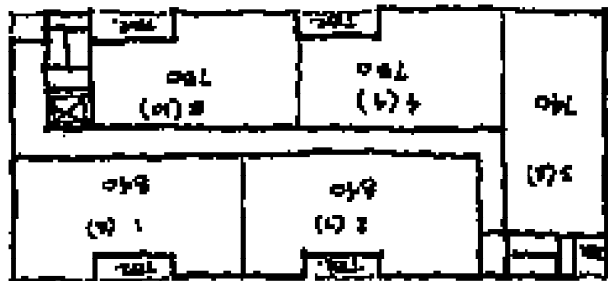
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 301 South Bedford Street, Suite 7
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 (608)255-9202



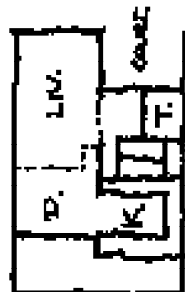
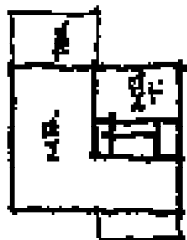
Site & Entry Level Plan
BRAYTON LOT STUDY

KEE Architecture

MIXED USE RES.

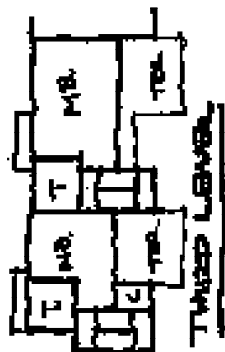


UNIT A

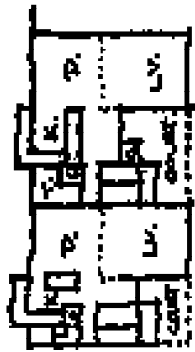


UNIT C

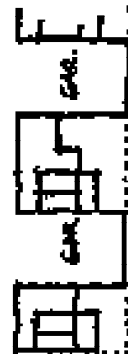
UNIT B



SECOND LEVEL



MAIN LEVEL



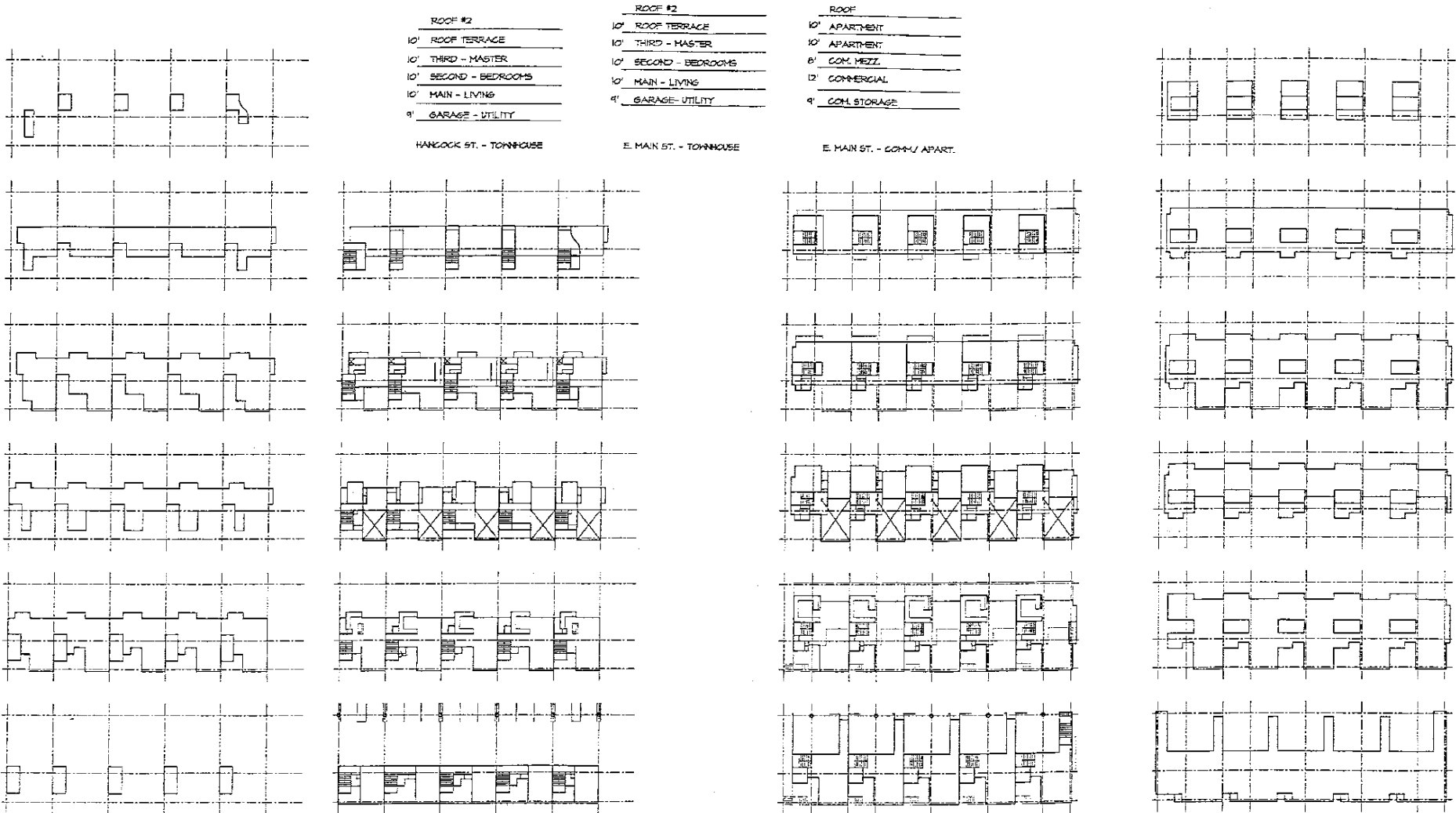
GARAGE LEVEL

Typical Living Unit Plans – Main Street Townhouse
BRAYTON LOT STUDY



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 Waterford, MA 01884
 413.886.1222

Brayton Lot – Design and Development Framework

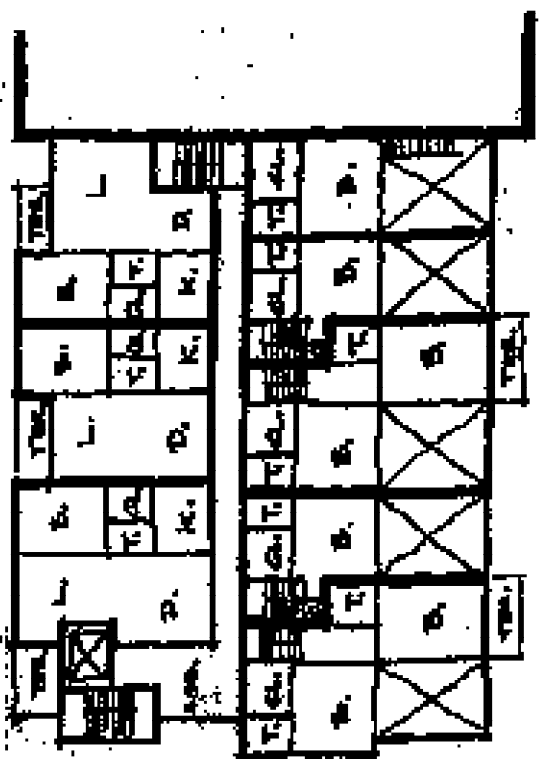


Typical Living Unit Plans – Hancock Street Townhouse
BRAYTON LOT STUDY

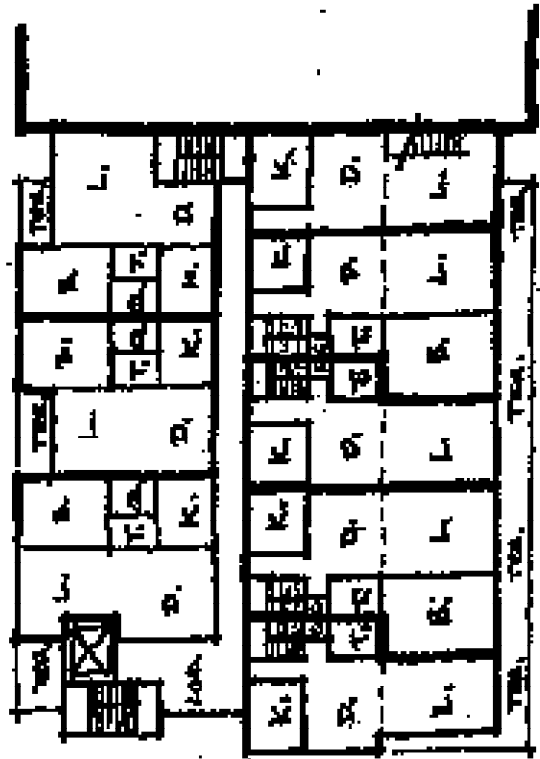
Typical Living Unit Plans – Main Street Townhouse
BRAYTON LOT STUDY

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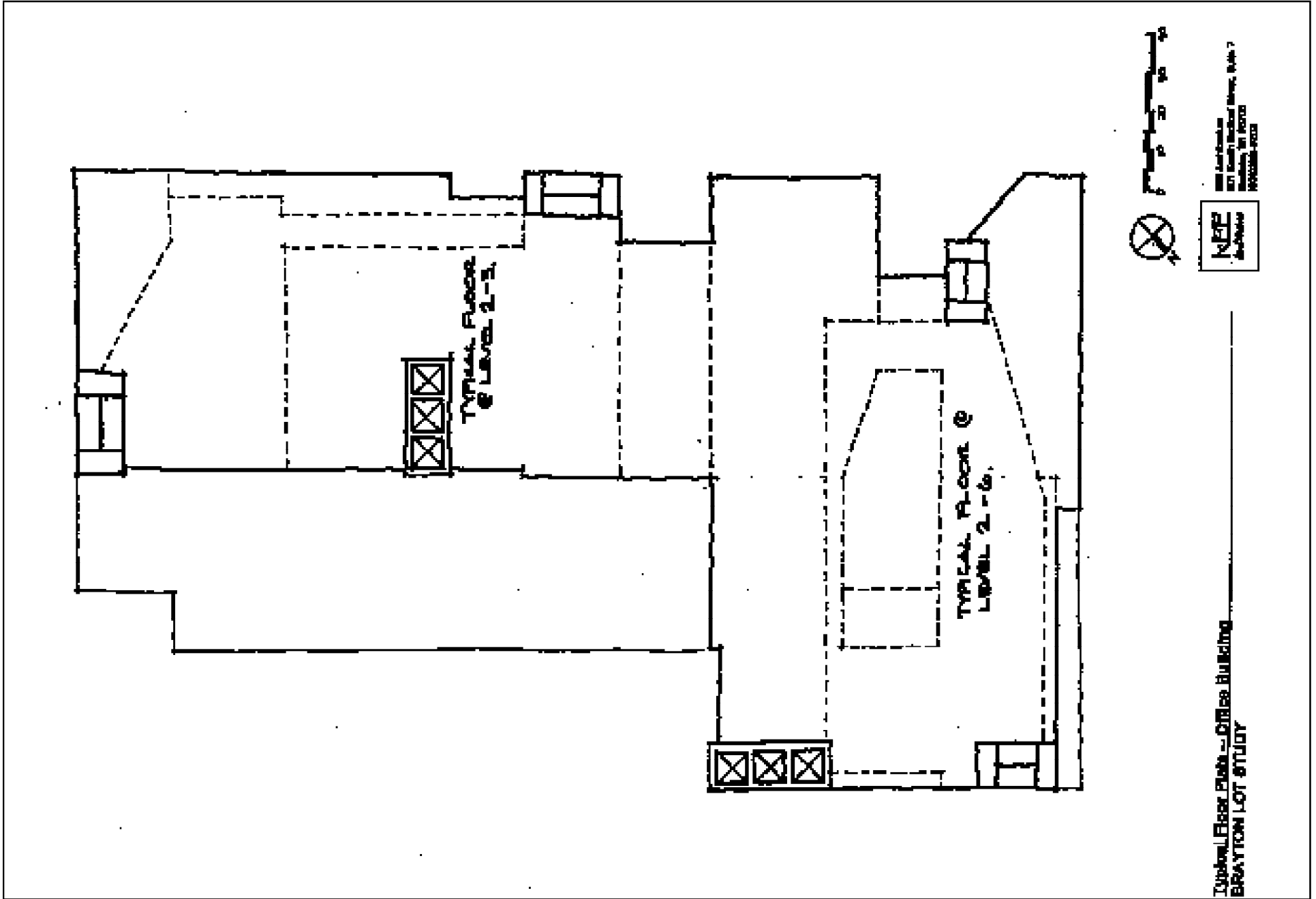
LEVELS 72 & 92



LEVELS 62, 82 & 102 S.M.

RESIDENTIAL: 1 BEDROOM - 17
 2 BEDROOM - 8

TOTAL 25 UNITS + PENTHS.



Appendix C

Results of Brainstorming Session October 29, 1998

Overview

On October 29, 1998, a brainstorming session was held with the City of Madison, the Parking Utility, the State of Wisconsin, KEE Architecture, and residents of First Settlement met at St. Patrick’s Church to “kick-off” the Brayton Lot process. The meeting was facilitated by Mr. Bert Stitt, President of Capitol Neighborhoods, Inc.

The session gave those in attendance an opportunity to speak to the issues important to them as it pertains to the Brayton Lot.

The process provided an opportunity to rank order their major interests and have KEE Architecture use the results of the session in developing their model and program for the site. The categories, and relative rank based on the response of the participants, are as follows:

<u>Major Categories</u>	<u>Votes</u>
Density/Scale	17
Neighborhood Needs/Retail	15
Housing	12
Aesthetics	9
Public Open Space	8
Public Parking/Traffic Flow	7
Process	1
	69

During transit, 9 detail (within category) votes fell off, and are not reflected on the following pages

What follows is greater detail, for each of the major categories and comments made during the brainstorming session, which give information on what the participants were thinking within each of the major categories.

Density, Scale

Density, Scale Details	Votes	Other Comments Relative to Each Detail				
Scale	15	Scale	Appropriate scale			
Interface of mixed densities	12	Contextual density	Phased approach	More than one		
Don't create a "Fortress" like the GEF buildings	11	No GEF	Avoid further GEF buildings	Avoid expanding State office buildings	No State Buildings	Future State expansion
Scale commensurate with Hancock Street	9	Scale to residential				
Limiting size (mass) of buildings	7	Four story maximum height				
Low density on Hancock and Main Streets	4					
Maintain street edge	4					
High density	2					
Medium density	1					
Size of Justice building	1					
	66					

Neighborhood Needs, Retail

Neighborhood Needs/Retail Details	Votes	Other Comments Relative to Each Detail
Day use/night use	12	
Pedestrian friendly	12	
Ground floor retail	11	
Groceries and diapers	10	
Strengthen neighborhood	10	
Encourage neighborly interaction	8	
Retail/Small business (i.e., locally owned)	7	
Neighborhood commercial "needs"	6	
Coordination of mixed uses	5	
Swimming pool	5	
Service retail	4	
Convenience/Deli	4	
Retention potential (i.e., people from daily function)	3	
Commercial space office/retail percentage	2	
Dignified work environment	2	Working hours-density (people)
Community center (à la Turner Hall)	2	
Appropriate use	1	
Retail grocery/deli	1	
	105	

Housing

Housing Details	Votes	Other Comments Relative to Each Detail			
Residential edge for Hancock and Main	14				
Mixed income level of residents	12	Mixed income owner-occupied	Housing for all incomes		
Mixed housing	10	Housing "choices"	Townhouses and apartments	Housing	Housing
Emphasis on owner-occupied residences	8	Owner-occupied residences			
Affordable housing	7				
Residential area/single family or row houses	7				
Residential on ground	4				
Residential	2				
Condo	2				
Maximize residential use	1				
Residential as rental vs. condo	0				
Main Street buildings too small	0				
	67				

Aesthetics

Aesthetics Details	Votes	Other Comments Relative to Each Detail					
Blending historic character	12						
Varied yet cohesive	12						
Quality of construction	10						
Enliven street	9						
Gateway to city and neighborhood	9						
Public art	9	Public <u>ART!</u>					
Conservation of Sunlight	7						
Imaginative	7	Aesthetic architecture	Attractive	Aesthetics/ Does it look pleasing?	Beautiful - not monolithic	Aesthetics! Aesthetics! Aesthetics!	GREAT architecture
Light and air remaining	6						
Quality urban environment	4	Work toward urbanism concept	<u>Urban</u> development	Urbanity			
Sight lines	4						
Be part of city	3	Knitcity fabric					
Proportions of high-rise to low	3						
Street entrances to businesses and residences (not parking lot entrances)	2						
Spend a Lot	1						
View of both lakes	0						
	98						

Public Open Space

Public Open Space Details	Votes	Other Comments Relative to Each Detail	
Make sure there is greenspace included	13	Include greenspace	
Open space and public amenities	13		
Trees, trees, trees	9		
Public open space	8	Incorporate greenspace	Greenspace
Available greenspace	4	South Hancock streetscape	Greenspace
Views through the lot	4		
Trees and greenspace	2		
Green/natural area	1	Keep the two trees on Main Street	Landscaping on street and within the lot
High-rise = open space	0		
	54		

Public Parking/Traffic Flow

Public Parking, Traffic Flow Details	Votes	Other Comments Relative to Each Detail		
Neighborhood parking needs	12			
All parking <u>underground</u>	12	Under parking		
Traffic Control	9	Traffic flow	Parking entrance and exits	Congestion & traffic
Parking compatible with all user groups	5			
Parking for St. Patrick's, <u>no</u> high-rise	4	Parking for St. Patrick's	Parking for St. Patrick's	
Truck docks/truck traffic	3	Parking	Parking	
Some <u>free</u> public parking	2	Public parking needed	Public parking structure not dominate (visually)	Some public parking
Parking primarily connected to residential/retail/church use (i.e., <u>no</u> commuters)	1			
	48			

Process

Process Details	Votes	Other Comments Relative to Each Detail
Neighborhood involvement throughout	9	Ongoing relationship
State/City negotiations	6	Land ownership (are there outstanding proposals other than DOJ & Rev.)
Feasibility	4	
	19	

Miscellaneous Comments

Text

Sidewalk interface

Public meeting space

Who benefits?

Commercial use?

Municipal/state function?

Mixed-use

Utilize mixed use

Grocery and/or upscale deli

Small shops

Neighborhood commercial enterprises

Some retail space

Small shopping area grocery, etc.

Grocery store

Greenspace, lots of trees

Appendix D

Amended Substitute Resolution 58598 ID Number 29497

Accepting the Brayton Lot Design and Development Framework as a Supplement to the First Settlement Neighborhood Master Plan