





## Union Corners Mixed Use Development- Madison, WI

1. Narrative Description
2. Letter of Intent
3. Legal Description
4. Planned Development Zoning
5. Location Map
6. Photographs of Existing Conditions
7. Proposed Site Plan
8. Site Circulation
9. Building Data and Utilization

## 1. NARRATIVE DESCRIPTION

Union Corners has a rich and varied history. At various times in its history it was the ancestral home to the Ho-Chunk peoples, an embarkation point for Union Soldiers during the Civil War and most recently, it was the home of the French Battery company.

This GDP can effectively be broken down into five distinct phases. It should be noted that, with the exception of Phase I, the remaining phases are not intended to be viewed sequentially; rather development on subsequent phases could occur in any order. The plan presented herein celebrates the site's rich past while embracing future opportunities which will be driven by the market.

- Phase I will contain a 2-story 60,000 square foot Medical Facility. Services provided at this facility could include: urgent care, lab, imaging, pharmacy, general internal medicine, pediatrics and OB/GYN. The building will hug the corner of East Washington Avenue and 6th Street. It is anticipated that an SIP application will be submitted in early 2014 for Phase I.
- Phase II is comprised of the land near the corner of East Washington Avenue and Milwaukee Street. Development on this parcel is intended to create a strong "gateway" presence on that corner, while also creating a defined street edge along East Washington Avenue. It is anticipated that development on Phase II will contain commercial uses on the ground floor with residential on the floors above. Parking for this phase will be primarily located in an underground structure, with some parking located on the surface.
- Phase III is comprised of the land along the west side of Winnebago Street.. Land use in Phase III is anticipated to be primarily residential in nature. If market conditions allow, some commercial uses may be located on the ground floor. Residential uses could include general rental housing, for-sale housing, senior housing or other types of housing.
- Phase IV is comprised of the triangular site east of Winnebago Street. Land use for this phase will be primarily residential and may include apartments, co-housing, affordable housing and for-sale housing.
- Phase V is comprised of the southwestern-most parcel located at the intersection of East Washington Avenue and 6th Street. It is anticipated that this site could be developed either as single story commercial use or a multi-story mixed use development.

Phases may be adjusted to reflect specific requirements of the TIF Agreement.

The Union Corners site provides many desirable attributes including visibility and access from the major arterial corridor in the city; a level site of sufficient size to allow for a mix of residential and commercial development; access to bike and bus transportation routes and a location in established neighborhood.





## 2. LETTER OF INTENT

### Zoning Request

Planned Development; General Development Plan

### Name of Project

Union Corners Mixed-Use Development

### Address

2504, 2507, 2340 Winnebago Street

### Land Owner

City of Madison

### Master Developer

Gorman & Company, Inc.  
200 N. Main Street  
Oregon, WI 53575  
608-835-3900

### Master Planner

Plunkett Raysich Architects, Inc.  
2310 Crossroads Drive  
Madison, WI 53718  
608-240-9900

### Landscape Architect, Civil Engineer and Surveyor

JSD Professional Services, Inc.  
161 Horizon Drive, Suite 101  
Verona, WI 53593  
608-848-5060

### Site

The Union Corners GDP is located at the southeast corner of the intersection of East Washington Avenue and Milwaukee Street, Urban Design District 5; Aldermanic District 6 (Rummel); TID #38. The project may require the demolition of one vacant 4,000 square foot structure. The City of Madison Comprehensive Plan designates the site as CMU (Community Mixed Use).

### Management Policy

The management policy for this property is to stabilize and enhance the residential and mixed-use commercial characteristics of Central and East Madison, the adjacent neighborhoods and commercial uses, and the East Washington Transit Corridor.

### Specific Implementation Plan

To be submitted at a later date; SIP application anticipated for Phase I in early 2014. Detailed building plans and other specific information for Phases II-V will be submitted at a later date.

### Urban Design Commission and Planning Department

We intend to work closely with the Urban Design Commission and the Planning Department in the submittal and review process for the specific building(s) proposed for the project.

### Existing Zoning

The entire existing site is zoned PD. (Planned Development)

### Existing Uses

The site is currently vacant except for an existing one-story commercial building on the parcel southwest of 6th Street.

### Adjacent Uses

Across East Washington Avenue and Northeast of 7th Street are a series of one and two-story buildings including Red Letter News, the former Ray's Bar and Assumption Greek Orthodox Church. Zoned TSS. (Commercial and Mixed-Use District)

Southwest of 7th Street is the one story Speedy Muffler, 5 two-story single family homes, 1 two-story multifamily apartment building and a two story mixed-use building. Zoned TSS. (Commercial and Mixed-Use District)

Southwest of 6th Street is a two-story mixed-use building followed by a series of two-story single family homes. Zoning TR-V1. (Residential District.)

Across Milwaukee Street and north of the site are: commercial uses including the Malt House tavern, Jollof Beauty Shop and Rebecca Lynn's Studio. Zoning CC-T. (Commercial and Mixed-Use District.)

The south edge of the site is defined by a bike path which separates the site from the neighborhood of single family homes to the south. Zoning TR-V1. (Residential District.)

The parcel south of 6th Street and west of Winnebago has a one story commercial building currently acting as the sales center for the site.

The neighborhood east of the site is composed of single family homes. Zoning TR-C4. (Residential District.)

### **Design Intent**

The intent of this GDP is to enhance and strengthen the existing urban environment. In addition to existing infrastructure such as water/sewer and roads, the site benefits from proximity to an existing bike path and extensive bus options along East Washington Avenue.

The plan envisions mixed use and commercial buildings of a higher density than the existing neighborhood along the East Washington Avenue street edge. The development will become less dense and switch to more residential uses farther from East Washington Avenue in order to mesh with the adjacent single family neighborhoods to the south.

The intention is to create an easily accessible neighborhood with a mix of uses and services for both new and existing members of the community.

### **Environmental Stewardship**

The project will follow sustainability principals throughout the development. Phase I (the Medical Facility) will receive LEED Certification. The site is currently vacant within a vibrant urban area of the City of Madison. As such, development of Union Corners will reduce sprawl and connect existing neighborhoods surrounding the site. The development will also utilize existing infrastructure, including recent improvements to Winnebago Street and associated water sanitary and storm sewer improvements. The mix of uses – clinic, commercial and residential, encourages walking, but use of bicycles and mass transit will be easily accommodated by existing and new infrastructure.

The entire site will be designed to minimize and remediate stormwater run-off. Landscaping will include indigenous species.

All buildings and mechanical systems will be designed to encourage energy efficiency. Sustainable strategies including state-of-the-art envelop design, daylighting, water saving fixtures, low VOC materials, regionally sourced building materials, and materials containing recycled content may be included.

### **Design Concept**

The general design concept will be to fit into the existing context while still creating architecture reflective of its time. The mixed use nature of the project will allow for a variety of buildings with varying heights, footprints, and styles.

The buildings along East Washington will establish an “urban edge” while still allowing pedestrian and bike access into and from the internal portions of the site. The Medical Facility will have direct pedestrian access from East Washington Avenue.

More modern materials and contemporary designs will be employed for the buildings that face East Washington Avenue. Buildings located on the interior of the site (primarily residential in nature) could feature more traditional materials and will be of smaller scale to transition to the existing neighborhoods located to the south of the site.

Special care will be taken to screen dumpsters, generators, truck loading docks and other mechanical equipment from view.

### **Signage**

Monument signs identifying Union Corners and specific tenants will be located at the major entrances to the site at 6th Street and East Washington, and at Winnebago and Milwaukee Streets. It is anticipated that the monument signs will be partially constructed of the French Battery brick. Signage for each individual building will be submitted at the time of SIP application.

### **Community Areas**

The design features two pedestrian and bicycle axes that bisect the site on both the North/South and East/West directions.

At the northern end of the site, an urban “city square” is intended to provide a space that can be shut off from traffic for special events.

Union Lawn, located on the southern end of the site along Winnebago Street will be maintained as a community greenspace. The three existing majestic oak trees will be retained.

The eastern end of the site features several low residential buildings surrounding a community greenspace.

### **Schedule**

The SIP application for the Medical Facility is anticipated to be submitted in early 2014. Construction is anticipated to begin in the Fall of 2014 with occupancy anticipated in Fall 2015. Construction of future phases will depend on market conditions. At the time of this submission serious discussions are underway with a 28,000 square foot commercial use that would be located on Phase II. This building could be on a similar timeline as the clinic facility. The Purchase and Sale Agreement (PSA) essentially provides for a 5-year development schedule

### **Transportation**

The site's location at the intersection of East Washington Avenue and Milwaukee Street affords great transportation options. The location on a major arterial with close proximity to both I-90 and I-94 allows local and regional access.

Bus service provided by Routes 6, 20 and 34 is available along East Washington Avenue. Existing stops are located directly in front of the site. The proposed Bus Rapid Transit program will feature a stop at Union Corners. In order to accommodate this possibility, the plan features a "Transit Hub" next to the UW Clinic that can serve as a bus and bicycle shelter.

An existing bike path is located along the site's eastern border that connects to Union Corners at 5th Street, Winnebago Street, and at a proposed point at the end of Jackson Street. Bike storage will be incorporated in individual buildings.

### **Financial Assistance**

The City of Madison has invested over \$6 million to acquire, conduct environmental remediation and provide infrastructure for the Union Corners site. The Purchase and Sale Agreement (PSA) requires certain guarantees from Gorman & Company including payment of real estate taxes to essentially allow the City to be repaid for its investment in Union Corners. In return, the purchase price for the site is \$1.00. Based on land use approvals, the PSA may need to be modified.

Certain federal, state or other funds may be used to facilitate development at Union Corners. For example, Low Income Housing Tax Credits may be used to allow for development of affordable housing options.

### **3. LEGAL DESCRIPTION**

Lot 1 of Certified Survey Map No. 11774 recorded in the office of the Register of Deeds for Dane County, Wisconsin, in Volume 72 of Certified Survey Maps, at Page 134, as Document No. 4196068, located in the City of Madison, Dane County, Wisconsin.

Tax Roll Parcel No.: 251/0710-061-3428-4

Address Per Tax Roll: 2507 Winnebago Street

Lot 2 of Certified Survey Map No. 11774 recorded in the office of the Register of Deeds for Dane County, Wisconsin, in Volume 72 of Certified Survey Maps, at Page 134, as Document No. 4196068, located in the City of Madison, Dane County, Wisconsin.

Lot 1 of Certified Survey Map No. 11835 recorded in the office of the Register of Deeds for Dane County, Wisconsin, in Volume 72 of Certified Survey Maps, at Page 247, as Document No. 4206575, located in the City of Madison, Dane County, Wisconsin.

That portion of Vacated Sullivan Street and vacated Florence Street and that part of Vacated portion of Winnebago Street per Resolution Number 06-00599, and that vacated part of Milwaukee Street per Resolution Number 06-00854.

Tax Roll Parcel No.: 251/0710-061-3508-4

Address Per Tax Roll: 2504 Winnebago Street

Lot 2 of Certified Survey Map No. 11835 recorded in the office of the Register of Deeds for Dane County, Wisconsin, in Volume 72 of Certified Survey Maps, at Page 247, as Document No. 4206575, located in the City of Madison, Dane County, Wisconsin.

Tax Roll Parcel No.: 251/0710-064-2220-9

Address Per Tax Roll: 2340 Winnebago Street

#### 4. PLANNED DEVELOPMENT ZONING

A. Statement of Purpose:

The Union Corners Mixed-Use Planned Development zoning district is intended to provide a regulatory framework that facilitates the development of Union Corners in an integrated fashion, encourages and allows flexibility in the design, uses and improvements to the property, and preserves opportunities to enhance the residential, commercial, health care service facilities, public facilities, retail and entertainment characteristics of Central and East Madison in a manner that is flexible and responsive to market and economic conditions. The Development's residential component is intended to promote a suitable environment for a predominantly adult population and long term housing.

B. Permitted Uses: Uses as shown on Exhibit A, attached hereto.

C. Lot Area, Floor Area Ratio and Building Heights: shall be as shown on SIPs.

D. Yard Requirements: shall be as shown on SIPs.

E. Landscaping: shall be as shown on SIPs.

F. Accessory Off Street Parking and Loading: shall be as shown on SIPs.

G. Lighting: shall be as shown on SIPs.

H. Signage: shall be as shown on SIPs.

I. Family Definition: multifamily dwelling units including apartments and townhouses shall be defined pursuant to the definition provided in MGO Sec 28.03 for the R4 zoning district.

J. Usable Open Space: There shall be no minimum usable open space requirement except as set forth in the SIP.

K. Building Characteristics: Demolition of existing structures shall be permitted.

L. Alterations and Revisions: No alteration or revision of this Planned Unit Development shall be permitted unless approved by the City Plan Commission, provided, however, the Zoning Administrator may issue permits for minor alterations or additions which are approved by the Director of Planning and Development and the alderperson of the district and are compatible with the concept approved by the City Plan Commission.

M. Outdoor Eating Areas: shall be shown on approved SIPs.

## EXHIBIT A - PERMITTED USES

The following uses shall be permitted on parcels *west of Winnebago St.* in this Planned Development:

### OFFICES

Artist, photographer studio, etc  
Insurance office, real estate office, sales office  
General office, professional office

### MEDICAL FACILITIES

Clinic – Health  
Hospital  
Medical Laboratory  
Physical, occupational or massage therapy  
Veterinary clinic, animal hospital

### RETAIL SALES AND SERVICES

Animal boarding facility, kennel, animal shelter  
Animal day care  
Animal grooming  
Auction rooms  
Bank, financial institution  
Bicycle-sharing facility  
Building material sales  
Business sales and services  
Contractor's business with showroom or workshop  
Dry cleaning plant, commercial laundry  
Farmers' market  
Food and related goods sales  
Furniture and household good sales  
Garden center  
General retail  
Greenhouse, nursery  
Laundromat, self-service  
Liquor store  
Mobile grocery store  
Mortuary, funeral home  
Non-accessory temporary outdoor events  
Package delivery service  
Payday loan business

Photocopying  
Post office  
Secondhand goods sales  
Service business  
Small appliance repair  
Small engine repair  
Sporting goods store, bait shop  
Tattoo shop  
Telecommunications center  
Tobacco shop

### FOOD AND BEVERAGES

Catering  
Coffee shop, tea house  
Restaurant  
Restaurant-Tavern  
Tavern, brewpub

### COMMERCIAL RECREATION, ENTERTAINING AND LODGING

Bed and breakfast establishment  
Health/sport club  
Hostel  
Hotel, inn, motel  
Indoor recreation  
Lodge, private club, reception hall  
Outdoor recreation  
Auditoriums  
Theater, assembly hall, concert hall

### AUTOMOBILE SERVICES

Auto body shop  
Auto repair station  
Auto sales and rental  
Auto service station, convenience store  
Car wash

### PARKING, STORAGE AND DISPLAY FACILITIES

Parking facility, private  
Parking facility, public

#### **TRANSPORTATION**

Bus passenger depot  
Taxicab or limousine business  
Transit stop or station

#### **LIMITED PRODUCTION, PROCESSING AND STORAGE**

Artisan workshop  
Bakery, wholesale  
Laboratory, research and development  
Limited production and processing  
Mail order house  
Printing and publishing  
Warehousing and storage  
Wholesale establishment

#### **RESIDENTIAL – FAMILY LIVING**

Dwelling units in mixed-use buildings  
Live/work unit  
Multi-family dwelling (4 dwelling units)  
Multi-family dwelling (5-8 dwelling units)  
Multi-family dwelling (>8 dwelling units)  
Multi-family building complex  
Single-family attached dwelling (3-8 dwelling units)  
Single-family attached dwelling (>8 dwelling units)  
Single-family detached dwellings  
Three-family dwelling – three unit  
Two-family dwelling – two unit  
Two-family dwelling – twin

#### **RESIDENTIAL – GROUP LIVING**

Adult family home  
Assisted living, congregate care, skilled nursing facility  
Cohousing community  
Community living arrangement (up to 8 residents)  
Community living arrangement (9-15 residents)  
Convent, monastery or similar residential group  
Dormitory  
Housing cooperative  
Lodging house, fraternity or sorority

#### **CIVIC AND INSTITUTIONAL**

Counseling, community services organization  
Day care center  
Library, museum  
Parks and playgrounds  
Place of worship  
Public safety or service facilities  
Recreation, community, and neighborhood centers  
Schools, arts, technical or trade  
Schools, public and private

#### **AGRICULTURAL USES**

Agriculture – Animal Husbandry  
Agriculture – Cultivation  
Community garden  
Market garden

#### **PUBLIC UTILITY AND PUBLIC SERVICE USES**

Electric power production and/or heating and cooling plant  
Electric substations  
Gas regulator stations, mixing and gate stations  
Sewerage system lift stations  
Telecommunications towers, antennas, and transmission equipment buildings  
Water pumping stations, water reservoirs

#### **ACCESSORY USES AND STRUCTURES**

Accessory building or structure  
Accessory dwelling unit  
Caretaker's dwelling (nonresidential uses)  
Composting  
Convent, monastery or similar residential group  
Day care center in school or religious institution  
Day care home, family  
Dependency living arrangements  
Emergency electric generator  
Home occupation  
Keeping of chickens  
Keeping of honeybees

Lease of off-street parking facility accessory to nonresidential use to non-users of principal use  
Management office, restaurant, limited retail, recreation facilities within multi-family building  
Mission house  
Outdoor display  
Outdoor eating area associated with food and beverage establishment  
Outdoor recreation  
Outdoor storage  
Portable storage units  
Real estate sales office  
Solar energy systems  
Temporary buildings for storage of construction materials and equipment  
Temporary outdoor events  
Towing and wrecker service business  
Vehicle access sales and service windows  
Vending machines  
Walk-up service windows  
Wind energy systems  
Yard sales

The following uses shall be permitted on all parcels **east of Winnebago St.** in this Planned Development:

**RESIDENTIAL – FAMILY LIVING**

Multi-family building complex  
Multi-family dwelling (4 dwelling units)  
Multi-family dwelling (5-8 dwelling units)  
Multi-family dwelling (> 8 dwelling units)  
Single-family attached dwelling (3-8 dwelling units)  
Single-family attached dwelling (> 8 dwelling units)  
Single-family detached dwellings  
Three-family dwelling – three unit  
Two-family dwelling – twin  
Two-family dwelling – two unit

**RESIDENTIAL – GROUP LIVING**

Adult family home  
Assisted Living – Facility, congregate care facility, skilled nursing facility  
Cohousing community  
Community living arrangement (up to 8 residents)  
Community living arrangement (9-15 residents)  
Community living arrangement (> 15 residents)  
Dormitory  
Hostel  
Housing cooperative  
Lodging house, fraternity or sorority

**CIVIC AND INSTITUTIONAL**

Cemetery  
Colleges and Universities  
Daycare Center in school or place of worship  
Daycare Center  
Library, Museum  
Parks and Playgrounds  
Place of Worship  
Public safety or service facilities  
Schools, public and private

**RETAIL, SERVICE, RECREATION AND OTHER USES**

Bed and breakfast establishments  
Bicycle-sharing facility  
Counseling and community services  
Farmers markets  
Golf course  
Grocery store  
Offices for human service programs  
Outdoor recreation  
Recreational, community, and neighborhood centers

**UTILITY USES**

Electric power production and/or heating and cooling plant  
Electric substations  
Gas regulator stations, mixing and gate stations  
Railroad right-of-way  
Sewerage system lift stations  
Telecommunications towers and transmission equipment buildings  
Water pumping stations

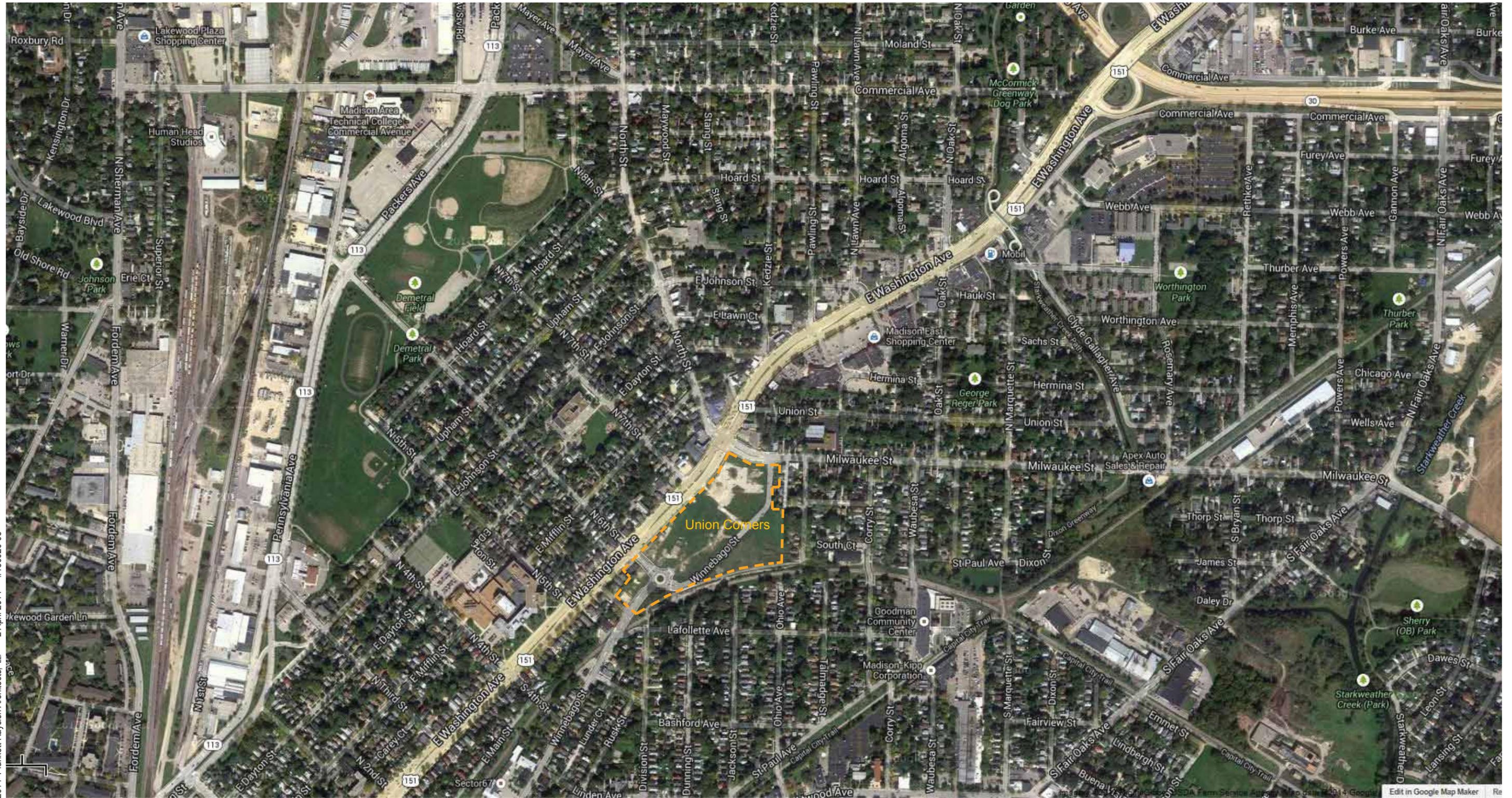
**AGRICULTURE**

Community garden  
Market garden

**ACCESSORY USES AND STRUCTURES**

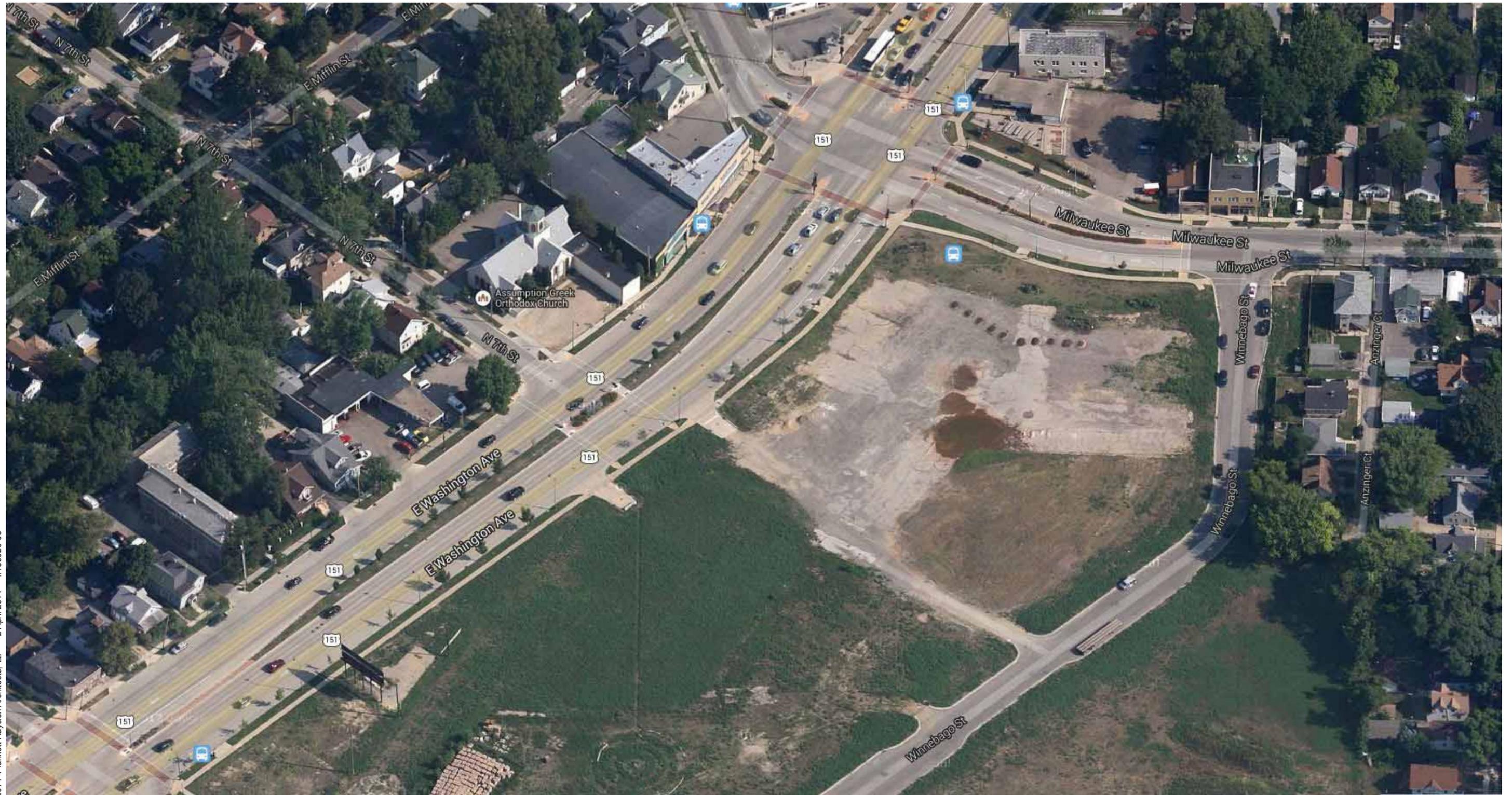
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Portable storage units  
Real estate sales office

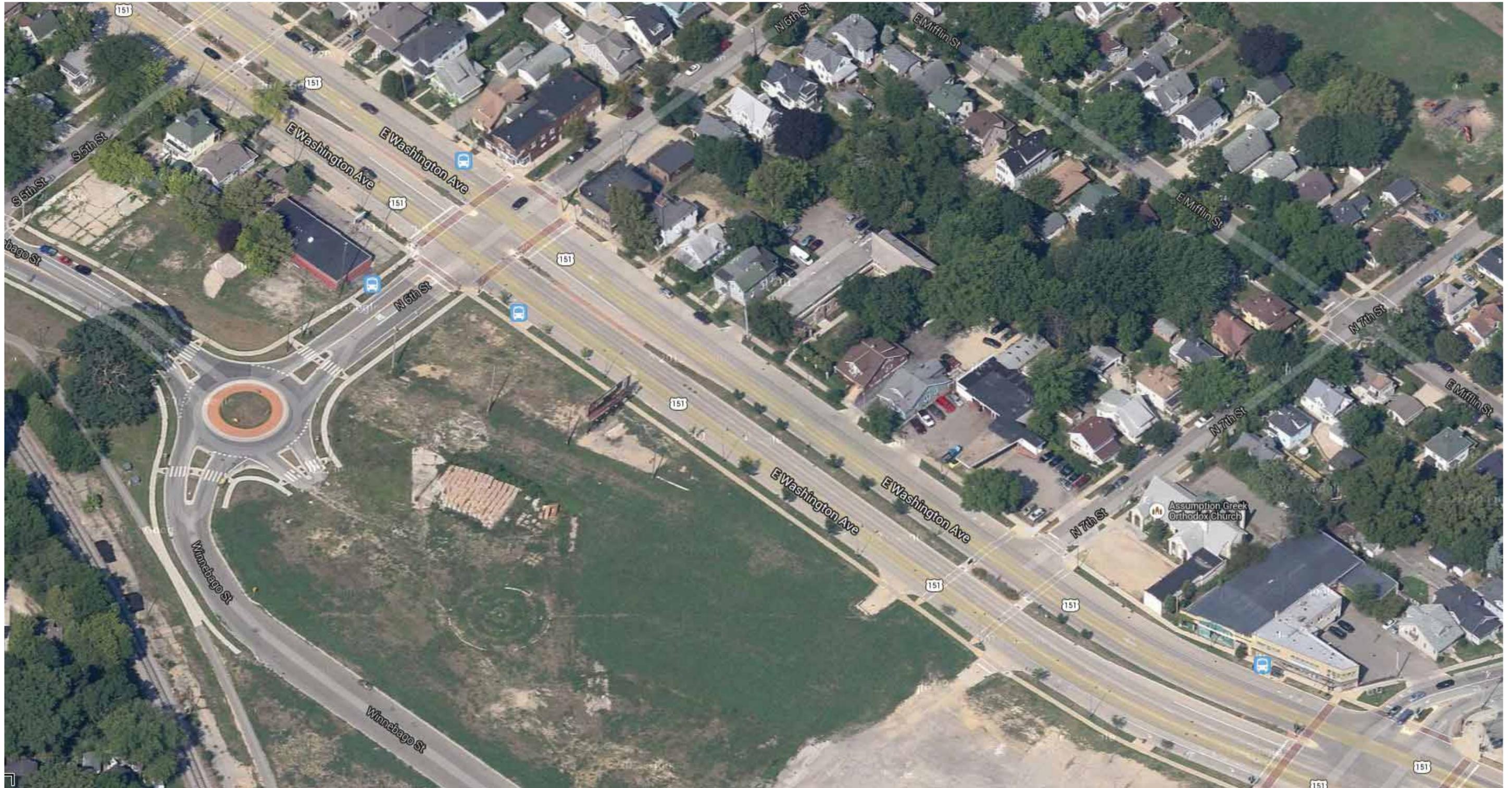
Solar energy systems  
Surface parking lot  
Temporary buildings for storage of construction materials and equipment  
Wind energy systems  
Yard sales



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Edit in Google Map Maker

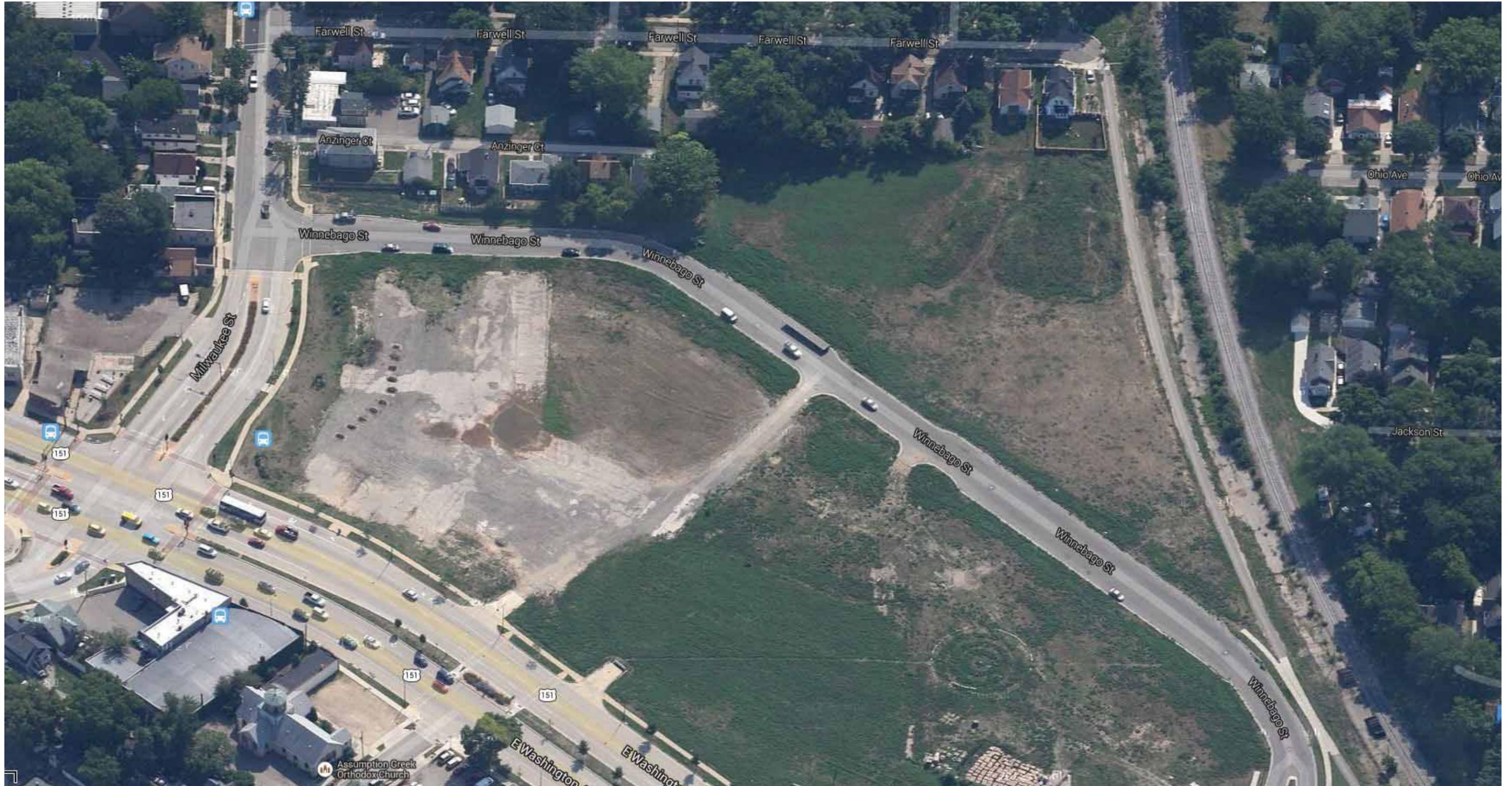




Aerial View Looking West



Aerial View Looking South



Aerial View Looking East



E. Washington Ave. and Milwaukee Street - Looking West



7th Street and E. Washington Ave. - Looking North



7th Street and E. Washington Ave. - Looking Northwest



7th Street and E. Washington Ave. - Looking West



6th Street and E. Washington Ave. - Looking West



6th Street and E. Washington Ave. - Looking North



6th Street and E. Washington Ave. - Looking South



6th Street and Winnebago - Looking Southwest



6th Street and Winnebago Street - Looking East



Winnebago Street - Looking South



Winnebago St. - Looking East



Milwaukee Street and Winnebago - Looking South



### 9. Building Data and Utilization

Building #	Potential Land Use	Proposed Footprint (GSF)	Proposed Height	Total Area by Use (GSF)	Proposed Parking Stalls
Building 1	Retail/Commercial Residential	34,500 GSF 11,000 GSF	1 Story 3-5 Stories	34,500 GSF 33,000 - 55,000 GSF	120 Stalls (Below Ground) 36 Stalls (Below Ground)
Building 2	Retail/Commercial Residential	20,400 GSF 20,400 GSF	1 Story 3-5 Stories	20,400 61,200 - 102,000 GSF	28 Surface Stalls 64 Stalls (Below Ground)
Building 3	Medical Facility	33,000 GSF	2 Stories	60,000 GSF	100 Stalls (Below Ground) 160 Surface Stalls
Building 4	Mixed Use	15,250 GSF	3-4 Stories	45,750 - 61,000 GSF	45 Stalls (Below Ground)
Building 5	Mixed Use	12,400 GSF	3-4 Stories	37,200 - 49,600 GSF	40 Stalls (Below Ground)
Building 6	Residential	8,535 GSF	3 Stories	25,600 GSF	24 Stalls (Below Ground)
Building 7	Residential	12,260 GSF	2 Stories	24,520 GSF	36 Stalls (Below Ground)
Building 8	Residential	10,550 GSF	2 Stories	21,100 GSF	20 Stalls (Below Ground)
Building 9	Residential	9,300 GSF	2 Stories	18,600 GSF	16 Stalls (Below Ground)
Building 10	Mixed Use	4,100 GSF	1-2 Stories	4,100 - 8,200 GSF	32 Surface Stalls
Transit Hub	Transit/Service	4,800 GSF	1 Story	4,800 GSF	N.A.