

**313-315 North Frances Street – Comparison with the UMX District**

Bulk Requirements	Required	Proposed
Lot Area (sq. ft.)	3,000	5,000+
Lot Width	30'	50'
Min. Front Yard Setback	0'	0'
Max. Front Yard Setback	10'	0'
Side yard setback	0'	LS 3'+, RS 1'
Rear yard setback	10'	<b>5' (Not adequate)</b>
Maximum Lot Coverage	90%	? (Likely adequate, offset by green roof)
Minimum Height	2 Stories	12 stories
Maximum Height	12 Stories	12 stories
Stepbacks	None	5' at 11 <sup>th</sup> Floor
Usable Open Space	10 sf per bedroom	? (Likely adequate with private and roof balconies)

Design Requirements	Requirements Met?
Location of Parking	Yes
Entrance Orientation	Yes
Facade Articulation	Yes
Story Heights and Treatment	Yes
Door and Window Openings	Yes
Building Materials	Yes
Equipment and Service Area Screening	Yes
Screening of Rooftop Equipment	Likely, Yes

General Regulations	Required	Proposed
Automobile Parking	None, unless required as condition of approval	None
Bicycle Parking - Residential	59 (45 Standard Size, 14 Vertical)  1 per unit up to 2 bedrooms + ½ stall per additional bedroom + 1 guest stall per 10 units  Up to 25% may be vertical, structured, or wall mounted. 75% must be standard 2.5' by 6' stalls with 5' access area, unless a rack is not the modular standard, in which case they may be 2' by 6'.	94 (42 Standard, 52 Vertical)  <b>Not exactly met, but could be met within space provided.</b>
Bicycle Parking - Nonresidential	At least 2 (depends on use)  For retail use, 1 stall per 2,000 sf), but minimum of 2  For restaurant use, 5% of capacity, but minimum of 2	4 (Provided on side of Building)  Likely met
Moped parking	No set number required (1 per 7 BR was discussed). If provided, must be 3' by 6' stalls with 6' vertical clearance and a 5' drive aisle.	12 (1 per 8 BR)
Off-street loading	One 10' x 35' loading space	One 10' x 35' space
Landscaping	5 landscape points per 300' of developed area = 83 landscape points	<b>Not met</b>

## Downtown Urban Design Guidelines

All significant buildings and additions in the UMX District will be reviewed by the UDC based on the Design Standards above and the Downtown Urban Design Guidelines (in this case, UDC findings would need to be reported to the Plan Commission, since this would also be reviewed as a conditional use). The DRAFT Guidelines are provided below for reference. Staff believes that most of the guidelines are addressed with the proposal. However, the details, particularly related to landscaping, open space, massing, lighting, and signage would need to be carefully reviewed by the UDC.

### A. Site Design and Building Placement

- 1) **Orientation** *Buildings create and spatially define the public space (streets and sidewalks), and how a building faces this public way is a primary factor in what it contributes to the urban character of an area by reinforcing a consistent street wall and enhancing the pedestrian realm.*
  - a. Any building façade adjacent to a street should ~~generally be parallel to~~ address the street and reinforce the density of the urban block form created by the boundaries of the property line and adjacent built forms built to the property line of the street. ~~This is particularly important for lower stories.~~
  - b. Buildings should be sited so that portions of the building designed for service uses, such as loading docks and dumpster enclosures, are not part of the street façade. When a lot configuration requires such activities from a street, these components should be architecturally integrated into the design of the façade.
  - c. The street level of a building should be designed with active uses and architecture that engages the street/sidewalk in a contextually appropriate manner, and integrates the building architecture and the landscape architecture.
  - d. Buildings should be oriented to preserve and enhance the views identified on the Views and Vistas Map in the Downtown Plan.
  - e. Buildings at the intersection of streets should have a strong corner element, ~~and that element should extend to the property line along both streets presence.~~
- 2) **Access + Site Circulation** *How people, bicycles, and motor vehicles access a site and circulate within it and around it can be a critical determinant in how it relates to its context. A primary goal is to maximize uninterrupted pedestrian access within a given block to enhance and maintain all areas of the Downtown as pedestrian friendly. Another goal is to minimize the visual presence of motor vehicle circulation, parking, and service functions, including minimizing the visual impact of parking structures and parking lots on the streetscape.*
  - a. Parking facilities beneath a building should not be considered a valid reason to establish an occupiable first floor more than three (3) feet above the grade of the sidewalk along any adjacent street, nor to include long segments of blank wall on any side of a building.
  - b. Driveways should be oriented 90 degrees to the street, and shared driveways are encouraged.
  - c. Porte-cochere type entries, drop offs, or circular drives should not be parallel to the street or within the right-of-way, nor should they be oriented to require more than one curb cut. Queuing space for motor vehicles should not impede pedestrian movement along any public sidewalk.
- 3) **Usable Open Space - Residential Development** *Residents living in this densely developed portion of the city enjoy a variety of conveniently located urban amenities and may not require the amount of on-site usable open space as other parts of the community. However, the provision of quality on-site useable open space is necessary to create a quality living environment.*
  - a. Project designs should provide attractive, safe and creatively designed yards, courtyards, plazas, sitting areas or other similar open spaces for building residents.
  - b. ~~Usable open space may be provided on balconies or roof decks. All residents should have access to some form of open space, whether it is private (such as patios or balconies), if they are sufficiently large to be truly usable, or common open space (such as yards or roof decks) that is and are provided for or accessible to all residents. A suggested minimum size for a balcony is 4.5 feet by 8 feet.~~

- c. At some locations, side and rear yards sufficient to provide usable open space may be limited, and outdoor open space may not represent the most beneficial use of a limited site when the overall density of development is relatively high. Common recreational facilities and social activity spaces in the development may be considered toward meeting some of the need for usable open space. “Permeable” first floor spaces that provide an opportunity for indoor activities to extend to outdoor spaces are encouraged.
- 4) Landscaping *How a site is landscaped— particularly in a dense urban environment— can “soften” hard edges, make a site more inviting, and bring color and interest to a development. Well landscaped sites also create informal gathering spaces and enhance the adjoining public improvements.*
- a. The design emphasis should be on creating an “urban” landscape, incorporating site amenities such as raised planters linear planting beds or seat walls, street furniture, public art, lighting, and landscape materials. These features should be architecturally compatible with the styles, materials and colors of the principal building on the lot and those in the immediate area.
- b. Context appropriate landscaping should be provided along the front façade. Appropriate landscaping will depend on factors such as the setbacks, shape, size, and orientation of the building.
- c. Plant species should be selected based on their compatibility with an urban environment. Planting environments should be designed to provide plants the greatest potential to grow to maturity in a healthy state, such as use of planting beds, structural soils to promote root growth, and considering salt tolerance. Ease of maintenance should also be considered.
- d. Public art should be ~~considered as~~ encouraged where it is an integral part of the design approach to these spaces.
- e. Outdoor seating areas and cafes on private property are encouraged provided they do not interfere with pedestrian flow and circulation along the sidewalk and from public ways to building entries or amenities, such as bicycle racks and benches.
- f. Canopy trees should be encouraged and planted to imply human-scale spaces and mitigate the urban heat island effect. Where canopy trees are used, site design should provide sufficiently sized tree pits or planting beds and appropriate planting medium to provide for healthy tree growth.
- 5) Lighting *Appropriate site and building lighting can create interest and a safe and welcoming environment. Lighting can also reinforce architectural elements such as entries, structural bays, or shop windows. Excessively lighting a site or building can create glare and greatly detract from the ambiance of a street, while insufficiently lighting a site can result in dark spots and raise safety issues.*
- a. Exterior lighting to accentuate the building architecture and landscaping should not be excessive in either amount or intensity.
- b. Building entrances and entryways and other walkways should be lit sufficiently to create inviting and safe building access.
- c. Building-mounted fixtures should be compatible with the building facades.
- d. Full cut-off fixtures should must be used. ~~With limited exceptions, such as highlighting important building elements, dark sky compliant lighting should be used~~ not spill into the sky nor cause excessive glare.
- e. The lighting on the top of a building should not compete with the view of the Capitol dome in views of the skyline.

## B. Architecture

- 1) Massing *Building massing is an important determinant in the quality of the urban environment and in how “welcoming” a street is perceived. Important aspects to this specifically related to massing include the preservation of natural light, sunlight and ventilation to the street, as well as preventing the feeling that large buildings are looming over the street and creating a canyon effect. The mass of a building can also enhance the pedestrian experience by creating more human-scaled development.*
- a. The proportions and relationships of the various architectural components of the building should be ~~utilized to ensure compatibility with~~ consider the scale of other buildings in the vicinity. In areas where the

Downtown Plan recommends significantly taller or larger buildings than currently exist, this guideline should consider the evolving context.

- b. Larger buildings should have their mass broken up to avoid being "out of scale" with their surroundings and to provide a more solve any problems that their scale may create to ensure a pedestrian-friendly quality. Articulation of buildings in both plan and profile ~~can~~ may help break up the mass of large buildings and should be incorporated. Stepping back the upper floors of all street facades a substantial distance from lower floors may be appropriate to minimize overall scale and minimize shadow effects.
  - c. The mass of a building should not negatively impact views identified on the Views and Vistas Map in the Downtown Plan. Applicants may need to prepare viewshed studies for others to fully understand potential impacts.
  - d. Shadow studies may need to be prepared by the applicant for buildings that adjoin public open spaces, or streets and sidewalks with particularly heavy pedestrian volumes, to demonstrate that these important public spaces are not negatively impacted by excessive amounts and/or durations of shadows.
- 2) **Building Components** *Most buildings are experienced from a variety of perspectives, which change as a person moves about the city. Correspondingly, how the top, middle, and base of a building are designed also influences these interactions, and all must work within a complete architectural form. The Downtown Plan places an emphasis on creating an interesting skyline that reflects the underlying topography, and the design of the top of a building influences the skyline. Likewise, the Plan places an emphasis on making great public spaces, streets, and engaging pedestrian environments, and the design of a building's lowest four floors define the public realm and are the primary contributor to a pedestrian's perception of a street.*
- a. The lower levels of street facing facades should generally incorporate a higher level of visual interest and richer architectural detailing. One way to achieve this is to locate active use areas on lower level street side spaces within a building, which could be reflected in the exterior architecture of the corresponding facades.
  - b. A positive visual termination at the top of the building ~~(such as decorative cornices, parapets, crowns, shaped roofs, spires, etc.) should~~ shall be provided an integral part of the design from both the distant view and the pedestrian perspective. A positive visual termination could include projections or relief from the building facade or visual interest in the building form as it meets the sky.
  - c. Roof forms should be used to integrate rooftop equipment, telecommunications equipment, and other devices so as to express/conceal them as architectural elements. Large mechanical penthouses and elevator overrides should be fully integrated into the building architecture and be appropriately-scaled to serve as architectural features and avoid the appearance of being "plopped" on top.
- 3) **Articulation Visual Interest** *As emphasized in the Downtown Plan, it is especially important to create a comfortably-scaled and thoughtfully detailed urban environment through the use of well-designed architectural forms and details. Well-articulated buildings add architectural interest and variety to the massing of a building, help define the public space, engage the street, create an interesting pedestrian environment, and help break up long, monotonous facades. Articulation also is a primary means of providing a human scale through change in plane, contrast and intricacy in form, color, and materials.*
- a. ~~All sides of the building that are visible from any public ways should be designed with details that complement the front facade. Buildings should have an overall design composition with a secondary and tertiary composition within it. All street facades sides should have a similar design composition and quality of materials and present an attractive street orientation that make a positive contribution to the built urban environment.~~
  - b. ~~A variety of elements should be incorporated into the design of the building to provide substantial articulation of the facades. This may be achieved by incorporating the use of: vertical and/or horizontal reveals, stepbacks, modulation, projections, and significant three dimensional detail between surface planes to create shadow lines and break up flat surface areas.~~
  - c. ~~For large buildings, incorporate variation into the design of the building facade through the use of materials and color, dividing the building into bays, and/or incorporating one or more design features (such as recessed balconies, reveals, and stepbacks) to break up large facades to create pedestrian interest at the street level.~~

- ~~d. Buildings that adjoin historic buildings should incorporate designs that complement the proportion, scale and architectural details of the historic building.~~
  - e. Franchise corporate/trademark building designs ~~may need to~~ should be altered to fit the desired character of the district.
  - f. The design of buildings fronting on State Street should reflect the historic pattern and rhythm of storefront bays on the lower level. If the interior space is wider, each bay should be articulated and have the ability to create its own entrance and should have the ability to allow for smaller spaces in the future. A combination of good physical features and varied activities should result in a livelier street.
  - g. ~~Balconies and terraces should be incorporated into vertical and horizontal shifts and building massing whenever possible to avoid building facades that are dominated by cantilevered balcony projections. Balconies should not extend over the public right-of-way.~~
- 4) Door and Window Openings *As emphasized in the Downtown Plan, it is especially important to create a comfortably-scaled and thoughtfully detailed streetscape and how the openings in building walls (windows, doors, etc.) are incorporated have an influence on the perception of a building's mass and how it is experienced by pedestrians.*
- a. The size and rhythm of windows and doors in a building should respect those established by existing buildings in the area where a clear pattern exists, and the residential and/or mixed-use nature of the building.
  - b. ~~Existing~~ Traditional buildings should not have window openings with different sash configurations, smaller windows, or different materials than originally used inappropriate to the original design. Transom windows should remain transparent/translucent.
  - c. Entrances, including doors, should be sized and articulated in proportion to the scale of the building and should be architecturally compatible with the style, materials, ~~colors,~~ and details of the building as a whole. Entrance definition and articulation may be achieved through use of architectural elements such as: lintels, pediments, pilasters, columns, porticoes, porches, overhangs, railings, balustrades, and others, where appropriate.
- 5) Building Materials *The Downtown Core and Urban Mixed Use Districts are generally the most dense and heavily used areas of the city, and buildings in these districts are exposed to a high level of use. An integrated palette of high quality, durable building materials can enrich the pedestrian environment through the use of scale, color, texture, and architectural details.*
- a. A variety of complementary exterior building materials ~~should be utilized~~ may be incorporated to provide visual interest to the building. The palette of materials should not be overly complex.
  - b. All sides of a structure should exhibit design continuity and be finished with quality materials. Materials should be those typically found in urban settings.
  - c. If material changes are proposed, they should generally occur at inside corners or be delineated by a specific transitional detail such as a pronounced belt course or substantial reveal.
- 6) Terminal Views and Highly-Visible Corners *The design of buildings occupying sites located at the end of a street, on a highly-visible corner, or in other prominent view sheds can serve as a focal point and the design of such structures should reflect the prominence of the site. Particular attention should be paid to views from these perspectives.*
- a. Corner buildings should define the street intersection with distinctive architectural features such as tower elements, rounded walls, recessed entries or other design features.
  - b. Buildings located at visual focal points should demonstrate a higher degree of architectural ~~embellishments~~ strength to emphasize their location.
  - c. New buildings on flatiron corners, as identified in the Downtown Plan, should include a design approach that reflects the acute angles of the site.

Provided by Planning Division staff for consideration by the Urban Design Commission on 12/5/12

- 7) Awnings and Canopies *Awnings can add color and texture to a streetscape, provide shelter for pedestrians and protect storefront displays from sun exposure.*
- a. Awnings should not be internally illuminated so that they glow and become beacons that attract attention to the establishment.
  - b. Awnings and canopies should be compatible with building design in terms of the rhythm and design of the storefront bays, material, details, massing, and form.
  - c. Awnings and canopies should not cover up architectural details.
- 8) Signage *Signage is for the purpose of identifying a business in an attractive and functional manner rather than to serve as general advertising for a business. Well conceived signage can contribute positively to the character of a street or district. Too many signs and too much information on one sign can overwhelm a viewer and make a sign less effective, and too much signage on a building, block, or street can easily result in visual clutter. The guidelines below are in addition to the requirements of the Madison Sign Code.*
- a. Signage should be integrated with and be compatible with the architectural scheme of a building.
  - b. Messages should be simple-- only including the name, address, function (i.e. restaurant), and logo of the establishment.
  - c. Franchise corporate/trademark signage should be altered to fit the desired character of the district.

### **Conditional Use Review Standards**

All development in the UMX District over 20,000 square feet or 4 stories will be reviewed as a conditional use, based on the relevant conditional use standards below. Currently, the project does not meet Standard #7, and the others would need to be very carefully reviewed by the Plan Commission to determine whether or not they could be met. Based on review by various agencies for the project proposed, staff would find that some of these, particularly #3, #4, #5, and #6, may not be met.

1. The establishment, maintenance, or operation of the conditional use will not be detrimental to or endanger the public health, safety, or general welfare.
2. The City is able to provide municipal services to the property where the conditional use is proposed, given due consideration of the cost of providing those services.
3. The uses, values, and enjoyment of other property in the neighborhood for purposes already established will not be substantially impaired or diminished in any foreseeable manner.
4. The establishment of the conditional use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district.
5. Adequate utilities, access roads, drainage, parking supply, internal circulation improvements, including but not limited to vehicular, pedestrian, bicycle, public transit and other necessary site improvements have been or are being provided.
6. Measures, which may include transportation demand management (TDM) and participation in a transportation management association have been or will be taken to provide adequate ingress and egress, including all off-site improvements, so designed as to minimize traffic congestion and to ensure public safety and adequate traffic flow, both on-site and on the public streets.
7. The conditional use conforms to all applicable regulations of the district in which it is located.

City of Madison, Wisconsin

REPORT OF: URBAN DESIGN COMMISSION

PRESENTED: December 5, 2012

TITLE: 313 & 315 North Frances Street –  
PUD(SIP), Deconstruction of Two  
Residential Buildings and Construction of  
a New 12-Story Student Housing Building  
with First Floor Commercial Space. 4<sup>th</sup>  
Ald. Dist. (27839)

REFERRED:

REREFERRED:

REPORTED BACK:

AUTHOR: Alan J. Martin, Secretary

ADOPTED:

POF:

DATED: December 5, 2012

ID NUMBER:

Members present were: Richard Wagner, Chair; Henry Lufler, Cliff Goodhart, Marsha Rummel, Richard Slayton, John Harrington, Dawn O’Kroley and Melissa Huggins.

**SUMMARY:**

At its meeting of December 5, 2012, the Urban Design Commission **GRANTED FINAL APPROVAL** of a PUD(SIP) located at 313 & 315 North Frances Street. Appearing on behalf of the project were J. Randy Bruce, the project architect; Scott Faust, Andy Stebnitz and Ted Kruz. Bruce presented the changes made which include delineation of the green roof elements showing sedum as the most appropriate in this location due to its limited observation and maintenance. In addition, moped parking has increased to 9 (covered) as well as 3 uncovered; four bicycle stalls essentially for the commercial use. The glass storefront has been pulled back to allow for a 4-foot setback along the sidewalk which allows for a deeper covered entrance point and a measure of outdoor seating. The unit mix has changed to allow for more spacious apartments and some of the services in the building; every bedroom has a window. He reviewed the building materials which include brick, cast stone and metal panels. He showed a perspective of the block and the neighboring uses. Heather Stouder of the Planning Division provided a memorandum discussing the current zoning code and how the plans may or may not meet the future zoning code requirements. The rear yard requirement of 10-feet is met on grade but not on floors 2-12; the landscaping requirement needs to meet the point and general regulations in the code. She noted that in the future any development in the UMX District would be reviewed by the Urban Design Commission. She remarked that the conditional use standards apply here, particularly number 4, and a traffic study could include number 6. At this point staff is still vetting the recent changes but their position has softened with regard to what the Plan Commission will see at their next meeting. She did note the important aspect in the Downtown Plan for Frances Street being recognized as a pedestrian street. Under the new Zoning Code they are to choose setbacks that might vary in the downtown area from the underlying base zoning district. Staff is currently working through the downtown area to propose these unique setbacks and this portion of Frances Street would likely be an area where they would recommended a 5-foot front setback to allow for more pedestrian activity to take place. By and large they see the building design as improved. Each apartment has a balcony that is about 50-60 square feet of usable space. The site right now, other than a very small front yard, is totally painted and covered. With our roof plan we probably now have more pervious area than we had before. Stouder mentioned that under the UMX District requirement just 10 square feet per bedroom of landscaping is required, which this project seems to meet with the balconies.

Comments and questions from the Commission were as follows:

- I understand the discomfort with having lot line to lot line, but if you look closely at what is going on around there, and if we're forward thinking, I don't think that the height is an issue. I like the design; whether it deserves the bonus stories I'd defer to the architects on that one. I would like to see this project go forward. We can't get hung up on what makes Madison uncomfortable with bigger projects.
- I like the building but I am uncomfortable with the setbacks. I am concerned about not having any open space anywhere, that sets a precedent.
- I was on the Plan Commission when we did these design zones and talked about this as a high-rise area. We wanted to try and get better architecture if we're going to go to that height and we did decide this area is appropriate. I don't have a problem with the bonus story.
- The mitigation on the site gives some street interest and that is something I was concerned about.
- The setback from the 4-story piece to the tallest piece is weak. I'd increase that setback. Things like the canopy being hung off of both buildings, that gives the sense of a false façade. I would keep that entry to that mass that you enter into.
- My concern is that if we continue to approve buildings like this we're going to have very barren streets.

#### **ACTION:**

On a motion by Huggins, seconded by Goodhart, the Urban Design Commission **GRANTED FINAL APPROVAL**. The motion was passed on a vote of (7-0). The Commission made a finding that this project meets the standards to qualify for bonus stories based on "exceptional design" and a waiver of bulk requirements and sufficient consistency with the "Exterior and Interior Design Criteria for Planned Unit Development Districts in Downtown Design Zones" on the project as designed. The motion also provided for the City Parks Division to consider bump-outs for tree planting.

After the Commission acts on an application, individual Commissioners rate the overall design on a scale of 1 to 10, including any changes required by the Commission. The ratings are for information only. They are not used to decide whether the project should be approved. The scale is 1 = complete failure; 2 = critically bad; 3 = very poor; 4 = poor; 5 = fair; 6 = good; 7 = very good; 8 = excellent; 9 = superior; and 10 = outstanding. The overall ratings for this project are 6, 6, 6.5 and 8.



URBAN DESIGN COMMISSION PROJECT RATING FOR: 313 & 315 North Frances Street

	Site Plan	Architecture	Landscape Plan	Site Amenities, Lighting, Etc.	Signs	Circulation (Pedestrian, Vehicular)	Urban Context	Overall Rating
Member Ratings	5	8	4	-	-	5	7	6
	5	7	3	-	-	5	8	6.5
	-	-	-	-	-	-	-	8
	-	7	-	-	-	4	8	6

General Comments:

- No real landscape plan sets a precedent in this important pedestrian corridor between State Street and the Kohl Center.
- A great addition to the campus.