

PLANNING DIVISION STAFF REPORT-ADDENDUM

July 22, 2013

PREPARED FOR THE URBAN DESIGN COMMISSION AND PLAN COMMISSION



Project Address: 529-557 State Street, 431-441 North Frances Street, and 432 West Gilman Street

Application Type: Demolition, Rezoning, and Conditional Use

Legistar File ID # [30532](#) and [30660](#)

Prepared By: Heather Stouder, AICP, Planning Division
Report Includes Comments from other City Agencies, as noted

Background Information

Zoning Requirements in the Downtown Core District

Category	Dimensional Requirements	Proposed Development
Front yard setback	0'	Adequate
Side yard setback	0'	Adequate
Rear yard setback	0'	Adequate
Maximum height	2-4 stories on State Street with up to 6 stories after a 30' stepback 12 stories along Gilman Street and Frances Street	Adequate
Usable open space	None required	As shown on plans

Site Design	Required	Proposed
Number parking stalls	0	160 (to be adjusted)
Accessible stalls	TBD	TBD
Loading	2 (can be reduced with a conditional use)	1
Number bike parking stalls	Residential – 572 Commercial – TBD based on uses	145
Landscaping	Yes	Yes
Lighting	Yes	Yes
Building forms	Yes	Meets building forms requirements
Other Critical Zoning Items: Urban Design, Utility Easements, Barrier free (ILHR 69), DC Design Requirements, Capitol View Preservation		

Related Approvals

At their July 10 meeting, the Urban Design Commission granted initial approval for the design of the proposal, by a vote of 4-2 (see attached report). The motion did not include specific recommendations, but the issues raised and suggestions made by UDC members during their discussion can be summarized as follows:

1. Maintain the fire-rated windows on the three shear walls.
2. Explore a lighter color for all or a portion of the State Street side of the building.
3. Present more detail on the ground floor of the State Street facade to demonstrate that this building can fit in well with the established character of State Street.
4. Instead of the random window patterning on the State Street and other tower facades of the building, explore alternating between a linear window pattern and a random window pattern as you move around the building to improve the State Street tower facade overall and to better integrate this design feature.

5. Explore an alternative to the steel architectural element proposed at the corner of Frances and State Streets, as the industrial look is not in keeping with the established character of the area.

The UDC did not discuss the recommended vehicle egress onto Frances Street, noting that this issue should be taken up by the Plan Commission.

Description and Analysis of Revisions and Supplemental Materials

NOTE: The Plan Commission packet includes the following 11 x 17 plans submitted by the applicant:

Original submittal, May 22, 2013 – Spiral bound plan set

Supplemental drawings, June 26, 2013 – 32 pages clipped together near the end of the packet

Supplemental drawings, July 17, 2013– 6 pages at the very end of the packet including revised renderings and a revised parking plan

Building Exterior

Windows on Shear Walls - The applicant is working with Building Inspection and Madison Fire Department staff to ensure that the fire-rated windows can indeed be incorporated into the three shear walls. Since these walls are proposed to be built on the property lines, the incorporation of these windows would require a Building Code Variance, which can only be supported by the Fire Department if the windows are sprinklered on both sides, and if the applicant can demonstrate additional fire safety efforts adequate to meet the spirit of the regulation, which is that the walls on property lines would have a three-hour fire rating.

The applicant has indicated that pushing back the walls from the property line even three feet is not economically possible for this proposal. Also, at this time, the applicant is considering an option for false spandrel windows in place of the fire-rated true windows shown on the most recent submittals. Staff does not support the spandrel windows as a viable alternative, and recommends that the applicant continue to work toward a building variance that will allow for true windows on these three shear walls.

Staff notes that of the three walls the one facing south will probably be the most visible, easily seen by pedestrians heading north along Frances Street. This wall and the wall facing southwest are both adjacent to a property that the Downtown Plan includes in an area where a height up to 12 stories could be supported. The wall facing northeast, which will be visible by pedestrians heading west on State Street, is adjacent to a property that can support a height of up to 8 stories. Staff understands the argument that these three walls may only be visible from certain angles, and that in future decades, depending on how redevelopment of this area proceeds, they may not be easily seen at all. However, staff does not believe that the renderings and models provided by the applicant adequately ensure that these three walls can adequately meet the Downtown Urban Design Guidelines, absent the incorporation of true windows.

Brick Color - As revised on July 17, the eastern portion of the 4-6 story portion of the building on the State Street facade is now proposed to be clad in a light, almost white colored brick, instead of the dark "iron ore" color originally proposed. Staff is comfortable with this change, noting that it does further differentiate the elements of the State Street facade while still working within the existing color palette for the building materials.

The applicant has also provided a slightly lighter, reddish alternative to the iron ore color shown on the renderings for the State and Frances Street corner and along Frances Street. Staff does not have a strong preference either way on this, but notes that the steel elements proposed on the corner might appear to be more prominent if the slightly lighter brick color is used. Staff supports a shift to the lighter brick color, and recommends that the Urban Design Commission make a clear finding on this issue at their July 24 meeting. The applicant is expected to bring sample materials to the July 22 Plan Commission meeting, in case they are helpful to address questions.

Detail on State Street - The supplemental materials dated June 26 include enlarged versions of the State Street and Frances Street facades (pages 25C, 25D, 26A, and 26B). The applicant intends to present these proposed treatments in greater detail to the Urban Design Commission on July 24, and to discuss ways that the facades may be further detailed and differentiated based on the actual commercial tenant mix in the building.

Window Pattern – The applicant has provided a revision dated July 17 in an attempt to address the July 10 UDC comments July 10. The “random” window pattern which had been featured on the entire façade of the State Street tower and portions of the Gilman Street and interior facades in the original proposal is now spread around all facades of the building in vertical bands, alternating with bands of linear windows.

While this may be an improvement in some respects, staff still strongly recommends a linear window pattern for all facades of the building. Staff is concerned that the random window pattern will appear muddled, and that it will also contribute to a heavier looking facade, as it draws attention to the solid portions of the building rather than to the vertical glass elements that would otherwise be present. Again, there is no functional relationship between the placement of the random windows and the interior floor plans. While this feature may appear to be playful and whimsical, it is not a strong characteristic of timeless architectural design expected in this part of the Downtown area.

Staff believes that the facade of the State Street tower could be significantly improved with the return to a linear window pattern, and with additional glass (either additional windows, or increased window size) to further break up its mass.

Steel Architectural Elements – The applicant has provided further detail on the corner to demonstrate to the UDC the value of the steel grid as the main architectural element on the corner of State and Frances Street. While this is indeed a new material for State Street, staff believes that it can be a great fit at this corner.

As mentioned above, the applicant is offering to utilize a slightly lighter, redder brick material on this portion of the building, which would provide more contrast with the steel than would the iron ore color shown in renderings provided for Plan Commission review.

Parking, Loading, and Circulation

Parking - In a revision dated July 17, 2013, the applicant has added significantly more bicycle parking within the structured parking area, and has included a “flex” area for moped and automobile parking in the northern portion of the first floor of the parking area. The applicant has indicated that the July 17 revision is still a work in progress, but demonstrates that the space for bicycle and moped parking can be accommodated. One expected change in final plans submitted for staff review is that the support columns currently shown to impede access to parking stalls will be relocated.

There are now a total of 439 bicycle stalls in the structured parking area, which is 75% of the 586 stalls required by the zoning code for the residential uses in this building. Of these, 76% are on the first floor. 14% are standard two foot by six foot stalls on the floor, 11% are vertical racks on the walls, and 75% are stacked racks, which results in a wide variety of storage options for tenants based on whether their bicycles are used for daily transportation or occasional recreation. The applicant is also proposing 398 bicycle storage spaces within the residential units, based on previous experiences with tenants storing bicycles within their units. Finally, the July 17 revisions show 20 outdoor bicycle parking stalls within the Frances and Gilman Street rights-of-way. Details for these stalls will need to be coordinated with city staff.

The “flex” moped area is not detailed at this time to show the actual stalls, but a staff believes that the area (which is shown as 28 automobile parking stalls) can indeed accommodate approximately 140-150 moped stalls, which can reach the one stall per seven bedroom ratio advised in the staff report. Final plans submitted for staff review should show this area clearly delineated for moped use. If, based on a survey of incoming tenants, the applicant can show that some of the spaces are not necessary, they can be converted to automobile stalls

following a minor alteration of the conditional use. Assuming the “flex” area is completely utilized for mopeds, the total number of automobile stalls in the parking area will be 116. If the “flex” area were to be completely utilized for automobiles, this would be increased to 144 stalls.

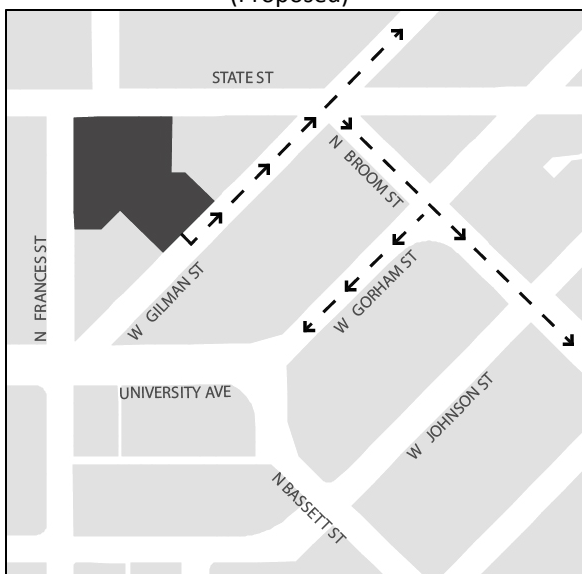
This revised parking plan is much improved, and while it will still require a bicycle parking reduction granted by the Zoning Administrator, staff is much more comfortable supporting it, and believes that it helps the project to better meet Conditional Use Standard No. 5 as it relates to the adequacy of parking.

Frances Street Egress – As mentioned in the July 10 staff report, a vehicle egress route onto Frances Street has been recommended by the City Traffic Engineer (see Condition No. 32). The applicant has provided a Trip Generation and Distribution Study to support their desire to omit a vehicle egress from the parking area to North Frances Street. The City Traffic Engineer has responded to this in a one-page memo, and both of these items are included in the Plan Commission packet.

The applicant has submitted a revised plan (dated July 17) showing this egress route, but prefers to omit it in order to maintain a complete commercial frontage on North Frances Street and minimize vehicle traffic on this block. Staff appreciates this argument, and agrees that the design and function of the ground floor of the North Frances Street facade would be much better without this vehicle egress.

However, many complicated traffic issues arise from the current layout, as noted by Traffic Engineering staff, who will be available to answer questions at the July 22 Plan Commission meeting. Since Gilman Street is one-way to the northeast on this block, all vehicles exiting the site will head northeast on Gilman and approach the intersection of Gilman, State, and Broom Streets, which is heavily used by pedestrians. From here, vehicles will either move straight through the State Street intersection or turn right onto Broom Street. Vehicles ultimately heading East are likely to cross State street and use Gilman Street to get to Wisconsin Avenue. Vehicles ultimately heading west would need to again turn right onto Gorham/University. Alternatively, if the Frances Street egress is incorporated into the project, all traffic heading westward would presumably utilize it, and most traffic heading East may also utilize it to avoid crossing State Street (see figures below). Overall, this would result in a better distribution and significantly less traffic entering the Gilman/State/Broom intersection.

Traffic Options with Gilman Street Egress
(Proposed)



Additional Traffic Options with Frances St. Egress
(Recommended by TE)



Staff understands that the conversion of this portion of West Gilman to a two-way street would be extremely difficult due to its narrow width and considerable challenges in designing a safe 5-way intersection where Gilman meets University Avenue. If there was a clear solution that would better distribute vehicle traffic from this project while maintaining safety and the pedestrian emphasis of State Street, staff would prefer to omit the Frances Street egress. However, absent this solution, staff maintains that it should be included.

Residential Entries - A second residential entry from West Gilman Street has been integrated, so that residents living on the south and east sides of the building can have much easier access to their units. No residential entries have been added along State Street, as the applicant has indicated that this would cause a significant interruption to the now flexible commercial spaces on the State Street frontage. Staff appreciates the additional residential entrance from West Gilman Street, and Condition No. 1 has been modified accordingly.

Other

An additional trash and recycling room has been incorporated on the first floor, so that tenants will have access to two sets of trash and recycling chutes on each floor, rather than just one. Also, management plans for move-in days, balcony control, and recycling have been submitted by the applicant and are included in the Plan Commission packet.

Recommendation

Planning Division Recommendation (Contact Heather Stouder, 266-5974)

The Planning Division recommends that the Plan Commission find that the demolition, zoning map amendment, and conditional use standards can be met and **approve** the requested redevelopment at 529-557 State Street, 431-441 North Frances Street, and 432 West Gilman Street. This recommendation is subject to input at the public hearing and the conditions recommended by the Planning Division and other reviewing agencies.

Recommended Conditions of Approval (Included only if added or modified since the July 10 Staff Report)

Major/Non-Standard Conditions are Shaded

Planning Division (Contact Heather Stouder, 266-5974)

1. Final plans submitted for staff review and approval shall include all proposed entrances to the building. The applicant is encouraged to incorporate an additional entrance to a corridor leading to the residential portion of the building. ~~on the State Street facade.~~ *(NOTE: Recent revisions include a second residential entrance to the building from West Gilman Street, which is an improvement. The applicant has explored incorporating a residential entrance from State Street, but concluded that it would cause a significant interruption to the commercial retail space)*
2. In final plans submitted for staff review and approval, the applicant shall include the following items related to parking and circulation *(NOTE: This condition has been modified to address revisions by the applicant and review by Zoning staff. Zoning staff will be available at the July 22 meeting to help address questions on zoning requirements for parking.):*
 - a) A revised plan ~~for the structured parking area~~ which includes clearly delineated space in the structured parking area and other interior common spaces easily accessible for tenants for ~~at least 50% of the bicycle parking required by the zoning code to serve the residential uses.~~ at least 550% of this bicycle parking shall be placed on the lower level of the structured parking area

- b) If the in-unit bicycle storage areas are being utilized as support for a reduction in standard bicycle parking stalls provided, the applicant shall include a detailed drawing of the proposed in-unit storage system to make sure that it is tailored toward bicycles, rather than as a general storage area
 - c) If bicycles are intended to be stored in areas requiring use of elevators, hallways, and exterior and interior doors, the applicant shall include details demonstrating the capacity and design of elevators, hallways, and exterior and interior doors to handle bicycles being frequently wheeled into and out of the residential units
 - d) A revised site plan to include additional bicycle parking for guests and visitors outside of the building. The applicant may coordinate with Traffic Engineering and Planning staff to explore possibilities to locate a portion of this parking in the public rights of way.
 - e) A revised plan for the parking area which shows adequate space and a layout for moped parking to accommodate a ratio of one stall per seven bedrooms. A portion of this area may be utilized as automobile parking in the future following a minor alteration to the conditional use, if the applicant can demonstrate that the demand for moped parking is below that which is being provided. If a portion of this space is not programmed as moped parking in the short term, The applicant shall include a detailed management plan to ensure that mopeds are not parked outside of the building.
 - f) The applicant is encouraged to dedicate two or more automobile parking stalls for a shared car, which the Madison-based "Community Car" program may be able to help facilitate.
 - ~~g) The applicant is encouraged to provide an additional residential entrance to the building from State Street.~~
3. Final elevation drawings submitted for staff review and approval shall include the following (Note: This condition has been modified based on revisions submitted July 17, 2013):
- a) Fire-rated true windows along the sides of all three of the proposed twelve-story shear walls, as shown in the revisions submitted by the applicant on June 26, 2013. As an alternative to this, the applicant is encouraged to explore pushing at least the upper portion of these walls away from the property lines to allow for additional window openings. (Note: False spandrel glass material is not supported by staff as an alternative to fire-rated windows)
 - b) Operable window systems and varied knee wall heights along the State Street and Frances Street commercial facades, as shown in the revisions submitted by the applicant on June 26, 2013 and further refined with input from the Urban Design Commission.
 - c) A linear window pattern on all facades of the tower elements, similar to that shown on the State Street facade in "Option B" submitted by the applicant on June 26, 2013. The applicant is encouraged to provide additional windows on this facade, similar to the proportion and pattern on the Frances Street facade, or to enlarge the windows so that the overall proportion of glass is greater.
 - d) Labels and a detailed schedule for all building materials to include a light/white brick on the eastern portion of the 4-6 story portion of the building facing State Street, as shown in revisions dated July 17, 2013.
4. Final plans submitted for staff review and approval shall include a trash and recycling management plan, and adequate dedicated space within the lower level of the parking area to accommodate trash and recycling generated by the residents. Detail on the intended dumpsters, frequency of pick-up, and the intended pathway from the trash areas to the street shall be indicated in final plans. The applicant is encouraged to coordinate with staff from the Streets and Recycling Division on the possibility of integrating a composting program for the project (best initial contact is George Dreckmann, gdreckmann@cityofmadison.com, 608-267-2626).

Zoning Administrator (Contact Matt Tucker, 266-4569)

44. Bike parking: The bike parking space requirement is 572, plus adequate parking for future retail. The project provides 145 stalls (identified in submittal text but not displayed on plans) and included the counting of between 600 and 750 bicycle storage spaces within the dwelling units. MGO Section 28.141(11)(c) specifically prohibits the counting of in-unit bike parking spaces toward the bike-parking requirement. The submitted plans suggest a significant request for the reduction of the minimum number of required bicycle parking spaces.

Per MGO Section 28.141(5), a bicycle parking reduction may be granted by the zoning administrator. It is clear that the development will have a significant bike parking demand, and a thorough case, including the provision of more bike parking in the building, will be required to consider such a reduction. At this time, the bike parking cannot be determined to be adequate, and no reduction will be granted.

45. Signage approvals are not granted by the Plan Commission. Signage must be reviewed for compliance with MGO Chapter 31, Sign Codes, prior to sign installations.
46. MGO Section 28.185(7)(a)5 requires approval of a reuse and recycling plan by the Recycling Coordinator, Mr. George Dreckmann, (608-267-2626), prior to the issuance of the demolition permit.
47. MGO Section 28.185(10) Every person who is required to submit a reuse and recycling plan pursuant to Section 28.185(7)(a)5 shall submit documents showing compliance with the plan within sixty (60) days of completion of demolition.
48. Pursuant to Section 28.141(4)(e), Parking Requirements for Persons with Disabilities, the provisions contained in Wis. Stat 101.12, 346.503, and 346.56 and any related Wisconsin Administrative Code sections are applicable to parking facilities in this building. Final submitted plans shall represent compliance with these requirements.
49. Bike parking shall comply with MGO Table 28I-3 (General Regulations). Bicycle parking design and location shall comply with MGO Section 28.141(11). Provide bike rack details with the final plan set, both ground and wall-mount.
50. Parking garage opening from Gilman Street is shown as 30' wide, where MGO Section 28.071(3)(a)3 requires a maximum width of 22'. Revise width in final plan set.
51. If the ground flex space on Gilman Street is to be used as residential, a ground floor courtyard/landscape space must be provided between the front wall and the sidewalk, per MGO Section 28.071(3)(d)5.
52. The overall height of the building, including all mechanical equipment projections, shall not exceed the Capitol View Preservation limitation, 187.2' City Datum, per MGO Section 28.134(3). Provide overall height of building and mechanical equipment relative to the capitol view height limitation.
53. Provide detail drawings of the windows on all facades to reflect compliance with MGO Section 28.071(3)(e).
54. Provide design detail on mechanical equipment penthouse screening, to show compliance with MGO Section 28.071(3)(h).
55. Clearly show each bike and moped parking space on the floor plans, including required 5' access aisle. Identify wall mount, structured, and surface bike parking spaces, and include a bike rack detail showing compliance with MGO Section 28.141(11).