



Project Address: 115 W Doty Street and 118 W Wilson Street

Application Type: Planned Development (PD), Dane County Jail Consolidation
Initial/Final Approval and an Advisory Recommendation are Requested

Legistar File ID #: [73953](#)

Prepared By: Jessica Vaughn, AICP, UDC Secretary

Background Information

Applicant | Contact: Dane County Dept. of Administration | Todd Draper, Dane County Dept. of Public Works | Jan Horsfall, Potter Lawson, Inc.

Project Description: The applicant is seeking an Initial/Final Approval, as well as an advisory recommendation regarding the construction of an addition to the Dane County Jail and Public Safety Building.

Project Schedule:

- The UDC received an Informational Presentation on October 30, 2019, December 11, 2019 (Legistar File ID [57747](#)) and October 12, 2022.
- The Plan Commission is scheduled to review this proposal on January 9, 2023.

Approval Standards: The UDC is both an advisory body and approving body on this request. The UDC is an **advisory body** related to the Planned Development request. For Planned Developments the Urban Design Commission is required to provide a recommendation to the Plan Commission with specific findings on the design objectives listed in Zoning Code sections [28.098](#)(1), Statement of Purpose, and (2), Standards for Approval (PD Standards Attached).

The UDC is also an **approving body** on the proposed building addition, pursuant to MGO Section [33.24](#)(4)(d), "*The UDC shall approve plans for all buildings proposed to be built or expanded in the City by the State of Wisconsin, the University of Wisconsin, the City of Madison, Dane County, the Federal Government or any other local governmental entity which has the power to levy taxes on property located within the City.*"

Adopted Plans: In addition, the project site is located in the Downtown Plan (the "Plan") planning area within the Downtown Core neighborhood. As noted in the Plan, maximum building heights for the project site are recommended for up to ten stories with first floor, floor-to-floor heights of 14-18 feet and upper stories 10-14 feet. While overall building heights and floor-to-floor heights were not provided in the application materials, the proposed building at six stories, generally appears to be in compliance with the Plan recommendations.

Summary of Design Considerations

Planning Division staff requests that the UDC review and make findings based on the standards for Planned Developments and Public Buildings, including the design considerations noted below and those items noted by the Commission as part of the most recent Informational Presentation.

- **Wilson Street Orientation.** As noted in previous reports, staff continues to have concerns regarding activation and orientation towards Wilson Street, which largely comprised of service doors and minimal architectural detailing. Staff requests the UDC review and make findings related Wilson Street ground

floor design. Consideration should be given to the finish treat of the concrete columns, incorporating windows into the garage doors, landscape, etc.

As noted in the Commission's Informational Presentation comments, consideration should be given to:

- Incorporating landscape plantings to help soften blank wall expanses along the street level, as well as
 - Re-evaluation of the appropriateness in the size, scale and finishes treatment of the columns,
 - The treatment of the space between the courthouse and proposed addition, and
 - The introduction of color to reduce the garage door expanses along Wilson Street.
- **Building Materials and Composition.** The building material palette is primarily comprised of terracotta panel, which will have a combination of smooth and textured finishes, metal panels, as well as masonry at the ground level. Staff requests UDC provide feedback and make findings related to the overall building material palette, including as it relates to the rhythm and articulation (vertical and horizontal building elements), and material transitions.
 - **Long Views.** This building is in a highly prominent location with the building's "lake" side having considerable visibility from the south. Staff requests UDC consider the overall composition as it relates to such "long views" and requests the UDC provide feedback and make findings on how the building will be perceived from longer distances, including those related to composition elements such as the "random" window pattern.
 - **Lighting.** The photometric plan appears to have inconsistencies with the City's Outdoor Lighting requirements (Section 29.36, MGO) for medium level activity areas, including light levels in excess of 2.5 footcandles in pedestrian and parking areas and 1.5 footcandles in driveway areas. As a potential code compliance issue, the applicant is advised that an updated photometric plan and fixture cutsheets, consistent with MGO Section 29.36, will be required to be submitted for review and approval prior to permitting.

As noted above the UDC is both an advisory body and approving body on this request. Approving as it relates to the public building portion of the request, and advisory as it relates to the Planned Development amendment, including landscape. Staff recommends the Commission's action be in the form of one motion that has multiple components; one for the design of the proposed public building addition and one for the Planned Development that is based in the PD Standards.

Summary of UDC Informational Presentation Comments

As a reference, the Commission's comments from the October 12, 2022, Informational Presentation are provided below:

- The terra cotta is supposed to match the existing Public Safety Building, that's fine, but it doesn't have to. The detailing of this is enough to make it stand on its own and not match anything around it. It is successful showing how you can see this building from various vantage points. It's a simple project, but simple is not a bad thing if it's done right, this is a very good project. Program use and activism aside, I do agree with some of those issues, but the design of the building is great.
- The materials and detailing are nice. The pedestrian experience is entirely relying on that mural to provide any sort of pedestrian activation. What's above is cool but I can't get over this hulking mass with concrete columns holding up the mass, and two wide garage doors along the streetscape; it has to be a lot better. I would echo the community comment from the neighborhood that functionally, the trash

pick-up needs to be more thoughtful, but the Wilson Street façade has to enhance the street level experience for pedestrians, it still feels very lacking.

- The main building is entirely successful, I like the randomness of the window openings and simple use of materials, it is quite striking, but that lower level leaves a lot to be desired. A really big mural certainly helps, particularly if it's illuminated at night, but it almost accents how bad the rest of it is. Much of what we're seeing there is driven by what's happening behind those doors, but there could be a better treatment. If those are in essence big industrial overhead garage doors, do they have to be just big expanses of gray, can there be some coloration or gradation of colors, anything on those rather than what we're looking at? They're so foreboding.
- I give the developers credit for trying to do something with those columns with polishing and lighting, but that seems like the bare minimum, something else could be done that would allow them to serve their functional purpose yet be more attractive; dyeing the concrete, applying surface imprinting, something more dynamic with the lights.
- I sympathize with the citizen comments, the design aesthetics of a building that's meant to incarcerate people. I would advance the view that even buildings that serve a darker side of our society should still be decent architecture.
- I don't mind the columns, but is there a way to not have the garage doors be as industrial? Have you looked at wrapping that art around for color? I understand regulations with municipal buildings, is there any way to enhance those so they're not a gray expanses?
 - It's something we can take a look at. We can take that back to the County and see if there are options to make that a better pedestrian experience.
- The one door looked like it might be fifty-feet wide.
 - They are wide, it's a tight site and needs a big loading area.
- That's your big canvas, that's your street facing façade. Are they solid or fabric type doors?
 - They are the rubber type door. The east door is thirty-feet and the west door is about forty-feet. The material is used because were trying to max out the opening, the exiting overhead doors cause difficulty backing in where they've hit the building numerous times.
- So similar to the back of Overture. You'll see if there is a way to apply color or expression.
- The architectural design is really successful and interesting. Every building downtown has a utility entry to them, it's hard to locate anywhere downtown that won't engage pedestrians, but I do think there is sometimes a benefit to not draw attention to these utility areas. The concrete columns are a nice attempt to try to refine the utilitarian side of the building. Having these dark doors recede, your eye is not drawn to it. The pedestrian experience is subjective and fleeting, maybe there is a way to add more landscaping. The easement side is the City's purview but turf or additional raised beds could augment the pedestrian experience more through landscaping.
- Maybe if there's any kind of vision window could they be staggered or something done to them for movement and visual interest. Make the storefront pop toward the street for interest and texture along the sidewalk.

ATTACHMENT
PD Zoning Statement of Purpose and Standards

28.098 (1) Statement of Purpose.

The Planned Development (PD) District is established to provide a voluntary regulatory framework as a means to facilitate the unique development of land in an integrated and innovative fashion, to allow for flexibility in site design, and to encourage development that is sensitive to environmental, cultural, and economic considerations, and that features high-quality architecture and building materials. In addition, the Planned Development District is intended to achieve one or more of the following objectives:

- (a) Promotion of green building technologies, low-impact development techniques for stormwater management, and other innovative measures that encourage sustainable development.
- (b) Promotion of integrated land uses allowing for a mixture of residential, commercial, and public facilities along corridors and in transitional areas, with enhanced pedestrian, bicycle and transit connections and amenities.
- (c) Preservation and enhancement of important environmental features through careful and sensitive placement of buildings and facilities.
- (d) Preservation of historic buildings, structures, or landscape features through adaptive reuse of public or private preservation of land.
- (e) Provision of more adequate, usable, and suitably located open space, recreational amenities, and other public facilities than would otherwise be provided under conventional land development techniques.
- (f) Facilitation of high-quality development that is consistent with the goals, objectives, policies, and recommendations of the Comprehensive Plan and adopted neighborhood, corridor or special area plans.

28.098(2) Approval Standards for Project

The standards for approval of a zoning map amendment to the PD District, or any major alteration to an approved General Development Plan, are as follows:

- (a) The applicant shall demonstrate that no other base zoning district can be used to achieve a substantially similar pattern of development. Planned developments shall not be allowed simply for the purpose of increasing overall density or allowing development that otherwise could not be approved unless the development also meets one or more of the objectives of (1) above. Conditions under which planned development may be appropriate include:
 - 1. Site conditions such as steep topography or other unusual physical features; or
 - 2. Redevelopment of an existing area or use of an infill site that could not be reasonably developed under base zoning district requirements.
- (b) The PD District plan shall facilitate the development or redevelopment goals of the Comprehensive Plan and of adopted neighborhood, corridor or special area plans.
- (c) The PD District plan shall not adversely affect the economic health of the City or the area of the City where the development is proposed. The City shall be able to provide municipal services to the property where the planned development is proposed without a significant increase of the cost of providing those services or economic impact on municipal utilities serving that area.
- (d) The PD District plan shall not create traffic or parking demands disproportionate to the facilities and improvements designed to meet those demands. A traffic demand management plan may be required as a way to resolve traffic and parking concerns. The Plan shall include measurable goals, strategies, and actions to

encourage travelers to use alternatives to driving alone, especially at congested times of day. Strategies and actions may include, but are not limited to, carpools and vanpools; public and private transit; promotion of bicycling, walking and other non-motorized travel; flexible work schedules and parking management programs to substantially reduce automobile trips.

- (e) The PD District plan shall coordinate architectural styles and building forms to achieve greater compatibility with surrounding land uses and create an environment of sustained aesthetic desirability compatible with the existing or intended character of the area and the statement of purpose of the PD District.
- (f) The PD District plan shall include open space suitable to the type and character of development proposed, including for projects with residential components, a mix of structured and natural spaces for use by residents and visitors. Areas for stormwater management, parking, or in the public right of way shall not be used to satisfy this requirement.
- (g) The PD district shall include suitable assurances that each phase could be completed in a manner that would not result in an adverse effect upon the community as a result of termination at that point.
- (h) When applying the above standards to an application for height in excess of that allowed in Section 28.071(2)(a) Downtown Height Map, except as provided for in Section 28.071(2)(a)1. and Section 28.071(2)(b), the Plan Commission shall consider the recommendations in adopted plans and no application for excess height shall be granted by the Plan Commission unless it finds that all of the following conditions are present:
 - 1. The excess height is compatible with the existing or planned (if the recommendations in the Downtown Plan call for changes) character of the surrounding area, including but not limited to the scale, mass, rhythm, and setbacks of buildings and relationships to street frontages and public spaces.
 - 2. The excess height allows for a demonstrated higher quality building than could be achieved without the additional stories.
 - 3. The scale, massing and design of new buildings complement and positively contribute to the setting of any landmark buildings within or adjacent to the project and create a pleasing visual relationship with them.
 - 4. For projects proposed in priority viewsheds and other views and vistas identified on the Views and Vistas Map in the City of Madison Downtown Plan, there are no negative impacts on the viewshed as demonstrated by viewshed studies prepared by the applicant.
- (i) When applying the above standards to an application to reduce or eliminate setbacks required by Section 28.071(2)(c) Downtown Stepback Map, the Plan Commission shall consider the recommendations in adopted plans, including the downtown plan. No application to reduce or eliminate setbacks may be granted unless it finds that all of the following conditions are present:
 - 1. The lot is a corner parcel.
 - 2. The lot is not part of a larger assemblage of properties.
 - 3. The entire lot is vacant or improved with only a surface parking lot.
 - 4. No principal buildings on the lot have been demolished or removed since the effective date of this ordinance.