#### **Staff Report**

## Edgewater Redevelopment – 666 Wisconsin Avenue – Mansion Hill Local Historic District Request for Certificate of Appropriateness (including variance(s) if necessary)

#### Madison Landmarks Commission – May 10, 2010 Legistar ID 15483

Note: On November 30, 2009, the Madison Landmarks Commission considered a request for a Certificate of Appropriateness for an earlier version of this project. That request was not granted and was subsequently appealed to the Common Council. All materials related to that case as well as this current request are linked to Legistar ID 15483 at: http://legistar.cityofmadison.com/detailreport/matter.aspx?key=17279

#### Part 1: Request

The Hammes Company is requesting a Certificate of Appropriateness for the redevelopment of the Edgewater Hotel located at 666 Wisconsin Avenue, in the Mansion Hill Local Historic District. The applicants are also seeking variances from one or more of the approval criteria, if necessary. Although this is a single integrated project, for the purposes of this report it will be discussed in each of its three component parts: 1) the rehabilitation of the original (1940s) hotel tower and the addition of a story; 2) the removal of the top story of the 1970s addition to create a plaza; and 3) the construction of a new hotel tower, which is an addition to the existing hotel. The proposal also includes a largely underground parking facility located between the proposed new hotel tower and the National Guardian Life Building. Because this structure is below grade, the portions that will be most visible include a small elevator/stair access structure located near the intersections of Wisconsin Avenue and Langdon Street, and a retaining wall/planter and garage entrance located along the private drive that is, in essence, an extension of Langdon Street.

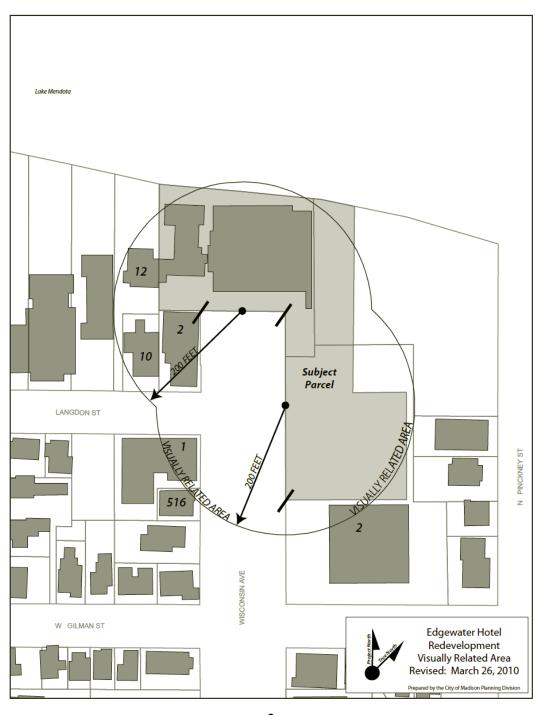
The Landmarks Commission must evaluate this project based on the criteria contained within the Landmarks Ordinance (Sec. 33.19 MGO). Because the Landmarks Ordinance contains different approval criteria based on whether the project involves new construction or additions and alterations to existing structures, and this project involves both, the pertinent criteria will be described with the portion of the project to which they apply. Ordinance language regarding the granting of variances is also included. A single Certificate of Appropriateness in being requested.

#### Part 2: Visually Related Area

Several of the Mansion Hill Historic District criteria refer to buildings within the Visually Related Area. On the next page is a map of the Visually Related Area for this project, followed by photos of each of the buildings included within the area.

The Visually Related Area for a parcel within a block (not a corner parcel) as specified by the Landmarks Ordinance: "Shall be defined as the areas described by a two-hundred (200) foot circle drawn from the center point of the street side (front) lot line."

In this case, the development parcel (exclusive of the right-of-way proposed to be leased from the City) has a frontage at the end of Wisconsin Avenue (or 'project north' as shown on plans), and along the east side of Wisconsin Avenue (or 'project east' as shown on the plans). The Visually Related Area is a combination of 200-foot circles drawn from the center points of each of these segments.



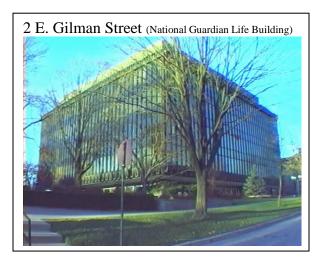
#### Photos of Buildings in the Visually Related Area:



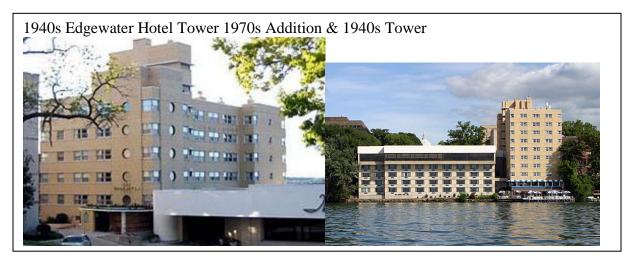












On November 30, 2009, the Landmarks Commission considered an earlier iteration of this project. In the staff report to the Commission, the 1940s Edgewater tower was not considered in the evaluation of the proposed Edgewater tower because it is located on the same development parcel, although it was located within the Visually Related Area. The City Attorney's Office opined that the Landmarks Ordinance does not exclude existing structures on the same development parcel that are within the Visually Related Area, and staff clarified at the meeting that the Commission should consider the 1940s tower in its evaluation of the proposed project. As shown on page 2, the development parcel has grown since the November 30 meeting and now includes additional land where the underground parking structure is proposed to be located. This has expanded the Visually Related Area to include two additional structures—The National Guardian Life Building at 2. E. Gilman Street and a house at 516 Wisconsin Avenue.

#### Part 3: Alterations to 1940s Tower

The original Edgewater Hotel tower was built in 1946. This is one of the finest Art Moderne buildings in Madison erected for the Quisling family and designed by Kenosha architect Lawrence Monberg. It is a textbook example of the style with porthole windows, metal trim and railings, and streamlined fins shading windows and emphasizing horizontality.

The existing tower will be rehabilitated with repair and replacement of brick, steel lintels, terracotta bands, the reglazing of glass blocks, and new windows that will match the profiles and proportions of the existing windows. The 1970s addition was attached to the east elevation for a significant portion of 2+ stories and concealed views of that elevation from view from many vantage points. This proposal involves the removal of that attachment, revealing the original façade. In this area, matching brick, windows, and architectural detailing will be used to reestablish the original appearance.

A one-story addition is proposed on the top of this building. The design is essentially a continuous glass wall. A new entrance addition is proposed that will emulate the entry as originally designed (but not built) with a curving cantilevered roof as depicted in the illustration included in the submittal. A somewhat expanded and reconstructed Rigadoon Room is also proposed along the lower lakeside elevation. It should be noted that in the April 19 (spiral bound) portion of the submittal the plan excerpt showing the new entrance addition (section 4 –

page 6) is reversed, but is shown correctly in the March 10 PUD plan submittal that is also a part of this application. It should also be noted that the plan excerpt in the April 19 portion of the submittal showing the Rigadoon Room (section 4 - page 8) does not reflect the curvilinear design that is illustrated in the rendering and in the PUD plan submittal.

This component of the project involves alterations to an existing structure. As such, the following sections of the Mansion Hill Historic District requirements apply:

Sec. 33.19(10)(d) Regulation of Construction, Reconstruction, Exterior Alteration and Demolition.

The Commission shall act in these matters specifically as they regard the Mansion Hill Historic District in the manner specified by Madison General Ordinance, Sections 33.19(5)(b) and (c).

A staff review of the above-cited sections determined that Sec. 33.19(5)(b)4c is the one that is directly relevant to this component of the project:

- 4. Upon filing with the Landmarks Commission, the Landmarks Commission shall determine:
  - c. Whether, in the case of any property located in an Historic District pursuant to the terms of Subsection (6)(d) hereunder, the proposed construction, reconstruction or exterior alterations does not conform to the objectives and design criteria of the historic preservation plan for said district as duly adopted by the Common Council. (Sec. 33.01(4)(b)3. Renumbered to 4. by Ord. 11,070, 12-6-94)

The public policy guidelines for the Mansion Hill Historic District were derived from a plan entitled "The Mansion Hill Historic Preservation Plan and Development Handbook", City Planning Department, 1975.

On March 23, 2010, the Plan Commission recommended approval of the PUD-GDP-SIP rezoning application for this project. That recommendation included a condition that would require the renovation of the 1940s tower to be conducted in accordance with the Secretary of Interior's Standards for Rehabilitation and as approved by the State Historic Preservation Officer. Following this recommendation, Planning Division staff communicated with the Deputy State Historic Preservation Officer who, based on his informal review of the project, identified three key concerns that could affect the project's ability to conform to those standards. A copy of a memo from Bradley J. Murphy summarizing those concerns can be found at the end of this report as "Attachment 1".

The rehabilitation of buildings in compliance with the Secretary of Interior's Standards is not a requirement of the Mansion Hill Historic District. As stated in the original staff report on this project, and based on a review of the submitted materials, staff believe that proposed alterations to the original tower are consistent with the objectives and design criteria contained within the above-mentioned plan, and do not believe that it is essential for all of the alterations to comply with the Secretary of Interior's Standards. However, additional plans need to be submitted showing the architectural details (including materials) of each elevation and of each of these features—the additional story to added, the new entry feature, and the expanded Rigadoon Room element.

#### Part 4: Alterations to 1970s Addition

The 1970s addition is a low-rise modern addition that was almost entirely built within the vacated right-of-way of Wisconsin Avenue. From the front, this addition is characterized by a one-story element with a tall fascia/parapet wall. It also includes the entrance to the underground parking structure and vehicular drop-off. Due to the slope of the site, this addition is 5-stories on the lake side.

The proposal removes the top story and fascia/parapet wall (approximately 20-feet in height) from this component and incorporates an expansive two-tiered plaza area, and circular drop-off drive. The plaza drops a total of approximately 20-feet from the elevation at Langdon Street. According to the applicant, a total of approximately 295,000 cubic feet of the existing structure is proposed to be removed.

Since this component also involves alterations to an existing structure, the above-cited section of the Mansion Hill Historic District requirements apply to this part of the project as well, and is repeated below for convenience:

Sec. 33.19(10)(d) Regulation of Construction, Reconstruction, Exterior Alteration and Demolition.

The Commission shall act in these matters specifically as they regard the Mansion Hill Historic District in the manner specified by Madison General Ordinance, Sections 33.19(5)(b) and (c).

A staff review of the above-cited sections determined that Sec. 33.19(5)(b)4c is the one that is directly relevant to this component of the project:

- 4. Upon filing with the Landmarks Commission, the Landmarks Commission shall determine:
  - d. Whether, in the case of any property located in an Historic District pursuant to the terms of Subsection (6)(d) hereunder, the proposed construction, reconstruction or exterior alterations does not conform to the objectives and design criteria of the historic preservation plan for said district as duly adopted by the Common Council. (Sec. 33.01(4)(b)3. Renumbered to 4. by Ord. 11,070, 12-6-94)

Based on a review of "The Mansion Hill Historic Preservation Plan and Development Handbook", staff believe that this component is consistent with the objectives and design criteria contained within that plan.

#### Part 5: Construction of New Tower (including the underground parking structure)

The final component of the proposal involves the construction of a new hotel tower and underground parking structure. The new tower incorporates many neo-classical design elements, and is an addition to the 1970s portion of the hotel. The tower is situated on top of a podium that includes a 4-story extension of the 1970s addition topped by a 2-story addition. The new tower extends an additional 9 stories above the 6-story podium. The new structure will be a total of 9

stories at the intersection of Wisconsin Avenue and Langdon Street and 15-stories on the lake side.

The upper 9 stories have been moved approximately 13 to 21 feet from the Wisconsin Avenue right-of-way line extended (to the "plan east") from the prior proposal. The design of the new tower has also changed to reflect input from the Urban Design Commission. In addition, the proposal now incorporates a rooftop access which the Zoning Ordinance counts as a story.

It should be noted that in the April 19 (spiral bound) portion of the submittal, there are several colored elevations where the mass of the new tower may not be apparent due to the manner in which they are rendered. "Attachment 2" outlines the extents of the building in those areas to provide further clarification.

The Landmarks Ordinance contains references to "construction", "exterior alteration", "new development", "new structure", "new building", "new construction", "additions". None of these terms are defined within the Ordinance, and staff concludes that the terms are not necessarily mutually exclusive. For instance, the new tower is attached to and substantially integrated with the 1970s addition, and while it is an addition to the 1970s addition, it is in essence a new structure, so both aspects need to be considered in evaluating this component.

This component of the project must meet all of the following design criteria of Sec. 33.19(10)(e)1.-5. of the Mansion Hill Historic District - Guideline Criteria for new Development in the Mansion Hill Historic District. Below is a discussion of each of these criteria:

### 1. The gross volume of any new structure shall be visually compatible with the buildings and environment with which it is visually related (visually related area).

The gross volume of the proposal must be found to be visually compatible with the buildings and environment within the Visually Related Area. There are several factors that could be considered to inform the discussion about the gross volume of the building and its visual compatibility with other buildings in the Visually Related area, including cubic area and gross floor area. Since the Ordinance also refers to visual compatibility with "the buildings and environment", staff also considered the floor area ratio (FAR), which is a measure of the amount of floor area compared to the size of the site a building occupies. This criterion should not be interpreted to mean that new buildings must be the same size as existing buildings in the area. Factors which are typically considered in determining visual compatibility include building relationships in terms of height, volume, FAR, setback, location in proximity to other buildings in the VRA, to name several. The applicants suggest several other metrics in their application.

	Estimated	Estimated	Estimated
	<b>Gross Floor Area</b>	Gross Volume	Floor Area Ratio
1 Langdon Street	53,600 sq.ft.	589,800 cu.ft.	3.8
2 Langdon Street	19,600 sq.ft.	215,000 cu.ft.	2.3
10 Langdon Street	9,700 sq.ft.	107,100 cu.ft.	1.45
12 Langdon Street	14,500 sq.ft.	159,600 cu.ft.	0.93
516 Wisconsin Ave	3,500 sq.ft.	38,500 cu.ft.	1.05
2 E Gilman (NGL)	76,000 sq.ft.	1,152,000 cu.ft.	0.73
Edgewater: 1940s Tower & Remaining 1970s Addition	85,400 sq. ft.	823,900 cu.ft.	n/a
Edgewater: New Tower Below Plaza Grade	52,700 sq.ft.	504,800 cu.ft.	n/a
Edgewater: New Tower Above Plaza Grade	127,000 sq.ft.	1,456,600 cu.ft.	n.a

<b>Edgewater:</b>	265,100 sq.ft.	2,785,300 cu.ft.	2.72
<b>Entire Project</b>	205,100 Sq.1t.	2,705,500 cu.1t.	2.12

For buildings in the Visually Related Area, Gross Floor Area and Gross Volume are <u>estimates</u> based on building footprints contained in the application and photographs to determine the number of stories, and are rounded to the nearest 100 sq.ft. The Gross Volume estimates are based on an assumed 11-foot floor-to-floor height, except for 2 E. Gilman which was measured off of the submittal. Floor Area Ratio for these buildings was calculated using the Gross Floor Area in the table and lot area from City of Madison Assessor's Office records and <u>do not include parking or public right-of-way</u>. Figures for the Edgewater were taken from the submitted plans.

Although the above comparisons provide useful information in comparing the relative size of these buildings, that alone should not be the determining factor on whether the project meets this criterion. The wording of this criterion states that the gross volume of any new structure should be <u>visually compatible</u> with those within the Visually Related Area.

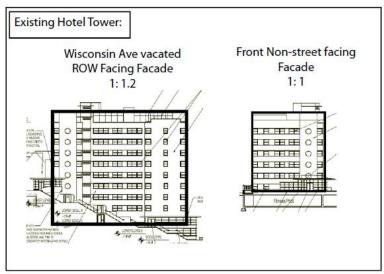
# 2. In the street elevation(s) of a new building, the proportion between the width and the height in the facade(s) shall be visually compatible with the buildings and the environment with which it is visually related (visually related area).

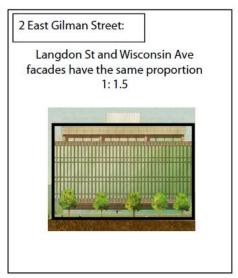
The proposed new tower has a street elevation that parallels Wisconsin Avenue, even though it also includes a portion of vacated Wisconsin Avenue. Given its location at the intersection of Wisconsin Avenue and Langdon Street, the elevation that parallels Langdon Street will also be prominent, so staff also included this elevation in the analysis as it applies to this criterion.

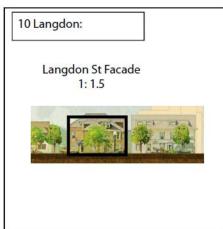
Following is a study that compares these elevations of the proposed new tower to the street elevations of other buildings within the Visually Related Area. While the street elevation(s) are substantially larger than the street elevations of other buildings within the Visually Related Area, this criterion relates to "the proportion between the width and the height in the

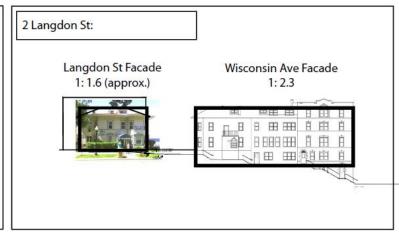
facades", and based on the illustrations below and on the next page, these proportions appear to be similar.

#### Proportions between width and height for street elevations (shown at various scales):



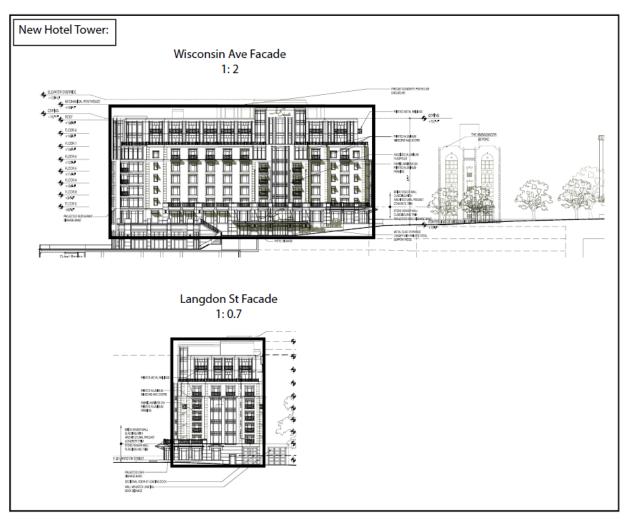












Except for the photo of 2 Langdon Street and 516 Wisconsin Avenue, other information in the above graphics were taken from the application.

3. The proportions and relationships between width and height of the doors and windows in new street facade(s) shall be visually compatible with the buildings and environment with which it is visually related (visually related area).

Based on a comparison of the architecture of the proposed new tower to the buildings within the Visually Related Area, staff do not believe that there is an issue with meeting this criterion. If the Commission feels that a more specific analysis is necessary to make a finding on this criterion, it should request additional information from the applicant.

4. The rhythm of solids to voids created by openings in the facade of the new structure should be visually compatible with the buildings and environment with which it is visually related (visually related area).

Staff reviewed photos of the buildings within the Visually Related Area and compared the pattern of solids and voids with the proposed new tower. **Based on this evaluation, staff do** 

**not believe that there is an issue with meeting this criterion.** If the Commission feels that a more specific analysis is necessary to make a finding on this criterion, it should request additional information from the applicant.

5. All new street facades should blend with other buildings via directional expression. When adjacent buildings have a dominant vertical or horizontal expression, this expression should be carried over and reflected.

The proposed new tower has an overall horizontal expression with a base that has more of a storefront appearance, a middle with a consistent pattern of windows, materials, and other features, and a top which utilizes larger expansions of glass for a lighter appearance. Of the buildings within the Visually Related Area, 1 Langdon Street and 2 E. Gilman Street (National Guardian Life Building) have a strong horizontal direction, as does 2 Langdon Street along the Wisconsin Avenue elevation. Other buildings within the Visually Related Area are a more square shape without a strong vertical or horizontal expression. This criterion is not specifically limited to buildings within the Visually Related Area. **Staff do not believe that there is an issue with meeting this criterion.** If the Commission feels that a more specific analysis is necessary to make a finding on this criterion, it should request additional information from the applicant.

#### **Part 6: Variance Request**

The applicants have requested variances, if needed, from one or more of the Guideline Criteria for new Development in the Mansion Hill Historic District above. Section 33.19(15) of the Landmarks Ordinance provides for variances to be granted, and the relevant excerpts of that section are provided below:

#### (15) Variances.

(a) <u>Authority</u>. The Landmarks Commission may vary the criteria for review of additions, exterior alterations or repairs for designated landmarks, landmark sites and improvements in any Historic District and the criteria for new construction in any Historic District in harmony with the general purpose and intent to preserve the historic character of landmarks, landmark sites and of each Historic District only in the specific instances hereinafter set forth and only if the proposed project will be visually compatible with the historic character of all buildings directly affected by the project and of all buildings within the visually related area.

The variance procedure and standards are designed to prevent undue hardships caused by application of the strict letter of the regulations of this chapter and to encourage and promote improved aesthetic design by allowing for greater freedom, imagination and flexibility in the alteration of existing buildings and the construction of new buildings within an Historic District while ensuring substantial compliance with the basic intent of the ordinance.

- (c) <u>Standards</u>. The Landmarks Commission shall not vary the regulations of this ordinance unless it makes findings of fact based upon the evidence presented to it in each specific case that one or more of the following conditions is present:
  - 1. The particular physical characteristics of the specific building or site involved would result in a substantial hardship upon the owner as distinguished from a mere inconvenience, if the strict letter of the regulations were to be carried out, provided that the alleged difficulty or hardship is created by this ordinance and has not been created by any person presently having an interest in the property.
  - 2. In the case of the alteration of an existing building, the proposed design would incorporate materials, details, or other elements not permitted by the ordinance but which can be documented by photographs, architectural or archaeological research or other suitable evidence to have been used on other buildings of a similar vintage and style in the Historic District in which the building is located, provided that the project will not destroy significant architectural features on the building.
  - 3. In the case of new construction, the proposed design incorporates materials, details, setbacks, massing or other elements that are not permitted by the ordinance but which would enhance the quality of the design for the new building or structure, provided that said new building or structure otherwise complies with the criteria for new construction in the Historic District in which the building or structure is proposed to be located and provided further that it would also have a beneficial effect on the historic character of the visually related area.
- (d) <u>Authorized Variances</u>. Variances shall be granted by the Landmarks Commission only in accordance with the standards set forth in (13)(c) above, and may be granted only in the following instances:
  - 1. To permit residing with a material or in a manner not permitted under this chapter.
  - 2. To allow additions visible from the street or alterations to street facades which are not compatible with the existing building in design, scale, color, texture, proportion of solids to voids or proportion of widths to heights of doors and windows.
  - 3. To allow materials and/or architectural details used in an alteration or addition to differ in texture, appearance and design from those used in the original construction of the existing building.
  - 4. To permit the alteration of a roof shape otherwise prohibited under this chapter.
  - 5. To permit the use of roofing materials otherwise prohibited under this chapter.
  - 6. To allow use of materials for new construction which use would be otherwise prohibited under Sec. 33.01(12)(f)1.b.

(Sec. 33.01(13) Renumbered by Ord. 10,871, Adopted 3-15-94)

#### **Part 7: Staff Recommendation**

This report describes each of the project's components for ease of discussion and to facilitate the review of each of the criteria that apply specifically to those components. However, the proposal is a single integrated project and the Landmarks Commission is being asked to grant a single Certificate of Appropriateness for the project in its entirety.

Based on the materials submitted, staff believe that the project is consistent with the criteria for alterations to the 1940s tower. Staff also believe that the project is consistent with the criteria for alterations to the 1970s addition. Staff further believe that the project is consistent with the criteria 3-5 for new construction for the new tower. Staff believe that, considering changes made to the new tower and buildings now included within the Visually Related Area (notably the National Guardian Life Building and 1940s Edgewater tower), a case can be made that the project now is more in keeping with criteria 1 and 2. However, the applicants have requested variances if the Landmarks Commission feels these (or other criteria) are not met. To approve a Certificate of Appropriateness for the project, the Landmarks Commission must either find that the project meets all of the criteria, or grant the requested variances for those criteria the Commission may find are not met.

If the Landmarks Commission finds that the approval criteria are met for the entire project, and/or variances are granted, staff recommend the following conditions of approval:

- 1. The design details for the rehabilitation of the exterior of the 1940s hotel tower, including but not limited to, window, door, and material specifications, and brick repair, shall be approved by staff, or by the Landmarks Commission at staff's discretion.
- 2. The design details and construction drawings for the new top floor, Rigadoon Room, and front entrance element for the 1940s tower must be submitted for approval by staff, or by the Landmarks Commission at staff's discretion.
- 3. Minor changes to the 1970s addition and proposed public plaza, new hotel tower, and elements associated with the underground parking structure may be approved by staff, with any major changes, as determined by staff, to return to the Commission for further approval.

Respectfully submitted,
Rebecca Cnare and Bill Fruhling
Planning Division
Department of Planning and Community and Economic Development
City of Madison

## CITY OF MADISON INTER-DEPARTMENTAL CORRESPONDENCE

DATE: April 22, 2010

TO: Common Council

Plan Commission Landmarks Commission

FROM: Bradley J. Murphy, AICP, Director, Planning Division

SUBJECT: Renovation of Original Edgewater Hotel Tower

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On March 23, 2010, the Plan Commission recommended approval of the rezoning of 666 Wisconsin Avenue and 2 E. Gilman Street from R6H and HIST-MH OR to PUD-GDP-SIP (ID #15955) to the Common Council subject to the comments and conditions contained in the Plan Commission materials and two additional conditions of approval.

The first of the additional conditions recommended by the Commission would require that the renovation of the original 1946 hotel tower be conducted in accordance with the Secretary of Interior's (SOI) Standards for Rehabilitation (of historic buildings) and as approved by the State of Wisconsin Historic Preservation Office (SHPO).

Following the Plan Commission hearing, Planning Division staff discussed the above recommended condition of approval for the Edgewater Hotel PUD with Jim Draeger, who is the Deputy State Historic Preservation Officer at the Wisconsin Historical Society and whose office would be relied upon to implement the proposed condition of approval. Independent of staff's discussion with Mr. Draeger and based on his limited knowledge of the project, he informally reviewed the Edgewater project for potential compliance with the Secretary of Interior's standards and identified three key concerns regarding the developer's plans for the 1946 hotel tower that could affect the project's ability to conform to those standards:

- The proposed addition to the roof of the original hotel tower of a one-story glass curtain-wall "club level" floor and rooftop outdoor seating area overlooking the lake may not meet the SOI standards due to likely visibility from the ground and from public view.
- 2. Plans for the rehabilitation of the original hotel call for a proposed entrance addition at the southeastern corner of the building that would feature a curving cantilevered roof and glass curtain wall intended to emulate the original Lawrence Monberg design for the hotel, which was constructed differently. Even though the proposed entry feature is seen by many as a positive aspect of the Edgewater project, Mr. Draeger indicated the feature may also not meet the SOI standards, which require that rehabilitation be in keeping with the historic building as constructed, not as designed.

Mr. Draeger also indicated that the plans for the new 9- to 14-story hotel tower to be constructed across the proposed plaza from the original hotel tower could affect the ability of the original tower to conform to the SOI standards for renovation.

Mr. Draeger also noted that the recommended condition of approval presented his office with an unusual situation, as SHPO has no legal authority under state or federal law to review this project under the conditions proposed by the Plan Commission. Typically, SHPO does not certify adherence to the Secretary of the Interior's Standards for Rehabilitation, but rather, serves as a recommending body to the National Park Service on whether or not a project requesting historic tax credits meets the standards. He also raised a concern that the recommended condition of approval could create a situation where his review could potentially negate the approval of the project by another unit of government and also noted that the kind of approval proposed has not been done in other cases.

In light of Mr. Draeger's comments regarding the condition of approval recommended by the Plan Commission, the Planning Division recommends that the Common Council consider modifying the condition to instead require that final plans for the renovation of the exterior of the original 1946 hotel tower be approved by the Landmarks Commission or Preservation Planner.

Cc: Jim Draeger, Deputy State Historic Preservation Officer, Wisconsin Historical Society Rebecca Cnare, Planning Division
Tim Parks, Planning Division

The images below are intended to provide clarification on full building elevations with outlines added by Planning Division staff.

